

# EMERGENCY APPEAL



International Federation of Red Cross and Red Crescent Societies  
Fédération internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge  
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja  
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

## **BURKINA FASO, MALI, NIGER: POPULATION MOVEMENT**

Appeal no: 34/02  
4 December, 2002

*The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in 178 countries.  
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### **IN BRIEF**

**THIS APPEAL SEEKS CHF 1,314,000 (USD 886,317 or EUR 890,938) IN CASH, KIND AND SERVICES TO ASSIST 82,000 BENEFICIARIES FOR 6 WEEKS**

*The situation in the region is rapidly evolving. The recent increase in fighting in the Côte d'Ivoire and the resulting insecurity only increases the urgency to immediately respond to the humanitarian needs in the neighbouring countries by providing non-food items in the form of shelter materials (tents), blankets, sleeping mats, jerry cans, limited food supplies, potable water, and hygiene kits, training (or retraining) volunteers from each National Society in instructing the population to reduce the risk of communicable diseases, and administrative and logistics support to the overall operation.*



### ***Situation***

On 19 September intense fighting first broke out between Ivorian government troops and insurgents simultaneously in the three largest towns of Côte d'Ivoire - Abidjan, Bouaké (centre) and Korhogo (north). Government forces regained control of Abidjan on 20 September, however, the towns of Bouaké and Korhogo remained within the control of the insurgents - who have now also gained control of other towns along an east-west axis running through the centre of Côte d'Ivoire and most areas lying to the north of this line. During the last week, two new rebellion groups have entered into the conflict, from the west of the country.

The initial parties to the conflict, the Government and the MPCCI (Patriotic Movement of Ivory Coast) have agreed to a cease-fire brokered by the Economic Community of West African States (ECOWAS) on 17 October. Despite this cease-fire, stability has not returned and the outcome of negotiations between the two sides has yet to determine the direction of events. Meanwhile thousands of people from neighbouring countries, who have lived and worked in Cote d'Ivoire, have started leaving the country. One-third of Côte d'Ivoire's population of 15 million is made up of people drawn from nearby countries to work in the region's strongest economy. Burkina Faso, Mali and Niger have received to date the largest number of repatriates and displaced persons. Assistance needs arising from this population movement add to existing needs in these Sahelian countries routinely subject to natural disasters (flooding, drought, epidemics).

Over the weekend of 16-17 November, the first group of Mali nationals were evacuated from Côte d'Ivoire. Mali plans to repatriate 10,000 people. The other northern neighbour of the Côte d'Ivoire, Burkina Faso, has repatriated 30,000 nationals. Niger has already repatriated 2,000 people.

Due to the situation described above, the Federation supported an assessment mission by members of a Regional Disaster Response Team (RDRT). Six people, divided into teams of two, visited the National Societies of the three reception countries to evaluate the humanitarian needs and to assess the National Societies' capacity in responding to the emergency. This appeal is the result of information collected from the field with the participation of each National Society - both national headquarters and branches.

At this stage, the priority for the Red Cross Societies are to assist the most vulnerable amongst the displaced population with basic items such as blankets, jerry cans, and soap. In addition, volunteers of the 3 National Societies will distribute food provided by the World Food Programme (WFP) to the people in the transit camps. This appeal seeks support as well for training of volunteers of each National Society, and providing administrative and logistics support.

## **Humanitarian Action**

CHF 90,000 has been allocated from the Federation's Disaster Relief Emergency Fund (DREF) to support the Red Cross of Cote d'Ivoire logistics operations (CHF 40,000) and the overall assessment mission (CHF 50,000). CHF 34,625 has been contributed by the British Red Cross and CHF 16,140 by the Swedish Government (for DREF replenishment).

### **Mali**

The Government of Mali has taken an active role in mitigating the effects of the conflict in the Côte d'Ivoire by setting up a National Crisis Committee represented at both the regional and local levels. The Mali Red Cross (MRC), assisted by the ICRC, were the first to assess and bring assistance to 50 families (400 persons). Some 6,623 people, registered at the main border crossing of Zegoua, were initially installed in seven sites. Of this group, 3,958 (out of which 70% are Ivorian) have been regrouped in a permanent camp at Loudouni, located 53 km from the Ivorian border towards the town of Sikasso. The numbers, however, have been fluctuating, and between 27 October - 7 November some 907 Ivorians out of the 1,904 people registered at Sikasso have been repatriated to Côte d'Ivoire. Zegoua remains the only reception centre at the border.

