



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

HUMANITARIAN AID
TO VULNERABLE SECTIONS OF THE POPULATION
IN CHAD
2007 GLOBAL PLAN

Humanitarian Aid Committee, December 2006

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Grounds

1. SUMMARY

From April 2003 to mid-2004, some 215 000 Sudanese refugees from Darfur poured into the Chad frontier provinces of Ennedi, Wadi Fira and Ouaddai, which are among the country's poorest regions, suffering from chronic food insecurity and lacking the resources and capacity to accommodate large numbers of people. Since autumn 2003 DG ECHO¹ has been supporting emergency operations to provide assistance to the refugees.

The armed groups that have established themselves in the east of Chad and the spread of bandit raids since autumn 2005 have meant an increase in violence against the civilian population. Some areas in Ouaddai have suffered depopulation, and humanitarian agencies are now trying to help some 35 to 40 thousand displaced persons. Furthermore, at the beginning of February 2006 some ten thousand Chadian people of Tama and Massalit origin from the Adré district (Ouaddai) fled to Sudan, to the north of El Geneina (Darfur).

In the south of the country, the provinces of Moyen-Chari and Logone Oriental have accommodated some 48 000 refugees from the Central African Republic since 2003. In 2006 sporadic arrivals have made it necessary to set up a fourth camp in the area. No repatriation plan can be made for the near future in either the east or the south of Chad. Despite the relative stability in the number of refugees, with the influx petering out in 2005, a resurgence of the Darfur crisis is liable to lead to massive fresh arrivals of refugees.

Based on the results of the operations implemented under financial decisions taken since 2003, DG ECHO intends to maintain multisectoral assistance, through its operational partners, to refugees in the camps of eastern Chad. It also plans to maintain its support for targeted food security, health and nutrition operations to help meet the needs of refugees in southern Chad, the most vulnerable sections of the population living in eastern Chad and displaced persons. Lastly, DG ECHO will continue to support common services, coordination and humanitarian air transport. The Chad 2007 Global Plan will also support the costs of maintaining adequate technical assistance in N'Djamena to analyse changing needs, provide coordinated responses and monitor and evaluate Commission-funded operations. Emergency food aid and food security activities will be supported by financial decisions under the appropriate budget lines.

This Global Plan is valid for 15 months.

The proposed budget allocation for the Chad 2007 Global Plan is EUR 15 000 000.

¹ European Commission's Directorate-General for Humanitarian Aid - DG ECHO.
[ECHO/TCD/BUD/2007/01000](#)

2. BACKGROUND AND CURRENT SITUATION

2.1. Background

Chad is the fifth largest country in Africa, with an area of almost 1 284 000 km² and an estimated population of 8 986 000.² Thanks to its access to oil revenue since the end of 2003, government revenue excluding grants rose from 110 billion CFA francs (approximately EUR 167.75 million) in 2002 to 229.8 billion CFA francs (approximately EUR 350.3 million) in 2005. However, development indicators are static or falling. The UNDP's 2005 human development index places Chad among the world's poorest countries.³ In 2001 the birth rate was 44 per thousand and the death rate was 19 per thousand. In 2003, life expectancy at birth was 43.6 years while the expectation at birth of reaching age 40 was 45.2%. The literacy rate among age groups over 15 years is 25.5%. Only 20% of the population has access to potable water.⁴

The population of Chad, which is particularly sparse in the north, is partly sedentary and partly nomadic. It is made up of different ethnic groups living in areas extending beyond Chad's borders. Those living in the eastern provinces of Ennedi, Wadi Fira and Ouaddai are the Zaghawa, For, Kaytina, Toundjour, Tama, Arenga Dolok, Dajo and Massalit. The same ethnic groups are present in Darfur and the composition of the refugee population does not differ from that of the resident population.

Like Darfur, the eastern provinces of Chad grew steadily poorer in the last century as a result of desertification and economic marginalisation. After several years of tension, fighting broke out in Darfur at the beginning of 2003. It was started by the two main rebel groups: the armed wing of the *Sudan Liberation Movement* (SLM/A) and the *Justice and Equality Movement* (JEM). The peace agreement signed at Abuja on 5 May 2006 at the end of the seventh round of talks initiated a rapprochement between the Sudanese government and the mainly Zaghawa faction of the SLM/A, led by Minni Minawi. It remained a dead letter for the other parties to the conflict. The conflict is still complex and unpredictable, given the fragmentation of the rebel movements, the Sudanese government's inability to establish its command chain, criminalisation and the autonomous action of the militias. Although they feel hemmed in on all sides, the Chadian authorities still wish to play a mediating role in the conflict.

The political situation in Chad began to deteriorate in 2004. A coup d'Etat was foiled on 16 May and the Chadian parliament passed an amendment to the constitution on 26 May, enabling President Déby to seek a third mandate in 2006. On 3 May 2006 President Déby won the presidential elections at the first ballot with 64.67% of the votes.⁵ This victory is likely to be confirmed by the parliamentary elections planned for spring 2007.

From October 2005 there was a growing number of defections from the President's own circle.⁶ One of the main results was the creation of the *Socle pour le changement uni et*

² The last census was conducted in 1993. The Chad Planning Ministry agreed on this demographic forecast in mid-2004. Given the methods used, the impact of refugees on the indigenous population is difficult to assess.

³ The human development index of 0.341 in 2003, puts Chad in 173rd place out of 177 countries. *Human Development Report*, UNDP, 2005.

⁴ *Ibid.*

⁵ Definitive results of the presidential elections of 3 May 2006 announced by Chad's Constitutional Council on 28 May 2006.

⁶ International Crisis Group, *Chad: Back towards war?* Africa Report No 111 - 1 June 2006

démocratique (Platform for Change, Unity and Democracy - SCUD), of which the *Rassemblement des forces démocratiques* (Rally of Democratic Forces - RAFD), led by Timan Erdimi, former Director of the President's Cabinet, is an off-shoot. The other consistent military threat comes from the *Front uni pour le changement démocratique* (United Front for Democratic Change - FUCD), led by Mahamat Nour Abdelkarim. This mainly Tama movement, established on 28 December 2005, aspires to be a federation of the main rebel groups, including the SCUD, but it is riven by ethnic and political divisions.

2.2. Current situation

Most of the Sudanese refugees settled in Ennedi, Wadi Fira and Ouaddai between April 2003 and mid-2004. Since then there has been no further major influx of refugees. Most of the refugees are Muslim shepherds and farmers and the main ethnic groups are Zaghawa, For, Massalit, Dajo and Tama. 65% of the 214 528 refugees accommodated in the twelve camps in eastern Chad are women and children.⁷ An unknown number of refugees are still in the border areas and could be moved to camps in the coming months. There can be no large-scale repatriation of refugees or promotion of the return of displaced persons in eastern Chad in the near future.

