

Chad

Executive Summary 2006

An estimated 245,000 Sudanese refugees had been living in eastern Chad since the Darfur crisis erupted in 2003 and were receiving assistance and protection in twelve camps. The humanitarian situation in Chad became increasingly complex because of the rapidly deteriorating security situation along the border areas of both eastern and southern Chad. This situation forced an estimated 140,000 Chadians to flee their homes, and some refugee camps became exposed to rebel forces from Sudan. In the south, many new arrivals of refugees from the Central African Republic (CAR) were recorded, bringing the total number of refugees in this area to more than 48,000.



Because of the increasing violence in both the Central African Republic and Darfur, it was unlikely that refugees in eastern and southern Chad could return home. Moreover, new waves of displacement in both areas further complicated the situation. Faced with the prospect of new influxes, the humanitarian community needed to provide timely life-saving assistance to the population in need, namely refugees, internally displaced people (IDPs) and host communities. It needed also to respond to growing concerns regarding the safety of humanitarian workers.

The launch of the upgraded Central Emergency Response Fund (CERF) presented a window of opportunity to the humanitarian community in Chad, whose life-saving activities were suffering from chronic underfunding - many completely unfunded. In May 2006, projects of \$17,263,326 were submitted by UNHCR, UNICEF, WFP, FAO and UNDP to the CERF Secretariat. In his letter dated 6 June 2006, however, the Emergency Relief Coordinator advised that only \$10 million was available for core humanitarian needs in Chad and a revised submission was put forward..

Table 1: Agencies that received funds in 2006

Total amount of humanitarian funding required – 2006	<ul style="list-style-type: none"> \$182,132,009¹ \$155,000,000 contributed
Total amount of CERF funding received by window (rapid response/under-funded):	<ul style="list-style-type: none"> \$3,152,623 (rapid response) \$6,268,442 (under-funded) Total \$9,421,065
Total amount of CERF funding for direct UN/IOM implementation:	<ul style="list-style-type: none"> \$6,268,442
Total number of beneficiaries targeted and reached with CERF funding (disaggregated by sex/age):	<ul style="list-style-type: none"> 50,000 (IDPs and refugees)
Geographic areas of implementation	<ul style="list-style-type: none"> Eastern and southern Chad

¹ Consolidated Appeal for Chad 2006, Mid Year Review July 2006

Decision-making

Taking into account underfunded activities in the south, the new influx of refugees in the east, and the growing number of IDPs, UNHCR was the first agency to request CERF funds from the Humanitarian Coordinator. The Humanitarian Coordinator made a presentation on humanitarian reform to the UNCT and took that opportunity to present Chad's humanitarian priorities to UN agencies. In light of UNHCR's need to secure cash for its underfunded projects, all humanitarian agencies applied for CERF funding. Requests had not been foreseen in agencies' existing budgets, and they understood that CERF funds received would only enable them to kick-start their initial 90-day response. Sectoral working groups quickly identified the needs of the refugees, local populations and IDPs, under the leadership of the Humanitarian Coordinator.

WFP identified, based, and prioritized its needs through joint assessment missions in the south and in the east. In the south, a joint assessment mission took place in October 2005, in addition to a self-reliance study in December 2005 for CAR refugees. In the east, joint assessment missions in March concluded that there was an urgent need to assist IDPs - mostly women, children and other vulnerable groups. The Humanitarian Air Service (HAS) was continually underfunded despite the fact that it played a vital role. HAS is the only safe and rapid transportation means for humanitarian workers to reach beneficiaries in eastern Chad.



The plane hired by the World Food Programme (WFP), Bangui, CAR, November 2006. [Photo: Joseph Benamsse/IRIN]

Inter-agency assessment missions by UNICEF to various affected areas in eastern Chad at the onset of the IDP crisis identified funding requirements to provide adequate humanitarian response. Several inter-agency assessment missions visited southern Chad also to identify funding gaps for the underfunded component. Additionally, an independent evaluation mission helped shape the strategy that was later presented for approval to CERF.

