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Emergency Plan of Action

Gabon: Civil Unrest (Election Preparedness)

 International Federation
of Red Cross and Red Crescent Societies

DREF Operation	MDRGA007
Date of Issue: 22.07.2016	Date of Disaster: 15 July – 28 August 2016
Operation manager (responsible for this EPoA): Josuaneflore Tene, Disaster and Crisis Prevention, Response and Recovery Coordinator	Point of contact: Léonce-Omer Mbouma, National Director for Organisational Development and Disaster and Risk management
Operation start date: 15 July 2016	Operations timeframe: 2 months (End date: 15 September 2016)
Overall operation budget: CHF 41,854	
Number of people being assisted: 2,000 approx. (based on “Scenario 2”)	
Host National Society Presence (volunteers, staff, branches): Gabonese Red Cross Society - 2,700 volunteers and 14 employees, with 15 local committees and 54 branches.	
Red Cross Red Crescent Movement partners actively involved in the operation: International Committee of Red Cross, and International Federation of Red Cross and Crescent Societies	
Other partner organizations actively involved in the operation: Ministry of Interior, United Nations Office for the Coordination of Humanitarian Affairs	

A. Situation analysis

Description of the Disaster

In Gabon, since the 1990 National Conference, which saw the establishment of a multi political party system, the electoral process has always been contested. In some instances, this has led to violence between security forces and supporters of parties opposing the election results. In August 2009, the results of the presidential election, led to demonstrations, destruction of property and loss of life in the cities of Libreville, Oyem and Port-Gentil. On 28 August 2016, Presidential election is planned in Gabon, which is expected to be stormy. Since 2009, the political situation in Gabon has remained volatile. It has been worsened by the death of a leading member of the opposition, resignations from the ruling party, as well as resistance to the candidature of the incumbent President to seek for re-election in 2016. In the capital of Libreville, reports of demonstrations and destruction of property in connection with the elections has been cited. On 9 July 2016, in protest of the submission of the candidature of the incumbent President, unidentified opposition supporters clashed with participants of the march in support of the President and property was set on burned. It is therefore critical that additional preparations are made to respond to any violence which may occur, before and during the electoral process.

Summary of the current response

Overview of Host National Society

In collaboration with the International Committee of Red Cross (ICRC) and International Federation of Red Cross and Red Crescent Societies, the Gabonese Red Cross Society (GRCS) developed a contingency plan for the presidential elections, and begun some level of implementation including, the preparation of risk area maps and an emergency response surveillance system. The GRCS surveillance system will be mainly activated in the cities of Franceville, Koula-Moutou Oyem, Libreville and Port-Gentil. Please refer to Figure 2 below :

