



Humanitarian Aid Decision 11th European Development Fund (EDF)

Title: Commission decision financing humanitarian actions in Cameroon from the 11th European Development Fund (EDF)

Description: Humanitarian assistance to Refugees from CAR in Eastern Cameroon

Location of action: Cameroon

Amount of Decision: 3 MEUR

Decision reference number: ECHO/-CF/2015/02000

Supporting document

1 Humanitarian context, needs and risks

1.1 Situation and context

A first major influx of refugees from Central African Republic (CAR) in Cameroon started in December 2013. Refugees fled from violence and conflict and arrived in Cameroon in a state of total destitution, after having walked for weeks through the lush forest, feeding on roots or nothing at all. The Adamaoua and East regions of Cameroon, where most refugees arrived, are remote and difficult to access areas which already lacked resources and sufficient basic services for local populations even before the refugee influx. Cameroon had not faced any major humanitarian crisis for a long time, and several months were necessary to mobilise the humanitarian community and to organise a response. Seven refugee sites were set up by UNHCR.

Two years after the onset of the crisis, Cameroon hosts around 150 200 CAR refugees, arrived since January 2014. Only around 50% of them live in sites; the other half has settled among host communities, where other CAR refugees lived already (around 100 000 people arrived in Cameroon from CAR between 2004 and 2008). Tensions have rapidly risen between refugees and host communities, mainly concerning access to water and other natural resources, notably fire wood.

Over the past months, the humanitarian community has provided food assistance, access to water and sanitation, shelters, health care, nutrition services and education in emergencies for the whole new refugee caseload. The extremely volatile political and security context in CAR does not make it possible for the refugees to envisage a safe return to their home country soon.

Very few resources have been made available by local authorities, apart from the land ceded to set up the sites. Up to now, humanitarian organisations have paid for the additional human resources needed in schools (60% of refugees are children) and health centers, while strongly advocating for the Government to take over those costs.

Thanks to humanitarian assistance, the majority of refugees have had their basic needs covered. However, some important gaps in the assistance remain, and the living conditions of most refugees are still worrying.

1.2 Identified humanitarian needs

A recent monitoring mission by Commission's humanitarian experts to the East and the Adamaoua regions has identified considerable gaps, particularly in terms of shelter, livelihood, water and sanitation.

The majority of refugees still live in temporary shelters made of plastic sheeting, which are in poor conditions or totally worn out. According to UNHCR estimates, 12 000 semi-permanent shelters are needed.

Refugees in all sites also highlighted the need to have their means of subsistence reinforced. Most of them do not have any income at all and are completely dependent on humanitarian aid. Back in CAR, they were cattle breeders, farmers or shopkeepers. As their stay in Cameroon is protracting, their self-reliance and resilience must be promoted. For the time being, there are very few actors working on livelihood activities, and only a very minor number of refugees are able to benefit from them. Refugees have clearly expressed the need to get access to income generation activities.

Other gaps remain in terms of access to sanitation, both in sites (Borgop, Timangolo) and among host communities. The latest UN Inter-Agency Report estimates that around 1 700 latrines and 2 700 showers are needed in order to achieve the minimum standards in sites.

1.3 Risk assessment and possible constraints

One of the major issues to take into consideration in order to avoid risks of inter-communal tensions is the involvement of host communities in the actions to be implemented. Indeed, local populations who are hosting CAR refugees in their villages are as affected by the crisis as the refugees. The hosting regions are fragile areas where most people live from subsistence agriculture or stockbreeding activities. Local populations saw the arrival of thousands of refugees to their villages, and were forced to share everything, from natural resources to basic social services. Latest figures estimate that 69 000 refugees live among host communities. Most actions implemented in the area already have a component benefiting local populations; efforts to include host populations as beneficiaries of the humanitarian response must be

upheld. This includes, for instance, improving access to WASH, health and nutrition services also by host communities.

Other potential risks stem from insecurity. In the area closer to the CAR border, near Garoua Boulai, several kidnappings of Cameroonians have been perpetrated by armed groups from CAR. There are also regular cross-border incursions to steal cattle, cars or trucks. However, most humanitarian organisations working on the assistance to CAR refugees can implement their actions as planned, having taken some security measures.

Access to the refugee sites and to host communities can be difficult during the rainy season, which lasts from July to November in Eastern Cameroon. Refugee sites were set up gaining ground to the forest, and some of the host villages are also very close to the forest. Access through clay trails can be hard for cars and trucks during the rainy season, when paths become muddy.

Fading donor interest in the crisis might also negatively affect the response, as funding shortage could lead humanitarian organisations to leave Cameroon.

2 Proposed EU humanitarian aid response

2.1 Rationale

Most refugees live in deteriorated temporary shelters where living conditions are harsh and not dignifying. There is an urgent need to replace these shelters by semi-permanent shelters that are resistant to the climatic conditions of Eastern Cameroon (heavy tropical rains and high temperatures) and that offer a minimal degree of personal safety. In order to coordinate the response in terms of shelter, UNHCR is currently working on a national strategy for shelters, which should be shared with humanitarian organisations soon. Part of the envelope of this decision will be used to improve the shelters, replacing as many as possible of them by semi-permanent ones made of local material.

