

Report

RAPID ASSESSMENT MISSION OF THE SITUATION OF CHADIAN REFUGEES IN NORTHERN CAMEROON (Kousséri)

07 - 12 February 2008



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INTRODUCTION

General context

On 2nd February 2008, Chadian rebels entered the capital N'djamena after crossing the border from their bases in West Sudan. Intense fighting and looting were reported while thousands people from N'djamena sought refuge in Kousséri in northern Cameroon. Following recent reports, more fighting is expected in N'djamena as the rebel forces are said to have made a tactical withdrawal. It is within this framework that a mission consisting of Chad¹ and Cameroon² Country Offices staff was fielded to northern Cameroon from 07 to 12 February 2008. Northern Cameroon is in UNDSS security phase II. Movements by United Nations (UN) staff from Kousséri to Maroua and along the border with Chad require an armed escort which can be provided by the Government of Cameroon (GoC).

Mission Objectives

- 1. Conduct rapid assessment of the food needs and level of assistance;
- 2. Reassess logistic infrastructure;
- 3. Liaise with regional and local authorities to discuss WFP operational modalities regarding assistance to Chadian refugees and to host population;
- 4. Identify cooperating partners and liaise with stakeholders and UN agencies;
- 5. Identify the requirements for establishing an operational base and communication.

METHODOLODY

Information were collected and compiled by the assessment team by various means: Available reports were reviewed and analyzed. Meetings were held with local authorities, key informants and UN agencies and non governmental organizations (NGOs). Field visits were undertaken in transit camps and future permanent sites. The mission inspected the general conditions at the site, the cooking areas, water points and sanitary areas on or near the camps. The mission team visited basic social health and education infrastructures including health clinics and primary schools and had discussions with health and education officials. The team also met with the Cameroon Red Cross (CRC) volunteers responsible for food, health, water and sanitation in camps. Focus group discussions also took place with groups of refugees – men, women, and young people. Finally, the assessment team visited local food markets, border crossings and warehouses.

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BASIC FACTS

Refugee numbers and demography

During the early days of the emergency, the population of refugees was estimated at 58,000 persons according to UNHCR and GoC. Through verification, the caseload needing assistance was estimated at 38,000 people. About 37,600 refugees were present during WFP food distributions. The refugees are scattered in nine temporary settlements of which, Madana and CETIC are the two largest with 34,000 and 3,600 people respectively. Several hundreds others are being accommodated by relatives in the town of Kousséri and its surroundings. Women and children constitute about 75 percent of the refugee population.

The GoC has identified Maltam 1, a site located 32 km west of Kousséri to become the permanent camp for the Chadian refugees. Maltam has around 11,000 inhabitants and the camp can host up to 100,000 people. On 16 February, UNHCR and its partners will start the transfer of the refugees from Kousséri to Maltam 1. Official registration will be conducted at that time, enabling humanitarians to have a precise figure of the group.

With the situation stabilizing in N'djamena, some refugees have begun returning or planning to return. After WFP food distribution, observations at border crossings show refugees filtering out of Kousséri to Chad. Thus the number of refugees that are likely to be transferred to Maltam will be reduced (i.e to about 15 and 20,000 people).





Some of the Chadian refugees on their way back to N'djamena at the border crossing (Ngele Bridge) over River Logone (9/2/08)

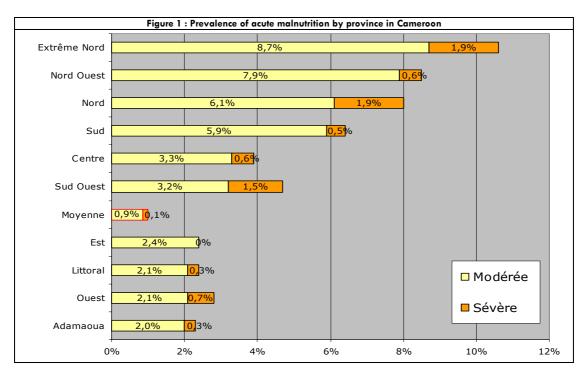
Health and nutrition situation

Nutritional situation

A nutrition survey has not yet been done and therefore it is very difficult to know the level of malnutrition of children under five. Nevertheless, the refugees have stayed for at least a week without any food assistance and in very difficult living conditions. Consequently their nutrition status must have deteriorated. UNICEF reports cases of moderate

malnutrition among children, which are being identified during health checks. Furthermore, the upsurge in of diseases such as malaria, acute respiratory infections and diarrhea could nonetheless expose children to the malnutrition if their immediate food and health needs are not adequately addressed.