The Sudanese refugees are completely dependent on international aid.⁸ In particular, they are dependent on food aid delivered by the World Food Programme (WFP) via the Libyan and Cameroon corridors. The 2004 deficit in farm output in 2004 had no dramatic effect on the local population but food-for-work programmes were conducted in areas suffering from food insecurity while seeds and tools were distributed to prepare for the 2005 and 2006 cropping years. Most of the needs of the resident population are linked not to the presence of the refugees but to weaknesses in their region's structural development and to the characteristics of their environment. The refugees, like the Chadian population, are exposed to various epidemics, some of which are transmitted feco-orally.

The resident population is beginning to feel the effects of economic competition with the refugees, who have increased the pressure on resources and have comparative advantages, in particular supply networks via Sudan. The refugees are no longer concerned merely with survival, but are seeking to supplement their food rations and the other products distributed to them. This economic situation leads to occasional tensions between the refugees and the host population over access to land suitable for pasturage or cultivation, and the collection of firewood for use or sale.

However the tensions between the resident and refugee populations are not necessarily more acute than those between different groups of the Chadian population. To prevent tensions rising between the refugees and their hosts, in 2005 the UNHCR decided to allocate 5% of its global budget to rapid response projects outside the refugee camps.

⁷ In July 2006 the UNHCR ProGres database recorded the presence of 214 528 refugees in the twelve camps of eastern Chad.

As the data for the Gaga and Am Nabak camps had not yet been consolidated in the database, the UNHCR extrapolated percentages from a database sample. See Annex 1: *Map, location of the camps in eastern Chad*.

⁸ The population concentrations in the camps place an excessive burden on a poor and fragile environment. Only the Djabal and Goz Amer (southern Ouaddai) camps are surrounded by washlands which can support agricultural activity and, in the long term, food self-sufficiency. In all the other camps the irregularity of rainfall makes farming too undependable.

Where the partners have not suspended implementation of these projects because of administrative pressures and attempts at obstruction by the communities themselves, they have had great difficulty in involving the national authorities in the microproject selection and monitoring mechanisms. Few humanitarian agencies have the mandate, expertise or capacity to implement sustained development programmes. Local development capacity needs to be reinforced by means other than humanitarian assistance.

Although population movements are accounted for by a number of factors - the depredations of the armed "Janjaweed" groups and bandits, ethnic rivalry and the pursuit of humanitarian assistance – they tend to be relatively contained. Only the district of Dar Sila (Ouaddai) has so far been affected by these movements. In the Wadi Fira and Ennedi regions, populated by a higher proportion of nomads and shepherds, the resurgence of insecurity has not produced such a striking effect as that of the mass movement of sedentary populations groups. Humanitarian organisations have not carried out a general census of the displaced persons, while the UNHCR has only registered displaced persons for villages wishing to be relocated. The suggested number of 35 000 people for all the sites for displaced persons is just a figure. One may conjecture that refugees who had settled outside the camps since 2003 and people displaced well before 2006 also moved again along with the displaced local people.

The humanitarian organisations agreed at an early stage on the need to assist the movement of displaced groups and their establishment in host villages. In some cases the displaced persons spontaneously settled on flood plains or in transhumance corridors. Standard assistance in these spontaneous settlement sites would have encouraged the formation of camps for the displaced and given impetus to gravitational displacement. The humanitarian organisations' strategy was therefore to facilitate relocation to host villages and help the displaced persons to become self-sufficient through selective distribution programmes to stimulate the resumption of farming. The assistance, limited to relocation areas, had to be low-intensity and targeted, serving only to supplement mutual assistance and solidarity mechanisms between the hosts and the displaced people. There is concern that some actors focus on large-scale assistance, which tends to encourage displacement cycles and create tensions between communities and greater risks for humanitarian workers.

The situation in southern Chad is still somewhat unpredictable. In the first months of 2006 there were sporadic influxes of refugees from the Central African Republic. Some 30 000 Central African refugees crossed the border of Chad and found refuge in the south of the country during the turmoil in the Central African Republic (CAR) of 2002-2003 which led to General Bozizé recapturing power in the country.⁹ After security conditions deteriorated in the north of the CAR in mid 2005, almost 18 500 new refugees arrived in four waves between June 2005 and February 2006. The UNHCR rapidly organised the transfer of the refugees to a transit centre forming an extension to the Amboko camp. To reduce overcrowding at this site, the UNHCR, assisted by DG ECHO, prepared a new camp on the Gondjé site in the Goré district, opening it in December 2005. A fourth camp is currently being prepared at Dossei. It is the cornerstone of a contingency plan for any new influx of refugees.

⁹ More than 65% of these refugees are farmers and around 30% are small traders or craftsmen. Their ethnic origins are 50.5% Salamat and Ronga (Muslims) and Kabas (49.5%), who are mostly Christian. The proportion of women and children is estimated at 52%.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

The outlook for the Darfur crisis and the risk that insecurity in the sub-region will last continue indefinitely mean that the sustainability of the projects must be seriously considered and an optimum cost-effectiveness ratio sought. The systems and mechanisms set up in the emergency phase are still very fragile and their maintenance and operating costs are exorbitant. If the humanitarian workers in eastern Chad are evacuated or leave, the beneficiaries will not be able to maintain basic services by themselves.

The high population density in the camps and the risk of epidemics oblige humanitarian organisations to maintain high standards of assistance and apply the SPHERE indicators literally.¹⁰ However, the Sphere indicators are not DG ECHO's reference indicators and their application could not be a criterion for the success of an operation. With 215 000 refugees in a fragile environment, the pattern whereby strains on the ecosystem were followed by regeneration has given way to a phase of large-scale destruction. The ground waters have been drawn on excessively, with a risk of damage to aquifers in the regions with refugee settlements, and the supply of SPHERE standard water to the refugees has altered consumption habits. Before the arrival of the refugees, the resident population applied their own strategies for dealing with chronic malnutrition in a very fragile ecosystem. If there is a long drought, a new influx of refugees, or some other disturbance of the balance, the behaviour of these vulnerable groups will come up against an environment that is already saturated.

The following guidelines have been adopted for the programming of the Chad 2007 Global Plan: multisectoral assistance to the refugees in the camps of eastern Chad; support for food security, health and nutrition operations for resident and displaced communities in eastern Chad; support for food security in southern Chad; support for common services, coordination and humanitarian air transport.

Protection

In 2005 the UNHCR completed a census of refugees and the distribution of refugee cards on the basis of the data in the ProGres system. The only camps not yet covered by this exercise are Gaga and Am Nabak. The vulnerable groups among the refugees, particularly children, unaccompanied women and children, and elderly persons – are the subject of special monitoring in terms of assistance and protection, particularly through family reunification and primary education.

Health:

Chad is exposed to epidemics and regularly affected by outbreaks of cholera, meningitis, measles and hepatitis E. The vectors propagating epidemics in the refugee camps are numerous given the promiscuity and lack of hygiene. The overall death rate is more or less within the norms in all the camps (< 1 person per day per 10 000 persons). The same is true for the under-fives (< 2 persons per day per 10 000 persons). This balance is extremely precarious and health indicators are kept on the right side of emergency thresholds thanks to very effective humanitarian assistance.

