

Eastern Chad and Darfur (Supplementary programme)

(1) Eastern Chad

Main objectives

UNHCR's main objectives in eastern Chad were to provide international protection and basic assistance to 210,000 Sudanese refugees in 12 camps in eastern Chad; ensure the civilian character of the camps and the physical security of refugees; ensure that sites are available to decongest overpopulated camps; monitor the protection needs of 25,000 Sudanese refugees spontaneously settled in villages along the Chad-Sudan border; facilitate the voluntary return of an estimated 3,000 to 5,000 Chadian refugees from West Darfur (Sudan); and strengthen partnerships with UN agencies.

Persons of concern

Please refer to the *Republic of Chad (Annual programme)* chapter.

Impact

- All refugees residing in camps had access to international protection and humanitarian assistance.
- Surveys were conducted to rationalize the use of natural resources in a hostile environment.
- Refugees living along the border were free to move to the camps and receive assistance.
- Some refugees remaining in Chadian villages were able to benefit from projects targeting the local population, including the distribution of seeds.
- To mitigate tensions between the host population and refugees, UNHCR encouraged the UN Country Team and the donor community to introduce projects of benefit to the local population.

Income and expenditure (USD)

Please refer to the *Republic of Chad (Annual programme)* chapter.

Working environment

The context

The last quarter of 2005 witnessed a steady deterioration in the security and political situation in Chad. There were large-scale military desertions from the Chadian

army culminating in a rebel attack on Adré in December, incursions by *Janjaweed* or other militia; and the creation or reactivation of militia in the North and South of Adré. As a consequence, a hitherto fairly stable situation became dangerous, causing serious population displacement and prompting some Sudanese refugees living along the border to join refugee camps. Movements of Chadian nationals into Sudan were also reported.

Humanitarian assistance was provided to the refugee population throughout the year: there was no alternative survival strategy apart from some limited crop production which helped supplement WFP food rations. The Government of Chad asked the international community for increased support to refugees and, above all, for increased attention to the needs of the host population affected by the consequences of the Darfur conflict.

Constraints

In addition to the poor physical environment (lack of groundwater and vegetation), socio-cultural barriers (unfamiliarity with the use of latrines and a reluctance to receive medical treatment at health centres) made it difficult to involve refugees in the implementation of these activities. With already scarce natural resources, the presence of refugees put additional pressure on the environment resulting in tensions with the host population. UNHCR continued to truck water at great expense to some refugee camps due to the lack of adequate water sources in the region.

The security situation prevented UNHCR and its partners from operating effectively in the region. Incidents such as mutiny by soldiers and vehicle hijackings led to a temporary relocation of staff from Guéréda and Iriba to Abéché.

Funding

The situation in Darfur and eastern Chad was better known and therefore better funded than the crisis in southern Chad. Nevertheless, decreased funding was observed for almost all UN agencies and NGOs in 2005. This affected the full implementation of projects and caused severe delays in the execution of a range of projects designed to benefit host communities. Budget cuts hampered the purchase of vital spare parts for trucks.

Achievements and impact

Protection and solutions

Sudanese refugees in Chad enjoyed protection in accordance with international standards and most lived in camps built on land provided by the Chadian Government. Asylum-seekers were received without discrimination and recognized on a *prima facie* basis. Refugee registration was carried out in all camps. There was no *refoulement* during the year. To ensure protection for refugees, UNHCR and its implementing partners deployed additional staff to eastern Chad. Each field office had at least one additional protection officer and a technical specialist on sexual and gender-based violence (SGBV) to bolster protection programming. UNHCR and NGO partners worked in close collaboration with the national refugee authority, CNAR. Protection training seminars were organized for the local authorities, security forces, UN and NGO staff. Security for refugees was reinforced with the assignment of *gendarmes* to each of the 12 refugee camps.