On the other hand, the refugees are located in Extreme North province which has the highest malnutrition rate in Cameroon. Accordingly to the 2004 Demographic Health Survey (DHS 2004), the province has 10.6 percent of global acute malnutrition (GAM) in of which, 1.9 percent is severe malnutrition (See fig below). As a result, any intervention to address acute malnutrition of refugee children also should consider children in the host population.



UNICEF is working with Médecins sans Frontières (MSF) and the Provincial Department of Health in setting up a nutrition surveillance system to be able to anticipate any deterioration of the nutrition situation. UNICEF has already made available ten boxes of Plumpy Nuts (1,500 sachets) and pre-positioned in Ngaoundéré 400 kilos of therapeutic food items (F75 and F100), in order quickly dispatch them to Kousséri, if necessary.

Water supply and sanitation

Permanent water supply systems are scarce in the two camps. Since 9 February, UNICEF is providing 48,000 liters of potable water per day to the Chadian refugees through water trucking. Presently, the CRC is already providing pipe-borne water in the Madana camp.







Provision of pipe-borne water to the Chadian refugees in the Madana transit camp

The current sanitary situation in Kousseri is precarious remains a matter of concern to the humanitarian organizations. UNICEF and UNHCR are providing technical support to NGOs for the on going construction of 16 temporary latrines, 10 showers and several water pumps in the temporary sites. An assessment of supply needs was conducted in collaboration with other agencies and NGOs and provision and distribution of mosquito nets and other sanitary items will take place shortly.

In Maltam, construction work will soon start to provide the above services before the transfer takes place.

Health Services

The transit camps are covered by the Health District of Kousséri. In view of the current emergency UNICEF, WHO, MSF and the CRC are providing technical and financial support to the provincial Department of Health as well as making health supplies available (vaccines, syringes, safe disposal boxes, Vitamin A, etc.) to reinforce health services.

The micro-planning for the vaccination campaign has been finalized. The vaccination campaign against measles and poliomyelitis for children aged 6 to 59 months, coupled with Vitamin A supplementation, is being organized and will be conducted this week by WHO, UNICEF and the Health District of Kousséri. This campaign will reach about 44,000 refugee and Cameroonian children.

Meanwhile in Maltam where the refugee will finally be located, there are only two health centers for 11,000 people. The refugee influx will therefore exert pressure on the already limited infrastructure and medical personnel. There is a need to reinforce the medical facilities and capacities.

Education

The Extreme North province is one of the Cameroonian provinces where the enrolment rate is very low and where gender disparities exist. The schools are either very far but also have inadequate school infrastructures, equipments and quality personnel. Besides, most parents are not interested in sending their children to school. WFP is running some school feeding canteens in the region.

Table 2. Schools in and around Maltam

Name of village	Number of schools	Distance from Maltam in km
Maltam	1	0
Ngree	1	3
Doubabelgos	1	5
Anfana	1	5
Diane	1	9
Tilde	2	12

Source: WFP rapid assessment

Gender and protection issues

On-site visits to the camps show an important number of women and children particularly in the CETIC transit camp. Due to the emergency influx, the numbers have not yet been disaggregated. However, it is estimated that women and children could constitute more than 75 percent of the total caseload.

Dozens of separated and unaccompanied children were identified by the CRC and documentation of these cases is ongoing. UNICEF is supporting NGOs and the Provincial Department of Social Affairs in providing psycho-social counseling through trained psychologists.

