

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 aid¹, and in particular articles 2m 4 and 15(2) thereof,

Whereas:

1. After four decades of civil conflict, Chad, in particular Ennedi, Wadi Fira and Ouaddaï regions, is far from ideal for accommodating large populations of refugees and displaced.
2. These politically and economically marginalised regions host 236,000 refugees who were forced to flee as a result of acts of violence and attacks perpetrated by armed groups in the neighbouring 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. A resolution of the conflict in Darfur is not probable in the coming months. Repatriation operations of refugees cannot be expected in 2008. Therefore, humanitarian assistance must be maintained in the camps where assistance for these refugees is provided.
4. In the course of two last years, around 172,600 people have been internally displaced in the regions of the South-East of Chad along the border with Darfur. 120,000 of these people have been displaced since the beginning of 2007. Assistance provided in the host villages at the beginning of the displacement crisis was progressively replaced by the creation of camps, some of which became overcrowded in 2007 as a consequence of new displacements.
5. The deployment of the European military force should contribute to the securitisation of places of origin of the displaced populations and should initiate the first voluntary returns. However, a general mass return of these populations is not envisaged unless it is accompanied by a reconciliation process and the return of the rule of law. For this reason, humanitarian assistance for the displaced populations must be maintained.

¹ OJ L 163, 2.7.1996, p. 1-6

6. Taking into account the vulnerability of certain groups among the local Chadian population, projects aimed at promoting economic security and maintaining sanitation and nutritional levels, must also be carried out outside the camps. These operations are necessary in the East as well as in the South of Chad in the zones which have entered into a pre-rehabilitation phase.
7. It is necessary to provide a coherent framework of action as this humanitarian crisis is likely to continue due to its scope and its complexity.
8. In order to maximise the impact of the humanitarian aid on the victims, it is necessary to maintain technical assistance on the ground.
9. An evaluation of the humanitarian situation revealed that the humanitarian aid operations should be financed by the European Community for a duration of 15 months.
10. It is estimated that an amount of EUR 17,000,000 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 populations in Chad, taking into account the available budget, other donors interventions and other factors.
11. The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002, Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2003, and Article 15 of the Internal Rules on the Implementation of the general budget of the European Communities⁴,
12. 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 13 December 2007.

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 17,000,000 for humanitarian aid operations (Global Plan) to provide assistance to the vulnerable populations in the republic of Chad under the budget line 23 02 01 of the 2008 general budget of the European Union.

² OJ L 248, 16.9.2002, p.1. Regulation as last amended by Regulation (EC, Euratom) No 1995/2006, OJ L 390, 30.12.2006, p.1

³ OJ L 357, 31.12.2002, p.1 Regulation as last amended by Commission Regulation (EC Euratom) No. 478/2007, OJ L 111 of 28.4.2007, P. 13 and by Regulation (EC, Euratom) No 1525/2007, OJ L 343, 27.12.2007, p. 9.

⁴ Commission Decision of 21.02.2007, C/2007/513

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 in the sectors of health and nutrition, water and sanitation, shelter, distributions of emergency non food items and protection
 - to maintain common humanitarian logistic systems, in particular air transport and humanitarian coordination
 - to maintain technical assistance on the ground to evaluate needs and project proposals, and to coordinate and follow the implementation of the operations

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

Article 2

1. Without prejudice to the use of the contingency reserve, 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 2008.
2. Expenditure under this Decision shall be eligible from 01 January 2008.
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 Commission shall implement the budget by direct centralised management or by joint management with international organisations.
2. The actions supported by this decision will be implemented by humanitarian aid organisations that are signatories to the Framework Partnership Agreement (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA).
3. Taking account 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

1. The amount of EUR 17,000,000 shall be conditional upon the necessary funds being available under the 2008 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	Amounted allocated by Specific Objectives (EUR)
<ul style="list-style-type: none"> To provide assistance to the vulnerable refugee, displaced and resident communities in the sectors of health and nutrition, water and sanitation, shelter, distributions of emergency non food items and protection 	14,700,000
<ul style="list-style-type: none"> To maintain common humanitarian logistic systems, in particular air transport and humanitarian coordination 	1,500,000
<ul style="list-style-type: none"> To maintain technical assistance on the ground to evaluate needs and project proposals, and to coordinate and follow the implementation of the operations 	300,000
Emergency Reserve	500,000
TOTAL	17,000,000



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

HUMANITARIAN AID
TO VULNERABLE POPULATIONS
IN CHAD
2008 GLOBAL PLAN

Humanitarian Aid Committee, December 2007

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1. Summary

From April 2003 to mid 2004, 236,000 Sudanese refugees from the province of Darfur fled to the border provinces of Ennedi, Wadi Fira and Ouaddaï in Chad. These regions are among the poorest in Chad with persistent pockets of chronic malnutrition and without the resources or the capacity to provide adequate shelter for large groups of people. Since the Autumn of 2003, the Directorate General for Humanitarian Aid (DG ECHO) has supported emergency interventions in order to assist these refugee populations.