In addition to the initial assistance provided, the MRC distributed 550 impregnated mosquito nets from its stock (500 for children and 50 for adults). With support from the ICRC, 29 volunteers from Sikasso were trained in relief activities (registration, identification of beneficiaries and distribution). They are presently operational in the reception and registration of persons both at the border reception post and at the transit centre in Zegoua. Fifteen volunteers out of the 29 have followed an ICRC-sponsored training on family reunions.

### **Burkina Faso**

At the onset of the conflict the Burkina Faso Red Cross (BFRC) established a crisis centre at the National Society's headquarters. The Government crisis committee (*Comité National de Secours d'Urgence et de Réhabilitation* (CONASUR) was re-activated, as was the National Emergency Relief and Rehabilitation Committee (of which the BFRC is a member). The BFRC also attends co-ordination meetings with various UN agencies present in the country as well as *Médecins Sans Frontières* (MSF).

Presently, seven reception posts, three transit centres and one accommodation centre for foreigners have been set up along the border areas with Côte d'Ivoire. Approximately 5,520 people have registered and received assistance in the three transit centres, after which they are taken to their respective home villages. An unknown number of people have left for their villages without being registered nor having asked for assistance.

The BFRC has already completed retraining 250 volunteers from 5 provinces bordering Côte d'Ivoire. They have organised intervention brigades of 15 members each to participate in receiving, registering and orienting people affected by the crisis. Should the situation in Côte d'Ivoire deteriorate dramatically, a scale up of assistance would be considered.

### **Niger**

In Niger, a system has been set up for managing and monitoring the crisis at the government level and with humanitarian organizations. At the government level, this system comprises a crisis centre composed of four sub-committees: finance, political impact and safety, communication, and repatriation.

The UN agencies in close collaboration with other humanitarian organizations, including the Niger Red Cross (NRC), have established a contingency plan mainly meant for setting up and managing a transit site to enable immediate assistance to the repatriates and/or nationals of Côte d'Ivoire. The site of Torodi (75 km of Niamey towards the Burkina Faso border) has been selected by the Government, but it is not yet operational.

Presently, Makalondi, the first village after the Burkina Faso border on the way to Niamey, is the reception point for people whose repatriation was taken care of by the Niger embassy in Abidjan - that is, those who are registered as most in need, having lost all their belongings following the events in Côte d'Ivoire. They are registered and transferred in buses to their regions of origin. The assistance provided is money for a meal.

Between 10 October - 4 November, 6,659 people registered at the border crossing of Makalondi. However, the Government estimates that this represents only about one-fifth of the total number of the Niger nationals who have already returned to the country, others having preferred to seek assistance from their embassy and return via different entry points.

Tahoua region, located 600 km northeast of Niamey, which is the region of origin of 95% of Niger nationals living in Côte d'Ivoire, is one of the most deprived regions of Niger. In case of a massive repatriation, this could become one of the most serious food and health situations in the region.

### **Côte d'Ivoire**

The ICRC is coordinating the Red Cross humanitarian assistance within the Côte d'Ivoire, according to the Seville agreement (Movement coordination). With reference to its Activity Report of 19/9/2002-4/11/2002, the Côte d'Ivoire Red Cross (CIRC) has assisted more than 66,000 displaced people, or persons relocated in accommodation centres. Assistance was provided in terms of food (in collaboration with WFP) and non-food items. In Abidjan, food and non-food items have been distributed to 2,000 displaced persons in 8 sites. Medical assistance was also provided by ICRC for 25 health structures in Abidjan and zones held by the insurgents.

In the city of Bouaké, the ICRC has been engaged in addressing needs in the health, water, sanitation and food sectors. An ambulatory clinic was able to carry out 2,000 consultations in Bouaké by CIRC doctors. A total of 80,000 vulnerable people have been targeted to receive food assistance. Similar interventions have begun in Korhogo (North). The Federation has supported the CIRC in administration and office equipment as well as communication equipment (HF and VHF handsets).