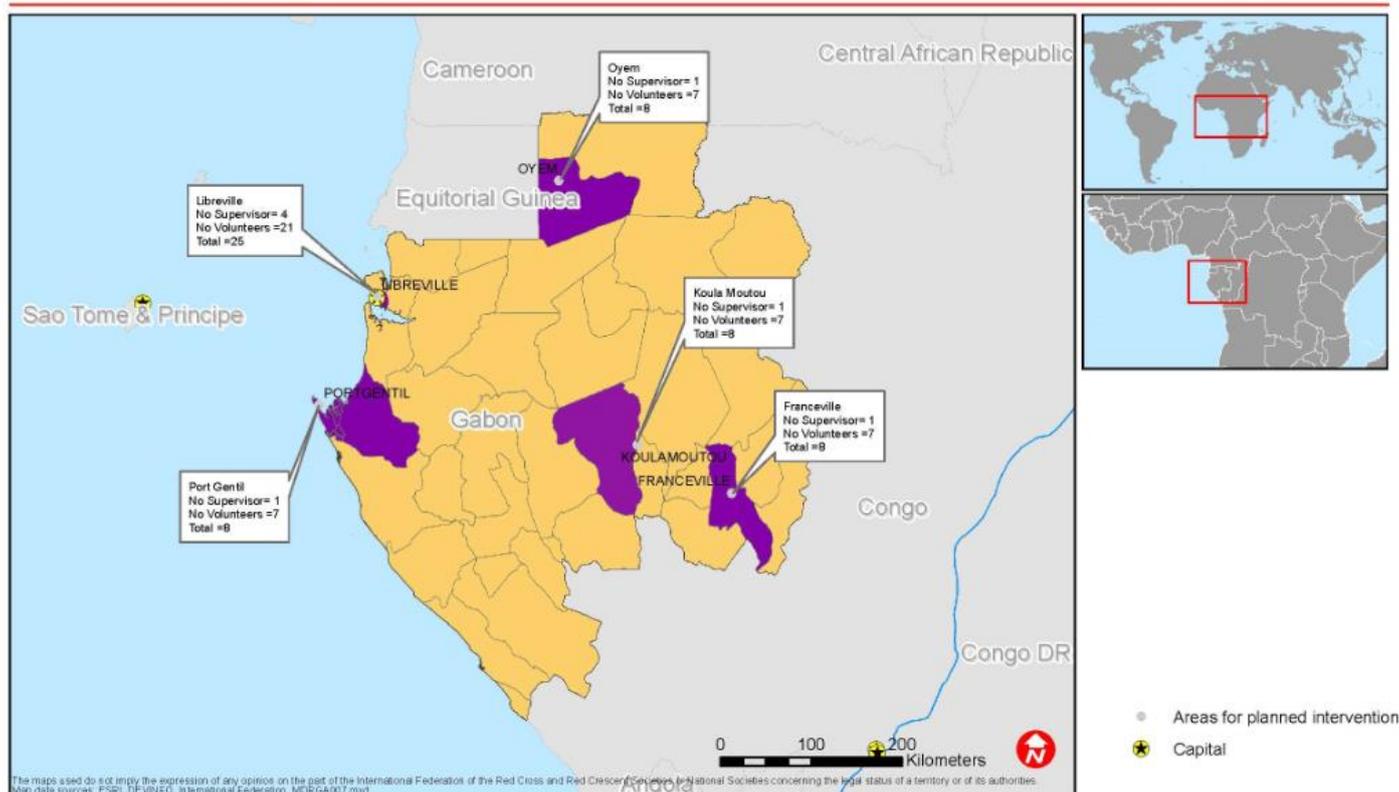


Figure 1: Zone at risk and organization of Gabon Red Cross interventions

It should be noted that the National Society (NS) has been managing response operations using its own resources and without need to request the assistance of other Red Cross Red Crescent Movement partners. However, given the sensitive nature of the political situation in Gabon, it is difficult and challenging to mobilize resources from the usual donors at the moment. There are no Partner National Societies (PNS) in Gabon and the NS has requested the support of the ICRC and IFRC for this contingency and preparedness for response plan.

Overview of Red Cross Red Crescent Movement in country

The IFRC provides technical support to GRCS through its Country Cluster Office, which is based in Yaoundé, Cameroon and Africa Region Office, in Nairobi, Kenya. The ICRC is also providing financial and technical support to the NS in communications equipment, as well as safer access, first aid training and related per diems for its volunteers.

Following consultation between the IFRC Yaoundé Country Cluster Office and Africa Region and in close coordination with ICRC, it was identified that the NS required international assistance to enable the implementation of its contingency plan for the presidential elections. On 12 July 2016, an Operational Strategy Call was convened with representatives from the IFRC Yaoundé Country Cluster Office, Africa Region and Geneva levels and it was agreed that an allocation from the Disaster Relief Emergency Fund (DREF) was an appropriate modality to support the NS, complementary to existing ICRC support and to cover gaps identified in the lead up to the election day and in accordance with their respective mandates.

Table 1: RCRC Movement contributions to GRCS election preparedness plan

Partners	Needs
ICRC	<ul style="list-style-type: none"> Capacity building (Safer Access and First aid training for volunteers in the identified risk areas and other provinces)
	<ul style="list-style-type: none"> First aid equipment (emergency kits, RCRC scarves for command posts)
	<ul style="list-style-type: none"> Communications equipment (VHF radio)
	<ul style="list-style-type: none"> Financial support for communication; to sensitize on the emblem and SAF

	<ul style="list-style-type: none"> • Per diem for volunteers during the electoral process (pre and during)
IFRC	<ul style="list-style-type: none"> • First aid equipment (first aid kits for volunteers)
	<ul style="list-style-type: none"> • Equipment for command centres shelters (community and family tents for command and operational posts)
	<ul style="list-style-type: none"> • Per diem for volunteers during the electoral process (before and during the elections)
	<ul style="list-style-type: none"> • Allowances for supervisors during the electoral process (before and during the elections)
IFRC – ICRC	<ul style="list-style-type: none"> • Technical and financial support during the simulation exercise

Movement coordination depending on the evolution of the situation will be managed by the GRCS, which will maintain constant communication with all the other Movement components. If the situation exceeds the capacity of the GRCS to respond, the NS will request technical and material support from other components of the Movement as appropriate.

