Summary IDP Protection Strategy
East Chad 2009
Chapter I - Background

Around the end of 2005, frequent Janjaweed incursions (from Sudan into Chad) were targeting African ethnic groups - namely the Dajo, the Mobeh, the Masalit, and the Kajaks - who were settled along the eastern border of Chad.

Although the incursions of the Janjaweed started probably in 2003, it was towards the end of 2005, when relations between Sudan and Chad deteriorated, that the attacks became more regular and violent forcing the members of the African ethnic groups to flee their places of origin.

The Janjaweed attacks also had a divisive effect: while certain Chadian communities were singled out for attack, apparently on account of their wealth and ethnicity (African), others not only were spared but joined the Janjaweed in attacking their compatriots.

In concomitance with the deterioration of the relations between Chad and Sudan and the intensification of Janjaweed attacks, Chadian rebels’ activities also suddenly increased in the region.

The Government of Chad concentrated the use of its army to fight against the Chadian opposition groups, while the civilian population was vulnerable to Janjaweed attacks. In late 2008, the Profiling Exercise of IDPs (conducted between August and November 2008) illustrated that 94% of displaced persons fled their place of origin as a direct consequence of the Janjaweed attacks. While only 4% declared that they had fled because of the confrontation between the Government and the rebels or because of intercommunity conflicts, the remaining 1.4% of IDPs left their villages of origin due to other reasons such as family reunification or as a preventative measure. It should be noted, however, that the previous profiling conducted in 2007 indicates that about 60% of the displacement was occasioned by the Janjaweeds attacks while the remaining 40% were caused by either interethnic clashes, local rebel attacks or simply as a preventative measure.

The instability in the area and the consequent displacement of the civilian population continued throughout 2006 but mainly after the 2006 rainy season and the first semester of 2007. The latest counting of IDPs released in November 2008 indicated that the IDPs numbered 166,718 (the figure refers to the 14 main sites in eastern Chad, mainly in the Department of Dar Sila and Dar Assounga).

The majority of the internally displaced population originates from Bar Azoum, Wadi Kanja, Karo, Koloye, Wadi Habile and Tiero-Marena cantons in the Dar Sila Department; the rest are from Borota, Goungour, Alacha and Adre in the Assounga department.

Chapter II – IDPs: a profile

Dynamics of displacement varied in the different geographical locations. While in the Assounga area the population fleeing their villages decided to primarily settle around local villages and integrate within the local community, around Goz Beida and Koukou Angarana (Dar Sila), displaced families have settled in IDP sites.

In 2007, some 33 sites/settlements of IDPs were identified, however, by the end of 2008 there were 14 main IDP sites. The IDP population is very mobile. Temporary sites close to the border are abandoned for sites in safer areas. Certain sites are left for sites deemed better assisted.

Three of the sites are in Assounga covered by Field Office Farachana (rather small settlements) and 11 in Kimiti (ex Dar Sila) covered by Field Office Goz Beida and Field Office Koukou.

1- Breakdown of the number of IDPs by site:

As a result of the profiling exercise, it has been established that there were 166,718 IDPs in the east of Chad by the end of November 2008. The following table shows the breakdown of the number of IDPs by site:
2- Breakdown of the IDPs by sex

As to the same profiling exercise mentioned above, out of the total of 166,718, 53.16% of the IDP population are female (i.e 88,637) and 46.84% are male (i.e. 78,081). It is interesting to note that it is only in Ade and in Dogdore, located very near to the border, that the female IDPs are not the majority. In Ade there were 8,538 male IDPs registered versus 8,247 female IDPs and there were 15,567 male versus 11,883 female in Dogdore. It should also be noted that approximately 65% of the households are headed by women. This last information is very important when it comes to gender protection and durable solutions.

3- The age of the IDPs

The IDP population in eastern Chad is characterized by its young age: more than 60% of them are under 15 (51,646, i.e. 51.31 % are girls and 48,994, i.e. 48.69 % are boys). The total population under 25 constitutes 72% of the entire caseload. When considering the humanitarian and protection needs of the IDPs, the young age of the population - and, in particular, the fact that approximately 100,000 IDPs are under 15 - is an aspect which is to be highlighted. Here again, as for gender above, the protection needs are clearly different for IDPs under 15 years of age than for adults.

