



COMMISSION OF THE EUROPEAN COMMUNITIES

Brussels
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COMMISSION DECISION

of

**on the financing of humanitarian Actions from the general budget of the European
Communities in Central African Republic**

(ECHO/CAF/BUD/2008/02000)

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THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,

Having regard to Council Regulation (EC, Euratom) No.1257/96 of 20 June 1996 concerning humanitarian aid ¹, and in particular Articles 2 and 15(2) thereof:

Whereas:

- (1) Despite the positive moves towards stability noted at the beginning of 2008, following the peace accords signed between the Government of the Central African Republic (CAR) and the major rebel groups, the situation has again deteriorated since late summer 2008 when an upsurge of fighting between armed factions in the northern part of the country, as well as the multiplication of zaraguinas (coupeurs de route) attacks, have been registered;
- (2) Renewed insecurity has caused new forced internal displacement and increased the vulnerability of the local population, who thus remain in need of further humanitarian assistance. The number of IDPs is estimated at 108,000. In addition, there are some 101,000 Central African refugees in southern Chad, Sudan and Cameroon and some 2,600 Sudanese refugees settled in the north eastern provinces of CAR.
- (3) Moreover, the effects of the rising global food and fuel prices are having a negative impact on the coping mechanisms of vulnerable populations;
- (4) Additional humanitarian assistance is required in order to continue assisting Internally Displaced People, returnees, refugees and the local vulnerable population and to respond to humanitarian needs exacerbated by the recent deterioration of the situation;
- (5) To reach populations in need, Humanitarian aid should be channelled through Non Governmental Organisations (NGOs) or International Organisations including United Nations (UN) agencies. Therefore the European Commission should implement the budget by direct centralised management or by joint management.
- (6) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid Actions should be financed by the Community for a period of 12 months.;
- (7) It is estimated that an amount of EUR 1,800,000 from budget line 23 02 01 of the general budget of the European Communities is necessary to complement

¹ 1- OJ L 163, 2.7.1996, p. 1.

humanitarian assistance already provided to over approx. 200,000 displaced persons and vulnerable local population, taking into account the available budget, other donors' contributions and other factors. Therefore the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation;

- (8) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the internal rules on the implementation of the general budget of the European Communities⁴.

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 EUR 1,800,000 for humanitarian aid Actions Assistance to Internally Displaced People and other vulnerable groups affected by insecurity in the Central African Republic by using line 23 02 01 of the 2008 general budget of the European Communities.

2. In accordance with Article 2 of Council Regulation No.1257/96, the humanitarian Actions under this Decision shall be implemented in the pursuance of the following specific objectives:

- To provide an integrated multisectoral assistance package to displaced people and other vulnerable groups

An amount of EUR 1,300,000 is allocated to this specific objective.

- To assist with the transport of, and access to, humanitarian assistance

An amount of EUR 500,000 is allocated to this specific objective.

Article 2

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 the other objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision.

Article 3

1. The duration for the implementation of this Decision shall be for a maximum period of 12 months, starting on 1 January 2009.

2. Expenditure under this Decision shall be eligible from 1 January 2009.

3. If the Actions 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.

² 2- OJ L 248, 16.9.2002, p.1.

³ 3- OJ L 357, 31.12.2002, , p.1.

⁴ 4- Commission Decision of 5.3.2008, C/2008/773

Article 4

1. The Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. Actions supported by this Decision will be implemented either by non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96 or International organisations.
3. Taking account of the specificities of humanitarian aid, the nature of the activities to be undertaken, the specific location constraints and the level of urgency, the activities covered by this Decision may be financed in full in accordance with Article 253 of the Implementing Rules of the Financial Regulation.

Article 5

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

Done at Brussels

For the Commission
Member of the Commission



Humanitarian Aid Decision
23 02 01

Title: Assistance to Internally Displaced People and other vulnerable groups affected by insecurity in the Central African Republic

Location of Action: Central African Republic

Amount of Decision: EUR 1,800,000

Decision reference number: ECHO/CAF/BUD/2008/02000

Supporting Document

1 - Rationale, needs and target population.

1.1. - Rationale :

The humanitarian crisis in the Central African Republic (CAR) is the result of more than a decade of homemade conflict and violence, mutinies and coups d'état that came on top of an ongoing development crisis. CAR ranks 172nd out of 177 countries on the UNDP Human Development Report of 2007/2008, while DG ECHO's¹ GNA² vulnerability index rates it in the top 3 most vulnerable countries.

