



Supplementary Appeal

Protection and assistance to internally
displaced persons in Chad

February 2007



Executive summary

The current internal displacement crisis in south-eastern Chad has its roots in ethnically motivated attacks on villages which began in 2005. Until mid-2006, it was commonly believed that those responsible for these attacks were *Janjaweed* militias, allegedly originating from Sudan, but field reports later began to indicate that the conflicts were mostly between various communities in eastern Chad.

Inter-ethnic fighting is not a new phenomenon in Chadian society. Historically, conflicts over access to natural resources, especially water and grazing land, have at times turned violent. Since ethnicity tends to be directly linked to livelihood strategies requiring the use of the same scarce resources, these resource-related conflicts have often had an ethnic aspect as well. They appear to follow the pattern observed earlier in Darfur, with nomadic pastoralist militias on horsebacks and camels attacking agriculturalist villages of different ethnic origin, burning villages and killing the inhabitants.

The magnitude of the internal displacement in eastern Chad was formally recognized by the UN Country Team in early 2006, after inter-agency assessment missions concluded that internally displaced people were in dire need of assistance and protection. In spite of attempts by the Chadian army to bring the escalating violence in the region under control, the security situation deteriorated throughout the year. The number of displaced people steadily increased, and at the time of writing (February 2007), an estimated 112,000 to 120,000 Chadians had been forced to flee their homes and had settled in the departments of Assoungba, Bahr Azoum, Dar Sila, Dar Tama and Ouara. Nonetheless, the real extent of the displacement in south-eastern Chad is difficult to estimate accurately as many

displaced families have fully integrated in host villages and cannot easily be differentiated from the local population.

While the inter-agency “cluster approach”, as outlined in the conclusions of the Humanitarian Reform Review of 2005, has not yet been officially adopted in Chad, coordination mechanisms in eastern Chad are modelled on it. UNHCR leads the clusters relating to protection, emergency shelter and site management. As cluster lead, UNHCR’s objective is to ensure a coordinated and effective response to internal displacement, drawing on the resources of all agencies and actors. With its own resources, the Office will work towards providing adequate shelter and essential non-food items to all IDPs. It further hopes to prevent new displacement by promoting protection and community-based responses in IDP settlements. In addition, UNHCR will monitor the conditions in the communities of origin and ensure that return takes place in a safe, dignified and voluntary manner.

The volatile security situation in the region represents a major obstacle to UNHCR and its partners’ interventions for IDPs, who are scattered over large areas and mostly live in villages. This puts a strain on the resources of host communities and makes it difficult for humanitarian actors to reach them. Protection staff will need to be deployed in a rapid manner and in large numbers to ensure the IDPs’ safety and well-being. Return will not be possible and sustainable unless the security situation improves and inter-ethnic tensions are resolved. UNHCR does not anticipate any breakthrough in the conflict in the near future and is thus preparing itself for further displacement.

Programme at a glance

Title	Protection and assistance to internally displaced persons in Chad
Beneficiaries	Up to 150,000 IDPs
Time frame	1 January 2007 - 31 December 2007
Total requirements	USD 6,211,494

Cover photo: Internally displaced women and children who newly arrived in Habile IDP site. *UNHCR/H. Caux*

Working environment

The context

In 2005 the situation in the Darfur region of western Sudan worsened, with Chadian villages along the border having been targeted by armed bandits generally described as Sudanese *Janjaweed*, as well as by Chadian militias. Such attacks were recurrent in the area, but intensified with the killing of some 40 civilians in Modyna in September 2005 and the attack by Chadian rebel forces on Adré in December 2005, during which almost all Chadian forces in the area concentrated in and around the town, leaving residents of many surrounding villages caught in the conflict without any sort of protection. A new wave of inter-communal fighting occurred from February to April 2006, provoking the displacement of thousands of people who found refuge near Goz Beïda and settled in Gouroukoum site.

Continued insecurity in eastern Chad has resulted in the internal displacement of between 112,000 and 120,000 people, while over 20,000 have fled to Sudan. Despite the increased attention given by the Chadian authorities to the IDPs and to the violence that caused their flight, attacks continue to happen. In November 2006, a two-week long series of attacks on some 50 villages left over 250 people dead, at least 30 villages destroyed and 25,000 people newly displaced.