## ***Needs***

### ***Immediate Needs***

#### **Burkina Faso**

Based on the RRT assessment and the humanitarian activities already ongoing, the needs of these repatriates are: provisory shelter, food, primary care, water and non-food items. The BFRC is able to assist in the area of health and food security within transit and reception structures. In order to improve the National Society’s operational capacity, institutional development support needs to be considered.

**Mali**

There are needs in terms of food and non-food items, health, water and sanitation and shelter. The MRC is able to provide material assistance in sanitation, non-food items and sensitization. In order to improve the operational capacity of the MRC, a support to institutional development of the National Society is also taken into account.

**Niger**

The needs are: provisional shelter, food, non-food items, potable water, sanitation and health care. The NRC would take care of the management of the transit centre: registration, provisional shelter, distribution of non-food items, and food, and support the health care and sanitation. The NRC can depend on 800 well trained volunteers, among whom 130 first aiders who have received a training in co-operation with ICRC. A support to operational capacity development should be taken into account.

**Côte d’Ivoire**

The CIRC plans to continue providing humanitarian assistance to conflict victims: displaced populations and the homeless from underprivileged communities of Abidjan. With the aim of building the capacities of the CIRC, the Federation will target its assistance through capacity building of staff (financial management and monitoring) and the provision of office supplies.

***Coordination***

The ICRC is the lead agency in the Côte d’Ivoire and is thus responsible for managing the Red Cross relief operation together with the Côte d’Ivoire Red Cross. The Federation will support the national society in the Cote d’Ivoire (strategic development plan and contingency plan), collaborate with the ICRC, and actively participate in the weekly coordination tripartite meetings.

The regional disaster management delegate is also actively involved at all meetings related to the relief operation conducted by OCHA, UN agencies, and NGOs.

**Burkina Faso**

The CONASUR, under the supervision of the Ministry of Social Action and National Solidarity will be in charge of national coordination. At the operational level, the *Comité Provincial de Secours d’Urgence* (COPROSUR) brings together all the operational partners in the area, including Red Cross province committees.

Co-ordinated by the UNDP, the UN agencies and other organizations, a crisis centre has been set up and coordination meetings are held regularly. This centre is comprised of representatives from the UNFPA (reproductive health), UNICEF (potable water and immunization), WHO (drugs), UNIC (communication), FAO (fuel), WFP (food and logistic assistance), MSF (drugs and logistics), the Burkina Faso Red Cross (volunteers and shelter), HKI (Helen Keller International - nutrition) and CRS (Catholic Relief Services - food and psychological and social support). These institutions have agreed to an assistance strategy (see table below) to respond to the needs and a request for assistance from the Government culminating in a framework contingency plan that is being elaborated to deal with the massive return of Burkina Faso nationals living in the Côte d’Ivoire.

<b>Health &amp; Hygiene</b>	<b>Food</b>	<b>Non Food</b>	<b>Logistics</b>	<b>WatSan</b>	<b>Communications</b>
Red Cross, UNFPA, UNICEF, WHO	Red Cross, WFP	Red Cross	FAO, WFP	UNICEF	UNIC

**Mali**

In addition to coordination ensured at the government level (with the participation of the Mali Red Cross), humanitarian organisations have agreed to coordinate their actions with the UNDP as the coordinating body. The following working groups have been formed with the lead agencies: food assistance (WFP); shelter and equipment (UNICEF); watsan (UNICEF); health (WHO); information and monitoring (UNFPA); camp management, protection and rehabilitation (ICRC).