In the South of the country, the regions of Moyen Chari and Logone Oriental have been hosting some 48,000 refugees from the Central African Republic (CAR) since 2003. A new influx of refugees in 2006 made it necessary to open a fourth refugee camp in this zone.

There are no prospects for the repatriation of these refugees to Sudan nor to CAR in the near future.

Since 2006, about 172,600 people have been internally displaced from the regions of south-east of Chad at border with Darfur, with more than 120,000 of these displacements occurring since the beginning of 2007. These displacements are the result of an armed conflict between the government and rebel groups, incursions by neighbouring Sudanese militia, and growing violence between different communities. While more than 50,000 Chadians have found refuge in Darfur, the majority of those displaced have fled to the West seeking refuge in the departments of Assounga, Dar Sila and Ouara.

The deployment of the European force, EUFOR, following United Nations Security Council Resolution 1778 of 25th of September 2007, should support the securitisation of the places of origin of the displaced populations and initiate the first voluntary returns. However, a general mass return of these populations is not envisaged unless it is accompanied by durable security, a reconciliation process and the reestablishment of the rule of law. This includes those Chadian refugees currently present in Darfur.

Based on the results of operations implemented under the different financing decisions since 2003, DG ECHO intends to maintain, through implementing partners, its multisectoral support to refugees and IDPs in the camps in the East of Chad. Furthermore, in order to take into consideration the needs of refugees in the South of Chad and the most vulnerable groups among the host populations in the East of Chad, DG ECHO will maintain its support to operations targeting food security, health and nutrition. DG ECHO will also continue its support of common services, coordination, and humanitarian air transport. The Global Plan 2008 for Chad will also fund the costs of maintaining adequate technical assistance in N'Djamena and Abeche in order to analyse the evolution of needs, carry out coordinated responses, and follow and evaluate operations financed by the European Community.

To address food aid and emergency food security needs, there is a separate Global Food Aid decision, with a foreseen allocation of 13,000,000 EUR for Chad

The proposed envelope for the Global Plan for Chad is EUR 17,000,000 over 15 months.

2. Context and Background

2.1. General Context

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 inhabitants⁵. The Chadian population is partly settled and partly nomadic and is composed of different ethnic groups: the Zaghawa, Fur, Kaytina, Toundjour, Goranes, Bideyats, Tama, Arenga Dolok, Dadjo and the Massalites. The same ethnic groups are present in Darfur and the composition of the refugee population does not differ from that of the resident population.

The development indicators in Chad are static or falling. The United Nations Development Programme's (UNDP) 2007 Human Development Index places Chad among the world's poorest countries⁶. In 2001 the birth rate was 44 per thousand and the death rate was 19 per thousand. In 2004 the life expectancy increased to 43.7 years and the expectation at birth of reaching age 40 was 45.2%. The literacy rate among age groups over 15 years is 25.7%. 58% of the population does not have access to potable water⁷.

Chad is characterised by chronic food insecurity. Furthermore, the rate of acute malnutrition is, in certain regions, above the emergency thresholds commonly accepted by the humanitarian community. In this context, Chad, along with Burkina Faso, Mali, Mauritania and Niger, is one of the five beneficiary countries of a regional initiative of a humanitarian Global Plan for the Sahel implemented in 2007 by the Commission with the objective of contributing to the reduction of acute malnutrition of the most vulnerable populations in the Sahel region.

Between April 2003 and mid 2004, more than 236,000 Sudanese refugees settled in Ennedi, Wadi Fira and Ouaddai, having fled the conflict and violence taking place in Darfur. These border regions are among the poorest parts of Chad with persistent pockets of chronic malnutrition and without the resources or the capacity to provide adequate shelter for large groups of people. In the south of the country, 48,500 CAR nationals have sought refuge in Logone Oriental and Moyen Chari since 2002, as a result of chronic insecurity in the Central African Republic

Agreements between the Chadian and Sudanese governments have been made with the objective of re-establishing relations between the two countries. However rebel groups continue to operate on both sides of the border which serves as a base for rebel operations. In Chad, it has been proven that these rebel movements are present within the Sudanese refugee camps.

The political situation in Chad began to deteriorate in 2004 after a coup d'Etat was foiled on 16 May and the Chadian parliament passed an amendment to the constitution enabling President Déby to seek a third mandate in 2006. Political agreements were signed between the government and the opposition parties in August 2007 with a view to preparing for postponed legislative elections in 2009.

⁵ 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.

