



Humanitarian Aid Decision

Humanitarian aid (Title 23) of the 2004 budget of the European Union

Title: Humanitarian assistance in support of Sudanese refugees in eastern Chad.

Location of operation: CHAD

Amount of decision: 4,000,000 EUR

Decision reference number: ECHO/TCD/BUD/2004/01000

Explanatory Memorandum

1 - Rationale, needs and target population:

1.1. - Rationale:

Fighting between the Government of Sudan and the rebel groups, the Sudanese Liberation Movement/Army (SLM/A) and the Justice and Equality Movement (JEM), in the Darfur region of Western Sudan is at the origin of the continuous influx of Sudanese refugees into north-eastern Chad. This conflict is compounded by ethnic tensions between rebel Sudanese Zaghawas (ethnic group to which Chadian President Idriss Deby belongs to) and government supported Arab militias.

In March 2003, fighting broke out in the western Sudan region of Darfur between the rebel SLM/A and Sudanese government forces over areas reportedly under rebel control. Thousands of persons, mostly of Zaghawa ethnic origin (the same ethnic group as the SLM/A) fled fighting and aerial bombardment by moving across the border into northeastern Chad, settling mostly in the areas of Tine, Iriba, Bahai and Birak. In addition to this, inter-ethnic conflicts in Darfur broke out between local ethnic groups – primarily Zaghawa, Fur and Massalit- and nomad Arab militia, known as *Janjaweed*, allied with the Sudanese Government.

This ethnic conflict is largely the result of competition for land and resources. Sudanese refugees in eastern Chad report that the horse-riding Arab militia continues to raze villages and subject the civilian population of Darfur to gross abuses. Raping and kidnapping of women and girls by the militia have been reported.

Arab militia have also carried out raids across the border with Chad, hence increasing the possibility for this conflict to inflame relations between Arab and Zaghawa groups in Chad. Concerned over the potential for destabilisation of the country, Chadian President Deby helped to mediate a six-week cease-fire, signed by the Sudanese Government and the SLM/A. on 3rd September 2003. However the cease-fire ended

prematurely following the attacks across the Chadian border by Arab militia on 28th September 2003. Meanwhile, the humanitarian and security situation continues to deteriorate following the failure to renew the cease-fire. It is estimated that more than 30,000 new refugees have crossed the border into Chad since the end of last year.

This is not the first time that refugees cross into Chad from Darfur. A previous refugee crisis took place in 1998 when an estimated 15,000 refugees arrived to the Chadian region of Ouaddaï. In that occasion, humanitarian assistance was provided mainly around the area around Adre. Humanitarian assistance ceased with the improvement of the security situation in Darfur in 2000.

Negotiations between the SLM and the Government of Sudan are expected to continue, but it is unlikely that the dispute will be resolved in the near future. The repatriation of refugees to Darfur cannot be foreseen in the short term.

1.2. - Identified needs:

UNHCR estimates that around 110,000 refugees are scattered along an area of 600 km of this isolated arid region bordering Sudan. At present, it is difficult to estimate the exact number of refugees due to the remoteness of this area and to logistic constraints. Access to this region remains very difficult and limited.

It is also estimated that about 800,000 people are displaced (IDPs) inside Darfur in Sudan. Significant portions of the war-affected region remain inaccessible. However, some humanitarian operations are currently implemented even though in a very difficult and insecure environment. ECHO has adopted recently a 2 million Euro Emergency funding decision for Darfur. In addition, ECHO allocated 1.2 million Euro for Darfur within the framework of the regular 2003 and 2004 Global Plan.

The ECHO Regional Coordinator for West Africa, based in Abidjan, conducted a field assessment mission in the border region between Adre and Tine. The findings of the assessment indicate that the most pressing needs of the refugees in Chad continue to be linked to health care, water and sanitation, shelter, non-food items and protection.

The most recurrent illnesses encountered among the refugees are malaria, respiratory infections and diarrhoea, as well as conjunctivitis among the children. Although no major epidemics have been observed so far, the harsh living conditions, together with the weak condition of the population, increase the risk of outbreaks of diseases such as measles and cholera.