Activities and assistance

Community services: UNHCR benefited from the cooperation of experienced implementing partners. Furthermore, partners contributed their own matching funds or funds from bilateral donors to implement activities. Activities in 2005 focused on refugee participation and representation in management structures; understanding and responding to issues relating to children and youth; issues specific to women including discrimination, harmful traditional practices, gender awareness and gender-based violence; vocational training and skills development; recreational activities; mental health and psychological counselling; and capacity building of community services staff. In view of the trauma experienced by most refugees, and the prevailing frictions in refugee camps and host communities, peace education was introduced in all camps. The continued presence of refugees placed a strain on the relationship between refugees and local populations. It sparked tensions, which resulted in attacks on refugee women gathering firewood and disputes over livestock theft and the sharing of grazing and agricultural lands. In response, sensitization campaigns were conducted for local populations, assistance was provided through quick-impact projects and collection of firewood was organized in such a way as to direct refugees to specific areas to reduce conflict with the local population.

Crop production: Seeds and agricultural tools were distributed to refugees. Home gardening allowed women to supplement the food rations distributed by WFP. However, this was not enough to ensure self-sufficiency.

Domestic needs and household support: UNHCR ensured the timely delivery of basic non-food items to refugees. Numerous NGOs and foundations also provided non-food items for the operation.

Education: UNICEF was primarily responsible for primary education in the camps. Together with UNHCR, efforts were made to increase school enrolment. In 2005, over 45,000 boys and girls were enrolled in primary school, and education activities were also made available to children of the host population. Vocational training, life skills and recreational activities were organized for refugees and local youth in the absence of secondary education. Negotiations continued with the Sudanese education authorities on the accreditation of the grade-eight examination for the transition from primary to secondary education.

Food: Food security remained precarious, with refugees almost entirely dependent on the WFP food basket. The overall food basket stood at an average of 2,060 kilocalories per person per day. Mechanisms were put in place to monitor the distribution of food supplies and subsequent consumption. Surveys indicated that refugees bartered one-third of the cereal grains received in exchange for milling of the other two-thirds. They also sold part of their rations to purchase spices. In an effort to redress this situation, WFP ordered manual mills.

Women were heavily involved in the distribution and management of food assistance. They accounted for more than 84 per cent of refugees who reported for food collection and 90 per cent of the distribution agents. A local joint food assessment mission in October 2005 recommended a joint evaluation of food distribution partners during the first quarter of 2006 to ensure that the supplementary feeding programme is fully implemented in mother and child health activities in all camps. Biannual nutritional surveys in all camps were also recommended.

Forestry: The environment and forestry were major problems in eastern Chad in 2005. UNHCR prioritized environmental issues and set up a plan for its partners to reduce and counterbalance the impact of refugees on the environment. At UNHCR's request, the Centre for Cooperation in Agricultural and Developmental Research of Montpellier in France proposed relevant recommendations and indicators for an efficient follow-up of environmental issues. Kerosene stoves and Save80 stoves were distributed to refugees as firewood was scarce. Firewood collections were organized to avoid exposing women to the risk of violence when walking unaccompanied in search of firewood. Tree nurseries were set up in every camp except for Oure Cassoni, Gaga and Am Nabak, where the environment is very harsh and water is scarce, and more than 210,000 seedlings were planted.

Health and nutrition: In 2005, global acute malnutrition was considerably less widespread than in 2004. Nevertheless, acute malnutrition rates were above standard thresholds in Am Nabak and Oure Cassoni camps. Cultural factors, in particular a preference for traditional healing, were partially responsible for this. Measures taken to reduce malnutrition included regular monitoring of nutritional status, an adequate general food ration, the promotion of appropriate infant feeding practices and related public health measures.

Diarrhoea, malnutrition, acute respiratory infections and neo-natal tetanus were the major causes of mortality. Poor hygiene was responsible for complications and increased mortality. Immunization coverage against measles reached 95 per cent of children aged 6 to 15 years in all camps. A meningitis vaccination campaign was organized in the camps of Bredjing, Treguine and Farchana in response to an outbreak of the disease in the area. Malaria control activities included indoor spraying, distribution of mosquito nets and medication.