The identification of other vulnerable population such as pregnant women, handicapped and the mentally-ill persons within the refugee population has also begun in the two sites.

Environmental conditions

The Far North of Cameroon is an arid Sahelian region, where recurring droughts and other periodic natural disasters such as locust infestations and flooding often affect the livelihoods of thousands of people.

FOOD SECURITY

Chad is a land-locked Sahelian country classified as a Low Income Food Deficit Country (LIFDC) and Least Developed Country (LDC) with a population of approximately 9 million people. The UNDP 2007 Human Development Report ranked Chad 170th out of 177 countries. The average daily calorie intake is 1,972 kcal per person which is below the nutrition poverty line of 2,100 calories. This figure varies depending on geographical region, social group, gender and age. Approximately 28 percent of Chad's population is malnourished and 64 percent of the population lives in extreme poverty due to general economic hardship.

The refugees are coming from Chad which has continued to suffer from increasingly serious food crises over the last decades as a result of natural and man-made disasters and the growing impoverishment of the rural population. The combination of drought, political instability, poverty, and the impact of HIV/AIDS has resulted in high rates of malnutrition among children under five years of age and pregnant and lactating women. Food insecurity is of major concern particularly in northern arid Sahelian regions of Chad, where recurring natural disasters continue to affect the livelihoods of millions of people.

The overall food security of the Chadian refugees in and around Kousséri is extremely poor. Food availability in the nearby market is good but the refugees do not have enough access to food because of limited resources. Most refugees are coming from N'djamena (urban refugees) who had to flee their homes unexpectedly and therefore have lost most or all their belongings and food assets. Their livelihoods have also been worn out and it is unlikely that the refugees will establish income generating activities in short or medium term.

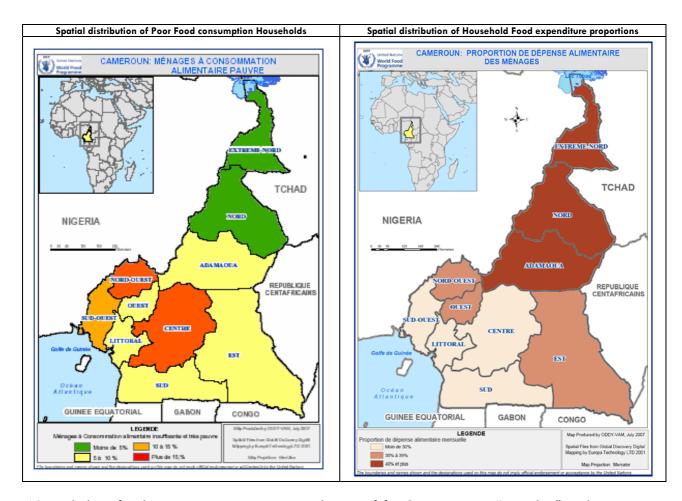
The 2007/08 agricultural campaign for the Extreme North province was very successful. Presently harvesting of off season crops is ongoing and almost all major food stuff is available in the local markets. The presence of refugees is already impacting on the markets as prices of some food items have started to skyrocket.

Table 1: Prices of major food items in Kousséri Market on 08/02/08

Food items	Unit of measure	Price CFA (Before the arrival of refugees)	Price in CFA now
Rice	50 kg	16,500	18,000
Maize	100 kg	12,000	12,500
Millet	100 kg	8,000	8,500
Sorghum	100 kg	9,000	11,000
Meat	1 kg	1,800	2,000
Beans(niebe)	50 kg	12,000	12,500
Fish		250	500
Oil	1 liter	800	1,000
Sugar	50 kg	24,000	24,000
Salt	2.5kg	850	850

Source: WFP rapid assessment mission

It is obvious that the presence of the refugees in Kousséri will have an adverse impact on their food security situation as well as of that of the host population. Furthermore the region is one of cross border trade with Nigeria and Chad and there is frequently high speculation. The Extreme North province is characterized by poor agricultural output and as any Sahelian region is also exposed and vulnerable to drought, floods, and locust infestations. According to the 2007 Comprehensive Food Security and Vulnerability Analysis (CFSVA), the Extreme North province appeared to have a greater proportion of households that have acceptable food consumption.