The conflict that has raged in the north since 2005, together with the increasing attacks by bandits (so-called *coupeurs de routes or zaraguinas*), caused a massive displacement which reached its peak of more than 300,000 people at the end of 2006.

After the signature, between the Government of CAR and the major rebel groups, of the ceasefire and global peace agreement on 9 May and 21 June 2008, it was expected that the peace process and efforts by the government, together with the international community, towards a reform of the security sector and to fight impunity and corruption, would allow for an improvement of the security situation in the northern part of the country.

However, this did not materialise. In July 2008, one of the major rebel groups, the APRD³, suspended its participation in the process leading up to the political dialogue. Since late summer, the peace and reconciliation process has thus stumbled over the issue of amnesties and state authority. An upsurge of fighting between armed factions has been registered in the northern part of the country, as well as the multiplication of bandits attacks, thus further

¹ Directorate-General for humanitarian aid - ECHO

² Global needs assessment index (GNA)

³ Popular Army for the Restoration of Democracy

deteriorating an already fragile situation of the population - who had started to return to their villages - and causing new displacements.

Moreover, events in 2008 have shown that armed groups in the region continue to cross into CAR. In February and March, Uganda's Lord's Resistance Army attacked several towns and villages in the southeast. In February, Chadian armed forces attacked villages in the northwest. In the northeast, the deployment of the European Union's military force (EUFOR) along with a UN peacekeeping mission (MINURCAT) has contributed to preventing armed groups from Sudan and Chad from crossing into Central African territory. A regional peacekeeping force (MICOPAX⁴) is deployed in the northwest and centre-north.

Hence, despite the peace accords, 1,000,000 people in the north of CAR continue to live in fear of attacks by criminal gangs (so-called *coupeurs de routes or zaraguinas*), fighting between security forces and different armed groups, and ethnic discrimination. 101,000 people have taken refuge in neighbouring countries. In October 2008, the HDPT⁵ estimated the number of internally displaced people (IDPs) at 108,000. Gender-based violence, particularly rape and other forms of sexual violence, is increasingly a part of life for women in CAR.

On the top of this, and as a result of rising global food and fuel prices, food prices have risen by an average of 25 percent in the first third of 2008, having a negative impact on the food security and nutritional status of the most vulnerable population and further eroding their coping mechanisms.

In 2008, humanitarian organisations have continued to increase their presence in areas ravaged by conflict and violence, and expand their protection and assistance programmes to reach more people. Many urgent needs have been met and gradual improvements have been observed. However, while people are returning in some areas, humanitarian needs remain extremely high in other areas and new displacements generate new needs. It is thus now critical to build on the progress made in 2007/2008 and further extend the access to protection and life-saving humanitarian assistance to other areas which have thus far remained inaccessible, whilst at the same time consolidating post-emergency actions wherever it is appropriate and the security situation allows. A recovery gap between humanitarian assistance and post-emergency programmes could lead to renewed conflict.

1.2. - Identified needs :

The opening of a DG ECHO office in Bangui at the end of July 2008 has now made it possible to monitor the situation in CAR more thoroughly. More frequent monitoring visits in the field have revealed needs in addition to those foreseen in decision ECHO/CAF/BUD/2008/01000. The CAP⁶ has selected health, water, sanitation and hygiene, protection and early recovery as the priority sectors for humanitarian action in 2009.

- *Protection*

Years of conflict have destroyed many of the traditional and institutional protection mechanisms. The principle sources of violence and insecurity in CAR include armed and security forces, rebel groups, roaming gangs of bandits (locally called *zaraguinas* or *coupeurs*

⁴ Mission for the Consolidation of Peace in Central Africa

⁵ Humanitarian and Development Partnership Team, www.hdptcar.net, UNHCR Fact Sheet, May 2008

⁶ Consolidated Appeal Process

de route), self-defence militias, armed nomadic herders, poachers, and armed foreign militants.

In a context where the civilian population is directly affected by the conflict and where severe human rights violations continue to take place, the protection of civilians must be addressed and prioritised. Should conditions become conducive, support to organised repatriation may be needed.

- *Water and sanitation*

In their displacement, as well as when returning to their villages, people do not have access to drinking water and use scarce and contaminated water, with all the obvious consequences for health.

