CASE STUDY

CHAD 2019–2020 / CONFLICT

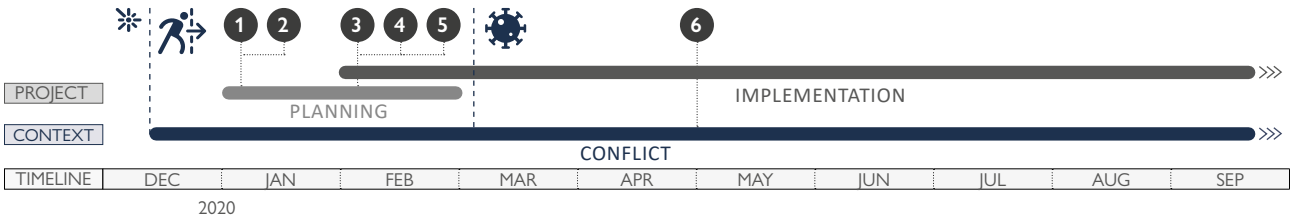
KEYWORDS: Coordination and partnerships, Host community integration, Settlement planning

CRISIS	**Chad Emergency, 2020 (Ouaddai Province, Eastern Chad)**
PEOPLE DISPLACED	Approx. **18,500 people***
PEOPLE WITH SHELTER NEED	Approx. **7,988 people** (total population in Kouchaguine-Moura Camp as of September 2020)*
PROJECT LOCATION	Kouchanguine Moura, Ouaddai Province, Eastern Chad
PEOPLE SUPPORTED BY THE PROJECT	**1,850 HHs** (7,988 individuals) as of September 2020
PROJECT OUTPUTS	**Multi-sectorial Integrated Settlement Planning** and set-up with capacity for 27,000 people **1,850 temporary individual shelters** constructed as of September 2020 **6 communal transit shelters** constructed **Set up of communal facilities** such as health centre, child friendly spaces, distribution spaces, school and other settlement infrastructure.
SITE AND SHELTER DENSITY	Site: **106m²** per person Plot Size: **20m x 15m** | Shelter size: **17.5m²** Shelter: **3.5m²** per person
DIRECT COST	**USD 450** per shelter

* Source: UNHCR Chad Emergency Update - External 11 September 2020

PROJECT SUMMARY

The project involved integrated settlement planning and the set-up of a new settlement in response to the Eastern Chad Emergency situation declared in January 2020 as a result of the influx of Sudanese Refugees. The decision was made to set up a new settlement; Kouchanguine-Moura located in Ouaddai Province. The settlement planning process used the Masterplan Approach – an integrated settlement planning tool – which took a participatory approach and focused on aligning the planning for the new settlement with the development plans for the host community area.



19 Dec 2019: Conflict as a result of an incident in Darfur led to the displacement of thousands of people both within Sudan and to the border areas in eastern Chad.

1. **Jan 2020:** Site selection.
2. **Jan 2020:** Site assessment.
3. **Feb 2020:** Site preparation.
4. **Feb 2020:** Relocation of the first refugees from the border to the new settlement.
5. **Feb 2020:** Phased growth of the settlement.

11 Mar 2020: WHO declared the novel COVID-19 outbreak a global pandemic.

6. **May 2020:** Further spikes in conflict occurred in May - July 2020.

The integrated settlement planning approach focused on links between the new settlement and host communities. Here a temporary market was set up by host community members in the new settlement.

CONTEXT

Eastern Chad continues to host refugees from the Darfur region of Sudan in established camps; Farchana, Hadjerhadid and Gaga, which are all reported to be at maximum capacity. Conflict as a result of an incident in Darfur on 19th December 2019 led to the further displacement of thousands of people both within Sudan and to the border areas in eastern Chad. Within a matter of weeks, thousands of refugees were temporarily living in small groups along the border near the town of Adre in makeshift shelters with no access to basic services.