UNHCR carried out several needs assessment missions to review the refugee situation in 2005 and 2006, either by itself or jointly with partner agencies and interested donors, and a prioritization exercise was developed.

Life-saving activities were given priority for the CERF funding and the following activities were identified:

In southern Chad:

- Logistics capacity to adequately support the operation, including the capacity of humanitarian workers to respond to the protection and assistance needs of refugees,
- On-going monitoring of border areas between CAR and Chad, and the transfer of new refugee arrivals to safety, away from the border to refugee sites,
- Timely delivery of essential non-food items,
- Replacement of old and dysfunctional generators in favor of water pumps to increase the quantity of water supplied to refugees to acceptable standards (i.e. 15 liters per person per day),

- Security provided to female refugees during the collection of firewood in order to prevent Sexual and gender-based violence (SGBV) incidents, and
- That the appropriate number of “gendarmes” was deployed in each refugee camp, and that they had the basic means to operate.

In eastern Chad:

- Procurement and transportation of non-food items and shelter material (soap, blankets, tents), and
- Procurement of diesel fuel for vehicles and equipment already operational under the project to ensure adequate mobility of humanitarian staff and goods.

For FAO, the prioritization of needs was the outcome of joint inter-agency assessment missions carried out in March 2006, regular information exchanges during coordination meetings held in Abeche, and the results of the May 2006 WFP-led assessment mission.

The request by the CERF Secretariat to the Humanitarian Coordinator to reduce projects to US\$10 million meant that the original submission, which reflected the real humanitarian needs in Chad, had to be drastically scaled back. This process took time and required negotiation between agencies in order for them to adjust their projects to the funds available.

The challenges for the UNCT were:

- To give priority to the underfunded projects that had already been presented to donors without success,
- To factor the new dimension of internally displaced persons (IDPs) and the new influx of refugees into a proper response to the humanitarian crisis, and
- For each agency to prepare and present projects to the Humanitarian Coordinator.

Results

Table 2 – Results achieved in 2006

Agency	Number of Beneficiaries	Activities
UNICEF	<ul style="list-style-type: none"> 34,000 IDPs for a period of about three months 	<ul style="list-style-type: none"> Vaccination activities against measles financed, supplied and implemented through the Government and NGOs - successful in ensuring vaccination of close to 100 percent of displaced children aged 9 to 15 years Supplied Vitamin A supplements (96 percent of children aged 6 to 59 months) and de-worming drugs (100 percent of children aged 12 to 59 months) Prevention and treatment of most common illnesses (malaria and acute respiratory infection) by providing 16,284 impregnated bed nets, 26,000 blankets and anti-malaria medicines Provided 34 emergency health kits and 12 midwifery kits to ensure basic medical care to through COOPI In November, distributed energy biscuits to almost every new IDP as food supplements. The biscuits provide about 1,000kcal per person per day, for two days
	<ul style="list-style-type: none"> More than 600 IDP children affected by severe acute malnutrition 	<ul style="list-style-type: none"> Supported therapeutic feeding centers in Goz Beida (managed by COOPI) through the provision of 6 therapeutic kits
	<ul style="list-style-type: none"> 5,000 people 	<ul style="list-style-type: none"> Constructed four water-pumping stations for IDPs and host communities around Goz Beida. Each station was fitted with an electrical generator, a water bladder and tap stands that provide safe drinking water
	<ul style="list-style-type: none"> Each for about 500 people and served more than 45,000 IDPs and local residents 	<ul style="list-style-type: none"> Completed 49 manually drilled boreholes equipped with hand pumps - Water points and pumping stations represented over 80 percent of all safe water sources
	<ul style="list-style-type: none"> 20,000 IDPs 	<ul style="list-style-type: none"> Constructed 492 communal latrines in the Goz Beida area. Delivered sanitation materials and conducted hygiene sensitization activities conducted by INTERSOS
	<ul style="list-style-type: none"> Primary school aged children (representing 30 percent of the total displaced population) 	<ul style="list-style-type: none"> Expanded education facilities and services in communities hosting IDPs Construction of 32 new classrooms by contractors from the private sector
	<ul style="list-style-type: none"> 12,000 students 	<ul style="list-style-type: none"> Purchased and provided equipment and learning materials by purchasing of 145 'school in a box' kits, while Government partners trained 54 community teachers and mobilized parent teachers associations NGO partner Premiere Urgence conducted studies to assess the education needs in communities and supervised the construction activities
	<ul style="list-style-type: none"> 8,000 vulnerable children 	<ul style="list-style-type: none"> Established five child-friendly spaces to provide a safe playing environment, procured 80 recreational kits and also provided psychosocial support through NGO partner INTERSOS