More resilience-oriented components in the actions will be funded in order to reinforce the refugees' livelihoods and support self-reliance. Refugees in all sites have expressed their wish to have access to income sources. Therefore, humanitarian partners with relevant expertise will be encouraged to reconsider the modalities of their interventions in a self-reliance perspective based on vulnerability rather than on a status-based assessment. A self-reliance strategy is part of the EU Trust Fund for CAR ("Bekou") in Cameroun. However, the problems encountered in the initial phase of implementation have reduced its scope and delayed its start, thus the needs remain significant and increasingly pressing. Full complementarity and synergies with the activities funded by Bekou will be sought.

Gaps in access to water and sanitation have been identified in some sites (Borgop and Timangolo) and among local communities hosting important numbers of refugees. Works to cover this gap both in and off-sites will be supported with a community-based approach.

This decision may also contribute to cover any other basic needs of the 150 200 CAR refugees whenever a gap is identified, both in sites or among host communities.

2.2 Objectives

- **Principal objective:** to improve the humanitarian situation of CAR refugees in Cameroon
- **Specific objective:** to provide multisectoral assistance and to strengthen the resilience of CAR refugees and host communities in Cameroon

2.3 Components

- **Provision of semi-permanent shelters** in line with the common approach to shelter developed by the humanitarian community, as a priority in sites where shelters are in the worst conditions and populations most vulnerable
- **Livelihood support**, fostering resilience and facilitating peaceful coexistence between refugees and host communities
- **Water and sanitation**, in particular latrines and showers construction in line with WASH standards wherever gaps are identified, complemented by sensitization about hygiene practices. A community-based approach will be considered where relevant

Protection and Disaster Risk Reduction considerations will be mainstreamed in the response.

2.4 Complementarity and coordination with other EU services, donors and institutions

(See table 3 in annex)

2.5 Duration

The initial duration of the actions financed under this Decision shall run for 18 months.

3 Evaluation

Under Article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid actions financed by the Union in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://ec.europa.eu/echo/policies/evaluation/introduction_en.htm.

4 Management Issues

Humanitarian aid actions funded by the European Union are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the

Financial Administrative Framework Agreement with the UN (FAFA) in conformity with Article 17 of the Financial Regulation applicable to the 11th EDF, together with Article 178 of the Rules of Application of the Financial Regulation applicable to the general budget of the European Union. These Framework agreements define the criteria for attributing grant agreements and contribution agreements and may be found at http://ec.europa.eu/echo/about/actors/partners_en.htm

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and international organisations not complying with the requirements set up in the applicable EDF Financial Regulation for indirect management, actions will be managed by direct management.

For international organisations identified as potential partners for implementing the Decision, actions will be managed under indirect management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

5 Annexes

Annex 1 - Summary decision matrix (table)

Principal objective : to improve the humanitarian situation of CAR refugees in Cameroon				
Specific objective	Allocated amount by specific objective (EUR)	Geographical area of operation	Activities	Potential partners¹
To provide multisectoral assistance and to strengthen the resilience of CAR refugees and host communities in Cameroon	3,000,000	East and Adamaoua regions	* Provision of semi-permanent shelters * Livelihood support * Water and sanitation	<u>Direct management</u> All NGO partners <u>Indirect management</u> - ICRC-CICR - IOM - UNHCR - UNICEF - WFP-PAM
Contingency reserve	0			
TOTAL	3,000 000			

¹ List of ECHO partners: http://ec.europa.eu/echo/files/partners/humanitarian_aid/fpa_partners.pdf

Annex 2 - List of previous EU/Commission humanitarian aid decisions

(*) decisions with more than one country

List of previous EU/Commission humanitarian aid decisions operations in CAMEROON

Decision Number	Decision Type	2014	2015	2016
		EUR	EUR	EUR
ECHO/-CF/EDF/2014/01000*	Ad hoc	6 000 000		
ECHO/CHD/BUD/2014/91000*	HIP Children of Peace	500 000		
ECHO/CMR/BUD/2014/91000	HIP Cameroon	3 000 000		
ECHO/DRF/BUD/2014/91000*	HIP DREF	120 000		
ECHO/-AF/BUD/2015/92000*	HIP CCC		8 000 000	
ECHO/CHD/BUD/2015/91000*	HIP Children of Peace		700 000	
ECHO/-AF/EDF/2015/01000*	Ad hoc		6 000 000	
	Subtotal	9 620 000	14 700 000	
	TOTAL	24 320 000		

Date : 17/11/2011

Source : HOPE

(*) decisions with more than one country

Annex 3 - Overview table of the humanitarian donor contributions

Donors in Cameroon over the last 12 months			
1. EU Member States (*)		2. European Commission	
	EUR		EUR
Belgium		DG ECHO	14 700 000
Czech Republic			
Denmark	153 346,92		
Finland			
France	1 700 000		
Germany			
Ireland	310 000		
Italy	350 000		
Luxembourg			
Netherlands			
Spain			
Sweden	1 117 288,68		
United Kingdom	9 779 619,03		
Subtotal	13 410 254, 63	Subtotal	14 700 000
TOTAL	28 110 254, 63		

Date : 17/11/2011

(*) Source : EDRIS. <https://webgate.ec.europa.eu/hac>

Empty cells : no information or no contribution.

Annex 4 – Maps

