

HRI THE
2011 HUMANITARIAN
RESPONSE
INDEX



FOCUS
ON **CHAD**

OLD REMEDIES NO LONGER EFFECTIVE



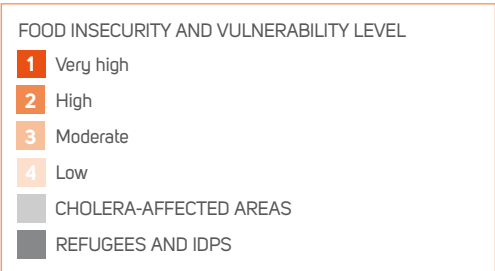
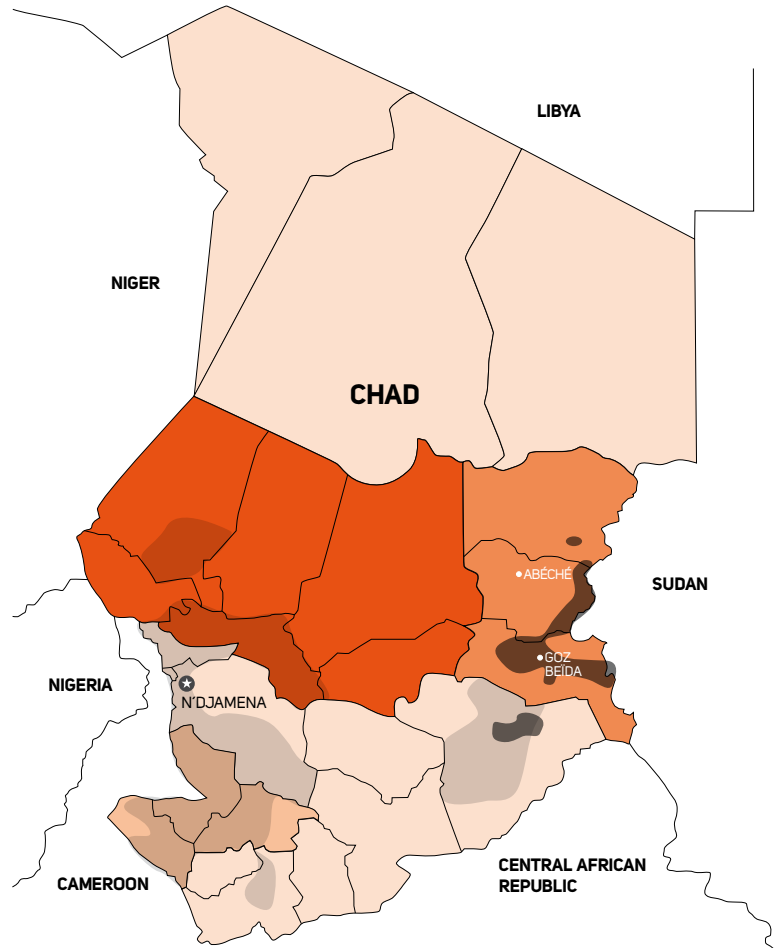
TOTAL FUNDING TO CHAD IN 2010:

US\$ **365.4** MILLION

89% INSIDE THE CAP

THE CRISIS AND THE RESPONSE

- Improved security in East Chad in spite the end of the United Nations Mission in Central African Republic and Chad (MINURCAT). Nevertheless, there are still 332,878 refugees and 131,000 IDPs and only 50,000 returnees. Banditry and lack of basic infrastructures and services in their places of origin make return still difficult.
- The number of vulnerable people increased from 500,000 in 2009 to almost 4 million in 2011 due to floods, drought, cholera, and the malnutrition crisis in the Sahel.
- By year's end, 69 percent of the \$544 million requested in the 2010 Consolidated Appeals Process (CAP) had been funded. The UN's Central Emergency Response Fund (CERF) allocated \$15 million to the 2010 CAP to respond to the food and malnutrition crisis. The CAP 2011, \$535 million, is financed up to 56 percent as of November 2011.
- The response prioritised assistance to refugees and IDPs in the East camps. Little financial support to address other emergencies (floods, cholera outbreak or malnutrition in the Sahel) or transitional projects.



