



EUROPEAN COMMISSION

Brussels,  
C(2010) XXX final

**COMMISSION DECISION**

**of [...]**

**on the approval and financing of a Global Plan for humanitarian operations in the  
Republic of Chad from the general budget of the European Union**

**(ECHO/TCD/BUD/2010/01000)**

## COMMISSION DECISION

of [...]

**on the approval and financing of a Global Plan for humanitarian operations in the Republic of Chad from the general budget of the European Union**

**(ECHO/TCD/BUD/2010/01000)**

THE EUROPEAN COMMISSION,

Having regard to the Treaty on the functioning of the European Union,

Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid<sup>1</sup>, and in particular Articles 2, including Article 2(c), 4 and 15(2) and (3) thereof,

Whereas:

- (1) Chad is confronted with a complex humanitarian crisis. In the East, added to the influx of 257 000 Sudanese refugees since 2003 has been the internal displacement of Chadian communities, mainly in the Dar Sila and Assounga regions. In the South, instability in the Central African Republic has led to the arrival of 67 000 CAR refugees since 2003 and is still causing new arrivals, as in the Salamat region in 2009.
- (2) Chad, and in particular in the four regions of Ennedi, Wadi Fira, Ouaddai and Dar Sila, are not in a position to accommodate large groups of refugees and displaced persons. Acts of violence, mainly relating to banditry and committed against civilians and humanitarian agencies, are intensifying and on the increase.
- (3) As there are still uncertainties about the resolution of the conflict in Darfur in the coming months, the people in the 12 refugee camps in East Chad will continue to be largely dependent on humanitarian aid for their survival.
- (4) In the last three years, around 168 000 people have been displaced in the south-eastern regions of Chad near the Darfur border. The return of internally displaced people to their villages of origin is likely to be localised and limited until there is a process of reconciliation, a return to the rule of law and long-term security in these areas. Assistance in the host villages and sites will be maintained in 2010 whilst taking into account the principle of voluntary return in place since 2007.
- (5) In southern Chad there is little likelihood of CAR refugees returning to their country of origin in the near future. The programmes put in place under the Link between Relief, Rehabilitation and Development (LRRD) process in the Logone Oriental province should be stepped up in 2010.
- (6) In view of the vulnerability of certain groups among the local population of Chad, projects to promote economic security and support the health, food and nutritional

---

<sup>1</sup> OJ L 163, 2.7.1996, p. 1.

status of these communities must also be carried out outside the camps and sites for displaced persons. These operations are necessary not only in eastern but also in southern Chad, in the areas affected by the process of socio-economic integration for refugees.

- (7) Chad's situation of structural vulnerability has led in recent years to localised humanitarian crises outside the areas of actual conflict and reception of refugees and displaced persons: recurrent meningitis epidemics, flooding during the rainy season, and the risk of famine linked to structural malnutrition in parts of the country.
- (8) As the scale and complexity of the humanitarian crisis are such that it seems likely to continue, a Global Plan must be adopted to provide a coherent framework for humanitarian action.
- (9) To ensure that the humanitarian aid reaches the communities in need, it should be provided by non-governmental organisations (NGOs), international organisations, including United Nations (UN) agencies, or specialised agencies of the Member States. The European Commission should therefore implement the budget by direct centralised management or by joint management.
- (10) An assessment of the humanitarian situation led to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months.
- (11) It is estimated that EUR 28 000 000 (EUR 18 000 000 from budget heading 23 02 01 and EUR 10 000 000 from budget heading 23 02 02) from the 2010 general budget of the European Union are necessary to provide humanitarian aid to vulnerable refugee, displaced and resident communities in Chad, bearing in mind the budget available, the measures being taken by other donors and other factors. Although as a general rule actions covered by this decision will be cofinanced, the authorising officer may, in accordance with Article 253 of the Implementing Rules of the Financial Regulation, agree to finance them in full.
- (12) Due to the speed at which the situation on the ground develops and the nature of the actions financed by the decision, a contingency reserve must be set up to cope with unforeseen circumstances.
- (13) This decision constitutes a financing decision within the meaning of Article 75 of Financial Regulation (EC, Euratom) No 1605/2002<sup>2</sup>, Article 90 of Regulation (EC, Euratom) No 2342/2002<sup>3</sup> establishing the Implementing Rules for the Financial Regulation, and Article 15 of the internal rules for the implementation of the general budget of the European Union<sup>4</sup>;
- (14) In accordance with Article 17(2) and (3) of Council Regulation (EC) No 1257/96 of 20 June 1996, the Humanitarian Aid Committee issued a favourable opinion on 10 December 2009.

HAS ADOPTED THIS DECISION:

#### *Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a sum of EUR 28 000 000 for a 2010 Global Plan to

---

<sup>2</sup> OJ L 248, 16.9.2002, p. 1.

<sup>3</sup> OJ L 357, 31.12.2002, p.1.

<sup>4</sup> Commission Decision of 5 March 2008, C/2008/773.

finance humanitarian actions in the Republic of Chad under budget headings 23 02 01 (EUR 18 000 000) and 23 02 02 (EUR 10 000 000) of the 2010 general budget of the European Union.

2. In accordance with Articles 2 and 4 of Council Regulation (EC) No 1257/96, the primary objective of this Global Plan is to bring humanitarian aid to vulnerable refugee, displaced and resident communities in Chad.

The humanitarian aid measures in this Global Plan shall be implemented within the framework of the following specific objectives:

- to improve the humanitarian situation of vulnerable refugee, displaced and resident communities through multisector humanitarian aid, notably in the areas of health and nutrition, water and sanitation, shelter and supply of basic necessities and protection.

EUR 14 400 000 from budget heading 23 02 01 has been allocated to this specific objective.

- to improve the transport conditions and the quality of humanitarian aid by supporting joint humanitarian services, in particular air transport and humanitarian coordination, without compromising humanitarian principles.

EUR 3 200 000 from budget heading 23 02 01 has been allocated to this specific objective.

- to stabilise or improve the nutritional status of the most vulnerable groups of the population affected by the humanitarian crisis by protecting the availability of and access to food as well as providing suitable food aid.

EUR 10 000 000 from budget heading 23 02 02 has been allocated to this specific objective.

A total of EUR 400 000 from budget heading 23 02 01 has been allocated to this specific objective.

3. The authorising officer may decide on non-substantial changes in accordance with Article 90(4) of the Implementing Rules of the Financial Regulation. As a result, not precluding the use of the contingency reserve, if it is justified by the humanitarian situation, the amounts may be reallocated between specific objectives 1 and 2, providing the amount reallocated is less than 20% of the total amount of this decision and does not exceed EUR 3 000 000.