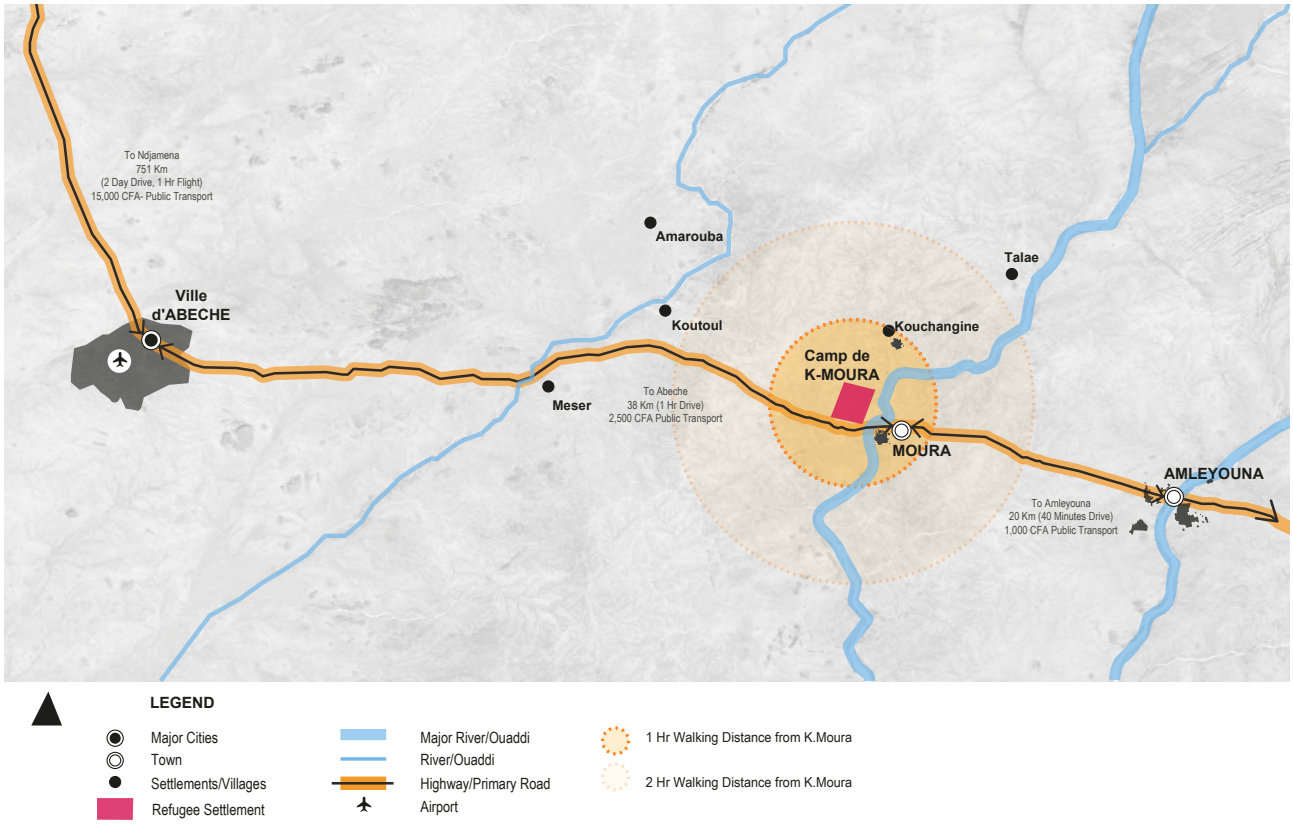
DECISION TO SET UP A NEW SETTLEMENT

The organization recognizes that whenever possible, alternatives to camps, such as shelter options within existing communities, hosting arrangements, or consolidation or extension of existing settlements should be explored before considering the setup of new settlements. However, with an initial estimated influx of 30,000 Sudanese refugees needing support, in this case it was decided that the setup of a new settlement was necessary because existing refugee camps hosting earlier groups of refugees from Darfur had reached their maximum capacity with limited possibility of camp extension. A joint decision between the provincial and local government representatives, host communities and humanitarian agencies was made to establish a new settlement next to the village of Moura in Alemeyuna.