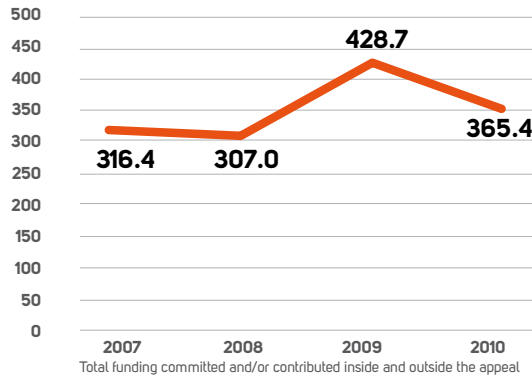
Source: OCHA



CHAD

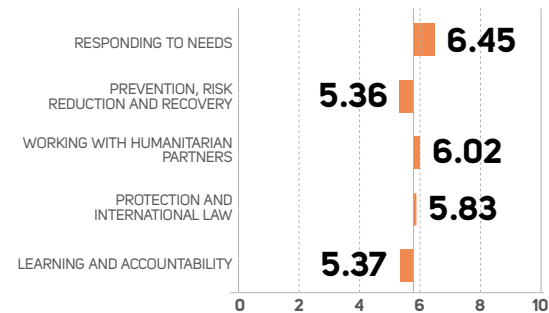
TOTAL HUMANITARIAN FUNDING TO CHAD

US\$ MILLION



HRI DONOR PERFORMANCE BY PILLAR

FIELD PERCEPTION SCORES

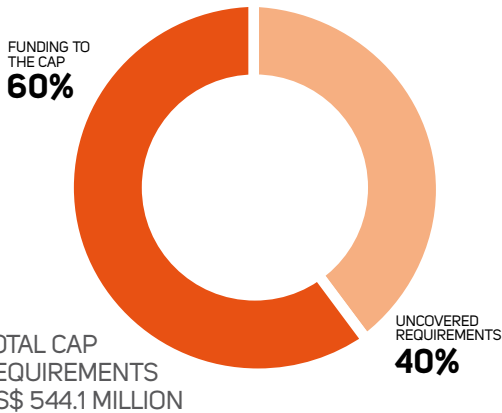


Source: DARA

Colors represent performance compared to donor's average Humanitarian Response Index score:

● Good ● Mid-range ● Could improve

2010 CHAD CAP COVERAGE

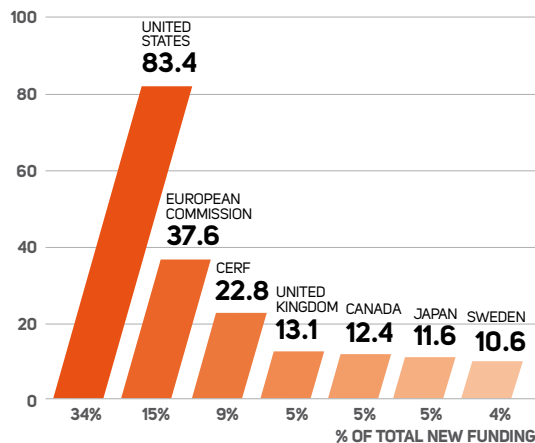


DONOR PERFORMANCE AND AREAS FOR IMPROVEMENT

- Deficient prioritisation as a result of a poor understanding of the context and limited assessment and monitoring of the situation.
- Ensure appropriate coverage of all humanitarian needs, ending the de-facto exclusion of early recovery projects from funding and prioritising prevention, preparedness and risk reduction measures in close coordination with local authorities.
- The UN Resident Coordinator / Humanitarian Coordinator must assume his leading role in facilitating the common work of international aid organisations and national authorities.