Health & Hygiene	Food	Non Food	Logistics	WatSan	Communications
Red Cross, WHO	Red Cross, WFP	Red Cross	UNICEF	UNICEF	UNFPA

**Niger**

Co-ordination at the government level of the crisis centre is under the supervision of the Directors of the Cabinet of the Prime Minister and the President of the Republic. The UN agencies’ coordination office is in charge of coordinating the crisis response brought by the different humanitarian partners: WFP (emergency food assistance and escort provision), UNDP (strengthening of the governmental crisis centre), WHO (surveillance and prevention from communicable diseases, essential drugs and vaccines), UNICEF (health/nutrition, child protection, water and sanitation), UNFPA (material assistance and assistance to raped women, HIV/AIDS prevention), CARE International (food security in Tahoua region), HKI (immunization), CARITAS (reception) Niger Red Cross (transit site management, HIV/AIDS prevention, and health awareness).

The response plan is elaborated below:

Health & Hygiene	Food	Non Food	Logistics	WatSan	Communications
Red Cross, UNFPA, UNICEF, WHO, HKI	Red Cross, WFP, Care International (Tahoua)	Red Cross	WFP	UNICEF	Caritas

**Côte d’Ivoire**

The CIRC participates in government crisis centre meetings, chaired by the Ministry in charge of Solidarity and Humanitarian Actions. The National Society also attends interagency meetings under the supervision of OCHA. Tripartite coordination meetings between the ICRC, the Federation and the National Society are set up for coordinating the Movement action for the target populations.

***Proposed Operation***

**Table 1: Targeted number of repatriates/refugees in transit centres.**

Countries	Types of Beneficiary	Location of Red Cross assistance	No. persons / day	Total No. / 6 weeks
<b>Burkina Faso</b>	Repatriates	10 sites	1,000	45,000
<b>Mali</b>	Repatriates	1 site with the possibility to open another	120	13,000
	Repatriates & refugees		180 (total 300)	
<b>Niger</b>	Repatriates	1 transit centre	550	24,000
<b>Total</b>			<b>1,850</b>	<b>82,000</b>

Notes:

Figures resulting from RRT mission. Estimated duration of stay in transit centres is 1 day - estimated caseload in total per day is 1,850 persons.

## **Objectives and activities planned**

According to the Red Cross RDRT assessment, to ameliorate the conditions of the vulnerable populations entering the three countries of Burkina Faso, Mali and Niger, the National Societies will set up monitoring posts at the Provincial Committees which have been in charge of the transit centres. These posts are to be the liaison with the crisis desk established at national headquarters. First aid brigades are in charge of primary care and, if necessary, they can transfer the sick to the nearest health posts. These volunteers will assist with the registration of the displaced population and with their temporary accommodation before their return to their original villages. Beneficiaries will also be provided with food (WFP) and non-food assistance in reception sites. To facilitate the operation, three computers, one for each national society, will be purchased to facilitate reporting as well as exchange of information (e-mail) and logistics follow-up.

## **Burkina Faso**

### **Objective 1: Reduce the risk for communicable diseases.**

Red Cross volunteers will assist in screening the people at arrival points in order to define the most vulnerable of the population, who will be priority targets for Red Cross assistance. 350 trained volunteers, organised into brigades will be in charge of organizing sessions, using Red Cross information, education and communication (IEC) methodology, on simple prevention measures against diseases (STDs/HIV/AIDS, malaria, diarrhoea diseases), immunization-controlled diseases (measles, meningitis) or hygiene-related diseases. These sessions will be continuously run at the transit sites to reach as many repatriates as possible while they are staying in the transit camps.

### **Objective 2: Distribution of food and non food items.**

BFRC volunteers will ensure dry food distributions to the population in the transit centres. At the reception centre, they will receive hot meals, prepared and distributed by the volunteers of BFRC. The food is provided by WFP. BFRC volunteers will be in charge of non-food items distribution (blankets, mats, jerry cans) in transit centres. The distribution will be done according to the number of returns to their original villages. Distribution reports given to the national headquarters will enable restocking and logistic monitoring towards transit centres.

### **Objective 3: Ensure temporary shelter to repatriates.**

BFRC volunteers will erect 100 family tents provided by COPROSUR in selected centres. Additional tents will be purchased to complete the temporary shelter component.

## **Capacity of the National Society**

The BFRC has been working with the Secretariat of the International Federation through its Regional Delegation in Abidjan on community-based first aid as well as on emergency operations during health epidemics (i.e., meningitis, 2001).