Income generation: Seed funds were made available for small-scale businesses. Skills training, such as tailoring, handicraft and soap-making, was conducted for selected homogeneous groups and the basic raw materials were provided.

Legal assistance: A total of 210,000 refugees were registered and issued with attestations of registration. The deployment of 180 *gendarmes* to camps (including female *gendarmes*) improved law and order.

Livestock: Many refugees arrived in Chad with their cattle. For health and water protection, UNHCR and its partners, together with the local livestock authority, carried out vaccination campaigns and prepared maps on the presence and movement of herds belonging to refugees and the local population.

Operational support (to agencies): UNHCR worked in close collaboration with 25 NGOs. Partners were given access to internet facilities, as well as to UN flights run by the United Nations Humanitarian Air Service (UNHAS) and other chartered aircraft. Coordination meetings were held every week with all partners at N'Djamena and field offices.

Sanitation: Some 13,600 family latrines were built in 12 camps. Impregnated mosquito nets were distributed to refugees and the local population, and indoor spraying of refugee tents and latrines with insecticides was undertaken. The efforts were backed up by hygiene promotion campaigns.

Shelter and infrastructure: A refugee camp was set up in Gaga to relieve congestion in the Bredjing and

Farchana camps. A number of refugees from the border areas and new arrivals from Sudan also went to the Gaga camp. Community infrastructure as well as offices for UNHCR, CNAR and *gendarmes* in charge of camp security were built. In the last quarter of 2005, the map of each camp was updated and Global Positioning System (GPS) points were determined, paving the way for further site planning.

Transport and logistics: UNHCR's fleet comprised 219 light vehicles (57 for administration and 162 project vehicles) and 52 cargo trucks, 15 trailers and 15 tankers (eight of the tankers carried petrol and another seven carried water). Vehicle maintenance services were provided in Abéché.

The transfer of some 4,000 refugees and their belongings was organized from Adré, Farchana, Treguine, Bredjing and Goz Beïda to Gaga. Up to 12,700 cubic metres of potable water were also trucked from the same camps to Gaga for use during the transfer of refugees. An aircraft was chartered by UNHCR to ease the movement of humanitarian staff between Abéché and different field offices in the East of Chad that were difficult to access by road. A donor and UNHAS operated two air charter services between N'Djamena and Abéché, while WFP contracted a field-based aircraft in eastern Chad which was also used by UNHCR.

Water: Providing the recommended 20 litres of drinking water to each refugee in the region was a challenge as there was very little available surface water in eastern Chad. Efforts to ensure an adequate supply of water in the refugee camps necessitated the use of expensive, unsustainable alternatives such as trucking water. Satellite technology was used and hydrogeological surveys were undertaken to explore the availability and sustainable use of groundwater. In seven camps the water supply standard was met, while only 10 to 14 litres per person per day were made available in the other camps.

Organization and implementation

Management

In 2005, the total number of staff supporting the operation in eastern Chad was 50 internationals, 146 nationals, 26 UNVs and Surge deployees and six consultants in eight offices. The management challenge in 2005 was to finalize the recruitment of permanent staff to replace those on temporary assistance assignments at all field offices. Because of the deteriorating security situation and the hardship in the region, there were very few internal applicants and therefore external candidates were recruited. Lack of appropriate education and skills was a major constraint in recruiting local staff. The

working and living conditions of UNHCR staff and implementing partners were improved substantially after guest houses were built in Abéché and at other duty stations.

Working with others

All UN agencies increased their presence during 2005 and FAO and UNFPA opened offices in Abéché. Efforts were made to bring more development agencies to eastern Chad to meet the developmental needs of the host population. UNHCR collaborated closely with local, regional and central authorities on protection issues. Coordination mechanisms were put in place, including weekly coordination and periodic security management meetings at field office and representation level. Inter-country cross-border meetings were also held with UNHCR field offices in El Geneina, El Fasher and Nyala (all in Darfur, Sudan) for the purposes of joint planning and exchanging information.