MAIN HUMANITARIAN DONORS IN 2010

US\$ MILLION



Total funding inside and outside the appeal. Total new funding excludes carry-over.

Source: UN OCHA FTS, accessed in November 2011.

OLD REMEDIES NO LONGER EFFECTIVE

For many years, Chad was a development environment for international aid. Humanitarian issues were under the radar, mainly focused on refugees as a spin-off effect of Darfur. However, this changed in April 2006 when a major rebel offensive expelled government forces from large areas in the East of Chad and directly threatened the capital. Factional and inter-ethnic violence triggered the displacement of more than 140,000 Chadians in addition to hundreds of thousands of Sudanese refugees.

In February 2008, another rebel attempt to oust President Idriss Déby turned N'Djamena into a battlefield during three days, killing hundreds, expelling thousands from their homes and making

■ THE NUMBER OF VULNERABLE PEOPLE IN CHAD HAS INCREASED FROM 500,000 IN 2009 TO ALMOST 4 MILLION PEOPLE IN 2011

foreigners seek refuge or evacuation with the help of the French Army. In May 2009, the second time the Humanitarian Response Index (HRI) travelled to Chad (the first one in 2008), thousands of rebels

crossed the Sudanese border, though this time they were disbanded on their way to the capital. Once again, the armed conflict behind the humanitarian crisis in the East bared its teeth.

In February 2011, almost two years later, the HRI found quite a different scenario in Chad, with no more rebel offensives or significant population displacements in the East. A peaceful start of the rainy season –the yearly deadline for any military or rebel operation– and the creation of joint Chad-Sudan border patrols, with good results in terms of controlling rebel movements, can be seen as a

major milestone and a token of improved relations between two long-time enemies (Sudan Tribune, 2010). This seemed to confirm an improved security situation in the East, even for the more sceptical observers. In fact, one main humanitarian actor in N'Djamena told the HRI: “There is no longer a conflict neither in the East nor in Chad.”

Perhaps this is too much to say about such an ethnically complex and historically unstable country, but the truth is that security improvements are real and, therefore, the threat to civilians in East Chad has decreased. Beyond discrepancies of opinions over the end of the armed conflict in the East and the subsequent security improvement, most of the humanitarian actors the HRI interviewed agreed that it is time to start the transition to recovery and development, and also pay more attention to different humanitarian needs in other parts of Chad. In fact, according to the Consolidated Appeal Process 2011 Mid-Year Review for Chad, the number of vulnerable people in Chad has increased from 500,000 in 2009 to almost 4 million people in 2011 due to the compounded effects of flooding, water-borne diseases such as cholera, and the malnutrition crisis in the Sahel (OCHA, 2011). Nevertheless, many interviewees in N'Djamena denounced the reluctance of some key humanitarian actors, including donors, to adapt to the new scenario and needs.

ADAPTING THE RESPONSE TO A POST-EMERGENCY SCENARIO

With the attention of the international humanitarian actors focused on the assistance to the 249,000 Sudanese refugees and 131,000 IDPs in the eastern camps, it was almost impossible to

receive additional donor support to address other emergencies in other parts of Chad such as the floods, the cholera outbreak and the malnutrition crisis in the Sahelian belt. Even less successful were the attempts to secure funding for linking relief, rehabilitation and development projects.

Looking at the projects financed in the Consolidated Appeal Process (CAP) 2010 by geographical area, around 55% of the total funds went to the East. So, in spite of already identified humanitarian needs in

the West and the North affecting around 2,000,000 people, the geographical distribution of the response continued to prioritise the assistance to refugees and IDPs in the East, leading to “a huge coverage problem in 2010”. In terms of