The ICRC supports the BFRC to prepare for emergency situations in the event of conflict, to provide effective and efficient tracing services and to carry out dissemination activities to promote the Fundamental Principles and to raise awareness of IHL among members of the armed forces, the police and political parties.

### **Main strengths.**

- Strong branches.
- Good national coverage.
- Ability to mobilize volunteers.
- Strong participation in some national health activities (i.e., epidemics).

### **Material resources Available to the BFRC:**

- **Vehicles:** 2 trucks and 3 4x4 vehicles. The 3 provinces have 1 motorbike and 2 bicycles each.
- **Communication:** telephone, 1 fax machine, 1 computer and one photocopier.
- **Relief:** 70 stretchers, 100 kits, 200 aprons, 1 generator.
- **Personnel:** 600 volunteers in the field out of whom 280 are in 3 affected provinces, and from whom 160 are trained in First Aid.

## **Mali**

### **Objective 1: Reduce the risk for communicable diseases.**

Red Cross volunteers will conduct training using Red Cross information, education and communication (IEC) methodology, on simple prevention measures against communicable diseases, immunization-controlled diseases (measles, meningitis) or hygiene-related diseases. These sessions will be continuously run at the transit centres to reach as many repatriates as possible, prior to returning to their village of origin.

### **Objective 2: Support the displaced to maintain sanitation, water points and latrines.**

Working in close collaboration with, and the support of, UNICEF, the MRC will dig two garbage holes and will purchase and distribute dustbins to centre residents. Centre residents will be in charge of the maintenance of water distribution points and the disinfection of latrines with the support of volunteers. A team of volunteers will be in charge of pest control at the transit centre (spraying machines), with the technical support of UNICEF.

### **Objective 3: Distribute food and non food items.**

Food provided by WFP will be distributed by Red Cross volunteers. Additional food rations (tins) will be provided by Islamic Relief and also distributed by the volunteers. MRC volunteers will distribute blankets, mats and jerry cans for families. Some cooking utensils will be purchased so that the MRC can prepare hot meals for repatriates while in the transit centre.

## **Capacity of the National Society**

The MRC has some 700 volunteers who participate in planning and monitoring of programme activities. Recent activities have included stocking supplies and carrying out simulations with a focus on food security and early warning systems, a measles vaccination campaign and training of 400 paramedics per year.

**Main strength:** training of medical auxiliary staff and income derived from this.

### **Material resources available to the MRC:**

- **Vehicles:** 5 4x4 vehicles and 1 ambulance. The Sikasso committee has 1 4x4 vehicle.
- **Communication:** telephone, 1 fax machine, 1 computer with e-mail and one photocopier. ICRC has installed 2 HF radios (headquarters + Sikasso branch).
- **Personnel:** 700 volunteers in the field out of whom 150 are in Sikasso area.

## **Niger**

### **Objective 1 Reduce the risk for communicable diseases.**

Volunteers will be trained to organize sessions using Red Cross information, education and communication (IEC) methodology, on simple prevention measures against diseases, immunization-controlled diseases (measles, meningitis) and hygiene-related diseases with the repatriates in the transit centre of Torodi. This objective will be executed also in Tahoua region which is the origin of 95% of the Niger nationals living in the Côte d'Ivoire. Pictograms will be used to reach illiterate populations.

### **Objective 2: Support the displaced people to maintain water points and latrines.**

The Niger Red Cross volunteers will ensure water distribution and maintenance of latrines and participate in construction of latrines, in co-operation with UNICEF technical advisors.

### **Objective 3: Distribute food and non food items.**

Red Cross volunteers will ensure distribution of dry food rations supplied by WFP at the Reception Centre. Purchasing of kitchen utensils will make it possible to prepare hot meals at the transit centres. The volunteers will distribute blankets, mats and hygiene kits to returnee families.

## **Capacity of the National Society**

The NRC is autonomous but maintains close relations with the Government and particularly with the Ministry of Health. It is involved in the national policy on disaster relief and the Government has seconded staff for Red Cross activities.