¹⁰ In 1997 a number of humanitarian agencies and NGOs and the Red Cross, on their own initiative, defined minimum reference standards on the basis of their experience for five key sectors of humanitarian aid: water and sanitation, nutrition and health, food aid and camp management (shelters).

Overall the care provided to refugees in the camps is superior to that provided by local structures, which are poorly equipped, under-staffed and lack adequately qualified workers. However, epidemiological and nutritional data collection was improved and centralised in 2005-2006 thanks to the Health Action in Crises (HAC) office of the WHO in Abéché, which received financial support from DG ECHO.

Nutrition :

The causes of malnutrition are many and varied but generally due to poor eating habits, lack of hygiene and early weaning of young children. The nutritional situation of the Sudanese refugees has stabilised since August 2004. The surveillance measures put in place by the WHO need to be continued in 2007 in order to notify any deterioration that may occur in the nutritional state of the refugees.

The results of the vulnerability survey (VAM)¹¹ conducted by the WFP in 2005 indicate that the pockets of malnutrition observed in the resident population are chronic, for structural reasons and because of the level of poverty. In the immediate term there is little risk of a major nutritional crisis because of the good harvests of 2005 and 2006. However, the WFP distributes cereals free of charge in the most vulnerable areas and sells seed at subsidised prices and distributes it in the carry-over period.

A follow-up survey was conducted in May 2006 on the WFP's sentinel sites. It found that the nutritional situation had clearly improved since December 2005, particularly in terms of acute malnutrition rates, which had fallen from 2% to 1.5% in northern and eastern Chad. However, it also found that the number of households suffering from severe food insecurity had increased from 9.6% to 12.3% over the same period. Again it was the north and east of the country that were most affected.

The survey made the following recommendations: agricultural over-production should be better managed by transferring the surplus to areas suffering shortages and organising subsidised cereals sales in Batha, Guéra and Kanem; revenue-generating activity should be stepped up and a system established to protect agricultural production (or combat usury).

Water and sanitation

For the refugees as for the local population, access to drinking water and latrines needs to be properly monitored. The latrines built when the camps were opened need to be renovated regularly and their number increased in 2006 to achieve the standard of one latrine for 20 people. Promotion of good bodily and domestic hygiene practices should be continued in order to curb the proliferation of diseases transmitted feco-orally.

Shelters and non-food items

Following the deterioration of security in the Bahai (Ennedi) and Iriba (Wadi Fira) districts, the UNHCR obtained the authorities' approval for relocating the Ouré Cassoni and Am Nabak transit camps, which at the end of July 2006 accommodated 24 954 and 16 536 refugees respectively.

For a long time, although the humanitarian agencies wanted to gradually replace the emergency shelters with semi-permanent shelters which would be more cost-effective in the medium and long term, they came up against the hostility of the local and regional

¹¹ Vulnerability Assessment Mission

authorities to this project. The authorities feared that making the camps more permanent would discourage the return of refugees when the time came. These obstacles were finally cleared for most camps at the end of 2005. However, the information campaigns in favour of replacing shelters in the Ouaddai camps failed for a number of reasons: the residual hostility of the authorities, the resistance of beneficiaries who associated the plan with a desire on the part of the humanitarian workers to prepare an exit strategy, insecurity and the preventive evacuations carried out twice in spring 2006, and above all a lack of zeal in promoting the project. This objective has therefore been carried over into the planning for 2007.

Distribution of essential relief items, particularly soap and water storage containers, should be continued. With the approach of the cold season, between November and February, blankets should be distributed to cope with low temperatures, in particular in Ennedi. To limit the impact on the environment, humanitarian staff should continue distributing portable stoves and educating beneficiaries about the need for effective fuel management.

Other

Implementation of the Rapid Response Projects (RRPs), and in general of projects to assist the resident population, have highlighted the impenetrability of the political and administrative structure in the areas concerned. Local authority participation was disappointing when the RRP were drawn up and implemented. On occasion project start-ups were suspended, or implementation slowed down, by obstruction and attempts to exercise pressure during recruitment and tendering procedures.

Because of the spread of banditry, the UNHCR has stepped up its structural support for the civil and military services of the *Commission Nationale d'Accueil et de Réinsertion des Réfugiés*, which is responsible for the physical protection of refugees and humanitarian workers and for securing access routes to the beneficiaries. In view of its mandate, ECHO does not finance this aspect.

4. ECHO STRATEGY PROPOSAL

4.1. Consistency with ECHO's strategic priorities

To take account of the specific requirements of the care and maintenance phase, and new requirements arising from the changing humanitarian situation in 2006, DG ECHO's action in 2007 will centre on the vulnerable refugee, displaced and resident communities.

The specific objectives of the Global Plan stem from this approach:

- to provide assistance to the vulnerable refugee, displaced and resident communities through Water and Sanitation projects and distribution of shelters and non-food items,
- to provide appropriate protection to the vulnerable refugee, displaced and resident communities,
- to reduce, in the target population, high mortality and morbidity, particularly where connected with transmissible diseases,
- to maintain technical assistance on the ground.

The Global Plan will thus cover all the traditional humanitarian aid sectors – health and nutrition, water and sanitation, shelter and non-food items, protection of the community, common services, in particular coordination and humanitarian air services – other than food aid and food security, which are the subject of financing decisions taken under the appropriate budget line. These additional allocations, totalling EUR 10 000 000, will support food aid operations in Chad in 2007.

4.2. Impact of previous humanitarian action

Since 2003, DG ECHO has taken 7 financing decisions on Chad, amounting to a total of EUR 42 500 000.

In autumn 2003, DG ECHO adopted an emergency decision for an amount of EUR 2 000 000,¹² followed by two ad hoc decisions in 2004, the first for EUR 4 000 000,¹³ the second for 8 000 000,¹⁴ which allowed it to call on its entitlement under the 9th EDF B envelope. In 2005 an ad hoc decision for EUR 12 000 000¹⁵ was adopted in response to the humanitarian crisis in eastern Chad, while another ad hoc decision for EUR 2 000 000¹⁶ was taken to support the UNHCR operation in southern Chad.

Chad was the subject of a Global Plan¹⁷ for a total of EUR 13 500 000 in 2006. To avoid upsetting the balance between the status of refugees and local residents, DG ECHO asked for a higher budget in 2006 to provide assistance both to the refugees in the camps, as well as to refugees outside and also to vulnerable groups in the local community. Humanitarian aid has gradually been extended to displaced Chadian communities.¹⁸ An additional allocation of EUR 1 000 000 was released in April 2006 from the balance of the 9th EDF B envelope to help finance the WFP air service.¹⁹ Having been alerted to the UNHCR's financial difficulties, DG ECHO also released EUR 1 000 000 under decision ECHO/SDN/BUD/2006/02000 for victims of the Darfur conflict, in order to supplement the initial allocation to the UNHCR.²⁰

It will not be possible to take stock of operations in 2006 until all DG ECHO's partners have submitted their operational reports in mid-2007. However, a preliminary analysis of operations financed in 2006 suggests the following picture:

Food aid and food security

¹² ECHO/TCD-210-2003-01000, Emergency assistance in support of Sudanese refugees in eastern Chad, EUR 2 000 000.