Nevertheless, food consumption as a proxy indicator of food security is a "snapshot" and consumption varies over time. Moreover, the CFSVA was conducted in May, during the lean period in the Southern part of Cameroon. In terms of food access, the total revenue and the portion of expenditure for food, the Extreme North province is one the lowest in terms of household revenue and with very high proportion spend on food. Consequently, in case of shock, the province will suffer more, particularly because the Logone and Chari division is also amongst the more vulnerable to food insecurity.

Food Assistance

The food basket distributed to Chadian refugees in Kousséri consists of 150 g of rice, 350 g of sorghum, 60 g of a protein commodity (pulses) and 20 g of vegetable oil. Based on WHO/WFP/UNHCR guidelines of minimum kilocalories intake in the initial stages of an emergency, the recommended ration of 2,100/person/day was provided for 7 days. The ration is designed to provide as balanced a food basket as possible considering dietary needs, availability of food in-country, micronutrient requirements, cost, logistics, supply, storage and handling at distribution. Distribution took place on 9 February 2008. The group distribution system was used to involve the refugees who organized themselves by similar family size into groups of individuals.





Distribution of WFP Food commodities to Chadian refuges in Kousseri

NON-FOOD AND OTHER RELATED CONCERNS

Non-food items - requirements and distributions

The refugees are currently living in open spaces with no shelter and they are exposed to very harsh climatic conditions. Some have blended in, choosing not to sleep outdoors in the makeshift refugee camps designated by the local government. Many lack basic hygienic and domestic items. Humanitarian organizations have planned the distribution of the following non-food items (NFI) to respond to their urgent needs: soap, blankets, mosquito nets, kitchen sets, plastic sheeting, jerry cans and sanitary kits and tee-shirts. In addition, UNICEF has ordered a variety of other items for a total value of US\$ 250,000, relating to water, sanitation, health, recreation and education.



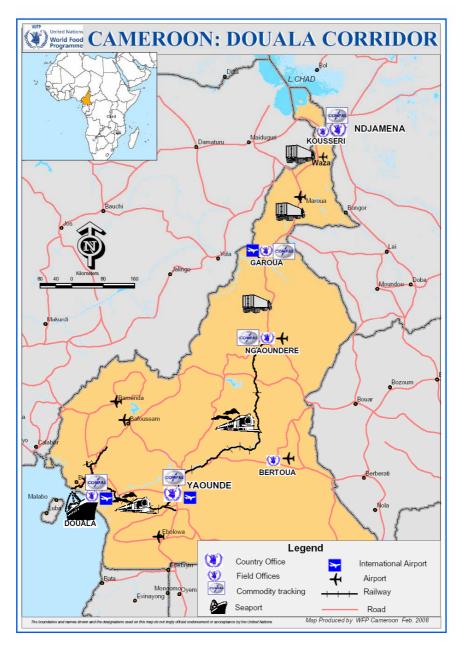


Shelter and accommodation remain a serious problem in the transit Madana camp in Kousseri.

LOGISTICS

The logistic corridor

Food and non-food-items are transported to Kousséri and and the Maltam site through the Douala Corridor. The Douala corridor serves Cameroon, Chad and Central African Republic. Chad and Cameroon dispatches are done by rail/road via Ngaoundéré as a transshipment point (logistics hub in northern Cameroon). Food and NFI for Chadian refugees will continue to be moved from ship in the port of Douala to road and rail in Ngaoundéré and onward by road directly to Kousséri. This system is currently the most cost-effective means of moving food and other items necessary for this operation (see map).



The road infrastructure from Ngaoundéré to Kousséri is in relatively good condition. However some portions between Garoua and Maroua need to be rehabilitated because without spot repairs, the deliveries could be delayed. Local transporters are available and effective from Ngaoundéré.