⁶ The human development index of 0.341 in 2006, puts Chad in 171st place out of 177 countries. *Human Development Report*, UNDP, 2006.

⁷ *Ibid.*

From October 2005 there was a growing number of defections from the President's own circle resulting in the creation of rebel movements such as the *Rassemblement des forces démocratiques* (Rally of Democratic Forces – RAFD) led by Timan Erdimi, and the *Front uni pour le changement démocratique* (United Front for Democratic Change - FUCD), led by Mahamat Nour Abdelkarim. The internal armed conflicts continue, despite the fact that FUCD rejoined the government in 2007 and its forces are now integrated into the national Chadian army. The process of integration of the ex-rebels in some places was hindered by defections of the ex FUCD soldiers in the second half of 2007. The negotiations between certain rebel movements and the Chadian government were successfully concluded in Tripoli on October 3rd 2007. However this process still remains very fragile.

The militarisation of the civil administration in the east of the country and the creation of self defence militia have contributed to the exacerbation of local conflicts, resulting in numerous civilian casualties and the displacement of populations. The traditional reconciliation mechanisms have been eroded by years of conflict and can no longer prevent or resolve disputes. The administrative authorities are no longer in a position to guarantee the rule of law in the East of Chad.

On the 25th of September 2007, United Nations Resolution 1778 approved the deployment of a multi dimensional force in the East of Chad and the North East of the Central African Republic. In the context of this resolution, the European Union (EU) decided in October 2007 to deploy a European military force EUFOR in Chad and CAR. The objectives of this force are to contribute to the resolution of the crisis in Darfur, to contribute to the overall improvement of general security, to facilitate the actions of a United Nations police force and the activities of humanitarian actors in the context of improved security, to create conditions necessary for the voluntary return of the displaced in particular in Dar Sila, and to put in place conditions that will allow rehabilitation on the places of origin of the displaced populations.

2.2. Current Situation

According to the United Nations High Commissioner for Refugees (UNHCR), as of the 31st March 2007, there were 225,810 refugees registered in the twelve camps in the east of Chad, as well as 11,000 non-assisted refugees in the zones bordering Sudan. There can be no large-scale repatriation of Sudanese refugees in the near future, as a peaceful solution to the crisis in Darfur remains elusive. Since 2003, 48,000 refugees from CAR have been living in 4 camps in the regions of Moyen Chari and Logone Oriental in the South of the country. The return of these populations is not foreseen in 2008.

According to the report of the International Displacement Monitoring Centre (IDMC) of July 2007, around 172,600 people are internally displaced in the regions of the South-East of Chad along the border with Darfur, of which more than 120,000 have been displaced since the beginning of the year 2007. They have been displaced due to the armed conflict between the government and rebel groups, military incursions from their Sudanese neighbour and the increasing inter-community violence. While more than 50,000 Chadians have found refuge in Darfur, the majority of the internally displaced are concentrated around Goz Beida, Goz Amer and Dogdoré in the department of Dar Sila, while others have sought security and assistance close to Sudanese refugee camps.

In the regions hosting refugees and IDPs, the resident populations have started to suffer from the effects of the presence of these populations, especially with regard to access to

resources such as water, fire wood and access to arable land. However, it is not considered that the tensions between the resident populations and the refugees are greater than those between the Chadian population themselves, whether resident or displaced.

To prevent an increase in the tensions between host populations and refugees, UNHCR has decided to allocate 2.5% of its global budget to quick impact projects outside refugee camps. But the selection, the implementation and the follow up of these micro projects has proved difficult. Furthermore, the absence of development agencies of sufficient numbers in the area and the lack of local capacity deprive humanitarian organisations of counter parts and adequate substitutes.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

Since the end of 2005, the refugee camps in the east of Chad have entered into a phase of care and maintenance. The Sudanese refugees are completely dependent on international aid. Lack of access to arable land makes agricultural activity difficult. Only the camps of Djabal and Goz Amer (South Ouaddai) are surrounded by land prone to flooding, which could in theory and at certain times, support agricultural activity. However, this is the zone which is most affected by the protection crisis and population displacement.

The outlook for the Darfur crisis and the risk that insecurity in the sub-region will 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 very high.

The high population density in the camps and the risk of epidemics oblige humanitarian organisations to maintain high standards of assistance. With more than 230,000 refugees in a fragile environment, there is no possibility for the regeneration of natural resources. 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 high quality water to the refugees has altered consumption habits. 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.

For all of these reasons, UNHCR recommended in 2007 to lower the norms in terms of access to water, based on the SPHERE standards of 15 litres per person per day, to 10 litres per person per day, and to conduct studies on water resources in the East of Chad.