WFP	<ul style="list-style-type: none"> 13,000 IDPs and village residents in Eastern Chad 	<ul style="list-style-type: none"> Constructed four water-pumping stations and 12 boreholes to provide 15 liters of clean water per person per day. Each water pumping station had an electrical generator, water bladder and tap stands, and ran on 40 liters of fuel provided by UNICEF every three days
	<ul style="list-style-type: none"> 43,000 CAR refugees in Yarangou, Gondje and Amboko camps, including newly arrived refugees who were not budgeted for in the original project plan 22,225 IDPs along the Chad/Sudan border 	<ul style="list-style-type: none"> Saved lives of refugees in southern Chad through the provision of a daily food ration and wider food distribution Set up of self-reliance agricultural activities in the south Provided daily food rations to IDPs in the south with about 1,400 metric tons of food, providing the refugees a reduced ration ranging from 900 to 1,900 Kcal for a three month period Provided IDP families in the east with food and farming seeds Allocated some 750 metric tons to the IDPs, offering 30 kg per person in the first round of distributions Supported improved nutrition and health for children and mothers through implementation of selective feeding programmes for pregnant women and nursing mothers, and malnourished children under five in refugee and IDP camps Extension of activities by three months provided safe and cost effective transport to the humanitarian community in Chad. This was made possible by additional funding Supported IDPs to create means of subsistence and improve their nutritional status by providing a seed protection ration <p><i>* Due to the lengthy approval process, the late arrival of funds, and the time required for food procurement, CERF assistance has not yet had its full impact on WFP operations. The exception however, is in the case of the air-operation where additional funding has allowed the extension of activities by three months and providing safe and cost effective transport to the humanitarian community in Chad.</i></p>
FAO	<ul style="list-style-type: none"> 3,416 IDP households 	<ul style="list-style-type: none"> 13 metric tons of sorghum seeds, 15 metric tons of groundnut seeds and 5,600 hoes to resume agricultural activities before the start of the 2006/2007 rainy season Procured additional items (13,9 metric tons of sorghum seeds <i>var-berebere</i>, 43 metric tons of pea <i>var-kebekebe</i>, 232 kg of assorted vegetable seeds and 10,000 hoes) for distribution at beginning of September to increase the IDPs' food self-reliance
	<ul style="list-style-type: none"> 10,000 IDP families in Gouroukoun, Koubigou Sanour and Habilé, located in the Department of Dar Sila, the sub prefectures of 	<ul style="list-style-type: none"> Received farming and tools distribution

UNHCR	<p>Goz Beida and Koukou-Angarana</p> <ul style="list-style-type: none"> ➤ Women-headed households were specially targeted ➤ Access to land ➤ Must have been among the IDPs' active vulnerable groups (without or with very few tools, without seeds and/or lack of financial means) 	
	<ul style="list-style-type: none"> ■ 50,000 Chadians (total number of IDPs in eastern Chad to more than 100,000 as of early January 2007) 	<ul style="list-style-type: none"> ■ Preparation of new sites in order to relocate refugees from Amboko extension camp to Dosseye camp in close partnership of Chadian Government and COOPI, MSF, CARE Africare and African Concern ■ Established a new site and drilled 2 wells in the south, with the rapid response funds. The relocation of refugees started at the end of August. Despite underfunding, logistics capacity adequately supported the ongoing operation and 20 hand pumps were installed in camps ■ Purchased, transported, and stored in 22 warehouses in the east, non-food items (blankets, soap), and shelter material (tents) ■ Purchased fuel for vehicles and equipment already operational under the project to ensure adequate mobility of humanitarian staff and goods.