GoC and/or WFP storage facilities are available in Ngaoundéré (2,000 MT), Garoua (1,000 MT), and Maroua (500 MT), and Kousséri (2,500 MT). Private warehouses can also be rented. However rub halls would have to be installed in Maltam 1 and listed as an extended delivery point (EDP) under WFP managemen

The operational setup

WFP Chad has a contingency base on Kousséri equipped with communication facility to support WFP Chad operation in a situation where it becomes impractical to operate in N'djamena because of insecurity. While, the Kousséri office lacks the basic infrastructure and staff, it has proven very strategic in supporting WFP operation in Chad and Cameroon.

The best location to set up the Cameroon emergency operation to assist Chadian refugees is Kousseri. This is basically because of its proximity to the physical location of the refugees and to WFP Chad operation. Both operations could mutually benefit from each other. By sharing the same office space and communication the overall cost to WFP can be relatively reduced.

Currently, the Cameroon EMOP is headed by Chad staff that have been evacuated from Chad and assisted by National officer from Cameroon. WFP Chad staff will eventually be returning to Chad leaving Cameroon to take over its operation. In order to support this transition, WFP Cameroon needs to identify an Emergency Coordinator that will be based in Kousseri.

PARTNERSHIPS, PLANNING AND OTHER ISSUES

Partnerships and coordination

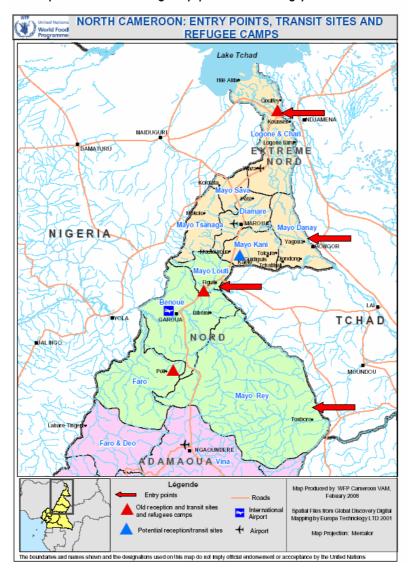
Several humanitarian organizations are now working on the ground in Kousséri, including six United Nations agencies. The main actors in presence are WFP, UNHCR, UNICEF, WHO, UNFPA, UNDSS, the Cameroonian Red Cross, the International Federation of the Red Cross (IFRC), MSF-F, MSF-S, International Rescue Committee (IRC), Cooperazione Italiano (COOPI), Action Against Hunger (AAH), ACTED Chad, Première Urgence, World Vision (WV) Catholic Relief Services (CRS), ADRA and Islamic Relief Worldwide (IRW-F).

A Joint Work Plan will have to be signed between WFP and UNHCR. This work plan will define areas of co-operation and responsibility for both agencies in the context of the MOU. It will also allow for a systematic way for both agencies to discuss issues of particular concern and set benchmarks for the achievement of particular goals.

In addition UNHCR and WFP will have to keep in regular contact on operational issues as well as to update one another on other issues. Some areas of co-operation include contingency planning and logistics. Close and regular contacts should also be effective with UNICEF and other UN agencies in order to maximize the use of logistical, financial and human resources. Currently, activities are coordinated by sectors (NFI, Nutrition, Food, Health, Water and Sanitation and Protection). These cluster meetings including UN agencies and NGOs will continue with appropriate terms of reference.

Contingency planning

Taking into consideration rebel activities in Chad and the probability of further deterioration of the security, it is likely that further influx of Chadian refugees may occur in the short or medium term. The entry points may as well be Yagoua, Figuil or Touboro (see map). It is therefore highly recommended that UNCT and agencies in Cameroon and Chad review and update their contingency plans accordingly.



PROGRAMME OPTIONS AND FINAL RECOMMENDATIONS

Programme options

For the Government of Cameroon

- Continuation of assistance in the various sectors and reinforcement of security in camps, protection, health, nutrition and education services through the existing structures.
- Assure security for UN personnel, partner staff as well as their property.