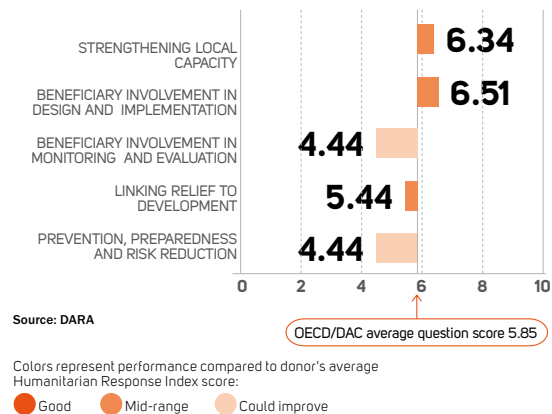
coverage by sector, the projects in the early recovery cluster were completely neglected by the donor community with no funding received in 2010 and zero funding committed as of October 2011 (OCHA, 2010). Meanwhile, the Government of Chad continues to delay the implementation of the long-expected Recovery Programme of Eastern Chad (OCHA, 2011).

According to different sources, this deficient prioritisation was the result of a poor understanding of the crisis and limited assessment and monitoring of the situation in a country that, until very recently, has remained indecipherable for most humanitarian organisations. One interviewee mentioned the malnutrition crisis in the Sahel, “which humanitarian organisations find confusing” because they did not have previous experience in the region. Although even if they decided to intervene “nothing guarantees the sustainability and durability of projects, because of minimum donor support.”

Many NGOs and UN agencies complained about donors’ unwillingness to fund transition programs:

■ MOST HUMANITARIAN ACTORS THINK IT IS TIME TO START THE TRANSITION TO RECOVERY AND DEVELOPMENT

DONOR PERFORMANCE ON PREVENTION RISK REDUCTION AND RECOVERY FIELD PERCEPTION SCORES



“LRRD is a big problem in Chad. We want to stay in our intervention areas to start doing developmental activities but our donors don’t support us on this”. One interviewee was especially clear in his view: “The international community needs to be aligned with the national strategy to end poverty. There is a clear separation between those donors that understand that the transition phase has already begun and those that keep focusing on the refugee issue. There is a development plan agreed upon by the Chadian government, but with neither a clear strategy nor donor engagement to fund the plan”. Not surprisingly, the CAP 2011 does not effectively focus on transition and, therefore, prevention and risk reduction activities receive limited attention if any, not to mention other crises in Chad.

Predictably, considering the unbalanced humanitarian approach, most interviewees agreed that gender was not a priority in Chad for any of the humanitarian donors: “The only thing some of them [donors] do is ensure we incorporate the gender approach in the projects, but they don’t even know what that means. Some are more gender sensitive, and others just check on paper. That’s all.” Although some efforts were made, as trainings on the Gender Marker tool by OCHA, it is clear that much more needs to be done in a

context where Sexual and Gender Based Violence (SGBV) and discrimination of women is a huge problem, not only in the camps in the East.

COORDINATION OF THE HUMANITARIAN RESPONSE

Our interviews with humanitarian agencies in N'Djamena (February 2011) showed a combination of organisations in the process of rethinking their role in the new post-emergency scenario, some of them closing operations, and others keeping one foot in the past. The Office of the United Nations High Commissioner for Refugees (UNHCR) was, according to several interviewees, an example of the latter.

Until 2006, development organisations were the norm in Chad, but after the refugee influx and big displacements, Chad progressively became a humanitarian destination. With Chad considered a refugee, and later an IDP crisis, UNHCR –one of the first to arrive– played a natural leading role in the response. With the biggest budget and human resources, an operational hub in the Eastern town of Abéché and its own coordination system, UNHCR was much more than the leading agency in Chad. According to several sources, UNHCR tried to control –and still does– the what, where and how of humanitarian assistance in Chad, artificially keeping the refugee and IDP crisis label in donor's minds. Interestingly, several respondents complained about UNHCR, the main donor for many NGOs, placing many administrative conditions that did not necessarily respond to accountability concerns or operational needs but to the UN agency's "natural tendency to assure its hegemonic position in every crisis". In fact, some NGOs decided to break their relationship with UNHCR due to the conditions they imposed and their management style.