## *Article 2*

1. The period for implementing the humanitarian aid measures financed by this Global Plan shall begin on 1 January 2010 and last 18 months. The eligible expenditure shall be committed during the implementation period of the decision.
2. If the implementation of individual actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in calculating the implementing period for the Global Plan in respect of the suspended action.
3. In accordance with the contractual provisions governing the agreements financed by this Global Plan, the Commission may consider as eligible the costs necessary for completing the action that have arisen and been incurred after the end of the implementation period.

### *Article 3*

1. As a general rule the actions financed by this Global Plan will be cofinanced.  
The authorising officer, in accordance with Article 253 of the Implementing Rules, may agree to finance actions in full if this is necessary to achieve the objectives of this Global Plan and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.
2. Actions financed by this Global Plan will be implemented by non-profit making organisations that fulfil the eligibility and aptitude criteria established in Article 7 of Council Regulation No 1257/96, by international organisations or by specialised agencies of the Member States.
3. The Commission shall implement the budget:
  - \* either by direct centralised management with Non-Governmental Organisations and specialised agents of the Member States;
  - \* or by joint management with the international organisations that have signed the Framework Partnership Agreement (FPA) or the EC-UN Financial and Administrative Framework Agreement (FAFA) and which have been subjected to a four-pillar assessment in accordance with Article 53(d) of the Financial Regulation.

### *Article 4*

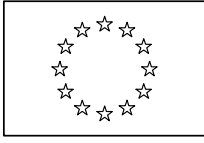
This Global Plan shall take effect on the date of its adoption.

### *Article 5*

This Decision is addressed to the authorising officer by delegation.

Done at Brussels,

*For the Commission*  
*Member of the Commission*



EUROPEAN COMMISSION  
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

**Supporting document to the Commission Decision  
on the approval and financing of a**

**GLOBAL PLAN**

**for humanitarian actions in the Republic of Chad from the  
general budget of the European Union**

**(ECHO/TCD/BUD/2010/01000)**

**Submitted to the Humanitarian Aid Committee  
in December 2009**

## Table of contents

### *Supporting Document*

	page
1) Executive summary.....	3
2) Context and situation.....	4
2.1) General Context.....	4
2.2) Current Situation.....	4
3) Identification and assessment of humanitarian needs.....	5
4) Proposed DG ECHO strategy.....	8
4.1) Coherence with DG ECHO's overall strategic priorities.....	8
4.2) Impact of previous humanitarian response.....	8
4.3) Coordination with activities of other donors and institutions.....	9
4.4) Risk assessment and assumptions.....	9
4.5) DG ECHO Strategy.....	10
4.6) Duration.....	11
4.7) Amount of Decision and strategic programming matrix.....	12
5) Evaluation.....	16
6) Management issues.....	16
7) Annexes.....	17
Annex 1: Statistics on the humanitarian situation.....	18
Annex 2: Map and location of refugee camps in Eastern Chad.....	19
Annex 3: Map and location of displaced people in Eastern Chad.....	20
Annex 4: List of previous DG ECHO Actions.....	21
Annex 5: Other donors' contributions.....	22
Annex 6: List of Abbreviations.....	23

## **1. EXECUTIVE SUMMARY**

Since 2003, 257.000 Sudanese refugees from the province of Darfur fled to the border provinces of Ennedi, Wadi Fira, Ouaddaï and Dar Sila 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. In the South of the country, the regions of Moyen Chari, Logone Oriental and Salamat host some 67,000 refugees from the Central African Republic. New arrivals of CAR refugees in the region of the Salamat requested an emergency response in the first half of 2009. There are no prospects for the repatriation of these refugees to Sudan nor to CAR in the near future.

Since 2006, approximately 168,000 IDPs have been displaced in the South-east regions of Chad located at the border with Darfur. 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. In certain areas, in particular south Assounga and Dar Sila voluntary returns to the villages of origin have been assisted since 2007.

Apart from the crisis in eastern Chad, 2009 was characterised by floods and a meningitis epidemic in the South of the country. Preliminary analyses for the 2009/2010 agricultural year suggest that the prospects for food security are mixed or below average.

Since 15 March 2009, the MINURCAT has taken over ESPD European forces (EUFOR). The incomplete deployment of U.N. forces and the difficulties encountered by the Détachement Intégré de Sécurité during its set-up did not make it possible to decrease the number of security incidents targeting humanitarian organisations restricting frequently the access to the beneficiaries.

Based on the results of operations implemented under the different financing decisions since 2003, DG ECHO intends to maintain, through implementing partners, its multisectoral humanitarian aid and food assistance 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, water and sanitation and health and nutrition. DG ECHO will also continue its support of common services, coordination, and humanitarian air transport. The proposed envelope for the Global Plan 2010 for Chad is EUR 28,000,000 over 18 months of which EUR 18,000,000 on budgetary article 23.02.01 (humanitarian aid) and EUR 10,000,000 on budgetary article 23.02.02 (food aid).



## 2. CONTEXT AND SITUATION

### 2.1. General Context

Chad is the fifth largest country in Africa, with an area of almost 1 284 000 km<sup>2</sup> and an estimated population of 10 300 000<sup>1</sup>. The “nation” of Chad is far from homogeneous, and national unity is undermined by antagonism between different groups divided along cultural and religious as well as ethnic lines. The United Nations Development Programme's (UNDP's) 2007 Human Development Index places Chad among the world's poorest countries<sup>2</sup>.

Chad is faced with more than one distinct humanitarian crisis. To the east, the influx of Sudanese refugees since 2003 has been increased by internal displacements of Chadian population groups following an outbreak of violence in 2006-2007, mainly in the regions of Dar Sila and Assoungba. To the south, instability in the Central African Republic (CAR) has led to CAR refugees being received since 2003 and continues to result in new arrivals (in the Salamat region in 2009). On top of all this, Chad suffers from chronic food insecurity. In some regions, particularly in the north, rates of acute child malnutrition exceed emergency thresholds<sup>3</sup>.

Relations between Chad and Sudan are characterised by a “proxy war”, with each regime regularly accusing the other of supporting the armed opposition on the other side of the border. The militarisation of the civil administration in the east of the country and the creation of self-defence militias have exacerbated local conflicts, resulting in numerous civilian casualties and population displacements that traditional regulatory mechanisms, eroded by years of conflict, are no longer in a position to prevent or resolve. The local administrative and institutional fabric is dysfunctional, and large parts of the country are no longer under control. The resulting impunity has led to a rise in crime, which is the main threat to humanitarian organisations and the civilian population in eastern Chad and has a significant impact on access to aid beneficiaries and on the implementation of relief operations.