¹³ ECHO/TCD/BUD/2004/01000, Emergency assistance in support of Sudanese refugees in eastern Chad, EUR 4 000 000.

¹⁴ ECHO/TCD/EDF/2004/02000, Humanitarian aid to Sudanese refugees in eastern Chad originating from the Darfur region, EUR 8 000 000.

¹⁵ ECHO-TCD-BUD-2005-02000, Humanitarian aid in response to the consequences of population movements (refugees, local host communities, returnees) in Chad resulting from the ongoing conflict in Darfur, EUR 12 000 000.

¹⁶ ECHO/TCD/BUD/2005/02000, Humanitarian aid to meet the needs of refugees who have arrived in Chad from the Central African Republic since June 2005, EUR 2 000 000.

¹⁷ ECHO/TCD/BUD/2006/01000, Humanitarian aid to deal with the consequences of population displacement in the wake of the Darfur crisis, EUR 13 500 000.

¹⁸ See Annex 3.

¹⁹ ECHO/TCD/EDF/2006/02000, Maintaining humanitarian air services to Chad, EUR 1 000 000.

²⁰ ECHO/SDN/BUD/2006/02000, Humanitarian assistance to the victims of the Darfur conflict, EUR 40 000 000, including EUR 1 000 000 for Chad.

- Regular and adequate food supplies have been distributed in the camps.
- Farm tools and seeds have been distributed in the camps and elsewhere to refugees, displaced persons and local people.

Health and nutrition

- Therapeutic and supplementary feeding programmes have been launched or continued in the sectors where malnutrition rates are highest.
- The risk of transmissible diseases and epidemics has been cut by monitoring and analysing medical data.
- A minimum level of preventive health has been maintained in the camps.
- Support for coordination has been provided in this sector.

Water networks and sanitation

- Maintenance of water points in the camps and water supply systems.
- Hygiene in camps promoted through the distribution of soap, water containers, the construction of latrines and waste water drainage.

Protection

- Families have been reunited wherever possible.
- Specialist assistance to SGBV victims (sexual exploitation and gender-based violence).
- Primary education has been provided in the camps.

Shelters, essential non-food items and fuel

- Plastic coverings and basic building materials supplied to refugees and basic non-food household items such as clothing, kitchen sets and blankets.
- Semi-permanent shelters were promoted and constructed with mixed results.
- Appropriate equipment and fuel were distributed to reduce fire-wood consumption.

Miscellaneous

- The establishment of mechanisms to reduce conflict between refugees and resident communities has produced relatively conclusive results. The causes of tension have been partly resolved: wood collections have been organised, the sale of wood by local Chadians rationalised and wells in the vicinity of the camps rehabilitated.
- Joint committees composed of representatives of the host and refugee communities have been set up in every camp to arbitrate in disputes – with varying degrees of success.

Common services

- Coordination, information and evaluation have been enhanced with a view to reducing inequalities in the provision of assistance and to avoid duplication.
- Air access to remote sites has been maintained.

4.3. Coordination with the activities of other donors and institutions

The cooperation strategy implemented under the 9th EDF was based on a multiannual programme totalling EUR 273 000 000 (EUR 202 000 000 for envelope A and EUR 71 000 000 for envelope B) covering the period 2000-2007. The 9th EDF focal sectors are transport policy support (EUR 84 000 000) and water policy support

(EUR 50 000 000), supplemented by macro-economic assistance (EUR 50 000 000) and activities in non-focal cross-cutting sectors. Following the mid-term review, envelope B was reduced by EUR 34 000 000. Out of the total envelope, EUR 9 000 000 was implemented by DG ECHO.²¹ In programming the 10th EDF, particular consideration is given to good governance and advancing the democratic process.

Work is ongoing to increase coordination between Commission departments - with a view to facilitating the link between relief, rehabilitation and development – in relation to the Yaroungou refugee camp and surrounding area.²² EUR 4 000 000 has been released from the 9th EDF B envelope in support of this project to revive agriculture.

In programming the 2007 Global Plan, DG ECHO has adopted a participatory approach and consulted many stakeholders in the emergency aid and cooperation field, including representatives of the Chad Government, the international community, donors and current and future operational partners. An information and programming workshop was held at DG ECHO's headquarters on 9 October 2006.

4.4 Risk evaluation and assumptions

2006 saw an increase in cases of encroachment on the humanitarian space, and particularly on the civilian character of the camps. The general trend in the situation highlighted the need to consolidate the contingency and security plans. The issue of "forced" recruitment campaigns in the camps and the encroachments on their civilian character must be seen in the context of the high level of mobilisation of the people of eastern Chad - residents, displaced persons and refugees alike. The risk of an attack on the camps has increased as the recruitment operations continue, while the Sudanese rebel forces have settled in or in the immediate vicinity of some of them, making them potential military targets.

The humanitarian actors have doubts as to the real impact of the mobilisation and information campaigns they have conducted in an attempt to tackle the phenomenon. The recruitment campaigns have highlighted the vulnerability of young adults in the camps. The programmes designed to bring about an economic recovery through income-generating activities have had very mixed results and do not represent a credible means of integration on completion of primary education.

The continuing rise in acts of violence and banditry raises doubts about the ability to satisfactorily maintain the humanitarian aid programmes in the camps of eastern Chad. Eastern Chad has become a theatre of military operations. Precautionary evacuations of non-essential humanitarian staff were carried out in January and April 2006 in the most sensitive areas. The insecurity does not affect every region of eastern Chad to the same extent: the frequency of incidents involving humanitarian personnel is higher in Wadi Fira and Ennedi than in Ouaddai,²³ where the violence, particularly in Dar Sila department, has displaced an estimated 35 000.

²¹ See section 4.2 "Impact of previous humanitarian actions".

²² The arrival since June 2005 of some 18 000 refugees in southern Chad, in addition to the 30 000 already there since 2003, has destabilised the strategies put in place by the various partner organisations. The strategy of reducing assistance and promoting self-sufficiency mechanisms still applies in the Yaroungou camp (Moyen Chari). A semi-emergency still exists in the Amboko camp, its extension and the new camps at Gondjé and Dossei (Logone Oriental).

²³ The Janjaweed have been permanently present in southern Ouaddai since the start of April 2006. The Janjaweed previously confined themselves to brief incursions and targeted attacks in border areas. The

Graduated security measures have been adopted on main roads in Wadi Fira province to reduce the exposure of humanitarian workers. Putting these measures into practice – e.g. driving in convoys or in lorries – may cause the road blockers to change their modus operandi and lead to an escalation in the violence. Humanitarian workers may even be targeted by armed fighters in future, and not just for their money.

A number of operations financed by DG ECHO were effectively suspended in 2006. These interruptions, a consequence of the deteriorating security conditions, have not jeopardised the implementation of operations, nor had any particular effect on their results. However, subject to a specific request by the partner concerned, DG ECHO is prepared to take appropriate measures in the event of a partial or total suspension of humanitarian activities.²⁴ Within the terms of its mandate, ECHO is also ready to extend its cooperation with its partners to ensure that greater account is taken of the risks involved in implementing operations and provide humanitarian workers with training and supervision appropriate to the conditions.