Overview of non-RCRC actors in country

The Interior Minister of Gabon has requested for support from the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) to support the organization of a simulation exercise via the Resident Representative of the United Nations in Gabon. Collaboration is being established between the GRCS, IFRC Yaoundé Country Cluster, Ministry of Interior of Gabon and the UNOCHA office for West and Central Africa in the preparations for this exercise. The GRCS emergency response surveillance system will also help ensure collaboration with actors, who have been identified and listed in the national multi-risk contingency plan; while there will also be communication with sister National Societies of countries bordering Gabon (depending on the evolution of the situation).

Needs analysis, beneficiary selection, risk assessment and scenario planning

Needs Analysis

Following the mapping that has been carried out as part of the contingency planning process, the areas of Franceville, Koula-Moutou, Libreville (Owendo, Kantanda and the 6th district) and Port Gentil have been identified as high risk localities.

It should be noted that, this has been based on the recurring clashes with police occur in this areas, which led to reports of vandalism (looting of houses and shops; a gas station set ablaze), as well as many injured persons -- often abandoned or transported without receiving first aid treatment. In addition, some of the opposition candidates hail from these areas, further heightening the risk of election related violence in these localities.

Beneficiary selection:

The DREF operation is expected to support up to 2,000 people depending on the level of election related violence that will be experienced in Franceville, Koula Moutou, Libreville (Owendo, Kantanda and the 6th district), Oyem and Port Gentil. Other aspects considered will include prevention of sexual violence and gender-based violence, and the protection of children, as well as respect for the principles of neutrality and impartiality.

Risk Assessment:

Tensions during the electoral process may occur and hamper the implementation of this DREF operation but due to its neutrality and impartiality, volunteers of the GRCS will have the opportunity to carry out activities on the field without any major risk. In addition, thanks to the training received by the ICRC and the sensitization campaign of actors on the Safer Access, volunteers have gained experience in the fundamentals of the Safer Access that will enable them to work with limited exposure to potential risks.

Scenario planning:

The scenarios on which planning is based took the analysis of the current situation into consideration as well as the experience from previous elections and covers the potential eventualities from minor demonstrations before returning

to peace, to larger demonstrations with a rise in physical assaults and some deaths before the situation stabilizes within a few days, to potentially large, protracted clashes resulting in internally displaced people as well as gender based violence, among others.

B. Operational strategy and plan

Overall objective

Immediate needs of populations affected by election related violence are met through the provision of emergency first aid support.

Proposed strategy

The DREF operation aims to support the GRCS continue the implementation of its contingency plan before and during the presidential election process, with activities planned including:

- Participate in the simulation exercise in collaboration with the government, UNOCHA and other actors to assess the level of preparedness and the quality of coordination with other actors. A total of 50 volunteers will be mobilized for 2 days to participate in the simulation; and a member of staff from the IFRC Yaoundé Country Cluster also deployed to participate.
- Procure/equip volunteers with first aid equipment. A total of 100 first aid kits will be procured and distributed to 50 teams of volunteers (a total of 342 volunteers). The volunteers will be located at command and operational posts, and at polling stations.
- Installation of command and operational posts (tents) in at risk localities/municipalities.
- Mobilization of supervisors (8) and volunteers (49) both before and during the elections (for a period of 16 days) to provide emergency first aid treatment to the wounded; as well as referral to health centres of those suffering serious injuries. First aid will be administered to any person injured or in distress, in the polling stations or on their way (home – polling station - home).
- Conduct a lessons learned workshop to inform future NS, DREF and Emergency Appeal operations.

All GRCS actions will be guided and adhere to the minimum standards (e.g. SPHERE) as appropriate.