A month later, another wave of attacks on villages in Kou Kou - Angarana by Chadian militias was carried out leaving 30 people dead, including four Sudanese refugees from Goz Amir camp who were tending to their crops in the nearby fields. These attacks led to new displacement towards Goz Amir refugee camp. IDPs who had settled in Habile site have also moved towards Kou Kou - Angarana as fighting occurred close to Habile.

Different solutions are being explored involving all concerned parties (e.g. IDPs, refugees, the local

population and authorities and partner organizations), but the reconciliation efforts between pastoralist and agriculturalist populations promoted by the authorities and traditional leaders have not yet had the desired results. Furthermore, to compound the situation, the presence of Sudanese rebels in the refugee zones and in the refugee camps continues and their recruitment activities are compromising the civilian character of the camps.

The arrival of large numbers of IDPs in host villages has created tensions related to the increased pressure on scarce resources. Cultivable land and water resources are particularly scarce. The Government remains opposed to the creation of IDP camps, but has recently agreed to transfer some of the displaced to existing IDP settlements, so as to ease the burden on host villages and facilitate the protection and delivery of assistance.

The local authorities do not have adequate capacity and resources and need the support of humanitarian actors. However, due to the security situation, agencies are operating in very difficult conditions and have only limited access to IDPs. Many agencies had to evacuate staff on from the region on several occasions. In addition, the rainy season (from May to October) renders travel in the region difficult as many roads are not practicable during the period.

Since early 2006, local authorities together with UN agencies and NGOs have closely and continuously monitored developments in the situation of IDPs. The UN has decided to support IDPs through a joint approach modelled on the "cluster approach". UNHCR has taken on the leadership of the Protection, Emergency Shelter and Site Management (which includes transport and distribution of non-food items) clusters. UNHCR also participates as a member in the Logistics and Agriculture clusters.



Chadian boys in front of their destroyed homes in Aradif village, which was attacked in December 2006. *UNHCR/H. Caux*

The needs

Since the beginning of the displacement crisis in Chad in 2005, UNHCR has undertaken several protection monitoring missions to the south-east of the country, and participated in four inter-agency assessment missions to determine the extent of the displacement and the needs of the displaced populations. These missions confirmed that the number of IDPs was rapidly growing and that the displaced were in dire need of protection and assistance. IDPs often arrive in host communities with few belongings and lack the resources to build adequate shelters. Many do not have access to land for cultivation and thus cannot provide for their families' needs. Access to safe drinking water also is a problem, as villages have few functioning wells. Schools and health centres in host areas are equally overwhelmed by the increased demand for services. Moreover, several of the displaced, including children, have lost their relatives during their flight, and are thus even more vulnerable.

Main objectives

Overall cluster objectives:

- Strengthen in-country coordination by ensuring the effective functioning of the Humanitarian Coordination Secretariat and the clusters.
- Ensure the development of a comprehensive strategy to address IDPs' needs and link it to

the overall country humanitarian strategy.

UNHCR's objectives:

- Support and build the capacity of local authorities to provide protection and security to their own citizens, whether displaced or not, in full respect of international law and conventions as well as national legislation.
- Build the capacity of authorities for the assessment and planning of shelter.
- Prevent further displacement.
- Promote the safe return of IDPs to their place of origin when security permits and ensure that their rights are respected.
- Promote community-based responses for the protection of IDPs with special needs (minorities, children, single-headed households, etc.).
- Provide the necessary material support to IDPs so as to allow them to settle with a minimum standard of living.
- Build the capacities of authorities for the assessment and planning of shelter.
- Ensure coordination with the United Nations, NGOs, and the Government of Chad in the context of the "cluster approach" on IDPs.
- Ensure links with clusters not led by UNHCR, in particular on the cross-cutting issues such as environment, age gender and diversity, human rights and HIV/AIDS.

Planning figures

Type of population	January 2007		December 2007	
	Total in country	To be assisted by UNHCR*	Total in country	To be assisted by UNHCR*
IDPs	120,000	45,000	150,000	75,000
Total	120,000	45,000	150,000	75,000

* The number of "assisted" IDPs includes those to whom UNHCR has access and who receive material assistance.