Overall assessment

The 2005 operation in eastern Chad remained stable despite the harsh operating conditions and uncertainty in Darfur. Protection and security were provided to refugees and no cases of *refoulement* were reported. The operation was well coordinated with other UN and international organizations including WFP, UNICEF, WHO and FAO. UNHCR successfully organized registration exercises in the camps, resulting in an accurate determination of the beneficiary groups and targeted humanitarian assistance. UNHCR launched the age, gender and diversity mainstreaming campaign to improve the delivery of assistance and protection to refugees. Relations between the refugee and host communities were bolstered by quick-impact projects for host communities coupled with the setting up of joint committees and in-depth discussions with all parties. The deteriorating security situation towards the end of the year prevented any detailed work on an exit strategy, which must be predicated on the cessation of violence and the establishment of peace in Sudan.

Offices

Abéché
Adré
Bahai
Farchana
Goz Beïda
Guéréda
Iriba
Koukou Angarana

Partners

Government agencies

Commission nationale d'accueil et de réinsertion des réfugiés
Ministère de l'Administration du Territoire

NGOs

Action Contre la Faim
Action for Greening Sahel-Japan
Africa Humanitarian Action
Africare
Agence d'aide à la coopération technique et au développement
Association pour le développement d'Adré
Association tchadienne pour les actions humanitaires et sociales
Bundesanstalt Technisches Hilfswerk
Bureau Consult International
CARE International
Centre de coopération internationale en recherche agronomique pour le développement
Christian Outreach Relief Development
Cooperazione Internazionale
Coordination régionale des projets populations hôtes
Croix rouge tchadienne
Hebrew Immigrant Aid Society
Institut africain pour le développement économique et social
International Medical Corps
International Relief and Development
International Rescue Committee
INTERNEWS
INTERSOS
Médecins sans Frontières (NL, BEL, FRA)
Norwegian Church Aid
OXFAM Intermon
OXFAM UK
Première Urgence
Secours catholique de développement villageois
World Vision

Others

Deutsche Gesellschaft für Technische Zusammenarbeit
FAO
ILO
International Federation of Red Cross and Red Crescent Societies
UNAIDS
UNFPA
UNICEF
UNV
WFP
WHO

Financial report (USD)

Please refer to the *Republic of Chad (Annual programme)* chapter.

(2) Darfur

Main objectives

UNHCR's main objectives in Darfur were to support the establishment of a protection environment conducive to the voluntary and sustainable return of internally displaced persons (IDPs); provide protection and humanitarian assistance to Chadian refugees, IDPs and returnees; and facilitate the voluntary return of 3,700 Chadian refugees in safety and dignity.

Persons of concern

Please refer to the *Sudan (Annual programme)* chapter.

Impact

- In 2005, UNHCR expanded its protection coverage and gained access to remote areas of displacement and return by opening two new offices in Zalingei and Mukjar. As a result, more than 150 missions were conducted to carry out protection activities and interventions increased.
- UNHCR provided leadership and inputs to the Protection Working Groups in El Geneina (the capital of West Darfur), Zalingei and Mukjar and supported protection initiatives in other areas in Darfur. UNHCR also set up Return Working Groups in El Geneina, Zalingei and Mukjar.
- UNHCR coordinated with relevant government bodies at various levels in West Darfur to ensure complete understanding on return-related issues. As a result, no forced or involuntary return took place during 2005.
- Eleven new women's centres were established, making a total of 34 centres in West Darfur in various settlements and villages of origin. The centres supported female IDPs and survivors of sexual and gender-based violence (SGBV), providing counselling and medical support, training in literacy, handicrafts and making fuel-efficient stoves.
- UNHCR helped some 20,000 IDPs who had returned home spontaneously in West Darfur, with the aim of making their return sustainable. This entailed community-based reintegration projects (CBRPs) focusing on water, education and health in 125 villages.