The lack of men may be explained with their possible direct involvement in the conflict but also with the fact that men may have stayed behind for economic reasons. An immediate and evident consequence of the lack of men in the IDP sites is the increased vulnerability of women and children.

4- Ethnic composition of the IDPs

The majority of IDPs are members of the Dadjo ethnic group (77.1 %). The Massalit constitute the second largest ethnic group (8.1%), while the Moubu are 5% of the entire IDP population.

The sites where the Massalits are the majority are: Goundiang (100 %), Arkoum (97.7 %), Alacha et alentour (79, 8 %); they are all located in Dar Sila.
5- Main occupation

According to the results of the Profiling, the agriculture is practiced by more than half of the IDP population especially among men (70, 3 %) and is also the main economic activity for women (51.3%).

Chapter III – Current situation

1- Coordination

The overall humanitarian coordination is the responsibility of the Humanitarian Coordinator supported by OCHA. Coordination of efforts of the international community present in Chad to provide protection and assistance to the IDPs in sites and to identify possible durable solutions to their displacement has taken place through the cluster approach adopted in July 2007, the following clusters have been activated in eastern Chad:

- Education, Water and Sanitation, Nutrition (UNICEF);
- Food Security (FAO and WFP);
- Health (WHO);
- Logistics Sector (WFP);
- Early Recovery (UNDP);
- Protection, Camp Management and Coordination, Emergency Shelter and NFI, Telecommunications (UNHCR);

Sub-Clusters have also been created such as the Sub-Cluster on Child Protection, chaired by UNICEF, and Sub-Cluster on SGBV, chaired by UNFPA.

Thematic Working Groups have been created to support the coordination activities of the Cluster. For example, the Working Group on Return of IDPs, which is chaired by OCHA, and different Working Groups which were established late 2008 and which function under the Cluster on Early Recovery, chaired by UNDP in collaboration with CONAFIT.

This UN coordination mechanism defines its objectives and activities through the Inter agency Standing Committee (Humanitarian Country Team) in close consultation and coordination with the International Movement of the Red Cross and Red Crescent led by ICRC and international non governmental organizations operating in eastern Chad. The major NGOs assisting IDPs include MSF/F/H/Sw, ACF, PU, OXFAM/GB, Intermon-Oxfam, COOPI, INTERSOS, IRD, HIAS, JRS, Islamic Relief, IMC, Care International, Concern Worldwide, World Concern, LWF/ACT and Mentor Initiative.

As for the Government of Chad, it has established a specialized institution to manage all activities relating to IDPs named the Comité National d’Assistance aux Personnes Déplacées, with a budget to assist IDPs. The efforts of the Comité have primarily focused on material assistance to IDPs. With the deployment of EUFOR and MINURCAT, a National Coordination to support the International Force (CONAFIT) was created by the Head of State, in November 2007. The CONAFIT is tasked, inter alia, to organize the aid and assistance of the international community for the reconstruction and development in the east of Chad. This could constitute a major contribution to prepare the ground for the return of IDPs and ensure its sustainability when it takes place. However, by the end of 2008, CONAFIT had only started to deploy in a few locations in the east of the country.

2- Security situation, new arrivals, and local authorities

In spite of clashes between the forces of the Government of Chad and the rebels mainly in the first half of 2008, generally speaking, during the last months of the year, the security situation in the area – while remaining volatile - has somehow improved as very few Janjaweed attacks were reported. As a result, a very limited number of IDPs sought protection in sites in 2008: only 5% of the entire displaced population moved to sites in 2008, while 44% of the current IDPs had fled their place of origin in 2007 and 40% in 2006).
The adoption by the United Nations Security Council of Resolution 1778 of MINURCAT/EUFOR was a major development in 2007: “the multidimensional presence of MINURCAT/EUFOR is mandated to help create the security conditions conducive to a voluntary, secure and sustainable return of refugees and displaced persons, inter alia by contributing to the protection of refugees, displaced persons and civilians in danger, by facilitating the provision of humanitarian assistance in eastern Chad and the north-eastern Central African Republic and by creating favorable conditions for the reconstruction and economic and social development of those areas”.