In the South of the country, the coverage of humanitarian needs of 48,500 refugees from the Central African Republic in 4 camps in Logone Oriental and Moyen Chari is satisfactory and activities to promote integration and self sufficiency are progressively taking the place of humanitarian assistance.

Because the displaced communities cannot return safely to their villages of origin, and the mechanisms of solidarity and survival have reached a state of resilience, they are completely dependent on humanitarian aid for their survival. Assistance provided in the host villages at the beginning of the displacement crisis was progressively replaced by the creation of camps, some of which became overcrowded in 2007 as a consequence of new displacements. This demographic burden, notably in Dar Sila, puts great pressure on the environment, basic services and local populations, increasing the risk of tension over available resources. The high population densities, notably around some urban centres, also increase health risks, particularly risks of epidemics, as well as food and nutritional

risks. The displaced people have little or no access to arable land, and the reserves that they brought with them are being rapidly exhausted.

The deployment of the European military force should allow the securitisation of the places of origin of the displaced populations and therefore create a favourable environment for the first voluntary returns. However, general mass return of the population is not envisaged at this stage unless it is accompanied by a lasting security, a reconciliation process and reestablishment of the rule of law. This includes those Chadian refugees currently present in Darfur.

Protection:

The beneficiary population have indicated that security and protection is the most important need to be addressed in Chad.

As in 2006, the year 2007 was marked by an increase in violations of the humanitarian space, and in particular the civilian nature of the camps. The problem of "forced" military recruitment within the camps is reinforced by widespread involvement of the population, whether resident, displaced or refugees, in the conflict. The risk of an attack of the camps is increasing due to the recruitment operations, and the presence of Sudanese rebels movement in the immediate surroundings of some camps which could make them a potential military target.

The humanitarian actors are unsure of the real impact of information campaigns to try to halt this phenomenon. The recruitment campaigns have demonstrated the vulnerabilities of the young adults in the camps. Economic revival programmes, through income generation, have had mixed results and do not seem to achieve the expected outcomes in terms of integration.

The increase in acts of banditry prompted UNHCR to continue its support for civil and military services of the Commission Nationale d'Accueil et de Réinsertion des Réfugiés (CNAR), which is in charge of the physical protection of refugees and humanitarian workers, as well as the securitisation of access routes to the beneficiaries⁸. The unsatisfactory results of these efforts resulted in the UN sanctioning an international police force in the framework of resolution 1778.

Health:

Chad is exposed to epidemics and is 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 correct side of emergency thresholds thanks to very effective humanitarian assistance.

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.

⁸ DG ECHO does not finance this activity.

Nutrition:

The causes of malnutrition are many and varied but are 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 need to be continued in 2008 in order to detect any deterioration that may occur in the nutritional state of the refugees and IDPs.

Pockets of malnutrition persist within the resident populations. The chronic nature of this malnutrition indicates the causes are structural and are linked to the levels of poverty. In the near future, the risk of a major nutritional crisis is small, considering the successful harvest in 2007. However, the World Food Programme (WFP) has carried out free distribution of grain in the most vulnerable areas, as well as subsidised sales and distribution of seeds in the non-harvest season.

Water and Sanitation

Water and sanitation is one of the most sensitive sectors in Eastern Chad.

In relation to access to water, the populations have to cope with two major constraints. Firstly, concerns have been raised on the availability and regeneration of the water table in the highly populated zones. Studies will allow a better knowledge of available resources. Secondly, the delivery systems installed in the emergency period depend on complicated technical solutions and more durable and less costly alternatives must be sought, where possible.

The latrines built when the camps were established need to be often renovated and in certain camps the possibilities of installing new latrines are extremely limited. As for the water, from now on more durable technical solutions must be found. Promotion of good personal and domestic hygiene practices should be continued in order to curb the proliferation of feco-orally transmitted diseases.

Shelter and non-food items:

In the refugee camps, the efforts of humanitarian actors to progressively replace emergency structures with more satisfactory semi-permanent structures must be continued in 2008, taking into account cost efficiency over the medium and long term.

With regard to the IDPs, the distribution of temporary shelters should be continued to avoid the strategies which could contribute to permanent population settlements and could undermine eventual voluntary returns.

Distribution of essential relief items, particularly soap and water 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.

Humanitarian Coordination and Logistics

Strong climatic and logistical constraints, as well as security considerations require the continuation of a reliable, economical and quality air service, which is available without discrimination to United Nations personnel, NGOs, donors as well as national authorities.

The increase in the number of humanitarian actors in the East of Chad and the deployment of EUFOR and MINURCAT⁹ will necessitate the reinforcement of humanitarian coordination in order to ensure an efficient response to humanitarian needs and to preserve the specific humanitarian mandate.