SITE SELECTION

The location for the new settlement was identified through a participatory process involving representation from different sectors of the government partner CNARR (Commission Nationale pour l'Accueil et la Réinsertion des Réfugiés et des Rapatriés), the organization, the hosting communities, government from Abeche and the sub-prefect of Amleyouna.

Refugees stayed in makeshift shelters on the Chad-Sudanese border while they waited to be relocated to the new settlement.



Map showing the surrounding context of the site for the new settlement.

The government and sector strategy for this response was based on the plan to set up a new integrated settlement next to the villages of Moura and Dabrane with the goal of providing refugees with opportunities for a holistic life with access to livelihoods, basic services, and long-term development opportunities for both the host and refugee communities. The site for the new settlement was strategically located along the Adre-Abeche Highway, 103km west of the border town of Adre and about 38km east of Abeche town. Its location next to the fertile seasonal river, Ouaddi Moura and along the highway created strong opportunities for economic growth and development as a centre of growth for the existing town of Moura and the settlement connecting Abeche and Amleyouna.

The new settlement of Kouchanguine Moura is in an area between the two small towns of Moura located at a distance of 1.5km and Dabrane located at a distance of 5.5km. The total population of the area before the new settlement was established was estimated to be 7,738. This mainly comprised of pastoralists and agriculturalists and semi-nomadic groups.

In this part of Chad most of the rural land is owned by communities. In responding to refugee influxes, when land for settlements is needed, the government is primarily responsible for providing the land. In this case the traditional leaders gave the land identified to the government for the purpose of setting up a new settlement. In essence the host community gave the land to the government who became the custodians for the land where the settlement is located.

The area is characterized by two seasons, a wet season between June and September, with average precipitation of maximum 180mm per month and the dry season from November to April where no rains are recorded. The environment of the area is fragile as it lies in a semi-arid region where most of the land is used for grazing animals with green agricultural belts along the seasonal Ouaddi Moura river.

MASTER PLANNING APPROACH

In establishing the new settlement, the organization used a Masterplan Approach. This is a framework that seeks to:

- Facilitate the achievement of long-term, area-based, development priorities through the development of humanitarian settlement plans which are in alignment with national development plans and policies;
- Provide an enabling environment for the sustainable integration of displaced populations within host communities through improved, equitable and safe access to basic services, including comprehensive health, education, and economic opportunities; and
- Mitigate risks to the protection of displaced people, peaceful coexistence of communities and sustainable local development.

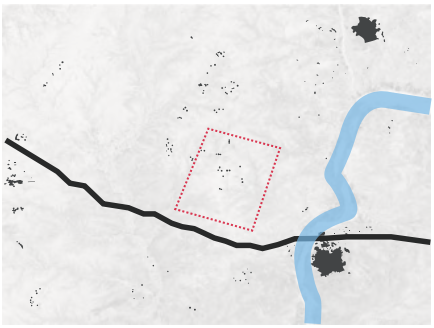
The vision for the new settlement was that it would be fully integrated with the existing settlement, and its growth aligned to the national and local development plans of the Ouaddai region with the aim of facilitating linkages between humanitarian responses and long-term development efforts. The vision was

CRITICAL SITE PLANNING DRIVERS

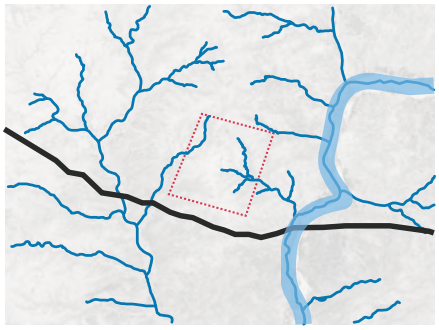
EXISTING ROADS

AGRICULTURAL AREAS

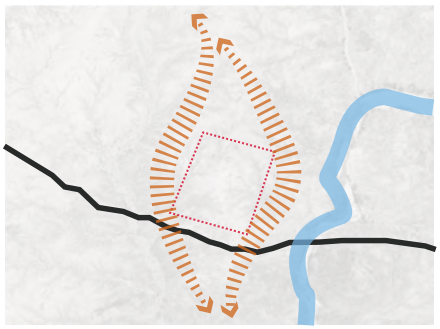
HOST COMMUNITY



SEASONAL STREAMS



ANIMAL CORRIDORS



that through having an integrated settlement promoting peaceful co-existence, refugees and the host communities would be provided with an enabling environment for sustainable development through improved and equitable access to basic services.