However, the deployment of the multidimensional presence MINURCAT/EUFOR was not yet completed at the end of 2008. In parallel, the deployment of DIS (Détachement intégré de sécurité, established by SCR 1778 under the name PTPH, later amended by the Government of Chad and renamed as “DIS” appears in SCR 1861) The DIS is dedicated exclusively to maintaining law and order in refugee camps, sites with concentrations of internally displaced persons, and key towns in surrounding areas and to assisting in securing humanitarian activities in eastern Chad). In IDP sites, the deployment of the DIS was also not yet a reality at the end of 2008. IDP sites continue to depend on the broad security system existing in the nearest towns, that most of the time is not in a position to provide an adequate response to the security/law and order needs of the sites. The local authorities in general have limited resources to deal with the needs of IDPs, security included. In particular, there is a shortage of vital natural resources (namely water and firewood) which require a cautious management.

3 - The action on IDPs in 2008

3.1 - Protection monitoring:

The Inter-agency protection monitoring network established during 2007 and developed in 2008 continued the monitoring of protection cases, including SGBV, through a unified form. UNICEF, UNFPA, UNHCR, MINURCAT as well as NGOs partners including Intersos, IRD, PU, HIAs and Oxfam documented, analyzed and reported protection cases. In the first half of 2008, 181 protection cases were reported through this system. While this number does not reflect all protection incidents which took place during the reporting period, the protection monitoring is a vital tool to provide indicative information on the protection situation, the gaps and the required assistance. The feedback of the protection monitoring system would be a main element to direct the Protection strategy of 2009.

3.2 - Profiling

The profiling exercise conducted in the second half of 2008, during which more than 6000 IDPs were interviewed in 14 sites, was a most important tool to provide extremely valuable information on the number of IDPs, background, current situation (and more specifically protection concerns and humanitarian needs), as well as on the intention of the IDPs with regard to durable solutions. The exercise was co-funded by UNFPA and UNHCR and carried out by IFORD in partnership with WFP, OCHA, UNICEF, ACF, INTERSOS, IRD, CONCERN, PU, ACT/LWF and FEED THE CHILDREN.

3.3 - Law enforcement

APLFT, a national NGO implementing partner focusing on legal activities, provided legal counseling and assistance to IDPs. The project targeted, in particular, victims of violence in need of judiciary assistance.

In 2008, UNHCR has also facilitated the missions of the Office of the Attorney-General in Abéché to the field ensuring the possibility to conduct mobile courts in Goz Beida, Koukou and Farchana. The services of such courts were also extended to local population in addition to IDPs and refugees.

3.4 - Inter - Community dialogue

With a view to promote conflict resolution and intercommunity dialogue as essential factors to bring stability to the region, UNHCR supported the process in 2007 and 2008 through a number of activities intended to advocate for mutual understanding particularly in the area of Kerfi and Lobotigue (Goz Beida office). A workshop on inter-community dialogue was organized in Abeche in November 2008 with the support of ACTC (Association of traditional chefs in Chad) and EIRENE and it was attended by more than 50 administrative and traditional leaders.
3.5 - Durable solution:

3.5.1 Village Assessment

The Village Assessment Project started in 2007 and continued in 2008, was implemented by the NGO Intersos. The results of this activity provided a wealth of information related to villages of origin. More than 300 and 200 villages were visited and assessed in 2007 and 2008 successively. During the assessment, not only the returnees (in the villages where there were returnees) but also the local population/ local authorities and institutions were interviewed. The involvement of the entire community is indispensable to identify the action required to contribute to create an environment conducive to a sustainable return.

All relevant information is available online:  [http://websig-tchad.intersos.org](http://websig-tchad.intersos.org)

3.5.2 Return / local integration

Since the beginning of the crisis, about 40,000 IDPs have reportedly managed to return to their villages of origin or settle in new locations (Lobotigue, Borota, Goungour, Abdi, and Haouich), despite the volatile security situation. These returns have often been only temporary and this would explain the drop in the number of IDPs profiled between 2007 - when they were about 178,000 – and 2008, when they turned out to number approximately 166,000.