Faced with such insecurity, the international community has launched several initiatives in Chad. United Nations resolutions 1778 of 25 September 2007 and 1861 of 14 January 2009 have made it possible to deploy EUFOR and, subsequently, MINURCAT. Because of the incomplete deployment of the UN force, as well as the difficulties encountered by the Détachement Intégré de Sécurité when it was put in place, it has not been possible to reduce the number of security incidents in the areas in which humanitarian organisations work.

### 2.2. Current Situation

2009 was characterised by security incidents linked to evermore widespread and violent banditry in eastern Chad and by conflicts between the Central African Armed Forces and Central African armed opposition movements in the north of the CAR.

---

<sup>1</sup> Source UNFPA SWP 2007

<sup>2</sup> Human Development Index is 0,392, Chad ranks 175<sup>th</sup> on 182 countries. *Human Development report*, UNDP, 2009.

<sup>3</sup> Chad is part of DG ECHO Sahel regional strategy including Burkina Faso, Mali, Mauritania and Niger.

The insecurity and violence have provoked an increase in the number of refugees from CAR in 2009 and have reduced the humanitarian “space”, something that has led a number of organisations to suspend operations in eastern Chad on a long-term basis.

In view of the continued uncertainty concerning a resolution of the conflict in Darfur in the coming months, humanitarian assistance must be maintained in the 12 camps in eastern Chad. In the southern part of the country, there is little likelihood of CAR refugees returning to their country of origin in the near future.

Since 2007, movements of Chadian displaced persons returning to their villages of origin have been recorded in the regions of Assoungba and Dar Sila, particularly during the cultural season. There is, however, little prospect of a huge number of voluntary returns until conditions of lasting security have been restored.

Resident communities are starting to see their access to resources such as water, firewood and arable land affected by the presence of refugees and displaced persons.

Chad’s structural vulnerability has led in recent years to localised humanitarian crises outside the areas of actual conflict and reception of refugees and displaced persons: recurrent meningitis epidemics, flooding during the rainy season and the risk of famine linked to structural malnutrition in a number of regions of the country.

### **3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS**

Since the end of 2005, the 12 refugee camps in eastern Chad have entered a phase of care and maintenance. The 257 000 Sudanese refugees are completely dependent on international aid. Lack of access to arable land makes any agricultural activity difficult. The high population density in the camps and the risk of epidemics oblige humanitarian organisations to maintain standards of assistance that are high in comparison with the conditions of access to basic services available to the host population groups.

The outlook for the Darfur crisis and the risk that insecurity in the subregion may continue indefinitely mean that serious consideration must be given to the sustainability of the projects and their continuation in an unstable and uncertain environment and to the search for optimum cost-effectiveness. With this in mind, it is necessary to step up the transition from emergency responses to programmes designed to promote the gradual assumption of responsibility for humanitarian aid on the part of the beneficiary communities themselves. However, the very limited presence of devolved public services and development organisations in key sectors such as health, education and agricultural development restricts the scope for early recovery in eastern Chad.

In the event of a new long-term drought, a new influx of refugees or some other shock, the capacity to deal with new vulnerable groups would be limited in a situation where resources are already stretched.

In the south of the country, the coverage of the humanitarian needs of CAR refugees is fairly satisfactory, and measures to support self-sufficiency are gradually taking the place of humanitarian assistance. This move in terms of the Link between Relief, Rehabilitation and Development (LRRD) could be hindered temporarily by the arrival of new refugees.

Since most of the 168 000 internally displaced persons (IDPs) cannot return safely to their villages of origin in the east of the country, assistance at IDP sites will continue to be needed in 2010. However, in areas where people are returning voluntarily to their villages of origin, a holistic approach will have to be adopted that takes account of the needs of IDPs, returning IDPs and the host population so as to reduce conflicts linked to humanitarian assistance and the possible disincentives to voluntary return to which such assistance may give rise.

### Protection

The beneficiary groups have indicated that security and protection constitute the most important need to be addressed in Chad. 2009 was still characterised by cases of encroachment on the humanitarian space and, in particular, on the civilian character of the camps. Cases of forced recruitment, particularly of children, continue to be reported. In this area, access to primary and secondary education remains one of the strategies for combating this phenomenon.

The recent Amnesty International report, “No place for us here”<sup>4</sup> emphasises cases of sexual violence towards women in refugee camps.

The belated and difficult deployment of the Détachement Intégré de sécurité<sup>5</sup> has not yet enabled security to be established in and around sites and camps. Deployment of the civilian component of MINURCAT requires increased coordination when it comes to protecting humanitarian organisations.

Removal of Unexploded Ordnances (UXO) and mine clearance may be required following fighting between Chad's army and armed opposition groups.

### Food security and nutrition

Limited access to arable land reduces people's scope for becoming self-reliant in food. This is particularly true in the case of Sudanese refugees. The food situation for Sudanese refugees and displaced persons is generally stable, despite a number of worrying signs of its deteriorating in a number of camps<sup>6</sup>.

For the CAR refugees in the south of the country, better access to arable land and water can pave the way for a strategy of socio-economic integration of refugees and hence for a gradual reduction in humanitarian assistance. In the short term, however, special attention still needs to be given to food assistance for the most vulnerable CAR refugees. This strategy requires socio-economic surveys to be conducted in order to identify the most vulnerable people.

Assistance strategies in terms of food aid and food security for IDPs in eastern Chad will have to be tailored to the local context in each area and take account of needs both in IDP sites and in areas of return.

---

<sup>4</sup> Source : Amnesty International, September 2009

<sup>5</sup> Source ; lobby brief OXFAM June 2009 « The Détachement Intégré de Sécurité in Eastern Chad : evaluation and recommendations »

<sup>6</sup> Source: Joint anthropometric, retrospective mortality and haemoglobin levels survey, UNHCR, August 2008

Preliminary analyses for the 2009/2010 farming year suggest that the prospects for food security are mixed or below average<sup>7</sup>. A number of explanations have been put forward, in particular delayed and irregular rainfall in the first months of the rainy season, with a harmful effect on pastureland and the beginning of sowing.

### Health

The overall mortality rate is below alert thresholds in every camp. This balance is precarious, however, and health indicators are kept below emergency thresholds thanks only to very effective humanitarian assistance. Overall, the care provided to refugees and IDPs is superior to that provided by local structures, which are poorly equipped and under-staffed and lack adequately qualified workers. This situation could make it more difficult to put in place the early recovery strategy envisaged by the humanitarian community.