4. PROPOSED ECHO STRATEGY

4.1. Consistency with ECHO's strategic priorities

Taking into consideration the specific requirements of the care and maintenance phase, and new requirements arising from the changing humanitarian situation in 2007, DG ECHO's action in 2008 will centre on the vulnerable refugee, displaced and resident communities.

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 13,000,000, will support food aid operations in Chad in 2008.

4.2. Impact of the previous Humanitarian Actions

In 2007 the European Commission, through DG ECHO, maintained its capacity of multi sectoral assistance to the humanitarian crisis in the east of Chad. A global plan¹⁰ of an amount of 15,000,000 EUR covered 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 were the subject in 2007 of a distinct allocation of 10,000,000 under a financing decisions taken under the appropriate budget line.

An additional decision of 5,500,000 EUR from the intra ACP¹¹ reserve of the 9th EDF¹² was adopted in September 2007, bringing the total allocation to Chad in 2007 to 30,500,000 EUR.

The financing decisions implemented by DG ECHO since 2003 depend on criteria of vulnerability and are not linked to the status of potential beneficiaries- refugees, displaced or resident. Depending on the nature of assistance programme, specific vulnerability criteria are adopted in conjunction with the implementing partners. For this reason, DG ECHO managed to extend its support to aid operations to displaced persons as the protection crisis increased. In the meantime, support to humanitarian aid programmes in the refugee camps in the East and South of Chad was maintained.

⁹ United Nations Mission in the Central African Republic and Chad

¹⁰ ECHO/TCDBUD/2007/01000, Humanitarian Aid To Vulnerable Sections Of The Population In Chad 2007 Global Plan

¹¹ Africa Caraibs Pacific

¹² European Development Fund
ECHO/TCDBUD/2008/01000

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

Overall, the humanitarian needs of the vulnerable populations targeted by the financing decisions of DG ECHO have been satisfactorily addressed. No major crisis occurred and the health surveillance system in place allowed timely warning of any deterioration of the principal indicators.

The assistance programmes for refugees from Sudan and the Central African Republic have been in place for many years and take the form of classical care and maintenance programmes in refugee camps. The operations targeting Sudanese refugees are very costly and some of them suffered delays due to security conditions which seriously disrupted activities in the first half of 2007.

The needs of 172,000 displaced Chadians are being adequately addressed. Certain gaps remain in the water and sanitation sector and improvements are being made. Since the end of 2005, and in the first four months of 2007, the reactivity of humanitarian actors was good in response to peaks in the crisis and the increase in the numbers of displaced.

In the Southern regions of the country where refugees from CAR are located, the strategy of DG ECHO has passed from an emergency phase in 2005-2006, with the arrival of about 20,000 new refugees, to a transition phase in 2007 which favoured the implementation of self sufficiency measures through the revival of agriculture and support to income generating projects. This approach was developed with the Delegation of the European Commission in Chad which will allow their LRRD programme in this region to be extended from 2008, in preparation for the withdrawal of DG ECHO.

4.3. Coordination with the activities of other donors and institutions

In the context of the deployment of a European force, the European commission, through the Delegation of the European Commission, foresees the implementation of a "Programme d'Accompagnement à la Stabilisation" in the East of Chad and in the North-east of Central African Republic (PAS). The programme is budgeted at 13.140.000 EUR, with 10.140.000 EUR for Chad and will be sourced from the non-programmable part of the 9th EDF regional fund for Central and East Africa.

The objective of the PAS, which is under adoption, is to contribute to the creation, in a spirit of reconciliation, of the conditions necessary for voluntary returns of the displaced Chadian population or the Chadian refugees in Darfur. It will cover projects targeting the reestablishment of the refugee and IDP populations, the support of food security, the rehabilitation of health and water infrastructure in return zones, the support for the reestablishment of the rule of law, in particular in relation to security and justice. The purpose of the PAS is to follow up the actions implemented by DG ECHO with a view to facilitating the link between relief, rehabilitation and development.

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.¹³ An amount of 4,000,000 EUR has

¹³ 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

been released from the 9th EDF B envelope in support of this project to revive agriculture.

In programming the 2008 Global Plan, DG ECHO has adopted a participatory approach and consulted many stakeholders in the emergency aid and cooperation field, including the international community, donors and current and future operational partners. An information and programming workshop was held at DG ECHO's headquarters on 9th October 2007. This was a follow up to a workshop held in Abéché on 12th of September 2007.

4.4 Risk evaluation and assumptions

The Humanitarian community has never been directly targeted by the parties to the conflict in the east of Chad – National Chadian Army (NCA) and Chadian rebel movements. The humanitarian delivery routes are open but they remain exposed to random security threats by the "road bandits" and to collateral damage due to the confrontations between NCA soldiers and rebel movements. In the context of widespread impunity and criminality, humanitarian workers are victims of security incidents, armed robbery and physical intimidation because their assets, particularly vehicles and communication equipment are often coveted.