According to the Profiling exercise, 46% of IDPs indicated their intention to return to their respective areas of origin, while 36% showed interest in being integrated in the IDP sites/settlements/areas where they currently live.

While 46% of IDPs expressed their wish for an immediate return, the 54% of the IDPs who have showed no interest in the return, however expressed their willingness to return in case they would witness the following developments in their place of origin:

- peace recovery.
- rehabilitation of infrastructure.
- presence of authorities
- compensation/reparation of material damages.
- access to land.

The requirement indicated by the IDPs for them to consider return clearly reveals a need for a multi-sectorial and flexible strategy on the part of the international community. The intention to return to areas of origin in different sites by percentage of interviewed IDPs is the following:

<table>
<thead>
<tr>
<th>IDP site</th>
<th>Intention of return to village of origin</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>Arkoum</td>
<td>49,1</td>
</tr>
<tr>
<td>Goundiang</td>
<td>53,3</td>
</tr>
<tr>
<td>Alacha-alentours</td>
<td>48,8</td>
</tr>
<tr>
<td>Adé</td>
<td>50,3</td>
</tr>
<tr>
<td>Dogdoré</td>
<td>39,2</td>
</tr>
<tr>
<td>Aradib</td>
<td>46,5</td>
</tr>
<tr>
<td>Habilé</td>
<td>63,2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>46,7</td>
</tr>
</tbody>
</table>

Just 30% of interviewed IDPs reported that they received/were receiving information relevant to the security situation in their area of origin.

4 - Challenges in providing protection and assistance to the IDPs in the sites

4.1 - Security situation

In spite of the above-mentioned improvements in the general security situation, the situation remains, however, volatile.
4.2 - The breaching of the humanitarian character of the sites

The presence of armed members of different groups and especially of the Chadian Army (ANT) in sites was a most serious protection problem throughout the year and it intensified during the second half of 2008. In particular, there has been confirmation of the (forcible) recruitment of youth both inside the IDP sites and in the surrounding villages in the Dar Sila and Assoungha regions. During the first half of 2008, 21 cases related to child abuse were recorded, 13 of which were related to child recruitment.

4.3 - Child protection

On a different note, with regard to child protection issues, there is a need to improve the registration of births. It should be noted that the majority of IDP children do not possess a birth certificate. 40% of IDP children under 5 have never been vaccinated, and 50% of them have not benefited of medical follow up to malnutrition concerns through weight control The schooling of the children is also an issue as 40% of IDP children are not registered in school for reasons mainly related to child labor, early marriage, child recruitment (which are by themselves child protection issues).

4.4 - SGBV

Cases of SGBV were registered throughout 2008. During the first half of 2008, 74 SGBV cases were recorded of which 45 are Female Genital Mutilation cases and 13 are rape cases (08 were perpetrated by an armed man of either the Chadian army, or a gendarme, or a rebel). It has been noted that an increase in such cases of SGBV was in concomitance with the breach of the civilian character of the site. For instance, in October 2008, 02 rape cases and 09 rape attempts were reported in Goz Beida sites while the presence of the Chadian army was intense in the area around the sites.

4.5 - Impunity/ weakness of the rule of law and the integrity of law enforcement officers and the ANT

The judicial organization in Chad does not cover the entire country. Chad does not have a Court of first instance (Tribunal de Paix) at the administrative level in most Sous-Prefectures. The Sous Prefets are therefore combining their administrative authority with the judiciary with the risk of abuse of power and lack of impartiality. This situation has led to a quasi-total impunity in the east of Chad. Cases of murder, rape, violence and other forms of abuse are one of the direct consequences of the absence of the rule of law in the region as culprits are aware that there will be no consequences to their crime. Armed elements are more confident than others to be able to commit SGBV crimes without being held accountable.

5 - Challenges for durable solutions

As mentioned earlier, more than 98 % of the IDP population was displaced for reasons directly linked to insecurity. Security is therefore "the" pre-requisite to create conditions conducive to a return in safety and dignity.

However, about 40,000 individuals have spontaneously returned to their villages during 2008 and are in need of adequate support from the humanitarian community.