### Water and sanitation

Needs in terms of water and sanitation constitute one of the most sensitive sectors in eastern Chad. Humanitarian organisations have to try to respond to two major challenges concerning access to water. Firstly, many concerns remain about the availability and regeneration of groundwater in highly populated areas; and, secondly, the systems for delivering drinking water that were installed in the emergency period rely on complicated technical solutions that are costly and difficult to maintain. Since 2009, a strategy has been put in place to favour sustainable and less costly alternatives, where possible, so as to ensure the continuity of aid in the event of security problems and also to make certain that the systems are kept running in the medium term. In some areas (notably Iriba), the systems in place are struggling to supply enough water.

The latrines built when the camps were established have to be replaced regularly and, in a number of camps, the opportunities for installing new latrines are extremely limited. As in the case of water, more lasting technical solutions have now, therefore, to be found. Promotion of good personal and domestic hygiene practices must be continued in order to curb the proliferation of diseases transmitted faeco-orally.

### Shelters and non-food items

In refugee camps, the shelters that have been in place for some years need to be maintained or repaired, particularly in anticipation of the critical period of the rainy season. The distribution of temporary shelters to internally displaced persons should be continued and strategies avoided that might contribute to permanent population settlements and remove the incentives for voluntary returns.

Distribution of essential relief items, particularly soap and water storage containers, will have to be continued. For reasons of protection, as well as of environmental impact, humanitarian organisations must step up innovative approaches to energy management and the regeneration of natural resources.

### Humanitarian coordination and logistics

Strong climatic and logistical constraints, particularly due to the rainy season, plus security considerations require the continuation of a reliable, economical, high-quality and independent humanitarian air service, made available on a non-discriminatory basis

---

<sup>7</sup> Source : Fewson, "Food Security Outlook July through December 2009"

to United Nations agency staff, non-governmental organisations (NGOs), donors and national authorities.

The increase in the number of humanitarian organisations in eastern Chad and the deployment of MINURCAT mean that humanitarian coordination has to be stepped up in order to ensure an efficient response to humanitarian needs and preserve the specific nature of the humanitarian mandate.

## **4. PROPOSED DG ECHO**

### **4.1. Coherence with DG ECHO's overall strategic priorities**

To deal with not only the requirements specific to the care and maintenance phase but also the new requirements arising from the changing humanitarian situation in 2009 (in particular, the deterioration in security conditions, the new movements of displaced persons in the east and the arrival of new refugees in Salamat), the Global Plan will thus cover all the humanitarian assistance sectors: food aid and nutrition, health, water and sanitation, shelter and non-food items, education and the protection of communities, as well as common services, in particular coordination and humanitarian air services. The Global Plan encourages cross-cutting approaches to problems such as protection, civilian-military relations and the humanitarian space, as well as to environmental issues connected with the long-running nature of the crisis in Chad.

### **4.2. Impact of previous humanitarian response**

In 2009, the European Commission, through DG ECHO, maintained its capacity to provide multisectoral assistance for the humanitarian crisis in Chad. A EUR 30 000 000 Global Plan<sup>8</sup> covers all the traditional humanitarian assistance sectors: nutrition and health, water and sanitation, shelter and non-food items, education and the protection of communities, common services (in particular coordination and humanitarian air services), food aid and food security.

A specific decision with financing of EUR 2 000 000 from the 10th European Development Fund B envelope was adopted in September 2009 to cover programmes for combating malnutrition in the Kanem region.

The financing decisions implemented by DG ECHO since 2003 have been taken on the basis of the vulnerability criterion and are not linked to the status of potential beneficiaries of the aid, i.e. refugee, displaced and resident communities.

Overall, the humanitarian needs of the vulnerable population groups targeted by the humanitarian organisations have been addressed satisfactorily. No major crisis has occurred, and the health surveillance system in place has given timely warnings of any deterioration in the principal indicators. However, the fragility of the humanitarian response set-up, due in particular to the increase in security incidents in 2009, has sometimes led to the temporary suspension of humanitarian operations.

---

<sup>8</sup> ECHO/TCD/BUD/2009/01000, *Aide humanitaire aux populations vulnérables en République du Tchad*.

Despite the humanitarian community's ongoing efforts over the last two years to deal with the issue of the internal displacement of people in the areas bordering Sudan, particularly Assoungba and Dar Sila, the humanitarian response can vary considerably from one IDP site to another, probably owing to very different local circumstances. All the organisations agree that a more detailed analysis of internal displacements in the light of local conditions would help provide more appropriate responses.

In the southern regions of the country, where CAR refugees are hosted, DG ECHO's strategy has, since 2008, moved from the emergency phase of 2005-2006 to a transition phase, which places the focus on the implementation of self-sufficiency mechanisms through support for renewed agricultural activity and for income-generating projects. This approach was developed with the European Commission Delegation in Chad, which undertook food security programmes in the Maro and, subsequently, Gore regions in preparation for the withdrawal of DG ECHO. Emergency responses and responses designed to meet the needs of the most vulnerable communities may nevertheless prove necessary in this area of the country.

#### **4.3. Coordination with activities of other donors and institutions**

DG ECHO's humanitarian assistance in Chad is part of a subregional approach. To the east, DG ECHO's humanitarian strategy is designed to be consistent with the Global Plan for Sudan. In the south, it mirrors the European Commission's humanitarian assistance strategy in CAR. Lastly, the response provided in the Kanem region is an integral part of the Sahel strategy also pursued in Niger, Burkina Faso, Mali and Mauritania.

Work is ongoing to increase coordination between Commission departments with a view to facilitating the Link between Relief, Rehabilitation and Development (LRRD) in relation to the Gore area. An amount of EUR 4 399 000 has been mobilised under the aegis of the Food Security Thematic Programme in order to pay for programmes in the areas of food security, health and education.

For several years, DG ECHO has been financing not only the humanitarian coordination mechanisms in Chad via the UN Office for the Coordination of Humanitarian Affairs (OCHA), but also non-governmental organisations that are members of the NGO Coordination Committee in Chad. These forms of funding have made it possible to, for example, coordinate the activities of humanitarian organisations and the international forces successively present in Chad (EUFOR, then MINURCAT).

In programming the 2010 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 potential operational partners. An information and programming workshop was held at DG ECHO's headquarters on 6 October 2009. This was a follow-up to two workshops held in Abéché, Chad on 18 September 2009 and in N'Djamena on 25 September 2009.