For WFP

- An IR-EMOP is already up and running for two months. An evaluation of the food security situation of the refugees should be done one month before the end of the IR-EMOP to determine the future orientation of assistance.
- The current activities for Chadian refugees are supervised from the WFP Chad-Kousséri operational base which is being established as a contingency setup to support WFP operations in Chad. Cameroon Country Office can take advantage of this infrastructure to establish an operational field office there on a cost-sharing basis with the Chad Country Office.
- The Kousséri (Cameroon) field office will be supervised by the Garoua Sub-Office.
 An administrative contact/support will have to be established in Maroua. This support could be provided by a WFP NGO partner such as the SAILD under a specific Memorandum of Understanding (MOU).
- WFP Cameroon Country Office will be responsible for the Emergency Operation, with an emergency officer responsible for coordination with NGOs and WFP Chad as well as supervision of activities in the field. WFP Kousséri field office should also be reinforced with one report assistant, 4 field monitors, a logistics officer, a logistics assistant and a storekeeper, an administrative/finance assistant and two drivers.
- Further upgrading of the office setup and accommodation space for staff need to be prioritized. The office in Kousséri has no furniture and although a radio HF/VHF system is available there is limited access to internet and no VSAT. Chad CO is arranging for the transfer of equipment from Liberia to Kousséri. There is no accommodation for staff in Kousséri and this particular need is being addressed through a Special Operation.

For UNHCR

• Put in place a Programme for the assistance to Chadian refugees in Cameroon (registration of refugees, protection, health, education, shelter, NFI, agriculture).

For UNICEF, UNFPA and WHO

 Reinforcement of emergency response (water and sanitation, public health, nutrition, education, protection, reproductive health, HIV/AIDS sensitization and prevention).

For FAO

Assessment of the agricultural needs (seeds and tools) and the possibility of putting
in place a Technical Cooperation Programme to assist the refugees and host
population in agricultural activities such as market gardening, food crop
production, small scale livestock raising, etc.

Final recommendations

The mission recommends:

Refugee figures and Demography

- 1. The verification of the number of refugees and their breakdown by age and sex.
- 2. The establishment of registration cards which will be used as supporting document for refugees to benefit from assistance.

Food and nutrition

- 3. Emergency Food assistance to Chadian refugees for two months (IR-EMOP).
- 4. Regular nutrition surveillance for children under five (for the refugee and host population).

Protection

5. Assistance to people in need of protection particularly non-accompanied children.

Health

6. Augmentation of medicines and medical supplies in health centers (Kousséri and Maltam) to respond to the expected increased health needs of the refugee and host population.

- 7. A systematic and integrated vaccination campaign programme against the potential epidemics (measles, poliomyelitis, etc.) for the refugee and host populations.
- 8. Reinforcement of the infrastructure and human resources base of the Kousséri therapeutic and supplementary feeding centre so as to eventually response to increased needs of refugee and host populations.

Non Food items

- 9. Non food items distribution such as blankets, mats, jerry cans, kitchen utensils, soap and hygienic kits for women.
- Protection and management of water sources to avoid contamination and risk of waterborne diseases.

General recommendations

- 11. A Joint Assessment Mission (JAM) should be conducted one month before the end of the IR-EMOP (when the refugees are already in the Maltam Camp) to determine the food and non food needs of the refugees and the appropriate programme options.
- 12. An evaluation of the nutritional status of the refugee and host populations at the end of the IR-EMOP.
- 13. UNCT and agencies in Cameroon and Chad should review and update their contingency plans.

ANNEX

1 TOR of the rapid assessment mission

BACKGROUND

On 2 February 2008, Chadian rebels entered the capital N'djamena after crossing the southern border from their bases in West Sudan. Intense fighting and looting were reported and mass movements of refugees from N'djamena started crossing into Kousséri in Cameroon. Following recent reports, more fighting is expected in N'djamena as the rebel forces are said to have made a tactical withdrawal to meet up with reinforcements coming from the east. Over 50,000 Chadian refugees are reported to be Kousseri and its environs in northern Cameroon and need immediate humanitarian assistance.