Operational support services

Human resources

For the overall implementation of this operation, the following human resources will be required:

- A total of 342 volunteers will be selected (with screening to ensure neutrality and independence) and put on standby to support the activation of the contingency plan in the most at risk localities/municipalities – this includes before and during the elections. It is expected that this will contribute to reducing the cost of the operation as only those activated to intervene will be supported. Each volunteer will receive a daily per diem. A total of 55 supervisors will also be deployed to support the volunteers that are mobilized.

The DREF allocation will support the mobilization of supervisors (8) and volunteers (49), for a period of 16 days (each), in the following areas:

Table:

Locality/Municipality	# supervisors	# volunteers	Total
Franceville,	1	7	8
Koula Moutou,	1	7	8
Libreville (Three municipalities: Owendo, Kantanda and the	4	21	25

6th district)			
Oyem	1	7	8
Port Gentil	1	7	8
Total	8	49	57

The DREF allocation will also support the insurance cover of all of 342 volunteers that are being put on standby.

- The IFRC Yaoundé Country Cluster will deploy its Disaster and Crisis Prevention, Response and Recovery (DCPRR) coordinator to participate in the National simulation exercise. The NS has expressed the need for the representation from the IFRC in the simulation exercise which is being organized by the government and UNOCHA. The IFRC presence will enable them assess the level of preparedness of the NS and its coordination with other actors. It should be noted that since this is the first time that elections have been identified as risk of resulting in violence in Gabon, the NS has limited experience in terms of planning for response to potential civil unrest during elections. A total of 50 volunteer team leaders will be selected to participate in this simulation exercise.
- The IFRC Yaoundé Country Cluster will also deploy a Finance officer to support setting up of monitoring and financial management mechanisms in accordance with the DREF procedures, as well as ensure the appropriate closure of the DREF operation including financial reporting, and quality of supporting documentation. It should be noted that the NS has limited recent experience of managing DREF allocations, and as such this mission will be essential.

Logistics and supply chain

Procurement plans: Given the problem of free movement of goods between Central African Economic and Monetary Community (CEMAC) and Economic Community of Central African States (ECCAS) countries, it would be preferable that the first aid equipment be purchased by the Global Logistics Service (GLS) (Dubai) and sent directly to Libreville; however, in order to avoid delays, the equipment will be taken from the stock in the IFRC *Yaoundé* Country Cluster warehouse. The IFRC *Yaoundé* Country Cluster will mobilize 100 tents from its stocks and deploy them on loan to GRCS, to serve as command posts in the provincial capitals of high-risk areas. The transportation of the tents through the Yaoundé – Libreville route, including its return, has been budgeted in the DREF operation.

- **Logistics and warehousing:** The IFRC Yaoundé Country Cluster will send the items required for the DREF operation to the NS National Headquarters in Libreville and they will then be transported to the at risk localities/municipalities as required. It should be noted that 1 month of warehouse storage, security and pallets (for the tents) will be needed, and has been budgeted in the DREF operation. the field, however 1 month of storage space will be required.
- **Transport and fleet needs:** The NS will mobilize 3 vehicles for the operations in Libreville and Owendo. Four (4) vehicles will also be pre-positioned in the interior of the country, specifically in the cities of Oyem, Makokou, Franceville and Mouila. However, motorized transportation device has unfortunately not been assigned to the city of Port-Gentil. Mobilization with implementing partners could enable the contribution of first aid vehicles from the public and military health services.

Information technology (IT)

The ICRC are expected to provide communications equipment (VHF radios) to support the implementation of the DREF operation (contingency plan).

Communications

In collaboration with the ICRC and IFRC offices in Central Africa, the GRCS will ensure communication and visibility of the NS in the intervention areas. Under the supervision of the directorate general, the communication department of the NHQ will make arrangements for contacts with journalists and other media people. This service will be in charge of collecting studies on the best practices, photographs and broadcasting key messages with support of communication focal points of the local committees. In accordance with the Safer Access Framework, the GRCS will also ensure communication of the neutrality and independence of the NS.