The NRC has worked with UNHCR on projects for refugees from Chad and Mali and with UNICEF on projects for street children. The NRC has many health activities, including vaccination campaigns, HIV/AIDS awareness campaigns and first aid and community health projects. The National Society also runs many social welfare activities, including kindergartens, primary schools and income generation projects for women. The National Society has a total membership of 10,000 (which includes 4,800 volunteers).

#### **Main Strengths:**

- Strong branches.
- Ability to mobilize volunteers.

#### **Material Resources available to the NRC:**

- **Vehicles:** 1 4x4 vehicle, 1 ambulance, and 2 small cars.
- **Communication:** 1 HF radio at headquarters, telephone, 1 fax machine, 1 computer with e-mail and one photocopier.
- **Relief:** 60 tents (8 persons), clothes, 1 kit for cooking.
- **Personnel:** 800 volunteers trained in first aid.
- **Other:** 2 warehouses (capacity: 8,000 and 3,000 MT).

### **Monitoring and Evaluation**

Federation will support the National Societies by recruiting two delegates to assist with the operation and to enforce the capacities of each National Society in relief, emergency and preparedness. The operation will be supervised and supported by the regional delegation Disaster Management Team (in Abidjan)

The Federation's regional disaster management delegate will support the activities of the Cote d'Ivoire Red Cross. For the final evaluation, three members of the Regional Response Team will evaluate the operation and give recommendations and feed-back on the running of the operations to the National Societies.

#### ***Capacity of the Federation***

The West and Central Africa Regional Delegation in Abidjan and its office in Dakar will support the progress of this operation conducted by the National Societies. The regional finance/development delegate has already trained the financial departments of the three National Societies. The regional disaster management delegate will supervise the operation and will facilitate sharing of information with other partners, such as the OCHA regional office.

### ***Budget summary***

See Annex 1 for details. More specifically, 100 eight-person tents, 20,000 blankets, 20,000 sleeping mats, 10,000 jerry cans, 5,000 hygiene kits, and 166,000 condoms are needed (in-kind contributions of these items are encouraged).

*For further details please contact:*

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*All International Federation Assistance Operations seek to adhere to the Code of Conduct and are committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.*

*In line with the Minimum Reporting Standards, the first operations update on this appeal will be issued within 30-days of the launch and the second will be issued over the course of the operation; a final narrative and financial report will be issued no later than 90 days after the end of the operation.*

*This operation seeks to administer to the immediate requirements of the victims of this disaster. Subsequent operations to promote sustainable development or longer-term capacity building will require additional support and these programmes are outlined on the Federation website.*

*For support to or for further information concerning Federation operations in this or other countries, please access the Federation website at <http://www.ifrc.org>*

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Didier J. Cherpitel  
Secretary General

**BUDGET SUMMARY**

APPEAL No. 34/2002

**Burkina Faso, Mali, Niger - Population movements**

TYPE	VALUE
<b>RELIEF NEEDS</b>	<b>IN CHF</b>
Shelter & constructions	130,000
Clothing & textiles	450,000
Utensils & tools	130,000
Other relief supplies	112,000
<b>TOTAL RELIEF NEEDS</b>	<b>822,000</b>
<b><u>CAPITAL EQUIPMENT</u></b>	
Vehicles	18,000
Computers	14,000
Telecom. equipment	6,000
Office furniture & equipment	6,000
Generators & lighting	15,000
<b><u>PROGRAMME SUPPORT</u></b>	
Programme management	89,000
Technical support	27,000
Professional services	29,000
<b><u>TRANSPORT STORAGE &amp; VEHICLE COSTS</u></b>	<b>28,000</b>
<b><u>PERSONNEL</u></b>	
Expatriate staff	84,000
National staff	134,000
<b><u>ADMINISTRATIVE &amp; GENERAL SERVICES</u></b>	
Travel & related expenses	4,000
Information expenses	12,000
Administrative & general expenses	26,000
<b>TOTAL OPERATIONAL NEEDS</b>	<b>492,000</b>
<b>TOTAL APPEAL CASH, KIND, SERVICES</b>	<b>1,314,000</b>
<b>LESS AVAILABLE RESOURCES (-)</b>	<b>0</b>
<b>NET REQUEST</b>	<b>1,314,000</b>