Therefore, the rehabilitation of infra-structure and the provision of basic services in areas of return are also aspects that require to be dealt with for a sustainable return.

Chapter IV - Main element of Protection strategy 2009

One of the main objectives of the Protection strategy for 2009 which crosscuts almost all Protection sectors and interventions is the close work and coordination with the Government to reach its full engagement and involvement in issues related to the protection and assistance of IDPs and especially to durable solution.
1 - Security
The mandate of Eufor expires on 15 March 2009. EUFOR has been deployed in Goz Beida, Koukou and Farchana. EUFOR will be replaced by UN forces within the MINURCAT. The Protection Cluster will advocate to ensure that during the hand-over between EUFOR and MINURCAT there are no time and space gaps. The avoidance of gaps is particularly important as the presence/role of Chadian authorities in some of these areas is limited and “relative” and the local population and the IDP sites risk to be exposed to attacks and banditry.

In 2008, the deployment of DIS to IDP sites did not take place. In 2009, the concerned UN agencies will continue to strongly recommend the active and effective deployment of DIS to every IDP site. To this end, advocacy sessions/meetings will be organized with relevant Chadian counterparts and MINURCAT.

2- The breaching of the civilian and humanitarian character of the sites
The deployment of the Integrated Division of Security (DIS) should also contribute to decrease the breaching of the civilian and humanitarian character of the sites. To ensure a successful deployment, coordinated action will be taken by the UN to conduct appropriate trainings for the selected DIS elements. With a view to possibly prevent additional breaching on the part of the Chadian regular Army, action – through advocacy - will be taken to also ensure the full understanding of the issue by relevant authorities at the national, regional and local level aiming to possibly hold violators accountable.

In another hand, the free circulation and detention of small arms by civilians continues to represent a serious threat to the security environment. National Authorities decided to set up a DDR Commission in December 2008 in order to tackle the issue but this would require cautious monitoring.

3- Coordination and active participation of all actors in clusters:
While it is an advantage that most partner organizations involved in providing assistance and protection to IDPs also provide assistance and protection to some 240,000 refugees in twelve refugee camps in eastern Chad, it continues nonetheless to be necessary to clarify the legal differences and assistance mechanisms extended to refugees and IDPs, in order to pursue adequately durable solutions.

4- Child Protection
As already mentioned, the large majority of IDPs are children under 15 (numbering approximately 100,000). In view of this, the importance of focusing the efforts of the international community on child protection may not be underlined enough. There are a variety of fields in which action is required:

4.1 - Child Protection Experts
Having taken the above into consideration, UNHCR plans to recruit and deploy a Roving Child Protection Officer for IDPs in Abeche in 2009 (subject to availability of funds).

4.2 - Child recruitment:
The above-indicated action for the deployment of the DIS would also contribute to a response to the problem of forced recruitment of children in the sites. The training of DIS elements will also have a specific focus on child protection issues.

4.3 - Issuing of birth certificates:
The Chadian authorities will be sensitized by the international community on this important issue, bearing in mind that many Chadian children not displaced are also not issued birth certificates in certain areas of the country. The UN agencies concerned, for instance, may collect the information on newly born children in the sites and liaise with the Government in order to have the certificates issued.
4.4 - Education:

The Cluster Protection members acknowledging the fact that about 40,000 children do not attend school will evaluate the current schooling system to determine whether there is a sufficient number of teachers and providing required material assistance in the sites, which may constitute an incentive to attend. In parallel, efforts will be undertaken to sensitize parents on the importance of sending their children to school.

4.5 - Community Involvement

The Protection Cluster will select – among IDPs closely working with children – members of a network which would be created to improve the current situation on the reporting of child human rights violations. This will be undertaken, inter alia, through dissemination of information related to the rights of the child and conducting trainings and workshops addressed to the members of the above-mentioned network and the children themselves.

4.6 - UAM/SC:

Although no cases of unaccompanied minors were registered in the IDP sites, more efforts will be exerted in 2009 to assess whether there are UAMs in the sites. To this end a pilot project will be launched in one of the IDP sites to explore the possible presence of SC/UAMs and collect information on their situation and eventually reunify them with their families.