#### **4.4. Risk assessment and assumptions**

The routes for delivering humanitarian assistance are open, but they remain exposed to random security threats from "road bandits". Given the widespread impunity and criminality that exist, humanitarian workers with coveted assets in terms of, in particular,

vehicles and communications equipment are too often the victims of security incidents, armed robbery and physical intimidation or even attack.

For all these reasons, the humanitarian space is often reduced to the refugee camps and the IDP sites located close to urban areas. A number of operations financed by DG ECHO in eastern Chad were temporarily suspended in 2009. This situation has highlighted the need to consolidate contingency and security plans.

Relations between, on the one hand, the regional authorities of the Chadian state, governorates and prefectures and, on the other hand, humanitarian organisations remain difficult, particularly because of administrative obstacles and attempts to intimidate humanitarian staff in the course of tendering procedures, during the recruitment of national staff, etc.

In addition to these security concerns, there are considerable climatic and logistical constraints that require the continuation of an independent, reliable, economical and high-quality humanitarian air service, made available on a non-discriminatory basis to UN agency staff, non-governmental organisations, donors and national authorities.

#### **4.5. DG ECHO Strategy**

**Principal objective:** To provide humanitarian assistance to the vulnerable communities in Chad, be they refugee, displaced or resident.

**Specific objectives:**

- Specific objective 1: To improve the humanitarian situation of vulnerable refugee, displaced and resident communities through multisectoral humanitarian assistance, particularly in the areas of health and nutrition, water and sanitation, shelter and the supply of basic commodities and protection.
- Specific objective 2: To improve the quality, and the conditions of the delivery, of humanitarian assistance, while observing humanitarian principles, by providing support for common humanitarian services, in particular air services and humanitarian coordination.
- Specific objective 3: To stabilise or improve the nutritional status of the most vulnerable sections of the population affected by the humanitarian crisis by protecting access to, and the availability of, food and providing appropriate food aid.

To do this, DG ECHO will continue to provide multisectoral humanitarian assistance to refugees and displaced persons in the camps in eastern Chad. In order to take account of the needs of refugees in southern Chad and of the most vulnerable groups among the resident communities in eastern Chad, DG ECHO will continue its support for operations targeting water and sanitation, health and nutrition. While DG ECHO intends to maintain its support for access to basic services for communities affected by the conflicts, it will do so by taking account of the ongoing nature of the crisis in an environment that is extremely fragile. DG ECHO should focus on innovative initiatives taken by its partners to promote communities' greater autonomy in relation to humanitarian assistance. Needs in terms of removal of UXOs and mine clearance in eastern Chad have to date been met by the Delegation of the European Commission in N'Djamena.

DG ECHO will strengthen its support for the logistical and security capacity of humanitarian organisations and for improved coordination not only among the humanitarian organisations but also with the MINURCAT mission and the Chadian authorities.

DG ECHO will support food aid projects that:

- Distribute food rations free of charge or in return for work to vulnerable persons on a universal or targeted basis. Where appropriate, monetary transfers and vouchers that improve beneficiaries' access to food will be considered as an alternative or top-up to food aid.
- Identify moderately and severely malnourished children (and, where appropriate, vulnerable adults) through surveys and monitoring and examination systems and treat them according to standard therapeutic and supplementary feeding protocols.
- Support job creation initiatives and short-term labour-intensive projects such as "food for work" programmes that provide food or the means of accessing food in exchange for work that can also contribute to the repair or enhancement of assets and community infrastructure.
- Restore basic means of subsistence and/or strengthen resilience to future shocks by ensuring access to, and the availability of, agricultural inputs and services, livestock recovery and other factors of production.

Moreover, a high response capacity to emergencies should be maintained, given the instability factors reigning inside and outside Chad.

#### **4.6. Duration**

The period of implementation of this Global Plan will be 18 months, the eligibility date being set at 1 January 2010. The humanitarian operations financed under this Decision must be implemented within this period. The duration of the Global Plan is justified in terms of the operational contingencies peculiar to Chad, such as the likely continuation of the insecurity and the climatic constraints that make it more difficult to implement operations during the rainy season.

If implementation of the operations envisaged in this Global Plan 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 in the field, the Commission reserves the right to cancel the agreements signed with the humanitarian organisations in charge of implementation if activities are suspended for more than a third of the planned total duration of this operation. The procedure laid down for this purpose in the general conditions governing the specific agreement will be applied.



## 4.7. Amount of Decision and strategic programming matrix

4.7.1. Total amount of the Decision: EUR 28,000,000

### 4.7.2. Strategic Programming Matrix for the Global Plan

Principal objective	To provide humanitarian assistance to the vulnerable communities in Chad, be they refugee, displaced or resident.				
Specific Objectives	Allocated amount (EUR)	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
<b>Specific Objective 1:</b> To improve the humanitarian situation of vulnerable refugee, displaced and resident communities through multisectoral humanitarian assistance, particularly in the areas of health and nutrition, water and sanitation, shelter and the supply of basic commodities and protection.	<b>14.400.000</b>	<b>Chad</b>	<u><b>Water and sanitation</b></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.  <b>shelter and non-food items</b>  1/ Purchase, transport and distribution of shelters and construction materials required to reduce vulnerability of refugees and improve security and protection.  2/ Purchase, transport and distribution of essential items (blankets, kitchen kits, jerry cans,	<u><b>Water and sanitation</b></u> Reduction of water- and hygiene-related diseases.  <ul style="list-style-type: none"> <li>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</li> <li>Communal latrines replaced by family latrines (1/20 persons)</li> <li>Number of rubbish tips near the standard of 1/500 persons</li> <li>Number of community service workers near the standard of 1/1 500 persons</li> <li>Participation rate of refugees in refuse collection and latrine maintenance</li> <li>Good hygiene practices adopted and applied by target populations</li> <li>Regular renewal of stocks of basic hygiene products</li> </ul> <b>Shelters and non-food items</b> Adequate shelters to live in and provide safety and privacy.  <ul style="list-style-type: none"> <li>100% of refugee families in camps provided with shelter</li> <li>100% of single women provided with individual shelters</li> <li>No instances of SGBV related to housing conditions reported</li> <li>Refugees receive 250 g of soap per month</li> <li>Essential items regularly replaced</li> </ul>	<u>Direct centralised management</u> - ACF - ACTED - ARCHITECTES DE L'URGENCE - CAM - CARE – FR - CONCERN - COOPI - CORD - Croix-Rouge FR - DCA - GTZ - HELP - INTERMON - IMC - UK - IRC-UK - ISLAMIC RELIEF WORLDWIDE - MAG - MdM F - MSF-CH -MSF-F - OXFAM GB - P U - SOLIDARITES  <u>Joint management</u> - CICR- ICRC - FICR-IFCR - FAO - UNHCR - UNICEF - UNOCHA