Until 2010, there was a double-hub in N'Djamena and Abéché in the East. The alleged reason for the decentralised model was that N'Djamena was too far from the humanitarian scenario. Beyond the benefits of this decentralisation, the fact was that Abéché progressively gained autonomy from

the capital and complaints of inefficiency, lack of coordination, and duplicity of functions, which were more and more common on both sides. Finally, after UNHCR's decision to close its office in Abéché, the rest of the agencies followed their example. During the HRI mission, the end of Abéché as humanitarian hub was not perceived as something negative by the interviewees.

In 2010, another leader appeared on scene: the MINURCAT. With a mandate of protecting civilians, promoting human rights and the rule of law, and promoting regional peace, MINURCAT went too far by interfering with the mandate and work of some humanitarian actors. According to several sources, "DPKO's [the UN Department of Peacekeeping Operations] interference damaged the humanitarian space. They used a cold war rationale, with mistrust and secrets". Maybe because of this, many interviewees referred to civil-military coordination as the Achilles heel of the international intervention in Chad in 2010.

Meanwhile, the two main actors in the coordination of humanitarian response had difficulties playing their roles for different reasons. The Resident Coordinator/Humanitarian Coordinator (RC/HC) until early 2011 was virtually unknown by many interviewees. In fact, the former RC/HC was not mentioned by respondents until directly asked by the HRI team. There is no clear explanation of the absence of the RC/HC in the different coordination meetings during 2010, although many interviewees deduced a lack of interest of the RC/HC in humanitarian affairs. The new RC/HC, in the position since early 2011, has a good opportunity to fill a leadership void.

An understaffed OCHA office in N'Djamena struggled to find its place but it "couldn't do its work because of MINURCAT's manipulation" and UNHCR resistance to coordinate. Paradoxically, even though the office in Chad was fully financed by ECHO, Ireland, Spain, Sweden and the US, OCHA headquarters did not allow them to hire more staff and, therefore, increase their capacity and leverage in N'Djamena.

Chad IDPs spend the night outside Goz Beida hospital due to insufficient beds.
©UNHCR/H.Caux



Beyond the reasons behind the apparent indifference of the former RC/HC and a weak OCHA presence, the humanitarian community in Chad had to adapt to this lack of leadership, one example being the Comité de Coordination des ONG (NGO Coordination Committee, CCO). With 25 member organisations and 23 observers, and financed by ECHO, the CCO is the only international NGO forum in Chad. Initially focused on security issues, the CCO saw the opportunity to adopt a more comprehensive strategic role positioning itself as an informal NGO spokesperson vis à vis the UN system, especially UNHCR.

SECURITY IS NEEDED BUT NOT ENOUGH

The end of the MINURCAT in December 2010 did not bring with it the feared deterioration of security in the East. On the contrary, the role of the Détachement Intégré de Sécurité (Integrated Security Deployment, DIS), the Chadian unit responsible for the security of refugee and IDP camps and of aid delivery, was generally praised as crucial and positive after the end of the

UN peacekeeping mission: “Paradoxically, once MINURCAT finished their mandate, security increased in the East”. Nevertheless, many respondents were concerned about the financial sustainability of the DIS, a “monster” with extremely high operational costs (US\$21 million budget for 2011) and logistics and administrative demands well beyond national capacities. In fact, the United Nations Development Programme (UNDP) finances the DIS through the Multi-Partner Trust Fund and helps in administrative issues, while the United Nations High Commissioner for Refugees (UNHCR) takes care of logistical issues, such as car fleet maintenance. The Chadian government commands the forces and pays the high salaries of around 2,000 personnel.

The DIS is under the umbrella of the newly created Coordination National de Soutien aux Activités Humanitaires et au Détachement Intégré de Sécurité (National Coordination of Humanitarian Activities and Integrated Security Deployment, CONSAHDIS), the Chadian government’s interface with the international community for the response to the humanitarian crisis in the East. The CONSAHDIS sees itself as facilitator of the work and relations of the humanitarian organisations, participates in cluster meetings and has regular contact with embassies, United Nations agencies and international NGOs. The CONSAHDIS receives the financial support of the European Commission, the Agence Française de Développement (French Development Agency, AFD) and the United Nations Development Programme (UNDP).