4.5 DG ECHO strategy²⁵

The main objective of the Chad 2007 Global Plan is to provide assistance to the vulnerable – refugees, displaced persons and residents alike.

The specific objectives of the Global Plan stem from this approach:

- to provide assistance to the vulnerable refugee, displaced and resident communities through Water and Sanitation projects and distribution of shelters and non-food items,
- to provide appropriate protection to the vulnerable refugee, displaced and resident communities,
- to reduce, in the target population, high mortality and morbidity, particularly where connected with transmissible diseases,
- to maintain technical assistance on the ground.

concentration of military equipment on some strategic roads and sites has cleared whole districts; the departure of the National Army has led to disintegration of the administrative fabric and created grey areas. This has resulted in a growth in banditry and crime, and a vacuum for the armed opposition movements to occupy. Some villages have therefore formed self-defence groups to counter incursions by armed fighters – automatically assumed to be Janjaweed - while ethnic alliances have been forged along the same divides that underlie the Darfur crisis.

²⁴ See section 4.6.

²⁵ Grants for implementing humanitarian aid as defined by Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid are attributed in accordance with the Financial Regulation, especially Article 110, and with its implementing rules, particularly Article 168 (Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, OJ L 248, 16 September 2002, and Commission Regulation (EC, Euratom) No 2342/2002 of 23 December 2002, OJ L 357, 31 December 2002).

Level of financing: in accordance with Article 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 on the basis of the Financial and Administrative Framework Agreement (FAFA). Standards and criteria established in the standard ECHO Framework Partnership Contract, which must be met by international organisations, and the procedures and criteria necessary for becoming a partner, can be consulted at:

http://europa.eu/comm/echo/partners/index_en.htm

DG ECHO will continue to support multisectoral operations to assist refugees in the camps of eastern Chad; it will carry out food security, health and nutrition operations for resident and displaced communities in eastern Chad; it will support the promotion of food security in southern Chad; and it will continue its support for common services, coordination and humanitarian air transport services.

DG ECHO will also maintain technical assistance in Chad in order to assess changes in requirements and the humanitarian situation, coordinate its response and provide a suitable evaluation of operations financed by the European Commission.

4.6 Duration of the decision

The implementation of this decision will be for a duration of 15 months, starting on 01.01.2007. The humanitarian operations financed as part of this decision must be implemented within that period.

If implementation of the operations covered by this decision is suspended for reasons of force majeure or comparable circumstances, the period of suspension will not be taken into account when calculating the duration of the decision.

Depending on changes in the situation on the ground, the Commission reserves the right to cancel the agreements signed with the humanitarian organisations in charge of implementation if suspension of activities extends over a period of more than a third of the total duration envisaged. In this case the procedure laid down in the general conditions of the specific agreement will be applied.

4.7 Amount of the decision and strategic programming matrix

4.7.1 Total amount of the decision: EUR 15 000 000

4.7.2. Strategic Programming Matrix

STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN

Principal objective	<i>To provide assistance to the vulnerable refugee, displaced and resident communities</i>				
Specific objectives	Allocation (EUR)	Geographical area of operation	Proposed activities	Expected results / indicators	Potential partners
Specific objective 1: To provide assistance to the vulnerable refugee, displaced and resident communities through Water and Sanitation projects and distribution of shelters and non-food items	12 500 000	Chad	<u>Water/sanitation</u> 1/ Maintenance and construction of a potable water supply system by drilling bore-holes, sinking and/or rehabilitating wells; conveying water to the refugee camps; treating water; information campaign on using water and water facilities. 2/ Construction/rehabilitation of sanitation facilities: latrines, washing areas, showers and waste disposal systems. Hygiene awareness programme. 3/ Purchase, transport and distribution of hygiene products (soap). 4/ Supplying water to livestock kept by refugees.	<u>Water and sanitation</u> Reduction of water- and hygiene-related diseases. <ul style="list-style-type: none"> • Potable water supplies near the standard of 15l/person/day and 1 tap per 120 persons • Communal latrines replaced by family latrines (1/20 persons) • Number of rubbish tips near the standard of 1/500 persons • Number of community service workers near the standard of 1/1 500 persons • Participation rate of refugees in refuse collection and latrine maintenance • Good hygiene practices adopted and applied by target populations • Regular renewal of stocks of basic hygiene products 	- ACF - ACH - ACTED - CARE - FR - CORD - CROIX-ROUGE - CICR- ICRC - CH - CR-E - CROIX-ROUGE - FICR-IFCR-CH - CRF - GTZ - HELP - INTERMON - IRC-UK - MdM E - MSF - MSF-LUX - MSF-H - OXFAM GB - P U - UN - FAO-I - UN - UNHCR - BEL - UN - UNICEF - BEL - UN - UNOCHA - UN - WFP-B - UNFPA

			<p><u>Shelters and non-food items</u></p> <p>1/ Purchase, transport and distribution of shelters and construction materials required to reduce vulnerability of refugees and improve security and protection.</p> <p>2/ Purchase, transport and distribution of essential items (blankets, kitchen kits, jerry cans, etc.) and fuels and/or technology and equipment to reduce fuel consumption.</p>	<p>Shelters and non-food items</p> <p>Adequate shelters to live in and provide safety and privacy.</p> <ul style="list-style-type: none"> • 100% of refugee families in camps provided with shelter • 100% of single women provided with individual shelters • No instances of SGBV related to housing conditions reported • Refugees receive 250 g of soap per month • Essential items regularly replaced • Better stoves distributed and recipients trained in their use. 	
<p>Specific objective 2: To provide appropriate protection to the vulnerable refugee, displaced and resident communities</p>	<p>500 000</p>	<p>Chad</p>	<p><u>Protection</u></p> <p>1/ Refugee protection activities provided through on-the-spot monitoring by protection personnel from authorised agencies.</p> <p>2/ Emergency primary education services to refugee children.</p>	<p><u>Protection</u></p> <ul style="list-style-type: none"> • 100% of refugees are registered and have identity papers • No cases of refusal of entry. • 100% of refugees identified as victims of SGBV given appropriate help • 100% of new-born refugee babies receive birth certificates • 100% of 6-14 year olds enrolled in primary education • Number of children per class less than 50. 	<p>- CROIX-ROUGE - CICR- ICRC -CH - UN - UNHCR - BEL - UN - UNICEF - BEL</p>