Income and expenditure (USD)

Please refer to the *Sudan (Annual programme)* chapter.

Working environment

The context

In early 2005, the mood in Darfur changed significantly. Although insecurity and SGBV remained major concerns

for UNHCR, there was a sense of optimism at the beginning of the year when an estimated 20,000 people returned spontaneously to their villages from the Chadian border area and from IDP camps within Darfur. Positive developments, such as an increase in land under cultivation, helped to motivate local authorities to create reconciliation committees and commissions for migratory routes. Although the overall conditions were not conducive to any large-scale return of IDPs or refugees, UNHCR identified a series of community-based reintegration projects in the water, health and education sectors to help sustain these spontaneous returns. A peace agreement in Abuja was expected but not concluded.

The situation in Darfur deteriorated drastically in September 2005 with the attack on the Aro Sharo IDP camp, leaving 34 IDPs and villagers dead. This attack was followed by numerous other security incidents. Civilians were increasingly harassed both in the villages and camps and attacks on humanitarian convoys became common. Widespread destruction of crops and livelihoods as well as repeated human rights violations were reported. At the same time, the Sudan-Chad border areas became increasingly insecure with the escalation of tensions between armed elements on both sides operating with impunity. Access to a large part of West Darfur was restricted due to the security situation.

Constraints

Security and access were major constraints for UNHCR in 2005, particularly during the last quarter of the year when the security situation deteriorated seriously. A ceasefire signed in April 2004 and two peace protocols in November 2004 were not observed. Although the African Union (AU) deployed over 7,000 troops to the region, the crisis continued unabated and the situation remained volatile. The six roads connecting El Geneina to other major areas in West Darfur became inaccessible for UN personnel. The consequent limitation of direct contact with beneficiaries hindered UNHCR's interventions and assistance.

Long distances and difficult road conditions, particularly during the rainy season, made some areas completely inaccessible and affected programme delivery in the region. In order to mitigate these constraints, UNHCR decided, in February 2005, to open seven new field offices in selected strategic locations in West Darfur. The objective was to expand UNHCR's protection coverage and ensure a UN presence by maintaining access to remote areas of displacement and return. However, due to limited funding in the early part of the year and lack of security later in the year, only two field offices were opened, in Zalingei in January and in Mukjar in August.



UNHCR protection staff talk to displaced men who are concerned about the area they have been allocated for shelter. *UNHCR / K. McKinsey*

Activities and assistance

Community services: UNHCR established 11 women's centres in addition to the 23 built in 2004 to address the specific needs of SGBV survivors. The centres enabled women not only to access medical care and counselling but also to share their concerns and jointly seek solutions to problems. Capacity-building activities for women comprised literacy classes and skills training, bakery and mat-making courses. Eleven youth centres were established for IDP youth in camps and sports activities such as football and volleyball were organized.

Funding

The Darfur operation was not funded as hoped in 2005. Contributions were received late (the majority arrived after August) and covered only 53 per cent of the total budget. As a result, provision of assistance through partner agencies was delayed. When funds were eventually available, crucial life-saving assistance had to be suspended when the security situation deteriorated in September. Most of the implementing partners did not reach the intended beneficiaries as a result. UNHCR was also compelled to delay the opening of the seven new offices for security reasons and only two were opened. UNHCR was thus only able to expand its presence in the region to a limited extent to reach only some IDPs in remote areas.

Achievements and impact

Protection and solutions

UNHCR played a significant coordination role by chairing the Protection Working Groups in El Geneina, Zalingei and Mukjar, promoting the exchange of information and strengthening the protection capacity of agencies working in West Darfur. UNHCR also initiated Return Working Groups in the three locations to address issues of forced relocation and violations that could impede the return process.

SGBV remained one of the major protection concerns for women in Darfur. Where feasible, UNHCR coordinated with the AU patrols to escort IDP women collecting firewood and thereby protect them from sexual abuse and violence.