OBJECTIVES

- To determine what measures are necessary and what assistance is required to ensure that the
 refugees: (i) have access to food that is adequate in quantity and quality to meet their
 nutritional needs, and to related non-food supplies, services and protection to maintain (or
 restore) nutritional health in the next 6-12 months, and (ii) progressively achieve the maximum
 possible level of sustainable self-reliance pending a durable solution (avoiding damaging or
 undesirable survival strategies);
- To define the types of food and food-security related assistance required; the number of people to be provided for; how the food and related assistance should be delivered, targeted and distributed; how initial assistance to self-reliance should be provided;
- To assess the logistic (transport, storage and handling) means and management capacities
 available to acquire in-country supplies, receive imported supplies, deliver supplies to the
 refugee sites, and maintain operational reserve stocks, with proper accountability and
 minimum losses throughout the supply chain, including any logistic constraints to be considered
 in the design of the overall programme;
- To determine whether immediate measures are necessary and, if so, what assistance is required to: (i) ensure that the food security of the local host population and the natural resource base of the area are not undermined by the self-reliance and fuel-wood collection activities of the refugees, and (ii) address any acute food shortages or malnutrition among the local population;
- To identify and assess the resources and capacities of potential implementing partners to undertake food distribution, self-reliance and monitoring activities;
- To assemble the data required for operational planning and budgeting, and to initiate implementation: this includes data on key indicators necessary to establish a baseline against which programme performance can be measured, to the extent possible;

- To enable specific, credible project proposals (for the next 6-12 months) to be elaborated and submitted to donors for funding.
- If needs are urgent and there are no partners or other staff in the locality able to arrange to acquire supplies locally and/or receive supplies sent from elsewhere in the next few days, and to organize initial distributions, the assessment team may have to fulfill these responsibilities while also continuing with the assessment.

METHODOLOGY

Information will be collected and compiled by the assessment team through the combination of tools:

Secondary data analysis

Reviewing and analyzing available reports on (i) the numbers and the situation of the refugees in different locations, (ii) their backgrounds, skills and capacities, (iii) the progress of food and related assistance programmes underway, and (iv) the situation and any continuing population movements in the country origin.

Meetings with local authorities and other key informants

Conduct meetings with local authorities, NGOs and other organizations working with the refugees.

Follow-up on meetings made during the rapid initial investigation and have meetings additional organizations.

Field visits

- Undertake field visits to refugee settlements and reception centres and, if necessary, make follow-up visits to those that were visited during the first few days;
- Conduct meetings with site managers, the personnel responsible for food, health, water, sanitation and community services, and with refugee leaders and representatives involved in the implementation of food and nutrition-related programmes;
- Conduct meetings and focus group discussions with groups of refugees men, women, young people – representing distinct socio-economic subgroups identified within the population;
- Make detailed inspection of general conditions at the site, in household or communal shelters, in cooking areas around water sources, in storage areas, in sanitary areas on or near the site;
- Observation of food and water availability and cooking arrangements in a sample of households, and informal discussions with women, men and children in the household;
- Observation of food distribution operations and any selective feeding programmes already underway;
- Undertake visits to clinics and discussions with health workers;

- Observations and discussions with traders, in markets within the settlement and in the vicinity;
- Conduct interviews with local community leaders, health officials, public health workers, market traders – meetings with a larger sample of 'key informants' than contacted during the rapid initial investigation;
- Visits to local food markets, grain mills, truck parks, railway yards, airports, transport companies and warehouses in the area, and:
- Visits to (and/or contacts with reputable clearance and forwarding agents at) ports, airports, border crossings, and possible transhipment and primary storage locations in other parts of the country through which supplies may have to pass.

Debriefing meetings

Conduct debriefing meetings with the local authority, local leaders, major NGOs and refugee leaders, of the team's observations and tentative conclusions concerning immediate food and related needs, and recommendations for action (including targeting and distribution mechanisms).

OUTPUTS

A final report specifying response options and strategies.