The settlement planning activities were primarily undertaken under three phases:

i. **Assessment and Analysis Phase** with the engagement of various stakeholders such as government services, CNARR, other humanitarian organizations, donors, host communities and the displaced populations. In this phase, the multi-sectoral and multi-scalar site assessment and analysis was carried out to ensure that the basic and long-term needs of the target populations, both refugee and host communities could be sustainably met by the site. Also considered in this phase was the alignment to national and subnational development plans, HLP concerns, impacts on the environment and local economies, shelter typologies, population density and livelihoods.

ii. **Conceptual design** was done in a participatory phase with back and forth discussions with the various stakeholders including the host communities and displaced households.

iii. **Technical design** was carried out by different technical experts to produce technical drawings for construction of shelters and settlement infrastructure like roads, schools, communal facilities, health centers, sanitation facilities and water distribution systems.

Being a multi-sectoral process, the technical team involved in the settlement planning consisted of the WASH Officer, Shelter Officer and Settlement Planner in direct collaboration with the Abeche local government technical departments from the Environment, Water Engineering and the Urban Planning Unit. Other expertise that was directly involved in the process from other sectors included; Livelihoods Officers, Public Health Officers, Education Officers, Protection Officers, Program Management and Supply Officers under the coordination of the management team.

The Site Absorption Capacity – the maximum number of people the site and its services is able to sustainably accommodate – was determined with reference to multiple factors including: livelihoods, density, usable land, environmental factors, and capacity and accessibility of basic services (water, energy and social services). The usable land area (for construction) was determined by considering natural hazards, and many other contextual and cultural factors. This involved excluding the environmentally sensitive areas, rocky areas, seasonal streams, buffer zones and host community land located within the settlement area. A number of host community households from semi-nomadic groups had homesteads with traditionally constructed wood and thatch houses – also locally known as ferricks – within the settlement boundaries that had to be taken into consideration during the settlement planning process to ensure their privacy as well as their access to services. From the analysis of the capacity, it was found that the allocated land could host 23,000 people.

Site analysis of capacity	
Site Absorption Capacity	23,000 people
Site Area	326 Ha
Density	9,430 persons per km²
Area per person	106m² per person
Plot Size	20m x 15m

Alongside the physical site assessments, remote hydrology, agricultural land, human settlement patterns and topography assessments of the site were also carried out using satellite imagery from UNOSat.

SETTLEMENT LAYOUT

The settlement layout was framed by the road network which was designed to follow the site contours with the two primary North-South and East-West roads being existing roads that cross at the central communal areas of the settlement. The decision on the scale and location of services (primary schools, secondary schools, health center, child friendly spaces, women center, youth center, distribution centers, markets, warehouse, registration center etc.) were decided upon by the different stakeholders including host and displaced communities taking into account existing services in Moura and the challenges to access during the rainy season caused by the seasonal Ouaddi Moura that created a barrier between the new settlement and the town.

A multi-sectoral environmental assessment was conducted using the Nexus Environment Assessment Tool (NEAT) which provided recommendations for the WASH, Shelter, Energy and Settlement Planning teams to mitigate the critical environmental issues highlighted. Environmental recommendations that were incorporated in the planning included tree planting locations, open spaces and defined buffer distance from the Ouaddis and small streams in the settlement.

In this context, where most of the host community are nomadic populations, the decision on appropriate density of the settlement was informed by studying the

average density of settlements in Chad, characteristics of the population, demography, way of life, livelihoods, and cultural background. This information came through the Protection team (registration & community based), observation and focused group discussions.