<p>Specific objective 3: To reduce, in the target population, high mortality and morbidity connected with malnutrition and disease, in particular transmissible diseases</p>	<p>1 000 000</p>	<p>Chad</p>	<p><u>Nutrition</u></p> <p>1/ Therapeutic and supplementary feeding centres for children under 5, pregnant women and nursing mothers set up in areas where moderate and/or severe malnutrition rates are identified.</p>	<p><u>Nutrition</u></p> <p>In the therapeutic feeding programmes:</p> <ul style="list-style-type: none"> • Cure rate > 75% • Mortality rate < 5% • Default rate < 15% <p>In the supplementary feeding programmes:</p> <ul style="list-style-type: none"> • Cure rate > 70% • Mortality rate < 3% • Default rate < 15% 	<ul style="list-style-type: none"> - COOPI - CORD - CROIX-ROUGE - - CICR- ICRC - CH - CROIX-ROUGE - - FICR-IFCR-CH - IRC-UK - MdM E - MSF - MSF-LUX - MSF-H - WHO - OMS
			<p><u>Health</u></p> <p>1/ Preventive and curative primary health care, incl. mobile medical teams where necessary.</p> <p>2/ Improvement of secondary health care for victims of violence, war wounded and obstetric patients.</p> <p>3/ Ad hoc improvements to local health facilities in host areas through supplies of medicines and medical equipment.</p> <p>4/ Vaccination campaigns in and around the refugee camps and sites in the event of epidemics or risk of epidemics.</p>	<p><u>Health</u></p> <p>Mortality and morbidity rates are reduced.</p> <ul style="list-style-type: none"> • Crude mortality rate < 1.5 deaths/1000/month • Mortality rate in under 5s < 3 deaths/1000/month • One health centre per 10 000 persons • Number consultations/doctor/day ≤ 50 • 50% of births assisted by qualified staff • 95% of children from 6 months to 15 years vaccinated against measles • No medicines out of stock in health centres • The medical data collection system is operational. 	

Specific objective 4: To maintain technical assistance on the ground	200 000	Chad	Maintain appropriate capacity on the ground.	<ul style="list-style-type: none"> Assess changes in requirements and the humanitarian situation Coordinate the responses of DG ECHO's partners Provide suitable evaluation of operations financed by the European Commission. 	
Risk assessment	<ul style="list-style-type: none"> ✓ Intensive hostilities and attacks on the camps of displaced persons in Darfur lead to a massive new influx of refugees to Chad, intensifying local imbalances and aggravating sources of tension. ✓ The fragmentation of chains of command and the volatility of the rebel groups maintain a low-level conflict in Darfur, gradually extending to an economically-weakened Chad where political authority is deteriorating. 				
Assumptions	The overall political and security context remains stable. No significant increase in humanitarian needs. Humanitarian aid is rationalised, thus increasing project sustainability and optimising cost/efficiency.				
Contingency reserve	800 000				
Total cost	15 000 000				

5. EVALUATION

Under Article 18 of Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid, the Commission is required to "regularly assess humanitarian aid operations financed by the Commission 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 on the basis of the overarching and cross-cutting issues set out in ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender, etc. Each year an indicative Evaluation Programme is drawn up after consultations. This programme is flexible and can be adapted to include evaluations not proposed in the initial programme in response to special events or changing circumstances. Additional information can be obtained at:

http://europa.eu/comm/echo/evaluation/index_en.htm.

6. BUDGETARY IMPACT - ARTICLE 23 02 01

-	Commitments (in EUR)
Initial commitment appropriations for 2007	485 000 000
Supplementary budgets	-
Transfers	-
Total available appropriations	-
Total implemented at ...	-
Remainder available	-
Total amount of the decision	15 000 000

7. ANNEXES

Annex 1: Map, location of the camps in eastern Chad

Annex 2: Breakdown of the allocation by sector of the Global Plan and of the financial decisions for Chad in 2006

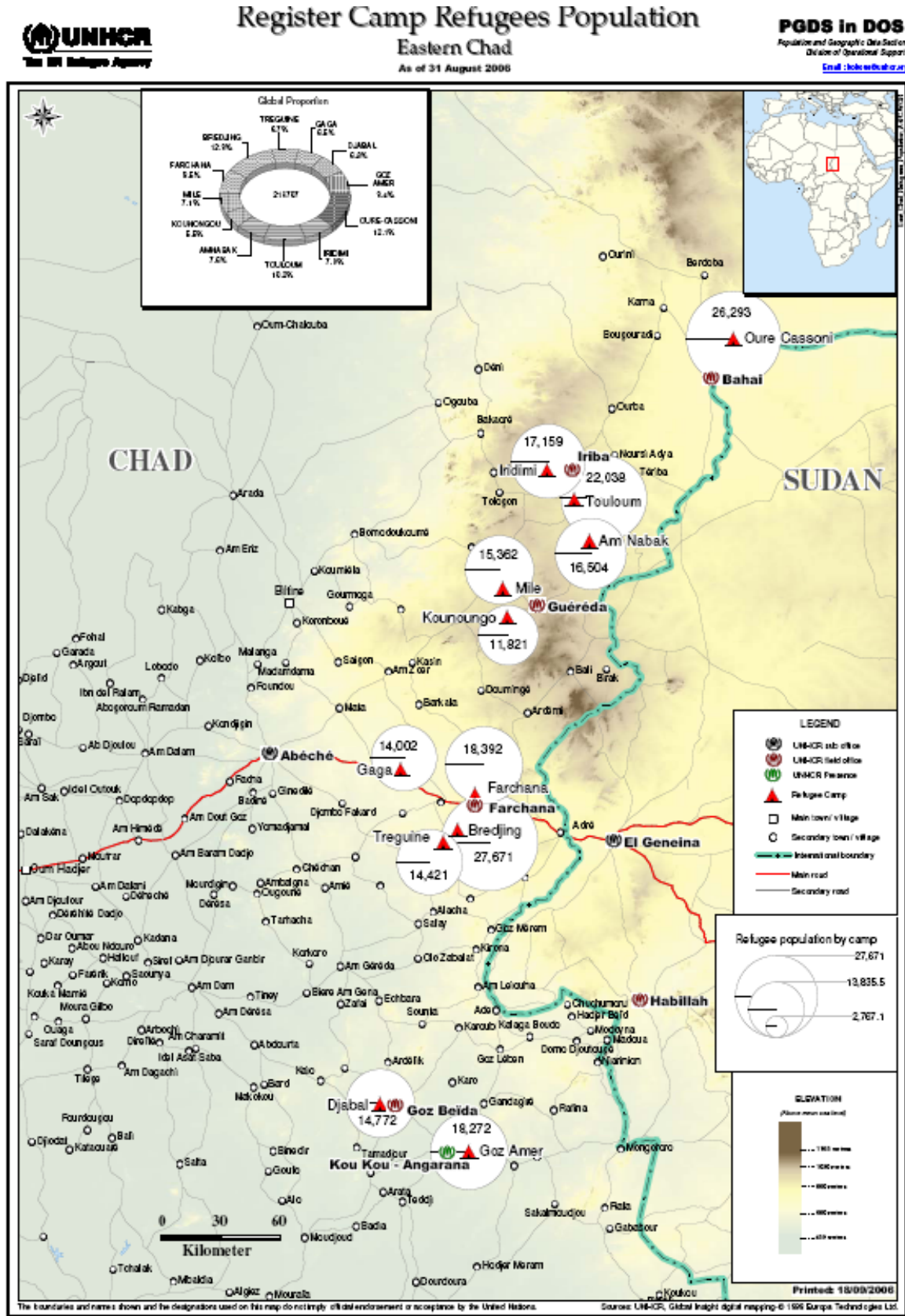
Annex 3: Breakdown of the allocation of the Chad 2007 Global Plan by specific objective