Currently the IDPs are located in the following seven zones:

- Zone 1: Adré, Borota, Alacha, Goungour (Assoungouha administrative department).
- Zone 2: Adé, Koloy (Dar Sila administrative department).
- Zone 3: Daguessa, Dogdore, Tur, Tiero, Marena (Dar Sila administrative department).
- Zone 4: Goz Beïda, Kou Kou - Angarana (Dar Sila administrative department).
- Zone 5: Am Timan area (Bahr Azoum administrative department).
- Zone 6: Guereda area (Dar Tama administrative department)
- Zone 7: Gaga area (Ouara administrative department)



Displaced women walk back to a site near Goz Amir refugee camp after retrieving belongings they could salvage from their attacked village. *UNHCR / M. Conway*

Strategy and activities

The strategy to address the internal displacement situation takes into account the need to prevent new displacements; support to national structures in their response to immediate essential needs such as health and nutrition, water and sanitation, education and farming activities; and support to return and reintegration in safety and with dignity. Under an approach modelled on the "cluster approach", UNHCR was assigned by the UN Country Team the leadership of the Protection,

Emergency Shelter and Site Management clusters. In addition, UNHCR will play a limited role in the Agriculture and Logistics clusters. In line with the views of Chadian authorities, UNHCR will assist IDPs in the areas where they are currently living (villages and settlements) to avoid the creation of IDP camps that could act as a pull factor.

Protection

UNHCR continues to work closely with partners operating in the sites around Goz Beïda and in

Habile to ensure that a consistent approach to meeting IDPs' needs is adhered to and that protection issues are brought to the attention of UNHCR and adequately addressed. Dissemination of the "Guiding Principles on Internal Displacement" among all actors will continue. This includes training sessions on the Guiding Principles for local authorities, NGO partners and UN staff.

A pilot family tracing programme was started in Gouroukoum site, Goz Beïda area, with a view to putting families in touch with their relatives in Um Shalaya refugee camp in Darfur, Sudan. Tracing will be extended to other IDPs sites if the agency secures access to parts of West Darfur where the majority of messages are to be delivered. The ICRC is developing mandated activities regarding the reestablishment of family links. The above-mentioned pilot family tracing programme will not be duplicated. Both agencies will work in close coordination.

Emergency Shelter

To meet shelter needs, plastic sheeting was distributed to newly displaced people in May and June 2006. Additional plastic sheeting will be distributed according to need. In both Assoungha and Dar Sila administrative departments, irrespective of whether IDPs have settled on pre-selected sites or have been dispersed in villages, they for the most part constructed their own basic shelters with local materials. UNHCR provided assistance to ensure their protection from the elements. These activities will continue in 2007.

Site Management

This cluster includes not only management of IDP sites, but also transport, logistics and the distribution of non-food items. UNHCR's role as Site Management Cluster lead is most prevalent at the local level, where decisions are made with the local authorities concerning the attribution of new sites and the allocation of agricultural lands. Site coordination issues are dealt with at coordination meetings held at field level. As regards site management, IDPs have formed committees comprised of village leaders as well as separate women and youth committees in some instances. The IDPs in Habile site have also formed security patrols and requested support from UNHCR in the form of badges, flashlights and other equipment. Habile is the only IDP site where such patrols have been carried out by IDPs.

On logistics, UNHCR and WFP will continue to provide support to the local authorities as they lack vehicles to access IDPs. Some trucks have been lent by UNHCR for distributions of non-food items and plastic sheeting. During the rainy season, when road access to some IDP settlements was cut off, UNHCR introduced flights from Abéché to facilitate access for partners operating in the area. This will continue in 2007.

Agency Operational Support

In order to help its four implementing partners in their day-to-day running of operations, UNHCR will support them with the procurement of office supplies and equipment, vehicles and telecommunications equipment, as well as with training for their staff in programme management.

As Gouroukoum IDP site does not have any medical facilities, many families come to the health centre in nearby Djabal refugee camp for help.
UNHCR/H. Caux.