Using a participatory process involving different sectors, a settlement layout was developed basing on the assessment and analysis carried out during the conceptual design phase. For instance as a result of the focus group discussions held with women in the community, the family plot layout design was changed to respond to their feedback that shelters located near roads be oriented with the doors facing in the other direction to avoid children playing on the road. This was a participatory planning process with continuous engagement with the different stakeholders (government, host communities, NGOs and displaced communities) through:

- Focus group discussions;
- On-site coordination meetings; and
- Joint site visits for site selection and location of community interest areas.

To address GBV risks, focus groups were conducted and the feedback from the groups was addressed for example in consideration of the location of communal facilities, design of shelters to include lockable doors, family plot layout and plans for communal street lighting. The result of the continuous stakeholder engagement ensured that the cultural and religious needs of both the host and displaced communities were met with more confidence, and fostered a sense of ownership. This engagement also improved the relations between the host communities and the displaced communities.

The development of the settlement was phased so as to enable it to function well at a smaller size while the settlement population was still growing, but to also have a clear plan of how the settlement would expand if/when the continuing influx of refugees reaches the maximum settlement capacity. On phasing of the settlement, the site was planned to settle the first phase of refugees in the southern part of the settlement which is closer to the main road (Abeche to Adre), Moura Town, and existing and planned markets. This was also the area most strategic for the WASH team to setu p the water distribution network with the least complications for the emergency phase. As such, all sectors initially focused on the provision of services and construction of shelters and infrastructure in the southern part of the settlement. The second phase of growth was planned to be in the northern part of the settlement. Key infrastructure and services such as the health center, the school and Food Distribution Point were located in the central part of the settlement to ensure the most feasible equitable access if/when the settlement reaches its full capacity.

Temporary family shelters were constructed for each refugee household arriving at the new settlement. The intention was that the shelter walls could later be upgraded by households by using more resilient locally available materials such as wattle and daub.

SHELTER ASSISTANCE

As an initial shelter response, shelter partners set up six communal transit shelters each with the capacity for 100 families and a total capacity of 600 families. These were temporary facilities with timber structures, CGI roofing and plastic tarpaulin walls. To ensure mitigation of GBV risks and privacy for individual families, the communal shelters were provided with internal partitioning and lighting. Upon arrival in the new location, refugees were accommodated in these communal transit shelters for a maximum of 3 days while their family shelters and latrines were constructed.

By September 2020, a total of 1,850 temporary family shelters had been constructed by the shelter implementing partner. The standard shelter design had a floor area of 17.5m² (3.5m x 5m) and had a lockable window. The design of the temporary shelter was done with plans to be upgraded to semi-permanent shelters by the occupants improving the walls using more resistant and locally available materials like wattle and daub, while maintaining the timber structure and the CGI roofing.

The allocation of family plots was done by CNARR in consultation with Protection colleagues and refugee community representatives to ensure that households with persons with specific needs were located closer to services like water points and existing community linkages were appropriately taken into account where possible.

MAIN CHALLENGES

COVID-19 pandemic. The onset of the COVID-19 crisis directly impacted on the project delivery as materials for construction and construction teams had to be re-planned and this slowed down the construction of shelters, latrines, and urgently needed infrastructure. This also affected programming and involved changes in implementation with recommendations such as social distancing and crowd control. The communal transit shelters were also functioning under half capacity to enforce social distancing measures meaning increased pressure for the delivery of individual shelters.

HLP concerns were raised as some members of families who had previously used the land were not involved in the initial land discussions between the host community and government. This meant that initial construction of shelters and infrastructure was often interrupted at the onset with claims of trespassing into private land. This challenge was addressed through the government organizing more consultation meetings on site that resulted in the technical land planning unit from Abeche installing markstones along the site boundaries with the participation of representatives from the local government, different neighboring landlords, host community leaders, refugee leaders, and NGO partners. This resulted in streamlined land documentation and cadastral drawings that were recognized by all stakeholders involved.