Annex 4: List of previous DG ECHO decisions specifically for Chad

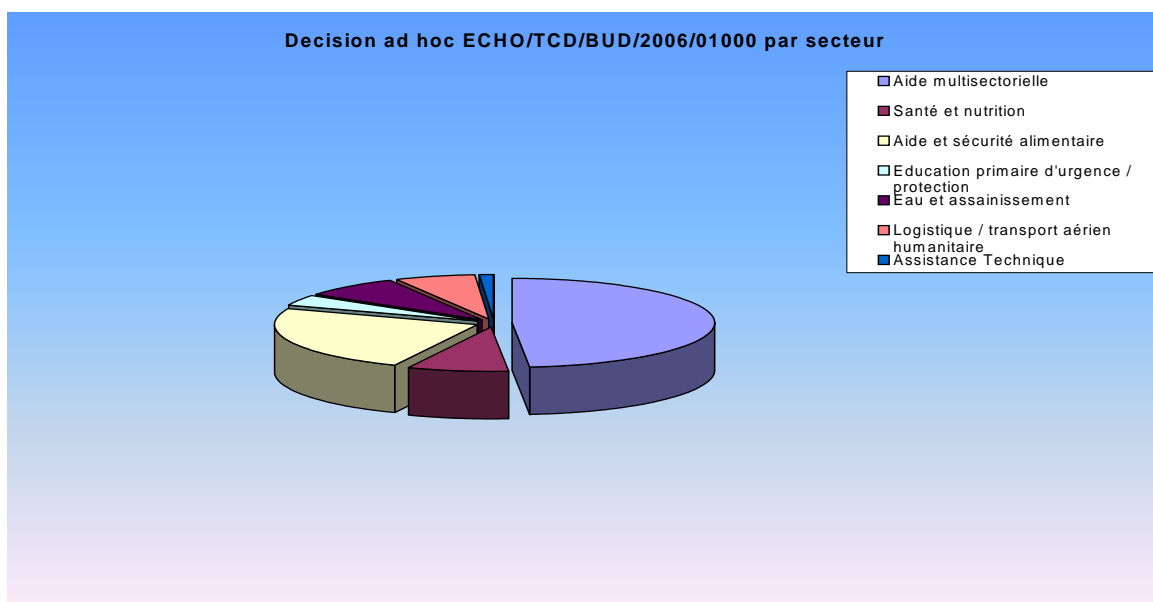
Annex 5: Assistance from other donors

Annex 6: List of abbreviations

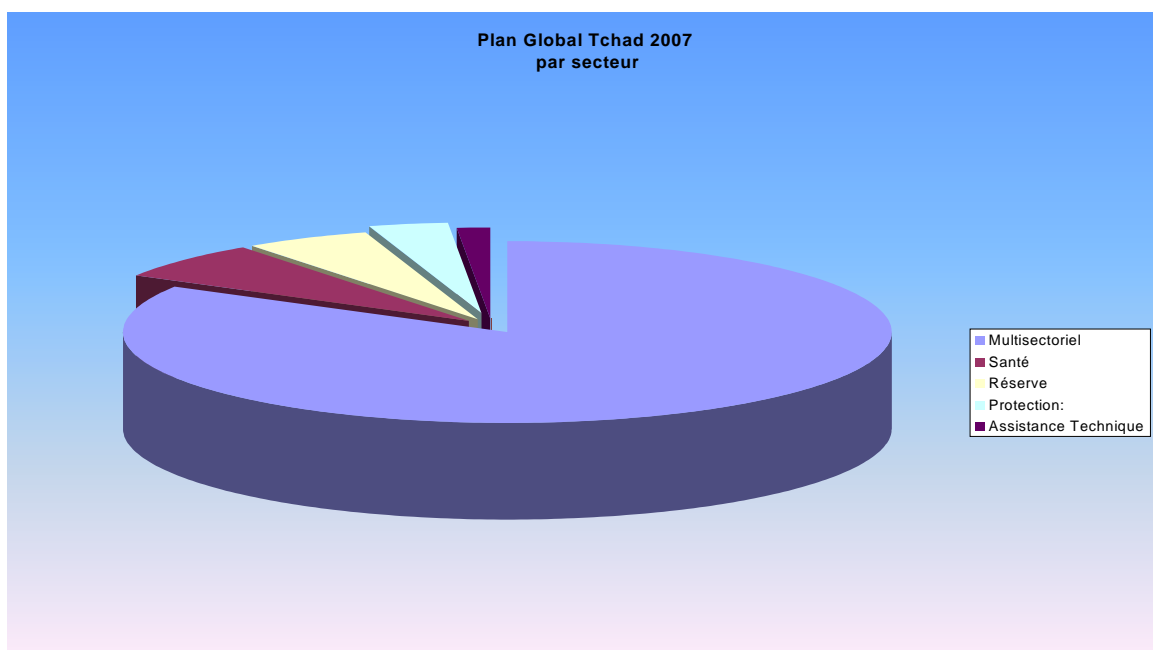
Annex 1: Map, location of the camps in eastern Chad



Annex 2: Breakdown of the allocation by sector of the Global Plan and of the financial decisions for Chad in 2006²⁶



Annex 3: Breakdown of the allocation of the Chad 2007 Global Plan by specific objective



²⁶ ECHO/TCD/BUD/2006/01000, *Aide humanitaire visant à faire face aux conséquences des déplacements de populations consécutifs à la crise du Darfour*, 13.500.000 EUR.
 ECHO/TCD/EDF/2006/02000, *Maintien des activités du service aérien humanitaire au Tchad*, 1.000.000 EUR.
 ECHO/SDN/BUD/2006/02000, *Humanitarian assistance to the victims of the Darfur conflict*, 40.000.000 EUR, dont 1.000.000 EUR engagé au Tchad.
ECHO/TCD/BUD/2007/01000

Annex 4: List of previous DG ECHO decisions specifically for Chad

Liste des operations precedentes de la DG ECHO en TCHAD				
Numero de decision	Type de decision	2005 EUR	2006 EUR	2007 EUR
ECHO/TCD/BUD/2005/01000	Non Emergency	12,000,000		
ECHO/TCD/BUD/2005/02000	Non Emergency	2,000,000		
ECHO/TCD/BUD/2006/01000	Global Plan		13,500,000	
ECHO/TCD/EDF/2006/02000	Non Emergency		1,000,000	
	Sous-total	14,000,000	14,500,000	0
	Total	28,500,000		

Date : 18/10/2006

Source : HOPE

Annex 5: Assistance from other donors

Donateurs en TCHAD les 12 derniers mois					
1. Etats Membres UE (*)		2. Commission Europeenne		3. Autres	
	EUR		EUR		EUR
Allemagne	6,651,317	DG ECHO	36,573,529		
Autriche		Autres services			
Belgique					
Chypre					
Danemark	1,876,676				
Espagne	450,000				
Estonie					
Finlande					
France	4,200,000				
Grece					
Hongrie					
Irlande	1,250,000				
Italie	370,000				
Lettonie					
Lituanie					
Luxembourg					
Malte					
Pays-bas	4,750,920				
Pologne					
Portugal					
Republique tcheque					
Royaume uni	438,780				
Slovaquie					
Slovenie					
Suede	2,741,070				
Sous-total	22,728,763	Sous-total	36,573,529	Sous-total	0
		Total	59,302,292		

Date : 18/10/2006

(*) Source : DG ECHO 14 Points reports. <https://hac.ec.europa.eu>

Cellules vides : pas d'informations ou aucune contribution.