Domestic needs and household support: UNHCR distributed non-food items (plastic sheeting, sleeping mats, sanitary materials, jerry cans, kitchen sets, blankets, soap and buckets) to IDP communities in West Darfur through the UN Joint Logistics Cell using various implementing and operational partners.

Education: In close partnership with the local population, the Ministry of Education and NGOs, UNHCR rehabilitated 28 schools in returnee villages. Communities were asked to contribute gravel, sand, wood and straw, as well as to volunteer their labour. Schools were supplied with teaching and learning materials from UNICEF. Volunteer teachers were identified among the local population and parent-teacher associations formed to support them and maintain the schools.

Food: As the voluntary repatriation of Chadian refugees did not take place owing to the deteriorating political situation in Chad, "ready to eat" meals to be provided during repatriation were not distributed.

Health and nutrition: UNHCR worked closely with NGOs and the Ministry of Health to identify and assess health structures in need of rehabilitation. Health and sanitation education programmes were conducted for schoolchildren in the 28 rehabilitated schools.

Legal assistance: UNHCR provided legal assistance to IDPs and engaged lawyers for court representation. Counselling and legal advice were also provided to 137 people (65 accusation and 72 defence cases).

Operational support (to agencies): UNHCR partially covered the administrative costs of implementing partners. Support was provided in the form of payment of staff costs, maintenance and repair of vehicles and other

equipment, insurance of vehicles, rental of premises, communication equipment, utilities and office supplies.

Shelter and infrastructure: UNHCR constructed 11 new women's centres, 11 youth centres and rehabilitated 28 schools.

Transport and logistics: As Chadian refugees did not repatriate in 2005, no transportation expenses were incurred. Funds were used mainly to purchase fuel to enable implementing partners to move around and within West Darfur.

Water and sanitation: Without exception, villagers cited lack of water as the most pressing concern in areas of origin. As part of the community-based reintegration projects and in partnership with NGOs and the local inhabitants, UNHCR rehabilitated 30 water points. In every village, water committees were trained in pump maintenance and repair and were provided with a tool kit, including spare parts.

Organization and implementation

Management

Of the seven field offices planned during the year, only two were opened. By the end of 2005, four offices were operational in Darfur: three in West Darfur and one in South Darfur, supported by 39 international staff, including UNVs and secondees, and 52 national staff.

Working with others

UNHCR implemented activities in close collaboration and cooperation with the Government of Sudan, local and international NGOs, IOM and ICRC, as well as UN agencies and the UN Mission in Sudan (UNMIS). In 2005, UNHCR worked with 11 implementing partners: two national NGOs, eight international NGOs and one Government agency.

Overall assessment

Despite the challenging environment, activities and interventions to enhance the protection of IDPs were increased throughout 2005. However, the deterioration of the security situation has significantly affected the operation by reducing UNHCR's ability to expand its presence in remote areas of West Darfur.

The community-based reintegration projects, although implemented on a small scale, improved the living conditions of returnees. The projects helped to rebuild their

confidence despite the difficult situation in the areas of return.

The repatriation of Chadian refugees did not take place as planned due to the deterioration of the political situation in Chad. Military build-up on both sides of the Chad-Sudan border increased the risk of open conflict, prompting UNHCR to review its contingency plan for a possible massive influx of Chadian asylum-seekers and the possible return of Sudanese refugees from Chad.

Offices

Khartoum

El Geneina
Mukjar
Nyala
Zalingei

Partners

Government agencies

Commissioner for Refugees
Humanitarian Aid Commission

NGOs

Danish Refugee Council
International Rescue Committee
INTEROS
Islamic African Relief Agency
Save the Children Spain
Save the Children USA
Tear fund
Triangle
World Vision

Others

African Union
International Committee of the Red Cross
OCHA
OHCHR
UN Mission in Sudan
UNFPA
UNICEF
United Nations Joint Logistics Cell
WFP
WHO

Financial Report (USD)

Please refer to the *Sudan (Annual programme)* chapter.