For those reasons the humanitarian implementing space is often reduced to the refugee camps and to the IDP sites located close to urban areas.

A number of operations financed by DG ECHO were effectively suspended in 2006 and 2007. These interruptions, a consequence of the deteriorating security conditions, have not jeopardised the implementation of operations, nor had any particular effect on their results. This situation however proves the necessity to consolidate contingency and security plans.

Relations between local authorities of the Chadian State, Governorships and Prefectures, and the humanitarian actors have deteriorated since 2006. Some DG ECHO's partners report administrative obstacles and intimidation attempts during tendering procedures when recruiting national staff etc.,

In addition to the mentioned security concerns, there are climatic and logistic constraints which require the maintenance of a reliable, economical, high quality humanitarian air-service which must be available without any discrimination to the personnel of the UN agencies, non-governmental organizations, donors and national authorities.

The zones of deployment of the EUFOR in the east of Chad will determine the possibility of return of IDPs. If the forces are deployed mainly in the zones where the sites and camps of IDPs are located, there is a risk they will have a double effect of enticing people to remain in these areas as well creating a "pull factor" which will contribute to the increase of the number of displaced people.

Moreover, the assistance to the IDPs raise different concerns compared to the classical assistance provided in the refugee camps. In the east of Chad, the humanitarian situation varies from one IDP site to another but overall the humanitarian coverage remains

camp (Moyen Chari). A semi-emergency still exists in the Amboko camp, its extension and the new camps at Gondjé and Dossei (Logone Oriental).

inferior to the assistance in the refugee camps. Massive assistance for the IDPs poses the risk of creating "pull factors" that will attract IDPs through massive distribution, creating permanent IDP sites and could jeopardise in the mid term the return of the IDPs to their places of origin.

4.5 DG ECHO strategy

The principal objective of the Chad 2008 Global Plan is to provide assistance to the vulnerable populations, whether they are refugees, displaced persons or host population.

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

- Specific Objective 1: to provide assistance to the vulnerable refugee, displaced and resident communities in the sectors of health and nutrition, water and sanitation, shelter, distributions of emergency non food items and protection
- Specific Objective 2: to maintain common humanitarian logistic systems, in particular air transport and humanitarian coordination
- Specific Objective 3: to maintain technical assistance on the ground to evaluate needs and project proposals, and to coordinate and follow the implementation of the operations

DG ECHO will continue to support multisectoral operations to assist refugees in the camps of eastern Chad; it will develop 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 humanitarian situation and needs, coordinate its response and provide a suitable evaluation of operations financed by the European Commission.

4.6 Duration of the decision

The duration of the implementation period of the decision will be 15 months, starting on 1/1/2008. 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 17,000,000

4.7.2. 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
<p>Specific Objective 1: to provide assistance to the vulnerable refugee, displaced and resident communities in the sectors of health and nutrition, water and sanitation, shelter, distributions of emergency non food items and protection</p>	14.700.000	Chad	<p><u>Water/sanitation</u></p> <p>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.</p> <p>2/ Construction/rehabilitation of sanitation facilities: latrines, washing areas, showers and waste disposal systems. Hygiene awareness programme.</p> <p>3/ Purchase, transport and distribution of hygiene products (soap).</p> <p>4/ Supplying water to livestock kept by refugees.</p> <p><u>shelter 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><u>Water and sanitation</u></p> <p>Reduction of water- and hygiene-related diseases.</p> <ul style="list-style-type: none"> Potable water supplies near the standard of 15l/person/day and 1 tap per 120 persons taking into account the pressure on the available resources 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 <p><u>Shelters and non-food items</u></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 	<ul style="list-style-type: none"> - ACF - ACH - ACTED - ARCHITECTES DE L'URGENCE - CARE – FR - COOPI - CORD - CROIX-ROUGE - CICR- ICRC - CH - CR-E - CROIX-ROUGE - FICR-IFCR-CH - CRF - DCA - GTZ - HELP - INTERMON - IMC - IRC-UK - ISLAMIC RELIEF WORLDWIDE - MDM E - MSF - MSF-LUX - MSF-H - OXFAM GB - PSF - P U - SAVE THE CHILDREN GB - UN - FAO-I - UN - UNHCR - BEL - UN - UNICEF - BEL - UN - UNOCHA - UN - WFP-B - UNFPA - WHO - OMS