5 - SGBV:

To improve the prevention and response to GBV, the GBV Sub-Cluster/Abeche will prepare a 2009 action plan to harmonize GBV messaging, psychosocial support, and medical treatment and legal services provided by UN agencies, NGOs, and the Government of Chad. As well, the GBV Sub-Cluster/Abeche, will lead efforts to develop and implement SOPs for GBV in all major IDP sites. A campaign will be designed to encourage victims to report violations ensuring confidentiality and providing the required subsequent legal and medical/psychosocial counseling. The adequate response of legal and judiciary authorities to cases of SGBV is indispensable for the success of the campaign.

Attention will not be limited to victims but extended also to potential perpetrators of SGBV. Therefore, specific action will be taken to organize workshops for male members of the community aged between 15 and 40 years.

6 - Impunity/ Law enforcement:

The legal counseling and other activities of APLFT will continue in 2009 and will be extended to sites not yet covered. Cluster Protection will work closely with humanitarian actors mainly the Judicial Advisory Unit of MINURCAT to improve the rule of law in the East of Chad.

7- Durable Solution:

7.1 – Return to areas of origin

The Cluster Protection will work on a set of indicators, so as to define the security situation in different areas of origin. The Cluster PRT would then advise on the security indicator in each area (Red, Orange, Yellow) and inform other cluster groups, so that they are able to make appropriate recommendations on the level of assistance and means of return to each area; it is major to recall that at the same time, the principle of freedom of choice and the voluntary return of the IDPs, even to an area classified as Red are to be fully respected.

The approach while identifying possible durable solutions will be comprehensive, i.e. it will not be limited to considering the needs of the IDP population, but will also take in consideration the needs of other populations affected by the conflict and in particular the victims of the conflict who have never left their place of origin (with regard to the sustainability of return to areas of origin) and the local communities which have generously received the IDPs (with regard to the possibility of local integration in the place of displacement).
The approach will also require precise efforts addressed to the creation of an environment conducive to return. As it has been assessed that around 70% of IDPs had no access to information on the situation in their respective areas of origin, the Cluster Protection will conduct sensitization campaign in IDP sites to disseminate reliable and verified information on the situation of areas of origin in order to support the right of IDPs to an informed choice about their future. This will also help the 33% who have not indicated any preference (whether return or integration in area of displacement) and may be in a “wait and see” position before taking a decision on their future.

It is also absolutely necessary that the security situation improves in the region and that there is a clear commitment from the Government of Chad to take all necessary measures to protect the civilian population from potential attacks from the Janjaweeds or any other armed groups. It should be recalled that 98% of the IDPs have indicated that the reason for leaving their place of origin had been lack of security. There is a clear wish of the populations to return confirmed by the spontaneous - but temporary - return of about 40,000 during 2008 during the rainy season mainly for activities related to agriculture.

The Village Assessment Project will continue. The Cluster Protection members will define together a methodology to more widely disseminate the information collected through this project. The sustainability of return will also depend on recovery efforts. The importance of designing and implementing significant development programmes in eastern Chad is recognized by all; however, these programmes have yet to materialize. One main reason is the hesitation of some donors and NGOs to fully engage into reintegration activities in regions characterised by a very volatile security situation. However, the deployment of UN forces in March 2009 a larger military force than EUFOR together with the deployment of DIS to IDP sites (some of which are very close to areas of origin) are expected to continue contributing to the improvement of the security situation.

It is also vital to continue facilitating the dialogue amongst the concerned communities to promote mutual understanding at the points of return and in the areas of displacement in view of a possible integration. Workshops/sessions may be organized/promoted to bring together the various communities concerned.

7.2 - Integration in sites

As mentioned above, nearly one third of more than 6000 IDPs interviewed wishes to permanently remain in the current areas of displacement, at least till the conditions in areas of origin have not considerably improved. This issue will be analyzed closely by the Protection Cluster firstly to establish a dialogue with the government and the host community and secondly to design a Programme aiming at reaching out also to the local community, to address the needs in basic services and infrastructure to assist in the integration of IDPs.

7.3 - Relocation

For the time being there has been no expression of wish to be relocated in another area of Chad by the IDP population.