Protection activities to be carried out in 2007	Key targets
<ul style="list-style-type: none"> • Assessment of the protection needs of IDPs. 	<ul style="list-style-type: none"> • Three to five UNHCR visits per week to IDP settlements.
<ul style="list-style-type: none"> • Monitoring of the incidence of sexual and gender-based violence. 	<ul style="list-style-type: none"> • 100 per cent of reported cases of sexual violence are reported and followed up.
<ul style="list-style-type: none"> • Training of local authorities on the “Guiding Principles on Internal Displacement”. 	<ul style="list-style-type: none"> • Seven to ten training workshops are conducted by UNHCR for 50 participants during 2007 to enable authorities to get familiarized with the Guiding Principles and boost their capacity to protect IDPs.
<ul style="list-style-type: none"> • Profiling of IDPs in sites. 	<ul style="list-style-type: none"> • All IDPs are profiled in 2007.
<ul style="list-style-type: none"> • Monitoring of IDPs’ villages of return. 	<ul style="list-style-type: none"> • 150 villages where IDPs are to return are monitored by UNHCR and IDPs have information on conditions in their areas of origin.
<ul style="list-style-type: none"> • Transferring IDPs from spontaneous settlements to agreed sites. 	<ul style="list-style-type: none"> • 15,000 to 20,000 IDPs are transferred to the agreed IDP settlement sites.

Emergency shelter activities to be carried out in 2007	Key targets
<ul style="list-style-type: none"> • Timely construction and maintenance of shelters. 	<ul style="list-style-type: none"> • 90 per cent of IDP households have access to adequate shelter.
<ul style="list-style-type: none"> • Building or maintenance of community structures and common sites. 	<ul style="list-style-type: none"> • 100 per cent of the planned community structures are constructed in time.
<ul style="list-style-type: none"> • Procurement of non-food items. 	<ul style="list-style-type: none"> • 100 per cent of the planned items are procured.
<ul style="list-style-type: none"> • Development of joint operational guidelines and standards for distribution, joint monitoring and evaluation. 	<ul style="list-style-type: none"> • All implementing partners, local authorities and UNHCR staff are trained on the guidelines.

Site management activities to be carried out in 2007	Key targets
<ul style="list-style-type: none"> • Provision of adequate number of vehicles for transport and means of operations. 	<ul style="list-style-type: none"> • 100 per cent of the planned number of vehicles are made available. Operations run smoothly and without delays.
<ul style="list-style-type: none"> • Transportation, warehousing, and distribution of non-food items and project supplies. 	<ul style="list-style-type: none"> • 100 per cent of procured relief items are transported from N'Djamena to the IDP sites. • 100 per cent of procured items are stored in good condition and distributed to IDPs according to UNHCR standards.
<ul style="list-style-type: none"> • Operate an air charter services to the main IDPs areas for adequate movement of humanitarian personnel. 	<ul style="list-style-type: none"> • 75 per cent of humanitarian personnel are able to access IDP settlements without delay.

Impact

UNHCR expects that through its activities, as well as those of its partners, the basic needs of IDPs will be covered and that their rights will be protected. To this aim, the Office will contribute to policy formulation and will collaborate with the relevant authorities. Its training and awareness-raising programmes will result in an increased involvement of authorities and communities in the protection of IDPs, including in areas of return.

Through shelter and site management interventions, UNHCR and partners will improve infrastructure and living conditions in the existing IDP settlements.

Challenges

The deteriorating security caused by the presence of armed rebel groups and militias and the worsening inter-ethnic rivalry is making the access to populations of concern very difficult. The lack of practicable roads during the rainy season and the remoteness of some areas where the displaced have settled also make the transport of personnel and provision of humanitarian assistance logistically complicated. As few humanitarian actors have staff or offices in areas of displacement, it is hard to ensure presence as a means of protection from violence. These challenges are exacerbated by the fact that most IDPs live scattered in villages rather than in settlements and that their numbers keep on increasing. The local authorities only have limited resources and capacity to deal with the enormous needs of displaced populations. Thus, it is crucial to better coordinate and harmonize the strategies of different partners and to share information among them.

Organization and implementation

UNHCR's presence

	Supplementary Programme	Annual Programme*
Number of offices	0	10
Total staff	11	292
International	2	58
National	9	204
JPOs	0	2
UNVs	0	27
Deployees	0	1

* Some staff financed through the Annual Programme budget are also partially involved in IDP protection and assistance activities as described in this Supplementary Appeal.