			<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>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>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>trained in their use.</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% <p>Default rate < 15% <u>Nutrition</u></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 <p>The medical data collection system is operational</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 <p>Number of children per class less than 50.</p>	
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Specific Objective 2: to maintain common humanitarian logistic systems, in particular air transport and humanitarian coordination	1.500.000	Chad	Support to the humanitarian air transport Support to the humanitarian coordination systems	<ul style="list-style-type: none"> Humanitarian air service is capable to respond to the needs of the humanitarian organisations Flight planning is respected, the security of the passengers is assured Regular humanitarian coordination meetings are held leading to an improvement in the humanitarian response 	<ul style="list-style-type: none"> - UN - UNHCR - BEL - UN - WFP-B - UN - UNOCHA
Specific Objective 3: too maintain technical assistance on the ground to evaluate needs and project proposals, and to coordinate and follow the implementation of the operations	300.000	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"> ✓ <i>Security situations cause new displacements in the East of Chad despite the deployment of EUFOR</i> ✓ <i>The forces are deployed mainly in the zones where IDPs are located and have a double effect of enticing people to remain in these areas as well creating a "pull factor" which will contribute to the increase of the number of displaced people.</i> ✓ <i>Massive assistance for the IDPs poses the risk of creating "pull factors" that will attract IDPs through massive distribution, creating permanent IDP sites and could jeopardise in the mid term the return of the IDPs to their places of origin.</i> 				
Assumptions	The overall political and security context improves with the deployment of the EUFOR without creating a massive return process of the IDPs. . No significant increase in humanitarian needs. Humanitarian aid is rationalised, thus increasing project sustainability and optimising cost/efficiency.				
Contingency reserve	500.000				
Total cost	17.000.000				

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://ec.europa.eu/echo/evaluation/index_en.htm

6. 6. BUDGETARY IMPACT - ARTICLE 23 02 01

-	Commitments (in EUR)
Initial commitment appropriations for 2007	499.095.000 EUR
Supplementary budgets	-
Transfers	-
Total available appropriations	499.095.000 EUR
Total implemented at ...	-
Remainder available	-
Total amount of the decision	17.000.000

7. 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/partners/index_en.htm.

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.

8. ANNEXES

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

Annex 2: Map, location of IDP sites in the East of Chad

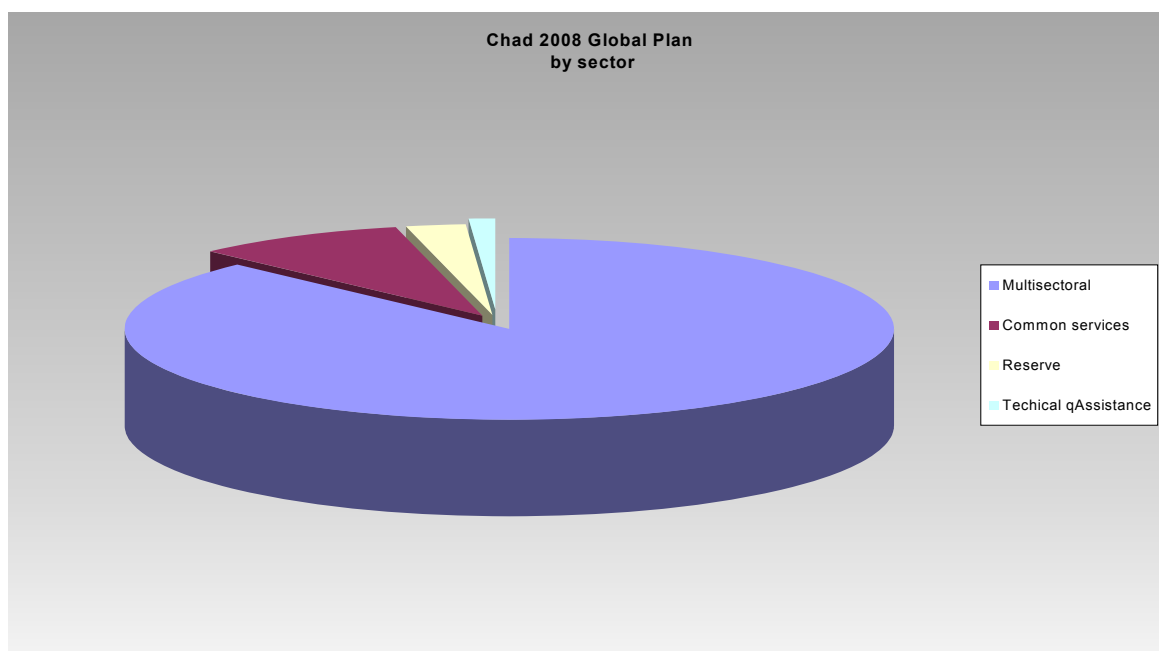
Annex 3: Breakdown of the allocation of the Chad 2008 Global Plan by sector