Obviously, security improvements also benefitted aid workers’ safety. The descending trend of security incidents involving humanitarian staff has been significant, from 9 in 2007 to 2 in 2010

(The Aid Worker Security Data Base, 2011). Of course, humanitarian organisations learned to be extremely cautious in their movements in the East, but the role of the MINURCAT as a deterrent force, and especially the efforts of the Chadian authorities, made delivery of humanitarian assistance safer. Nevertheless, while security in the East has improved, there are concerns about the sustainability of the present model if the situation evolves –the conflict in Darfur being the main concern– and if the international financial support to the Chadian authorities declines. This, for many

■ A COMMON UNDERSTANDING OF THE GENDER APPROACH AND ITS IMPLICATIONS FOR HUMANITARIAN ACTION IS STILL NEEDED

interviewees, is more than a hypothesis.

In fact, the end of rebel activity wasn't followed by disarmament and reintegration processes. The so-called rebels are just bandits and, therefore, still threaten civilians, although in a less systematic manner. Besides, there is growing insecurity in the

South due to the conflict in the North of the Central African Republic as well as prospects of enlarged Al Qaeda presence in the North of Chad, both areas far from the DIS theatre of operations. Fortunately, the Libyan crisis did not affect Chad as much as it was feared, although it made the work of some UN agencies, notably the World Food Programme, more cumbersome (IRIN, 2011).

In summary, a police force –even if capable and efficient as the DIS– is necessary but not enough, as the small return figures demonstrate –no more than 50,000 IDPs and 5,000 refugees by the end of 2011 according to UNHCR. The need to guarantee stability and peace in the East, prioritising the investment in an efficient judiciary system and basic infrastructures, was mentioned several times as the main challenge ahead during our interviews with humanitarian organisations in N'Djamena. People

need security but much more than security to decide to return to their homes. As one interviewee said: "There is a big problem with returnees, since life conditions are better in camps than in villages. There is a big need to invest in infrastructures," something international donors should prioritise in coordination with the Chadian authorities.

DONOR RESPONSE

Donors are a rare animal in Chad, with ECHO as the only humanitarian donor with permanent presence and first-hand knowledge of the situation in the country. The US has a long-experienced official at the Embassy in N'Djamena and a State Department's Bureau of Population, Refugees and Migration (BPRM) commuting official, with an excellent reputation among humanitarian actors, who regularly travels to Chad and participates in meetings. The question is whether a combination of a commuting official and *antenna* is coherent with a quality-based response of the biggest donor in Chad (\$84,116,812 or 22.5% of grand total in 2010). As an interviewee said: "With only one person in N'Djamena, the Americans can't do a proper follow-up." Switzerland and France have a more development profile, although the Swiss seem more humanitarian sensitive than the French, and do some field visits to monitor the situation and interact with their partner organisations according to many of the interviewees.

So, with only one of the top 10 donor countries in Chad having dedicated humanitarian staff in N'Djamena it shouldn't be a surprise that most of them still have a *refugee/IDP mindset* towards Chad. Moreover, we were told that most of the donors had an *either we fund the emergency in the East or we cut the funds* approach. On a positive note, presence in the field could also explain why ECHO stands as the donor with a more comprehensive approach to the humanitarian needs in Chad. ECHO's Plan Sahel, as the main instrument to respond to the malnutrition crisis in the Sahelian belt, is good evidence of that.

Sudanese refugees from Darfur. A young girl takes care of her brother while boys and young men study at school.
©UNHCR/H.Caux

HOW COULD THE RESPONSE IN CHAD BE IMPROVED?

The priority, and also the opportunity, in Chad should be to cover all humanitarian needs and take the appropriate steps to assure the transition to development. For that to happen, the different humanitarian actors, including the Government of Chad, must assume their roles and responsibilities.