The refugees have very limited access to potable water that is lacking throughout the affected region. They drink from stagnant pools and from the rivers, increasing the risk of bacteria-born illnesses. With the arrival of the dry season the quantity of water in the river is lowering rapidly. Sanitation facilities are non-existent and materials for their construction are hard to find. In addition to that, hygiene products are also difficult to find.

The majority of the refugees fled Sudan without any personal belongings. Basic shelter materials to construct thatched huts are not available in this harsh desert environment. As a result, the refugees live under extremely precarious conditions. There is an urgent

need to provide shelter materials and household items such as blankets, kitchen utensils or jerrycans to allow the living conditions of the refugees to meet minimum standards.

Protection of the refugees is of major importance, too. Safe and unhindered entry into Chad needs to be ensured. When selecting the sites to locate the camps away from the border, existing risks between the refugee and the resident communities need to be identified and eventually mitigated. Finally, in light of the overwhelming ratio of women and children under five amongst the refugee caseload (estimated by the World Food Programme at more than 75% of the refugee population) a particular effort has to be made in order to ensure their physical protection and security. UNHCR reports that a significant number of refugees suffer from psychological traumas due to gender and sexual violence experienced before their departure to Chad.

Humanitarian agencies are already implementing relief projects in North-eastern Chad. UNHCR and UNICEF have begun the distribution of blankets. Thousands of refugees are also receiving food from WFP. UNHCR is also distributing mats, jerry cans, kitchen sets and soap. Several NGOs are providing basic health services and they run mobile teams to vaccinate the refugees. They also started the water operations to provide minimum quantity of water to the refugees.

UNHCR plans to create four operational relocation zones in the region and eventually accommodate the 110,000 refugee in six camps. UNHCR and the Chadian authorities continue to search for locations that meet minimum conditions. Camps must be 50 kilometres from the border, they must have sufficient water supplies and adequate surrounding land to allow refugees to grow grain and feed their cattle. The sites must also be free of mines and unexploded ordnance left over from three decades of civil war in the country.

So far UNHCR and the Chadian authorities have identified two campsites to move refugees away from the remote border area where they have been victims of raids by militia crossing from Sudan. In January, UNHCR has started the relocation of refugees to Farchana camp, about 70 kilometres from the Sudanese border. This camp will eventually host some 12,000 refugees. Kounoungo, 60 km from the border has been identified as another location to build a camp for 20,000 individuals. Two additional sites are under consideration: Saranh, near Iriba and 50 kilometers from the border site of Tine, and Hodja 40 kilometres west of Guereda.

UNHCR has stressed the importance of getting as many refugees relocated before the rainy season starts (mid-May) as possible, when sandy roads will be impassable for heavy trucks.

1.3. - Target population and regions concerned:

The majority of the estimated 110,000 refugees (UNHCR figures) are of Zaghawa ethnic origin from the Darfour region of Sudan. The refugees arrive in the regions of Ouaddaï and Biltine (about 1,000 km from the Chadian capital, N'djamena). They have settled around the towns of Adre, Tine, Iriba, Birak, Bahai and Ade.

1.4. - Risk assessment and possible constraints:

A 45-day cease-fire agreement between the Sudanese Government and the SLM/A was announced in September 2003 but ended prematurely with both parties accusing each

other of breaching the truce. After the recent peace talks on Darfur failed to renew a ceasefire, the humanitarian and security situation has deteriorated further, especially in north and west Darfur.

Aerial bombardments and raiding of villages in Darfour continue to be reported. Fighting and insecurity are forcing the displacement of population seeking protection.

Several cross-border militia raids, reaching as far as 40 km inside Chad, were also reported. Armed militias coming from the Sudanese side of the border have been crossing into Chad to steal relatively large quantities of livestock. In addition to that, stray bullets and shrapnel resulting from fighting between the Sudanese army and the rebels have reportedly killed and wounded civilian population on the Chadian side of the border.

Water supply throughout the region is a major constraint. Lack of drinking water may hinder efforts to relocate refugees to safer areas and provide them basic services.

Finally, landmines left from previous internal conflicts in Chad are also reportedly buried around the region. This compounds the already difficult environment characterised by long distances, poor road condition and heavy seasonal rains.

2- Objectives and components of the humanitarian intervention proposed:

2.1. – Objective:

The principal objective is to save and preserve life of the Sudanese refugee population in Eastern Chad.