			<p>etc.) and fuels and/or technology and equipment to reduce fuel consumption</p> <p><b>Nutrition</b></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><b>Health</b></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><b>Protection</b></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>	<ul style="list-style-type: none"> <li>• Better stoves distributed and recipients trained in their use.</li> <li>• Technological innovation are introduced to limit the environmental impact of humanitarian programmes</li> </ul> <p><b>Nutrition</b></p> <p>In the therapeutic feeding programmes:</p> <ul style="list-style-type: none"> <li>• Cure rate &gt; 75%</li> <li>• Mortality rate &lt; 5%</li> <li>• Default rate &lt; 15%</li> </ul> <p>In the supplementary feeding programmes:</p> <ul style="list-style-type: none"> <li>• Cure rate &gt; 70%</li> <li>• Mortality rate &lt; 3%</li> </ul> <p>Default rate &lt; 15%</p> <p><b>Health</b></p> <p>Mortality and morbidity rates are reduced.</p> <ul style="list-style-type: none"> <li>• Crude mortality rate &lt; 1.5 deaths/1000/month</li> <li>• Mortality rate in under 5s &lt; 3 deaths/1000/month</li> <li>• One health centre per 10 000 persons</li> <li>• Number consultations/doctor/day ≤ 50</li> <li>• 50% of births assisted by qualified staff</li> <li>• 95% of children from 6 months to 15 years vaccinated against measles</li> <li>• No medicines out of stock in health centres</li> <li>• The medical data collection system is operational</li> </ul> <p><b>Protection</b></p> <ul style="list-style-type: none"> <li>• 100% of refugees are registered and have identity papers</li> <li>• No cases of refusal of entry.</li> <li>• 100% of refugees identified as victims of SGBV given appropriate help</li> <li>• 100% of new-born refugee babies receive birth certificates</li> <li>• 100% of 6-14 year olds enrolled in primary education</li> <li>• Number of children per class less than 50.</li> </ul>	<p>- WFP-PAM</p> <p>- UNFPA</p> <p>- WHO - OMS</p>
--	--	--	---	---	--

<b>Specific Objective 2:</b> To improve the quality, and the conditions of the delivery, of humanitarian assistance, while observing humanitarian principles, by providing support for common humanitarian services, in particular air services and humanitarian coordination.	3.200.000	Chad	<ul style="list-style-type: none"> <li>Support to the humanitarian air transport</li> <li>Support to the humanitarian coordination systems</li> </ul>	Humanitarian air service is capable to respond to the needs of the humanitarian organisations <ul style="list-style-type: none"> <li>Flight planning is respected,</li> <li>the security of the passengers is assured</li> <li>Regular humanitarian coordination meetings are held leading to an improvement in the humanitarian response</li> </ul>	<u>Direct centralised management</u> - ASF-B - MAF  <u>Joint management</u> - UNHCR - WFP-PAM - UNOCHA
<b>Specific Objective 3:</b> To stabilise or improve the nutritional status of the most vulnerable sections of the population affected by the humanitarian crisis by protecting access to, and the availability of, food and providing appropriate food aid.	10.000.000	Chad	<ul style="list-style-type: none"> <li>Distribution of food aid and other means of food-related support to refugees, IDPs and other vulnerable groups</li> <li>Nutritional recovery. Prevention and treatment of malnutrition.</li> <li>Seeds, tools and agricultural inputs distribution to vulnerable groups</li> <li>Support for livestock raising, veterinary services and production</li> <li>Protecting and strengthening the livelihoods of the most vulnerable through integrated short-term food-security assistance</li> <li>Technical studies, development of analytic tools, training and information sharing</li> </ul>	<ul style="list-style-type: none"> <li>Increased food intake and improved dietary diversity of the most vulnerable, without resorting to negative coping mechanisms.</li> <li>Increased availability and utilisation of food amongst the poorest households.</li> <li>Decrease in the incidence of livestock diseases, and greater prevention of disease-outbreaks among livestock.</li> <li>Increased availability of essential goods and basic services for returnees and host communities, including productive inputs and livelihood assets.</li> <li>Nutritional status of target populations stabilised, as demonstrated through regular and reliable surveillance and surveys</li> <li>Therapeutic services provided in key locations as per commonly recognized parameters and standards</li> </ul>	<u>Direct centralised management</u> - ACF - ACTED - CARE – FR - CONCERN - CORD - CROIX-ROUGE F - DCA - GTZ - ISLAMIC RELIEF WORLDWIDE - MSF-CH - OXFAM GB - P U - SOLIDARITES  <u>Joint management</u> - CICR- ICRC - FICR-IFCR - FAO - UNHCR - UNICEF - WFP-PAM
<b>Risk assessment</b>	✓ <i>The security situation reduces the access to the beneficiaries of the humanitarian assistance.</i> ✓ <i>An unbalanced assistance due to massive distribution in IDP sites results in a “pull factor”, leading to long term settlement in the sites and hampering the return process in the villages of origin</i> ✓ <i>The differentiated approach of aid to refugees, IDPs and host populations provoked conflicts.</i>				
<b>Assumptions</b>	The overall political and security context remains instable and uncertain. Humanitarian needs remain at the same level. Humanitarian assistance is rationalised to encourage the beneficiaries to take more responsibility in the provision of basic needs.				
<b>Contingency reserve</b>	400.000				
<b>Total cost</b>	28.000.000				

## **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 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](http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm).

## **6. MANAGEMENT ISSUES**

Humanitarian aid Actions funded by the Commission are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States 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](http://ec.europa.eu/echo/about/actors/partners_en.htm).

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Communities for joint management, actions will be managed by direct centralised management.

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.