During the displacement, water sources have become damaged or contaminated in emptied villages, making any return that much more difficult. People need improved access to water and sanitation facilities as well as hygiene education in their locations of displacement, and possibly assistance with establishing secure water supplies in the areas of return.

- *Health*

Health care structures have never been particularly well developed in CAR. However, the conflict has further reduced the access to basic care, whilst displacement has had an impact on the already extremely poor health status of the population. Moreover, medical staff have fled the conflict areas.

Diseases that are easy to prevent or cure – e.g. the ones caused by dirty water or unhygienic conditions – often lead to death in CAR.

All indicators point to the gravity of the situation. Maternal mortality in the Central African Republic, for example, remains among the highest in Africa, at 1,355 maternal deaths per 100,000 live births. The mortality rate of children under five is 176/1,000 and the infant mortality is 106 deaths/1,000 live births.⁷

- *Education*

In September 2008, the Education Minister declared that he estimated the illiteracy rate at 67% as a result of many lost school years and the destruction of schools in conflict areas. The quality of education is mostly low; most teachers are volunteer "parent-teachers".

In many villages, schools have been looted and teachers have fled. Even where school buildings are still intact, school activities have come to a halt because of insecurity and the displacement of teachers and students. Specific protection needs of children may be targeted through providing them with increased access to schools, which represent a significant bulwark against child soldier recruitment.

- *Food security*

Many households have lost their food and seed stocks, their livestock and tools, but they have started to return to work in their fields and grow food thanks to seeds-and-tools distributions undertaken by various humanitarian organizations. However, despite some improvements, temporary threats from bandit attacks and renewed fighting continue to force farmers to flee from their villages into the bush. Some areas still remain inaccessible for security reasons, and needs in those areas have still to be met.

⁷ Source: Multiple Indicators Cluster Survey (MICS), CAR Government and UN (2006)

Moreover, globally rising prices for food and fuel have had a direct impact in CAR, which is a landlocked country heavily dependent on imported food. Between January and June 2008, prices of basic foodstuffs have increased by 25% on average in the local market. The price of cassava, the main staple food, has climbed by 60%.

In CAR, the global acute malnutrition rate among children between six months and five years is over the critical threshold of 10%, with the rate varying from region to region. The global acute malnutrition (GAM) rate was at 10.1% for the whole country, ranging from 3.2% to 14% between different regions.⁸ Not surprisingly, the rates are the highest in zones most affected by conflict, insecurity and displacement.

- *Shelter and non-food items*

Many displaced people live in precarious conditions with inadequate shelter and lacking basic household items. In 2008, humanitarian agencies distributed plastic sheeting for emergency shelter and basic household items to some 104,000 people in need. Yet, as displacement will likely continue in 2009 and as many non-food items only have a limited lifespan, new distributions will be necessary in 2009. Further, new forced displacement would require additional assistance.

At the same time, as spontaneous return happens in certain areas, returnees will require help with the first steps in rebuilding their lives.

- *Transport and logistics*

Transport infrastructure in CAR is in an extremely poor state: many roads become almost impassable in the rainy season, in particular in the north east which remains cut off from the rest of the country territory for months. Domestic airline services are non-existent. Trucking facilities are available but limited and charge high prices. The rehabilitation of the major road axes and key bridges through labour intensive cash for work programmes would greatly benefit both the humanitarian community, which will have an improved access to isolated areas, and the local population by increasing commercial exchanges.

LRRD

The current situation in CAR merely exacerbates a long-term failure of sustainable development which can only be improved through a negotiated peace, better governance and long-term multi-sectored development. Indeed, humanitarian organisations have striven to include early recovery aspects in their programmes. To the extent possible, actions aim at building capacity and local ownership to reinforce their durable impact.

DG ECHO will, as far as possible, try to ensure coherence and complementarity between humanitarian assistance, early recovery and development programmes and focus its activities in areas and sectors already earmarked for future reconstruction and development by the EDF⁹ and the GoCAR. Through the 10th EDF, the European Commission has decided to concentrate its programme on a number of "development focal points". In the meantime, the EC Delegation has already identified resources for the first phase of their intervention (e.g. the Thematic Food Security Programme and the Programme d'Accompagnement et de Stabilisation). In certain circumstances, DG ECHO partners have already been able to pass their programmes seamlessly from emergency through to early recovery.