Lessons Learned

Previously, UN agencies were not familiar with the CERF application process. After two successive years going through the process, UN agencies have now improved their understanding of CERF procedures and CERF's role in addressing humanitarian needs timely. UN agencies today - despite the hurdle they faced reorganizing the projects to meet the available funds for Chad - have learned a lot which would benefit the UN agencies going forward.

The flow of information and communication between OCHA Headquarters and agency Headquarters, and from OCHA Headquarters to OCHA Chad, occasionally fell short. This resulted in conflicting and contradictory messages, sometimes delaying the communication process. Agencies in Chad received different formats from both OCHA and from their Headquarters, which proved to be very time-consuming. Information and communication have to improve at all levels, especially with the field office.

The timeline for decision-making for CERF grants in Chad was longer than planned (one and a half months). Because the new CERF tool had just been implemented and methodologies were still being fine-tuned, information and communication problems occurred. This resulted in delays to agencies presenting their projects, which then had to be revised and endorsed by the Humanitarian Coordinator and the CERF Secretariat in OCHA NY.

The reply and approval process in OCHA Headquarters was made lengthier because of the project's revision, analysis with agencies' Headquarters and, most recently, the adjustment of Chad's total grant. Agencies expressed concerns that funds were received only in July/August - almost two months after their approval. In the case of WFP, they received a confirmation in March and Memorandum of Understanding in May, only for Chad's total budget to then be adjusted. This created much confusion.

The project area had also been negatively affected by the increase of clashes between communities with the "Janjaweed militia" that led to new waves of internal displacement. Moreover, the ongoing fighting between Chadian opposition rebels in the region and Government forces made free movement in the project areas difficult. The project area was placed under security phase four of the United Nations in December 2006.



A group of armed rebels on the road north of Kaga Bandouro, CAR, December 2006. The rebel movement was formed in response to the army's attacks on villages in the region.
[Photo: Nicholas Reader/IRIN]

CERF in Action

The WFP seed protection scheme has enabled families, like Zhenaba Syed Mahamat of Kiolye village to eat at least two meals a day and to preserve seeds for the planting season. Having been displaced, and having lost family members because of constant Janjaweed attacks, Ms. Zhenaba explained to WFP that her family ran out of food and had to resort to eating seeds normally reserved for growing their next crop. WFP food rations, combined with seeds and tools provided by WFP partners made it possible for Zhenaba and her family to plant the remaining seeds.

Were it not for the CERF funding opportunity, it would not have been possible to help IDPs to resume their agricultural activities, as no funds were available. This is in contrast to cases where funding response is a strict planning cycle (e.g. OFDA/USA Collaborative Grant scheme, ECHO/Global Plan). CERF funding was strategically important as it prevented further deterioration of the situation and gave donors time to prepare their response.

Additionally, CERF enabled UNICEF to divert immediately funds as the IDP crisis unfolded. A vaccination campaign against measles was conducted and the most common diseases could be treated. It was possible to provide safe drinking water to displaced populations and host communities during May and prevented, among other things, the spread of waterborne diseases. Initially, the early activities were financed using UNICEF's regular resources, with the expectation that they would later be refunded by CERF and the prospect of CERF funding allowed UNICEF to addressing more confidently the emergency needs of IDPs and host communities at an early stage. With the allocation of CERF funds, UNICEF had been able to respond quickly and effectively to the IDP emergency in eastern Chad where UNICEF had equipped host villages.