The specific objective of this decision is to support the implementation of a comprehensive relief operation in favour of the refugee population.

2.2. - Components:

ECHO will provide support to deliver an integrated relief package to the refugee population. This package will consist mainly on the delivery of basic services (such as health care, nutritional and supplementary feeding and drinking water) the construction of sanitation facilities, the distribution of shelter and other household items and the implementation of activities aimed at protecting the refugees.

In terms of health and nutrition, ECHO will continue to support temporary health structures with an aim to make basic health care accessible to all. Mobile medical teams will allow to access refugees living in remote areas far from the villages. The existing local health infrastructure will be reinforced through the provision of medicines and medical material, hence providing equal accesses to basic health care to the resident communities.

Support to Therapeutic feeding centres and Supplementary feeding programme accessible to children under five years, pregnant and lactating mothers will be run in locations where moderate and/or severe malnutrition rates are identified.

Safe drinking water will be provided mainly through shallow wells dug near the rivers, the water will be pumped to temporary water tanks and chlorinated before final distribution. Adequate sanitation facilities such as latrines, washing areas, showers and garbage disposal, will be put in place for the effective management of wasted waters and garbage.

ECHO will continue to finance the procurement, transportation and distribution of basic shelter materials in order to reduce the vulnerability of the refugee households and to improve their safety and protection. Domestic items, such as blankets, kitchen sets, jerry cans and hygiene products will also be provided to the refugees.

The protection and safety of refugees will be improved by relocating those settlements that are too close to the border and by ensuring a constant presence and monitoring of protection personnel of mandated organisations.

3 - Duration foreseen for actions within the framework of the proposed decision:

The duration for the implementation of this decision will be **8 months**.

Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1st March 2004 in order to link it to the initial emergency decision adopted last year.

If the implementation of the actions envisaged in this decision is suspended due to *force majeure* or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the decision.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. The procedure established in the Framework Partnership Agreement in this respect will be applied.

4 –Previous interventions/decisions of the Commission within the context of the crisis concerned herewith

List of previous ECHO operations in CHAD

Decision number	Decision type	2002 EUR	2003 EUR	2004 EUR
ECHO/TCD/210/2003/0 1000	Emergency		2,000,000	
Total		0	2,000,000	0

Dated : 04/02/2004

Source : HOPE

5 - Other donors and donor co-ordination mechanisms

Donors in CHAD the last 12 months (emergencies)

1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria	0	ECHO	2,000,000	Libya	4,280
Belgium	0	Other services		Norway	619,973
Denmark	269,179			Private/NGO	257,980
Finland	0			USA	1,609,425
France	142,346			Switzerland	800,000
Germany	250,000				
Greece	0				
Ireland	0				
Italy	0				
Luxemburg	0				
Netherlands	500,000				
Portugal	0				
Spain	0				
Sweden	546,842				
United Kingdom	1,485,637				
Subtotal	3,194,004	Subtotal	2,000,000	Subtotal	3,291,658
		Grand total	8,485,662		

Dated : 23/02/2004

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

Reliefweb. <http://www.reliefweb.int>

Darfur funding overview, UN RC/HC, Resource Tracking Service, Karthoum

6 – Distribution by specific objectives and budget impact

6.1. - Budget breakdown by specific objectives

Principal objective: <i>To save and preserve life of the Sudanese refugee population in Eastern Chad.</i>				
Specific objectives	Allocated amount by specific objective (Euro)	Possible geographical area of operation	Activities	Potential partners¹
To support the implementation of a comprehensive relief operation in favour of the Sudanese refugee population.	4,000,000	Biltine Ouaddai	<ul style="list-style-type: none"> - to provide basic health care services - to provide drinking water and sanitation facilities - to implement nutritional programmes (therapeutic and supplementary feeding) - to distribute shelter and non food items - to conduct protection activities for refugees including relocation of camps 	<ul style="list-style-type: none"> - CARE - FR - GTZ - MSF - BEL - MSF - NLD - CROIX-ROUGE - FICR-IFCR-CH - UN - UNHCR – CHE - ACF – UK - CROIX-ROUGE – ESP - CROIX-ROUGE – FRA - UN-UNICEF – INT - PREMIERE URGENCE
TOTAL	4,000,000			