⁸ MICS-3 (2007)

⁹ EDF: European Development Fund

1.3. - Target population and regions concerned :

According to the HDPT, 1,000,000 people are affected by this crisis, i.e. almost 25% of the population. As of October 2008, there are 108,000 IDP victims of clashes between the national army and other armed groups, as well as due to increased banditry. There are also some 2,600 refugees from Darfur in the north eastern provinces.

This Decision will target approximately 200,000 IDPs, refugees, returnees and host communities in the Northern provinces. More specifically it will:

- Provide protection activities to all the civilian population and target combatants for specific dissemination activities.
- Provide water and sanitation activities for 40,000 IDPs and returnees and local population in spontaneous settlements (bush) and villages.
- Re-establish primary education for 5,000 children
- Ensure access to a minimum package of health care for 40,000 people.
- Provide appropriate agricultural, shelter and non-food items to 30,000 households¹⁰.

Geographical focus: DG ECHO will target the northern part of the country with a special focus on the prefectures of Ouham, Ouham Pendé, Nana Gribizi, Nana Mambere and Vakaga (see annex for map) which have been and are still the areas most affected by conflict. However, assistance will be provided to the entire country, notably through cross cutting activities (protection, coordination). The 55,000 refugees in Chad are cared for by UNHCR and partly supported by DG ECHO through Decision ECHO/TCD/BUD/2009/01000.

1.4. - Risk assessment and possible constraints :

At the time of writing, insecurity is still a problem in northern CAR, with on-going harassment of humanitarian agencies. The risk this presents to humanitarian actions is obvious. One must add to this the underlying political instability of a country with a history of violent regime change. Finally, the situation in Uganda, DRC, Chad and Sudan has and will continue to have a direct, if unpredictable, effect on CAR. In addition to the insecurity, the climate, the difficult terrain and the lack of communications infrastructure could hamper the delivery of humanitarian aid and even cause delays and increase costs.

Planned linkages between emergency and development (LRRD) could be jeopardised if long-term development actors (WB¹¹, DG DEV¹², etc.) are unable start their programmes in a timely fashion in order to be able to take over from short-term humanitarian interventions.

2 - Objectives and components of the humanitarian intervention proposed:

2.1. - Objectives :

Principal objective: To provide assistance to displaced people refugees, returnees and vulnerable groups affected by insecurity in the Central African Republic in order to reduce excess mortality and to promote stabilisation and resettlement

¹⁰ Household = 6 people.

¹¹ World Bank

¹² General Directorate for development - DG DEV

Specific objectives:

To provide an integrated multisectoral assistance package to displaced people and other vulnerable groups

To assist with the transport of, and access to, humanitarian assistance

2.2. - Components :

The activities outlined below are proposed in the context of the points made in section 1.2 (*Needs*). Most are linked to actual proposals for actions that are ready to be launched but some may depend on the evolution of what is a very dynamic situation. Some components may also include financial support to victims (such as cash for work) in order to reduce their vulnerability and to help them to regain a minimum of self-sufficiency.

This decision is intended to complement decision ECHO/CAF/BUD/2008/01000 adopted on September 30, 2008, in order to meet unexpected needs.

In addition to its regular development programme the European Commission contributes to participate in the funding of the MICOPAX regional peacekeeping force and the World Bank Multi-Donor ex-combatant Demobilisation programme.

a) Water and sanitation.

The objective is to ensure a better and more even geographical coverage of water services across the belt of affected prefectures to provide 40,000 IDPs, refugee and returnee families improved access to safe water and to basic sanitation facilities as well as promotion of best hygiene and environmental health practices. This will be done through the provision of temporary substitutive systems (including trucking if necessary), the creation of new water sources, the protection or repair of existing water points, chlorination, the distribution of water storage containers; the construction or repair of latrines and mass education/sensitization campaign.

b) Health services.

The population of targeted returnee areas will be provided with equitable access to a minimum package of basic healthcare, with special emphasis on women and children. This will include: the basic rehabilitation of health centres where necessary; the provision of drugs and equipment and incentives to clinic health staff. Specific support will be provided for pregnant women to access to antenatal care and assisted delivery services. Specialized care will be offered to victims of sexual violence.

c) Support to the re-establishment of primary education.

For children to be able to attend school in reasonable conditions, either by "bringing the school to the children" in the bush, or wherever they have returned to their village, essential school supplies, educational and recreational kits as well as training for parent-teachers will be provided. Where and when appropriate, some schools may be rehabilitated and provided with kits.

d) Logistic support.