OUTCOMES AND WIDER IMPACTS

The new settlement is linked into the longer-term development plans for the area. This was supported through the active engagement of government colleagues in the settlement planning process, with decision making on issues such as site area, livelihood activities, environment, energy and planning regulations taking into account advice from technical government colleagues who were collaborating with the humanitarian partners delivering the response in the settlement. This ensures the settlement optimizes the available resources to ensure environmental protection, integration, access to basic services and sustainable long-term development for refugees and the host community.

Fostering ownership and supporting social cohesion. This was supported through the participatory approach to settlement planning and increased community engagement of both the refugee communities and host communities.

Transferable learning. The approach to integrated settlement planning that aligns to existing national and subnational development plans is being further developed and utilized in settlement extensions and planning in other contexts.

Some families already commenced with the construction of other shelters within their plot for kitchens or to use as an extra room using locally available materials of stones, mud, wattle and thatch.

Onsite meetings were held with host community members and other stakeholders to clarify land boundaries.

STRENGTHS, WEAKNESSES AND LESSONS LEARNED

STRENGTHS

√ **Multi-sectoral collaboration** in the assessment, planning and implementation processes supported an integrated approach to settlement planning.

√ **Participation of both the displaced and the host communities in the settlement process** from the assessment, planning and implementation process. This ensured that GBV and protection risks were addressed in the process.

√ **Active engagement of the local government and their technical teams in all phases of the settlement planning process.** This was most significant in their role in addressing HLP concerns when called upon during the allocation of the land and in the process of developing land documentation.

√ **Long-term planning for the settlement in alignment with the development plans of the local government and existing sub-national legislation.** The strategic location of the settlement along the highway and next to the existing town of Moura provides opportunities for the economic development as a major town which is characteristic of the linear urban growth patterns in the region along main infrastructure corridors.

WEAKNESSES

× **The limited access to agricultural land in the areas is a challenge for refugee livelihood opportunities.** This was partially addressed during the emergency phase through advocating for fertile land within the buffer area of the site layout next to the seasonal river Ouaddi Moura. Other alternatives to farming were being explored for animal husbandry with the livelihood teams from the government, local NGOs and host communities.

× **Settlement location impacting service provision.** The seasonal Ouaddi Moura cuts off access between the settlement and the town of Moura for 3 months in the year. This resulted in the need to advocate for the rehabilitation of the existing services in particular the health post and the primary school in Moura town to ensure equitable access to services.

× **Host community involvement in the construction processes.** Participation of local host communities in the construction works was limited as the initial primary contractors were not from within the community given the limited availability of skilled labour. This was eventually addressed through capacity building of the local communities and progressively more members from the host communities were employed as part of the construction teams.

× **Initial HLP concerns.** Initial confusion regarding the claims of different stakeholders over the land allocated for the settlement led to claims of trespassing and implementation delays. This was resolved in collaboration with the government, host community and other stakeholders.

LESSONS LEARNED

- **Contingency planning in site selection.** Operations should already have potential sites selected as part of contingency planning to ensure that in the case of displacement, the process of site selection is less constrained by the limitations of time which is often the case in emergency situations. Site selection is a critical step that needs to be done during contingency planning with the participation of different stakeholders under the technical guidance of settlement planners to ensure the most appropriate areas with highest potential for integration with host communities are selected.
- **Settlement planning expertise from early stages.** It is important to deploy a settlement planner as one of the early preparedness actions in planning for an emergency, and where possible seek the technical guidance of one during the contingency planning process before the emergency. In this case the settlement planner was deployed at the onset of the emergency, however the ideal situation should have been earlier to ensure inputs in the planning process. Settlement planners and technical teams need to be involved in the discussions with the government and other stakeholders in the decision-making process on whether to set up new settlements and in exploring other alternatives to camps like consolidation and expansion of existing settlements.
- **Engagement of a range of stakeholders in settlement planning.** Integrated settlement planning is a multiscale, multi-sectoral and multi-stakeholder process that requires active engagement of all contributors beyond that of the more technical roles.
- **Housing Land and Property rights issues should be addressed as early as possible** in the process with agreements set in place to ensure agreements are clear to all stakeholders.