Coordination

The Sub-Office in Abéché and Field Offices in eastern Chad are responsible for the effective planning and implementation of activities under UNHCR's purview as cluster lead, supported by local government authorities and implementing partners.

UNHCR carries out distribution of the non-food items, monitors the IDP situation in the area of

Goz Beïda and implements site management activities in cooperation with INTERSOS. In Dar Assounga, UNHCR is monitoring the situation and distributing goods and non food supplies through its implementing partner *Première Urgence* (PU). In Kou Kou - Angarana area, UNHCR is carrying out the same activities with the help of *Action contre la faim* (ACF) France. These activities complement those undertaken by UNICEF. Logistics assistance to the project in terms of transport, warehousing, fuel

management, commodity handling and mechanical workshop services for the fleet of vehicles will be provided by UNHCR through the *Gesellschaft für Technische Zusammenarbeit* (GTZ). UNHCR will also support the work of local human rights NGOs operating under the umbrella of OXFAM.

The coordination of emergency IDP operations is undertaken at different levels: in south-eastern Chad it has been done in Abéché and in the main concentration points where IDPs are located (Goz Beïda and Kou Kou - Angarana in Dar Sila and Farchana in Assounga). This field-delegated coordination set-up functions well and it seems that all actors want to continue it, at least until it is formally decided to institute the inter-agency “cluster approach”.

The sectoral groups established for the refugee programme (such as protection, shelter, health, water/sanitation, environment, etc.) have been extended to the IDP emergency. On protection, UNHCR is dealing mainly with the monitoring of different villages and data collection through interviews with IDPs. The Office coordinates closely with UNICEF on protection issues related to children. UNHCR also coordinates activities bilaterally with ICRC and *Médecins sans frontières* Netherlands (MSF-H) that have a presence in areas along the border. Inter-agency missions are carried out by UN agencies and partners whenever security permits.

In addition, in clusters where UNHCR does not assume a direct responsibility, the Office closely

coordinates activities and exchanges information with the relevant cluster leads. These include nutrition and food security (WFP and FAO); health (UNICEF and its partners); water and sanitation (UNICEF and partners); and education (UNICEF).

Partners

Implementing partners

Government: *Commission Nationale d’Accueil et de Réinsertion* (CNAR).

NGOs: INTERSOS, *Première Urgence* (PU), *Action contre la faim France*.

Others: *Gesellschaft für Technische Zusammenarbeit* (GTZ).

Operational partners

Government: Local authorities.

NGOs: Local human rights NGOs, *Médecins sans frontières* (MSF) Netherlands and France, OXFAM.

Others: FAO, OCHA, UNDSS, UNFPA, UNICEF, WFP, WHO.

Clusters led by UNHCR and partners working in the UNHCR-led clusters

Protection Cluster: UNICEF, MSF-F, MSF-H, INTERSOS, PU, ACF-F, OXFAM and other local human rights NGOs.

Emergency Shelter: UNICEF, MSF-H, MSF-F, PU, INTERSOS, GTZ.



Newly displaced people from Bakinia village on the outskirts of Goz Beïda town. UNHCR will distribute food rations, plastic sheeting and mattresses to them. *UNHCR/ H. Caux*

Total requirements (in USD)

Chad IDP Supplementary Programme 2007	
Sectors	Total
Protection, monitoring, and coordination	1,005,135
Transport/ Logistics	1,200,000
Domestic needs/ Household support	1,050,000
Shelter / Other Infrastructure	900,000
Legal Assistance / Protection	840,000
Operational Support (to Agencies)	810,000
Total Operations	5,805,135
Support Costs (7%)*	406,359
Grand Total	6,211,494

*A seven per cent cost has been added to the total operational requirements to meet indirect support costs in UNHCR.

Funding overview for 2006

The overall requirements for UNHCR's 2006 Supplementary Appeal for the protection and assistance to IDPs in Chad were USD 2,866,764. UNHCR is grateful to the following donors for their generous contribution to the programme:

Donor	Amount in USD
Germany	318,877
Ireland	197,628
United Kingdom	769,231
United States of America	1,000,000
Grand Total	2,285,736