Annex 6: List of abbreviations

ACF	Action Contre la Faim – INGO
ACTED	INGO
AMIS	African Union Mission in Sudan
ANR	Armée Nationale de Résistance
BET	Région Borkou-Ennedi-Tibesti
CAP	Consolidated Appeals Process
CAR	Centrafrican Republic
CARE	INGO
CFA	Communauté financière d'Afrique
CNAR	Commission Nationale d'Accueil et de Réinsertion des Réfugiés
COOPI	INGO
CORD	INGO
CRT	Croix Rouge Tchadienne
EMOP	Emergency Operation (WFP)
FAO	Fond des Nations Unies pour l'Alimentation et l'Agriculture
FNUAP	Fond des Nations Unies pour les Activités en matière de Population
FUCD	<i>Front uni pour le changement démocratique</i>
GBV	Gender Based Violence
GTZ	German technical cooperation
HAC	Health Action in Crises (OMS)
HAS	Humanitarian Air Service
HCR	High Commissioner for Refugees
HIV/AIDS	Human Immuno-Deficiency Virus/Acquired Immuno-Deficiency Syndrome
HQ	Headquarters
ICRC	International Committee of the Red Cross
IFRC	Fédération International de la Croix Rouge
IRC	International Rescue Committee – ONGI
JEM	Justice and Equality Movement
LRRD	Link between Relief, Rehabilitation and Development
NRF	National Redemption Front
MDJT	Mouvement pour la Démocratie et la Justice au Tchad
MoH	Ministry of Health
MOSS	Minimum Operational Security Standards
MSF - Hollande	Médecins Sans Frontières Netherlands - INGO
MSF- Belgique	Médecins Sans Frontières Belgium - INGO
MSF-F	Médecins Sans Frontières France - INGO
MSP	Ministère de la Santé Publique
NCA	Norwegian Church Aid - INGO
NFI	Non-food items
NU	United Nations
OCHA	Office for Co-ordination of Humanitarian Aid
OXFAM GB	INGO
OXFAM Intermon	INGO

PIR	Projet à Impact Rapide
Première Urgence	ONGI
RAFD	<i>Rassemblement des forces démocratiques</i>
SCUD	<i>Socle pour le changement uni et démocratique</i>
SECADEV	Secours Catholique et Développement
SLM-A	<i>Sudan Liberation Movement – Army</i>
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
UXO	Unexploded ordnance
WFP	World Food Programme
WHO	World Health Organisation

COMMISSION DECISION
of
on the financing of a Global Plan for humanitarian operations from the budget of
the European Union in
CHAD

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid²⁷, and in particular Article 15(2) thereof,

Whereas:

- 1) Emerging from four decades of civil conflict, Chad, in particular Ennedi, Wadi Fira and Ouaddaï regions are far from ideal for accommodating large population groups.
- 2) These politically and economically marginalised regions host all of the 215.000 refugees who were prompted to displacement from April 2003 to mid-2004 by acts of violence and attacks perpetrated by armed groups in Darfur. Some 48.000 refugees from Central African Republic are assisted by humanitarian organizations in Logone Oriental and Moyen Chari regions in Southern Chad.
- 3) No repatriation plan for the refugees and resettlement in Darfur can be drawn up in the near future. It is then necessary to further provide humanitarian aid to refugees and to carry out care and maintenance activities in the camps.
- 4) Although most needs of the local Chad population are not linked to the presence of refugees and increased pressure on natural resources but more to weaknesses in their region's structural development and the characteristics of their environment, it is necessary to support targeted food security, health and nutrition operations to help meet the needs of refugees in southern Chad, the most vulnerable sections of the population living in eastern Chad and displaced persons.
- 5) In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field;
- 6) It is estimated that an amount of EUR 15,000,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to vulnerable groups among the refugee, displaced and resident population in Chad, taking into account the available budget, other donors interventions and other factors;
- 7) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) N° 1605/2002²⁸, Article 90 of the detailed rules for the implementation of the Financial Regulation²⁹ determined by

²⁷ OJ L 163, 2.7.1996, p. 1-6

²⁸ OJ L 248, 16.9.2002, p. 1

²⁹ OJ L 357, 31.12.2002, p. 1 amended by Commission Regulation (EC, Euratom) N° 1261/2005 of 20.7.2005, OJ L 201, 2.8.2005, p. 3

Regulation (EC, Euratom) N°2342/2002³⁰, and Article 15 of the Internal Rules on the implementation of the general budget of the EC³¹;

- 8) In accordance with Article 17 (3) of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid, the Humanitarian Aid Committee gave a favourable opinion on

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves an amount of EUR 15,000,000 for humanitarian aid operations (Global Plan) to provide assistance to the vulnerable groups in Chad – refugees, displaced persons and residents alike –, from article 23 02 01 of the 2007 general budget of the European Union.
2. In accordance with Articles 2 and 4 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - to provide assistance to the vulnerable refugee, displaced and resident communities through Water and Sanitation projects and distribution of shelters and non-food items,
 - to provide appropriate protection to the vulnerable refugee, displaced and resident communities,
 - to reduce, in the target population, high mortality and morbidity, particularly where connected with transmissible diseases,
 - to maintain technical assistance on the ground.

The amounts allocated to each of these specific objectives are listed in the annex to this Decision.

Article 2

1. The Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the specific objectives set out in Article 1 (2) to another objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision and does not exceed EUR 2,000,000.

Article 3

1. The duration of the implementation of this Decision shall be for a period of 15 months starting on 01 January 2007.
2. Expenditure under this Decision shall be eligible from 01 January 2007.

³⁰ OJ 357, 31.12.2002, p.1

³¹ Commission Decision of 06.02.2006, SEC(2006)131

3. If the actions envisaged in this Decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this Decision.

Article 4

1. The amount of EUR 15,000,000 shall be conditional upon the necessary funds being available under the 2007 general budget of the European Union.
2. This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission

Annex: Breakdown of allocations by specific objectives

Specific objectives	Amount per specific objective (EUR)
To provide assistance to the vulnerable refugee, displaced and resident communities through Water and Sanitation projects and distribution of shelters and non-food items,	12.500.000
To provide appropriate protection to the vulnerable refugee, displaced and resident communities	500.000
To reduce, in the target population, high mortality and morbidity connected with malnutrition and disease, in particular transmissible diseases	1.000.000
To maintain technical assistance on the ground	200.000
Reserve	800.000
TOTAL	15.000.000