For the underfunded window of the operation, CERF's contribution allowed UNICEF to finance activities for CAR refugees as it was the only source of significant funding. The funding was fundamental in meeting humanitarian obligations in education, protection and health and nutrition. The availability of the funding over a period of one year had allowed UNICEF to carefully design and plan its intervention in this area.

Of the five projects implemented by UNHCR in Chad, two remain constantly underfunded, namely the project *"Local Settlement of Central African Refugees in southern Chad"* and the *"Care and Maintenance project for Sudanese refugees in the East"*. Following the strategy chosen to make the refugees more self-sufficient, it was imperative to open a new site in order to decrease the pull factor of the existing sites and free up more land for self-reliance activities, such as agriculture. The CERF funds provided UNHCR an opportunity to realize these activities.

CERF allowed the provision of emergency relief to 50,000 Chadians displaced by Janjaweed incursions and inter-communal fighting in Eastern Chad during the first half of 2006. However, the rapidly evolving security and humanitarian situations (characterized by widespread insecurity), repeated inter-communal fighting, and ever-larger population displacements must nonetheless be highlighted. This has brought the total number of IDPs in eastern Chad to more than 100,000 as early as January 2007, with constrained access to beneficiaries and significantly increased needs. CERF funds helped to put in place an emergency relief infrastructure that is currently responding to the deteriorating situation in eastern Chad.

However, rapidly increasing needs in the face of limited resources now threaten to overwhelm the humanitarian response to the displaced.

The timely execution of the CERF project by FAO demonstrates the quality and relevance of humanitarian aid coordination, which enabled CERF funds to be allocated according to global project objectives. It also highlighted the comparative advantages of the different agencies. Within this framework, FAO had demonstrated its strategic, technical and operational skills in securing food security for displaced populations (IDPs) in an emergency. This assistance was based on a sustainable system including humanitarian NGOs, public agricultural services, private organizations in charge of producing agricultural tools and the associations of seed producing farmers.

Chad 2007

CERF allocated more than \$7.2 million to jump-start several life-saving activities in view of the rapid deterioration in the humanitarian situation due to increased rebel activities, a sharp increase in inter-ethnic violence, and incursions by armed militias, which had more than doubled the number of internally displaced persons to 115,000 in eastern Chad.

IDPs seeking refuge in the already fragile communities near the border with Sudan were creating new and unforeseen needs that were not covered by the 2007 Consolidated Appeal Process (CAP).

CERF funding enables WFP to provide, in collaboration with their partners, food assistance to 25,000 new and vulnerable IDPs with a grant of more than \$1 million. A second allocation of \$1,454,000 enables WFP to increase humanitarian air services necessary in order to avoid an interruption of flight activities. Sudanese refugees and the local population in northeastern Chad will benefit from this assistance. FAO received almost \$350,000 from the CERF's window for rapid response in order to distribute emergency seeds, tools and vaccines to 5,000 vulnerable households. A grant of \$ 1 million enables UNHCR to distribute non-food items to respond to emergency shelter needs as well as profile IDPs and monitor their human rights situation.

An allocation of almost \$2.1 million used by UNICEF will ensure access to latrines for 45,000 people as well as water storage and hygiene facilities to 60,000 persons. In addition, UNICEF is procuring, in collaboration with their partners, health equipment, including the vaccination of 50,000 children. UNFPA is with its grant of \$ 445,000 seeking to prevent excess maternal and neonatal mortality and morbidity among internally displaced persons in eastern Chad; while WHO is responding to the wider emergency health needs of the population in eastern Chad, with a CERF grant of \$ 676,000. A CERF grant of \$214,000 to UNDP is ensuring access to HIV and AIDS services for 115,000 internally displaced populations in eastern Chad.



Young refugee girls in Breidjing camp. Young refugees are more vulnerable than children to exploitation and sexual abuses. [Photo: H. Caux/UNHCR]