## **7. ANNEXES**

**Annex 1: Statistics on the humanitarian situation – GNA 2009-2010**

**Annex 2: Map and location of refugee camps in Eastern Chad**

**Annex 3: Map and location of displaced people in Eastern Chad**

**Annex 4: List of previous DG ECHO Actions**

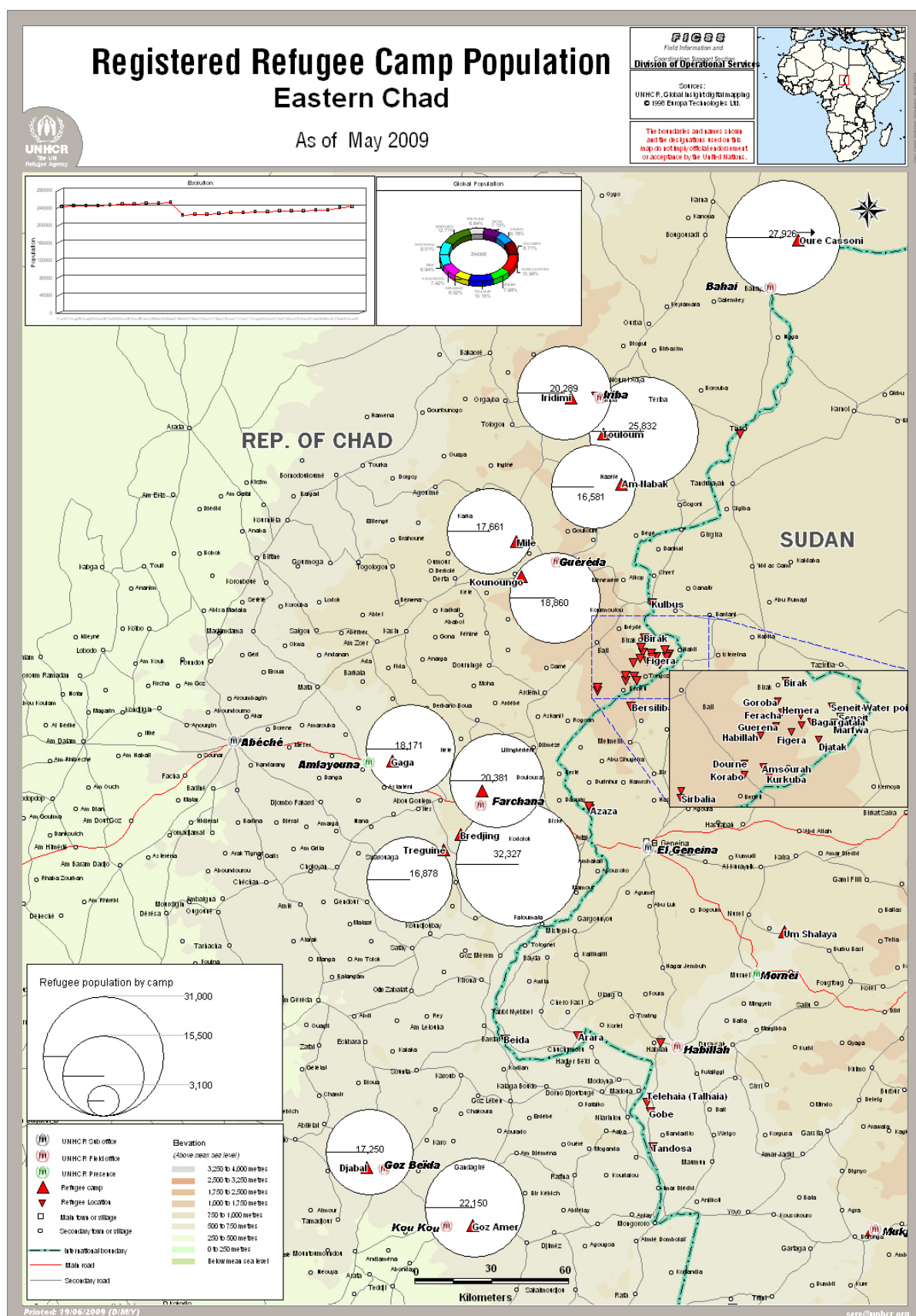
**Annex 5: Other donors' contributions**

**Annex 6: List of abbreviations**

## Annex 1: Statistics on the humanitarian situation

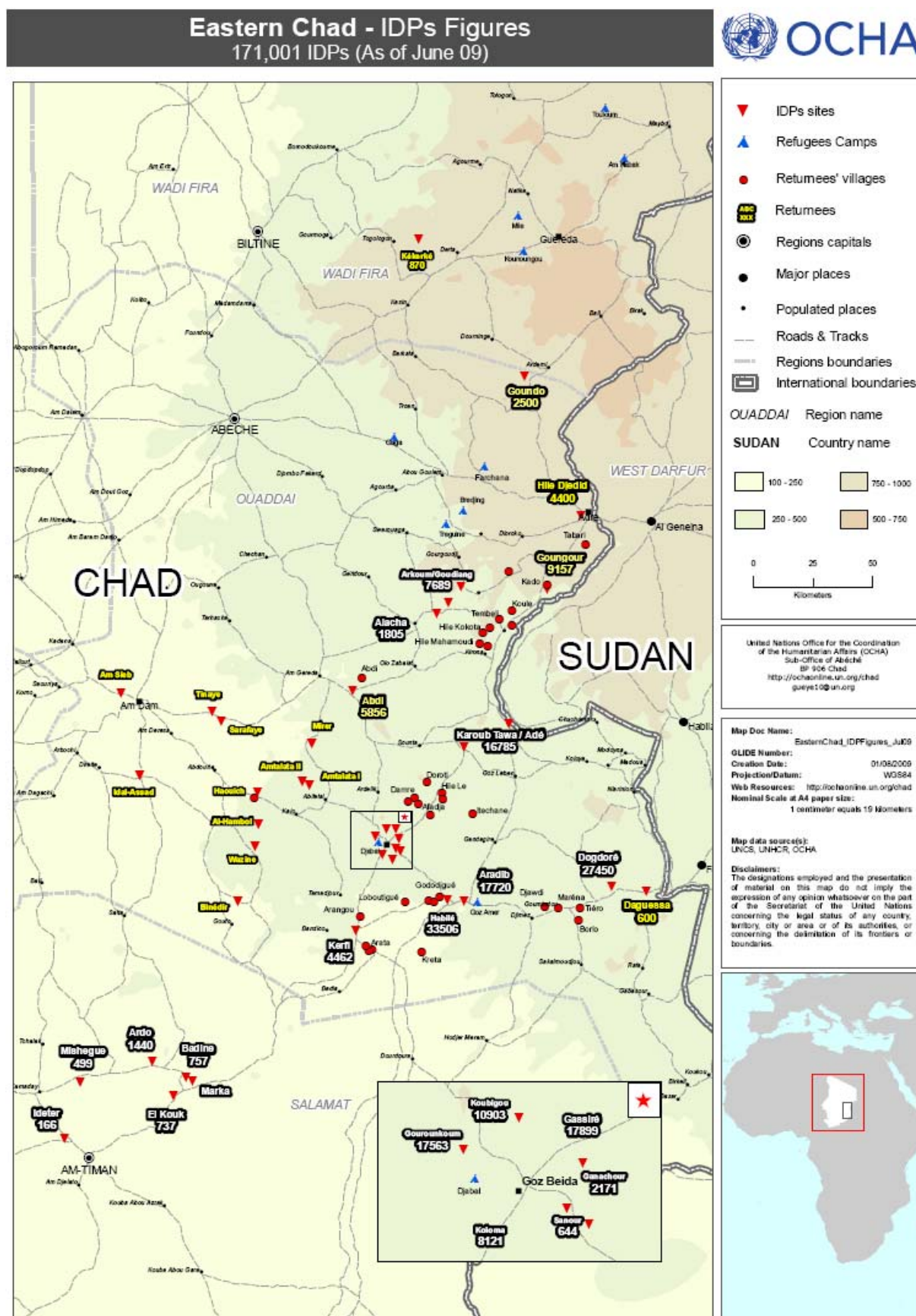
GNA 2009-10		Vulnerability Index (VI)														Crisis Index (CI)			
Countries - GNA 2009-10		score av	r.	HD I	H P I-1	HDI /HP I	R+ I+r	R+I +r / 2	U5 U W	U 5 M	U 5	H M T	P hi s.	G D I	G i n i	Hea lth + Ine qua lity	C/ ND /R	C o N D	Ref +ID P
Chad		3 2,81		3	3	3	5	2,5	3	3	3	2	3	3	x	2,8	3 3	1	3
HDI-HPI	Human Development Index, Human Poverty Index -1 - countries sorted in alphabetical order (sortable using drop-down menu in title row)																		
U5	Children Under Weight, Child Mortality and Conflicts																		
RefIDP(VI)	Refugees, Internally Displaced People and Returned Refugees																		
Inequality-Health	GNI, GDI, Access to health services, HIV + Malaria + Tuberculosis -																		
RefIDP(CI)	Refugees and Internally Displaced People -																		