Annex 4: List of previous DG ECHO decisions for Chad

Annex 5: Assistance from other donors

Annex 6: List of abbreviations

Annex 3: Breakdown of the allocation of the Chad 2008 Global Plan by sector



Annex 4: List of previous DG ECHO decisions for Chad

Annex 4: List of previous DG ECHO decisions for Chad

Decision Number	Decision type	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	
ECHO/SDN/2006/03000	Non emergency		1,000,000	
ECHO/TCD/BUD/2007/01000	Global Plan			15,000,000
ECHO/FA/BUD/2007/01000	Food aid			10,000,000
ECHO/TCD/EDF/2007/01000	Non Emergency			5,500,000
	Sub-total	14,000,000	15,500,000	30,500,000
	Total	60,000,000		

Date : 05/11/2007

Source : HOPE

Annex 5: Assistance from other donors

Donors in Chad in the last 12 months					
1. EU Member States (*)		2. Commission Europeenne		3. Autres	
	EUR		EUR		EUR
Allemagne	6,928,396	DG ECHO	30,500,000		
Autriche		Autres services			
Belgique					
Bulgarie					
Chypre					
Danemark					
Espagne	1,000,000				
Estonie					
Finlande	3,400,000				
France	3,170,611				
Grece	100,000				
Hongrie					
Irlande	2,400,000				
Italie	1,282,515				
Lettonie					
Lituanie					
Luxembourg	440,000				
Malte					
Pays-bas	5,000,220				
Pologne					
Portugal					
Republique tcheque					
Roumanie					
Royaume uni	8,088,176				
Slovaquie					
Slovenie					
Suede	2,837,152				
Sous-total	34,647,070	Sous-total	30,500,000	Sous-total	0
		Total	65,147,070		

Date : 05 November 2007

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

Empty Cells : No information or no contribution

Note: The cooperation strategy of the European Commission in Chad in the framework of the 9th EDF was based on a multiannual programme amounting to 273.000.000 EUR covering the period 2000-2007

Annex 6: List of abbreviations

ACF	Action Contre la Faim
ACH	Accion contra el Hambre
ACTED	Agence d'Aide à la Coopération Technique et au Développement
AMIS	African Union Mission in Sudan
ANR	Armée Nationale de Résistance
BET	Région Borkou-Ennedi-Tibesti
CAP	Consolidated Appeal Process
CAR	Central African Republic
CFA	Communauté financière d'Afrique
CNAR	Commission Nationale d'Accueil et de Réinsertion des Réfugiés
CNS	Centre de Nutrition Supplémentaire
CNT	Centre Nutritionnel Thérapeutique
COOPI	Coopération International
CORD	Christian Outreach Relief and Development
CRE	Croix Rouge Espagnole
CRF	Croix-Rouge Française
CRT	Croix Rouge Tchadienne
DCA	Danish Church Aid
EMOP	Opérations d'urgence - Emergency Opérations
FAO	Food and agricultural organization of the United Nations
FUCD	<i>Front uni pour le changement démocratique</i>
GBV	Gender Based Violence
GTZ	German Technical Cooperation
HAC	<i>Health Action in Crises (OMS)</i>
HAS	Humanitarian Air Service
HCDH	Human Rights High Commissioner
HDI	Human Development Index
HIV/AIDS	Human Immuno-Deficiency Virus
HQ	Headquarters
ICRC	International Committee of the Red Cross
IFRC	International Federation of the Red Cross
IMC	International Medical Corps
INGO	International Non-Governmental Organisation
IRC	International Rescue Committee
JEM	<i>Justice and Equality Movement</i>
LONG	Local Non-Governmental Organisations
LRRD	<i>Link between Relief, Rehabilitation and Development</i>
NRF	<i>National Redemption Front</i>
MDJT	Mouvement pour la Démocratie et la Justice au Tchad
MdM	Médecins du Monde (France)
MINURCAT	Mission des Nations Unies en République Centre-Africaine et au Tchad
MoH	Ministry of Health
MOSS	<i>Minimum Operational Security Standards</i>
MPH	<i>Minister of Public health</i>
MSF - Hollande	Médecins Sans Frontières Hollande
MSF- Belgique	Médecins Sans Frontières Belgique
MSF-F	Médecins Sans Frontières France
NCA	Norwegian Church Aid
NFI	Non-Food Items
NGO	Non-Governmental Organisation
OCHA	Office for the Co-ordination of Humanitarian Affairs
PSF	Pharmaciens Sans Frontières
PU	Première Urgence

RAFD	Rassemblement des forces démocratiques
SCUD	Socle pour le changement uni et démocratique
SECADEV	Secours Catholique et Développement
SGBV	Sexual Gender Based Violence
SLM-A	Sudan Liberation Movement – Army
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
UNOPS	United Nations Office for Project Services
UXO	Unexploded ordnance
WFP	World Food programme
WHO	World Health Organisation