Access will be crucial to the efficient provision of aid. Air support is essential to ensure fast and reliable access to remote areas via a humanitarian air service. Minor road repairs will be essential not only for the delivery of aid, but also to re-establish minimum access for beneficiaries to services and markets.

e) *Food security, Seeds and Tools distribution. Specialised Nutrition programmes.*

At least 6,000 households will be supported by this Decision, through the provision of appropriate agricultural production support such as seeds, tools, outreach services and seed protection resources. Seeds may be provided through seed fairs if appropriate.

Other donors are already supporting therapeutic and supplementary feeding programmes but certain partners are evaluating the need for additional programmes, which may be considered by this Decision.

f) *Non-food Items (Household kits) and Shelter.*

To ensure basic living conditions for the 108,000 IDPs and to assist people who are returning to their villages, as well as the Sudanese refugees in Sam Ouandja, kits of NFIs including tarpaulins, jerry cans, soap, mats, mosquito nets, kitchen sets and clothing, depending on the assessed needs will be distributed.

Where temporary shelter is required or conditions for return are met, returnees will be assisted by the provision of basic building materials and tool kits.

g) *Cross-Cutting Issues.*

All programmes will endeavour to target the most vulnerable populations and in particular women and children.

Protection activities under this Decision will assist the civilian population through the collection and documentation of allegations of misconduct towards civilians as well as the parties to the conflict through a dialogue aiming to increase awareness of armed forces on the need to protect and respect civilians.

3 - Duration expected for Actions in the proposed Decision:

The duration for the implementation of this Decision shall be 12 months.
Humanitarian Actions funded by this Decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 January 2009.

Start Date : 1 January 2009

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 humanitarian aid Actions.

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. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

5 - Overview of donors' contributions

Donors in CENTRAL AFRICAN REPUBLIC the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Austria		DG ECHO	6,000,000		
Belgium	1,438,151	Other services			
Bulgaria					
Cyprus					
Czech republic					
Denmark	268,188				
Estonia					
Finland	3,500,000				
France	1,462,891				
Germany	900,000				
Greece	50,000				
Hungary					
Ireland	4,500,000				
Italy	1,000,000				
Latvia					
Lithuania					
Luxemburg	250,000				
Malta					
Netherlands					
Poland					
Portugal					
Romania					
Slovakia					
Slovenie					
Spain					
Sweden	2,395,056				
United kingdom	2,805,170				
Subtotal	18,569,456	Subtotal	6,000,000	Subtotal	0
		Grand total	24,569,456		

Dated : 26 November 2008

(*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>
Empty cells means either no information is available or no contribution.

6 - Amount of Decision and distribution by specific objectives:

6.1. - Total amount of the Decision: EUR 1,800,000

6.2. - Budget breakdown by specific objectives

Principal objective: <i>To provide assistance to displaced people refugees, returnees and vulnerable groups affected by insecurity in the Central African Republic in order to reduce excess mortality and to promote stabilisation and resettlement</i>				
Specific objectives	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹³
Specific objective 1: To provide an integrated multisectoral assistance package to displaced people and other vulnerable groups	1,300,000	Central African Republic with special focus on the northern part of the country	Provision of food and non-food items, seeds and tools, water and sanitation, health, shelter assistance, primary education, protection, logistic support, coordination	- AMI - FRA - ICRC-CICR - MSF - FRA - MSF - NLD - UNICEF
Specific objective 2: To assist with the transport of, and access to, humanitarian assistance	500,000	Central African Republic with special focus on the northern part of the country	<u>Transport and Logistics:</u> establishing trucking fleets, garages, airlifts, boats, and strategic road repairs in order to facilitate the movement of displaced people and humanitarian assistance.	- WFP
TOTAL:	1,800,000			

¹³ AIDE MEDICALE INTERNATIONALE, (FR), ARTSEN ZONDER GRENZEN (NLD), COMITE INTERNATIONAL DE LA CROIX-ROUGE (CICR), MEDECINS SANS FRONTIERES (F), UNICEF, WORLD FOOD PROGRAMME

7 - 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 Actions financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG 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://ec.europa.eu/echo/policies/evaluation/introduction_en.htm.

8. MANAGEMENT ISSUES

Humanitarian aid Actions funded by the Commission are implemented by NGOs, Specialised Agencies of the Member States, and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at http://ec.europa.eu/echo/about/actors/partners_en.htm.

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.