## Annex 2: Map and location of refugee camps in Eastern Chad





### Annex 3: Map and location of displaced people in Eastern Chad





#### Annex 4: List of previous DG ECHO Actions

List of previous DG ECHO operations in CHAD				
Decision Number	Decision Type	2007 EUR	2008 EUR	2009
ECHO/-FA/BUD/2007/01000 (*)	Non Emergency	9.859.312		
ECHO/TCD/BUD/2007/01000	Global Plan	15.000.000		
ECHO/TCD/EDF/2007/01000	Non Emergency	5.500.000		
ECHO/-FA/BUD/2008/01000 (*)	Non Emergency		4.365.000	
ECHO/-FA/BUD/2008/02000 (*)	Non Emergency		8.635.000	
ECHO/-WF/BUD/2008/02000 (*)	Non Emergency		0	
ECHO/-WF/BUD/2008/03000 (*)	Emergency		0	
ECHO/TCD/BUD/2008/01000	Global Plan		17.000.000	
ECHO/TCD/BUD/2009/01000	Global Plan			30.000.000
ECHO/TCD/EDF/2009/01000	Non emergency			2.000.000
Sous-total		30.359.312	30.000.000	32.000.000
Total				92.359.312

Date : 7 October 2009

Source : HOPE

(\*) decisions with more than one country

## Annex 5: Other donors' contributions

Donors in CHAD 2009					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
Allemagne	4.737.549	DG ECHO	32.120.001		
Autriche		Autres services			
Belgique					
Bulgarie					
Chypre					
Danemark					
Espagne					
Estonie					
Finlande	2.200.000				
France	1.700.000				
Grece					
Hongrie					
Irlande	3.970.129				
Italie					
Lettonie					
Lituanie					
Luxembourg	500.000				
Malte					
Pays-bas	3.999.760				
Pologne					
Portugal					
Republique tcheque					
Roumanie					
Royaume uni					
Slovaquie					
Slovenie					
Suede					
Sous-total	17.107.438	Sous-total	32.120.001	Sous-total	0
		Total	49.227.439		

Dated : 8 Octobre 2009

(\*) 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.

## Annex 6: List of Abbreviations

ACF	Action Contre la Faim
ADU	Architectes de l'Urgence
ASF – B	Aviation Sans Frontières Belgique
ACTED	Agence d'Aide à la Coopération Technique et au Développement
CAM	Comité d'Aide Médicale
CICR	Comité International de la Croix Rouge
CNAR	Commission Nationale d'Accueil et de Réinsertion des Réfugiés
CNS	Centre de Nutrition Supplémentaire
CNT	Centre Nutritionnel Thérapeutique
COOPI	Coopération International - ONGI
CORD	Christian Outreach Relief and Development
CRE	Croix Rouge Espagnole
CRF	Croix-Rouge Française
CRT	Croix Rouge Tchadienne
DCA	Danish Church Aid
DG ECHO	Direction générale de l'aide humanitaire
EUFOR	European Force in Chad
FAO	Fond des Nations Unies pour l'Alimentation et l'Agriculture
FNUAP	Fond des Nations Unies pour les Activités en matière de Population
GTZ	Coopération Technique Allemande
HAC	Health Action in Crises (OMS)
HAS	Service Aérien Humanitaire
HCR	Haut Commissariat des Nations Unies pour les Réfugiés
HIV/AIDS	Syndrome Immuno déficient acquis
IDH	Indice de Développement Humain
IFRC	Fédération International de la Croix Rouge
IMC UK	International Medical Corps UK
IRC	International Rescue Committee
LRRD	Link between Relief, Rehabilitation and Development
MAF	Mission Aviation Fellowship
MAG	Mines Advisory Group
MdM	Médecins du Monde (France)
MINURCAT	Mission des Nations Unies en République Centre-Africaine et au Tchad
MSF - Hollande	Médecins Sans Frontières Hollande
MSF- Belgique	Médecins Sans Frontières Belgique
MSF-F	Médecins Sans Frontières France
NCA	Norwegian Church Aid
OCHA	Bureau pour la Coordination des Affaires Humanitaires
OMS	Organisation Mondiale de la Santé
ONG	Organisation Non Gouvernementale
ONU	Organisations des Nations Unies
PAM	Programme Alimentaire Mondial
PNUD	Programme des Nations Unies pour le Développement
PU	Première Urgence
RCA	République Centre Africaine
SECADEV	Secours Catholique et Développement
SGBV	Violences sexuelles liées au genre
UNFPA	Fonds des Nations Unies pour la Population
UNHCR	Haut Commissariat des Nations Unies pour les Réfugiés
UNICEF	Fond des Nations Unies pour l'Enfance

WFP  
WHO

World Food programme – PAM  
World Health Organisation - OMS