¹ CARE FRANCE, DEUTSCHE GESELLSCHAFT FÜR TECHNISCHE ZUSAMMENARBEIT, MEDECINS SANS FRONTIERES BELGIQUE/ ARTSEN ZONDER GRENZEN BELGIE (BEL), ARTSEN ZONDER GRENZEN (NLD), FEDERATION INTERNATIONALE DES SOCIETES DE LA CROIX-ROUGE ET DU CROISSANT ROUGE, UNITED NATIONS - HIGH COMMISSIONER FOR REFUGEES, ACTION AGAINST HUNGER UK, CRUZ ROJA ESPANOLA, CROIX ROUGE FRANCAISE, UNICEF, PREMIERE URGENCE (FR).

6.2 Budget impact

	<i>CE (in Euro)</i>
<i>Initial Available Appropriations for 2004</i>	<i>472 000 000</i>
<i>Supplementary Budgets</i>	<i>-</i>
<i>Transfers</i>	<i>-</i>
<i>Total Available Appropriations</i>	<i>472 000 000</i>
<i>Total executed to date</i>	<i>215 150 368</i>
<i>Available remaining</i>	<i>256 849 632</i>
<i>Total amount of the Decision</i>	<i>4 000 000</i>

7 - Evaluation

Under article 18 of the Regulation the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at: http://europa.eu.int/comm/echo/evaluation/index_en.htm.

COMMISSION DECISION

of

on the financing of humanitarian operations from the general budget of the European Union in CHAD

THE COMMISSION OF THE EUROPEAN UNION,

Having regard to the Treaty establishing the European Union,
Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid², and in particular Article 15(2) thereof,

Whereas:

- (1) Fighting between the rebel groups and pro-government militia continues in Northern Darfur province in Western Sudan, following the breakdown of the cease-fire agreement.
- (2) Fighting in neighbouring Sudan has led to the displacement of tens of thousands of civilians into Chad.
- (3) The refugees are settling in a very remote area deprived of basic services and shelter materials.
- (5) In addition, the risk of acute malnutrition and epidemics due to lack of food and poor sanitation is very high.
- (6) Humanitarian aid operations financed by this Decision should be of a maximum duration of 8 months with expenditures being eligible as of 1st March 2004.
- (7) It is estimated that an amount of 4,000,000 euro from Article 23.02 01 of the 2004 budget of the European Union is necessary to provide humanitarian assistance to over 100,000 Sudanese refugees in Chad affected by the ongoing fighting in neighbouring Sudan, taking into account the available budget, other donors' interventions and other factors.
- (8) In accordance with Article 17 (3) of Regulation (EC) No 1257/96 the Humanitarian Aid Committee gave a favourable opinion on **16/03/2004**.

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of 4,000,000 euro for humanitarian aid operation "Humanitarian assistance in support of Sudanese refugees in eastern Chad" by using Article 23.02 01 of the 2004 budget of the European Union.

² OJ L 163, 2.7.1996, p. 1-6

2. In accordance with Article 2 of Regulation (EC) No 1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objective:
 - To support the implementation of a comprehensive relief operation in favour of the Sudanese refugee population.

Article 2

1. The duration for the implementation of this decision shall be for a maximum period of 8 months, starting on **1st March 2004**. Expenditure under this Decision shall be eligible from that date.
2. If the operations envisaged in this Decision are suspended owing to *force majeure* or comparable circumstances, the period of suspension shall not be taken into account for the calculation of the duration of the implementation of this Decision

Article 3

This Decision shall take effect on the date of its adoption.

Done at Brussels, *[date to be inserted by SG]*

For the Commission

*[Name to be inserted by SG]
Member of the Commission*

Grants for the implementation of humanitarian aid within the meaning of Regulation No.1257/96 are awarded in accordance with the Financial Regulation, in particular Art.110 thereof, and its Implementing Rules in particular Art.168 thereof.³

Rate of financing: In accordance with Art.169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at http://europa.eu.int/comm/echo/partners/index_en.htm

³ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, [OJ L248, 16/09/2002](#) and No 2342/2002 of 23 December 2002, [OJ L 357 pf 31/12/2002](#).