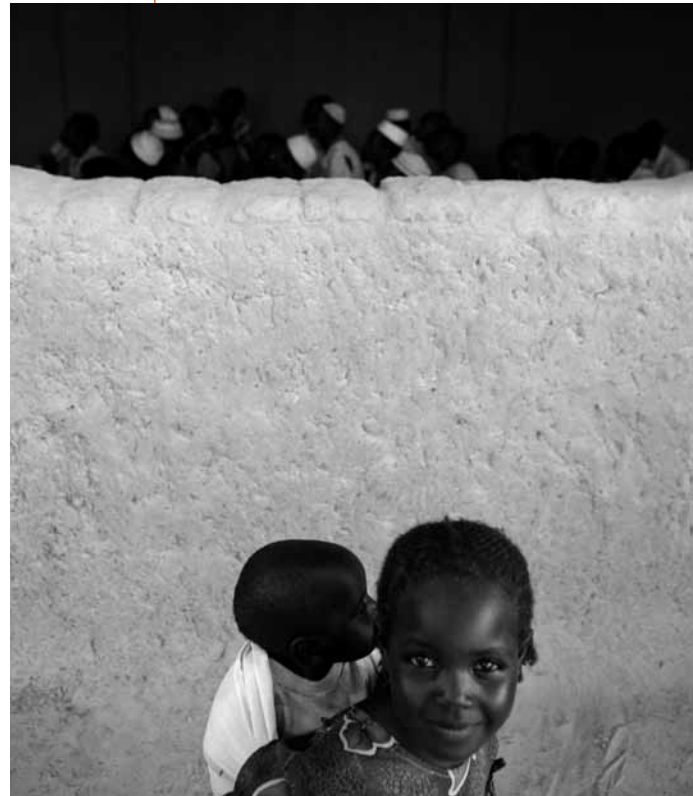
Donors need to commit funding to cover all humanitarian needs, ending the de-facto exclusion of early recovery projects from funding and

■ DONORS NEED TO COMMIT FUNDING TO COVER ALL HUMANITARIAN NEEDS AND ALLOW THE TRANSITION TO DEVELOPMENT

prioritising prevention, preparedness and risk reduction measures in close coordination with local authorities. The Recovery Programme of Eastern Chad cannot be delayed any further, and although the Government of Chad is responsible for its completion, this is not an excuse for

international donors and the UN not to provide their support in a more decisive manner.

The RC/HC must assume his leading role in facilitating the common work of international aid organisations and national authorities, and helping OCHA to play a stronger coordination role in the humanitarian response. At the same time, UNHCR must adapt its activities and projects to the present needs, respecting other UN agencies' mandates.



International NGOs must move on to the new challenge of a transition scenario, for which their commitment to higher quality and capacity is just as important as appropriate donor funding.

Finally, local communities and development organisations should deploy all of their efforts to regain the ground they lost after the refugee and IDP emergency began in the East.

Only then Chad will have the opportunity to build its own future.



INFORMATION BASED ON 46 FIELD INTERVIEWS WITH KEY HUMANITARIAN ACTORS IN CHAD FROM 7 TO 12 FEBRUARY 2011, AND 145 QUESTIONNAIRES ON DONOR PERFORMANCE (INCLUDING 83 QUESTIONNAIRES OF OECD/DAC DONORS). THE HRI TEAM WAS COMPOSED OF COVADONGA CANTELI, FERNANDO ESPADA (TEAM LEADER) AND SOLEDAD POSADA. THEY EXPRESS THEIR GRATITUDE TO ALL THOSE INTERVIEWED IN CHAD.

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HRI THE 2011 HUMANITARIAN RESPONSE INDEX

FOCUS ON is a series of research papers on issues, donors and crises which result from our work for The Humanitarian Response Index (HRI). The HRI is an independent assessment of donor performance against Good Humanitarian Donorship Principles.

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