Security

All Red Cross Red Crescent personnel involved in the operation/exercise will have to complete the IFRCs Stay Safe e-learning courses (e.g. Personal Security, Security Management, or Volunteer Security). The NS will monitor the overall environment in the country prior, during, and after the operation/exercise to identify changes in the security situation to mitigate against risks to RCRC personnel. It also remains critical that Red Cross Red Crescent personnel and organizations strictly adhere to the humanitarian principles, in particular neutrality, to mitigate security related risks. The appointment of a security focal point in the NS, who reports directly to executive management and is

(Target: 4 / 1 per locality)								
<ul style="list-style-type: none"> Establish command posts in 3 most at risk municipalities in Libreville (Target: 4 / 1 per locality) 								
<ul style="list-style-type: none"> Mobilization of volunteers to provide first aid to injured persons before and during the elections in four most at risk localities - Franceville, Koula Moutou, Oyem and Port Gentil (Target: 28 volunteers / 16 days – 7 per locality) 								
<ul style="list-style-type: none"> Mobilization of volunteers to provide first aid to injured persons before and during the elections in three most at risk municipalities in Libreville (Target: 21 volunteers / 16 days – 7 per municipality) 								
<ul style="list-style-type: none"> Allowances for supervisors before and during the elections in four most at risk localities - Franceville, Koula Moutou, Oyem and Port Gentil (Target: 4 supervisors / 16 days – 1 per locality) 								
<ul style="list-style-type: none"> Allowances for supervisors before and during the elections in three most at risk localities - Libreville (Target: 3 supervisors / 16 days – 1 per locality) 								
Referral of serious cases to health centres by supervisors/volunteers								

Budget

Refer to the attached budget.

Contact information

For further information, specifically related to this operation please contact:

- **Gabonese Red Cross:** Dr Armel Boubindji, Secretary General, Libreville, Phone +24103210115, email: dr_boubindjiarmel@yahoo.fr

IFRC Yaoundé Cluster:

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- **IFRC Africa Region:** Fidelis Kangethe, Resource Mobilization Coordinator; Addis Ababa; phone: +251 930 03 4013; email: fidelis.kangethe@ifrc.org Please send all pledges for funding to zonerm.africa@ifrc.org

For Performance and Accountability (Planning, Monitoring, Evaluation and Reporting):

- **In IFRC Africa Region:** Robert Ondrusek, PMER Coordinator; mobile phone: +254 731 067 277; email: robert.ondrusek@ifrc.org

How we work

All IFRC assistance seeks to adhere to the Code of Conduct for the International Red Cross and Red Crescent Movement and Non-Governmental Organizations (NGOs) in Disaster Relief and the Humanitarian Charter and Minimum Standards in Humanitarian Response (Sphere) in delivering assistance to the most vulnerable.

The IFRC's vision is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by National Societies, with a view to preventing and alleviating human suffering, and thereby contributing to the maintenance and promotion of human dignity and peace in the world.

The IFRC's work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living.
3. Promote social inclusion and a culture of non-violence and peace.

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DREF OPERATION

22/07/2016

GABON - ELECTION PREPAREDNESS

Budget Group	DREF grant budget
Shelter - Relief	0
Shelter - Transitional	0
Construction - Housing	0
Construction - Facilities	0
Construction - Materials	0
Clothing & Textiles	0
Food	0
Seeds & Plants	0
Water, Sanitation & Hygiene	0
Medical & First Aid	5,000
Teaching Materials	0
Utensils & Tools	0
Other Supplies & Services	0
Emergency Response Units	0
Cash Disbursements	0
Total RELIEF ITEMS, CONSTRUCTION AND SUPPLIES	5,000
Land & Buildings	0
Vehicles Purchase	0
Computer & Telecom Equipment	0
Office/Household Furniture & Equipment	0
Medical Equipment	0
Other Machinery & Equipment	0
Total LAND, VEHICLES AND EQUIPMENT	0
Storage, Warehousing	900
Distribution & Monitoring	4,850
Transport & Vehicle Costs	0
Logistics Services	0
Total LOGISTICS, TRANSPORT AND STORAGE	5,750
International Staff	0
National Staff	0
National Society Staff	2,800
Volunteers	15,249
Total PERSONNEL	18,049
Consultants	0
Professional Fees	0
Total CONSULTANTS & PROFESSIONAL FEES	0
Workshops & Training	3,000
Total WORKSHOP & TRAINING	3,000
Travel	6,000
Information & Public Relations	0
Office Costs	0
Communications	500
Financial Charges	1,000
Other General Expenses	0
Shared Support Services	0
Total GENERAL EXPENDITURES	7,500
Programme and Supplementary Services Recovery	2,554
Total INDIRECT COSTS	2,554
TOTAL BUDGET	41,854