

# Strengthening accountability in Chad

March 2019 • Global Report • Round Two



Ground Truth Solutions and CHS Alliance support key humanitarian actors in Chad by gathering the views of affected people. Through this we aim to support a more effective implementation of the 2017-2019 Humanitarian Response Plan (HRP). This collaboration is made possible thanks to funding from the Swedish Development Cooperation Agency.

GTS systematically collects and analyses the views and priorities of affected people in three provinces: Logone Oriental, the Lake region and Ouaddaï. This report analyses the results from the second round of data collection, which took place from 4 November to 6 December 2018.

For more information on the methodology used, please see the report from the first data collection round [here](#).

  
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# Perceptual indicators

Chad's Humanitarian Response Plan (HRP) for 2017-2019 sets out three strategic objectives. Perceptual indicators were developed to track progress as seen through the eyes of affected populations. Using perception surveys, Ground Truth Solutions tracks how these indicators evolve over time.

The following table shows the the results from the first two rounds of data collection; highlighting the four key perceptual indicators and their targets, as set out by the HCT in December 2018.<sup>1</sup>

CHS Commitment	Perceptual indicator	Mid 2018	End 2018	Target set by the HCT <sup>2</sup> (objective for end 2019)
<b>Strategic objective 1</b> To save and preserve the lives and dignity of affected populations	4 Percentage of affected people who feel informed about the different services available to them	60%	67%	80%
	8 Percentage of affected people who feel treated with respect by humanitarian actors	76%	76%	80%
<b>Strategic objective 2</b> To reduce the vulnerability of affected populations by building resilience	3 Percentage of affected people who feel the support they receive empowers them to live without aid in the future	7%	This indicator was not collected during the second round.	
	2 Percentage of affected people who see improvements in their lives	25%	19%	
<b>Strategic objective 3</b> To contribute to the protection of vulnerable populations and strengthen accountability	1 Percentage of affected people who think the services provided by aid agencies reach the people who need them most	34%	26%	70%
	3 Percentage of affected people who feel safe in their place of residence	81%	82%	
	5 Percentage of affected people who feel comfortable reporting cases of abuse, mistreatment, or harassment by humanitarian staff	87%	88%	
	5 Percentage of affected people know how to make suggestions or complaints to aid providers	32%	52%	60%
	5 Percentage of affected people who believe they will get a response to their complaint	58%	This indicator was not collected during the second round.	
	4 Percentage of affected people who think their views are taken into account by aid providers in decisions made about the support they receive	12%	7%	

<sup>1</sup> These percentages are based on the number of respondents who gave a positive answer ("Mostly" or "Completely") to corresponding questions.

<sup>2</sup> Improvements regarding key perceptual indicators can be achieved at three different levels: 1) the global percentage level, 2) the spread of results between provinces, 3) the respondents' level of satisfaction (changes in answers from: "mostly" to "completely").

## Key perceptual indicators by province

The inter-cluster coordination group (ICC) has prioritised four indicators to monitor accountability in Chad. The choice of these indicators is justified by the positive effect that communication activities can have on other areas of work. The indicators have been approved by the Humanitarian Country Team and included in the 2019 Humanitarian Response Plan. The table below shows the percentages per indicator obtained in mid and end 2018.

Percentage of affected people who....	Overall Results		End 2018		
	mid-2018	end 2018	Lake region	Logone Oriental	Ouaddai
feel informed about the different services available to them	60%	67%	53%	78%	67%
feel treated with respect by humanitarian actors	76%	76%	85%	66%	76%
think the service provided by aid agencies reach most in need	34%	26%	39%	12%	27%
know how to make suggestion or complaints to aid providers	35%	52%	37%	70%	47%

## The nine CHS commitments

The Core Humanitarian Standard on Quality and Accountability (CHS) sets out nine commitments to communities and people affected by crisis. Its implementation by humanitarian actors improves the quality and effectiveness of aid, and increases accountability to communities and people affected by crisis. The survey questions used by Ground Truth Solution are linked to the commitments set out in the CHS, allowing the tracking of how compliant humanitarian action is to these.

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**1. Communities and people affected by crisis receive assistance appropriate and relevant to their needs.**  
**Quality Criterion:** Humanitarian response is appropriate and relevant.
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**2. Communities and people affected by crisis have access to the humanitarian assistance they need at the right time.**  
**Quality Criterion:** Humanitarian response is effective and timely.
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**3. Communities and people affected by crisis are not negatively affected and are more prepared, resilient and less at-risk as a result of humanitarian action.**  
**Quality Criterion:** Humanitarian response strengthens local capacities and avoids negative effects.
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**4. Communities and people affected by crisis know their rights and entitlements, have access to information and participate in decisions that affect them.**  
**Quality Criterion:** Humanitarian response is based on communication, participation and feedback.
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**5. Communities and people affected by crisis have access to safe and responsive mechanisms to handle complaints.**  
**Quality Criterion:** Complaints are welcomed and addressed.
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**6. Communities and people affected by crisis receive coordinated, complementary assistance.**  
**Quality Criterion:** Humanitarian response is coordinated and complementary.
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**7. Communities and people affected by crisis can expect delivery of improved assistance as organisations learn from experience and reflection.**  
**Quality Criterion:** Humanitarian actors continuously learn and improve.
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**8. Communities and people affected by crisis receive the assistance they require from competent and well-managed staff and volunteers.**  
**Quality Criterion:** Staff are supported to do their job effectively, and are treated fairly and equitably.
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**9. Communities and people affected by crisis can expect that the organisations assisting them are managing resources effectively, efficiently and ethically.**  
**Quality Criterion:** Resources are managed and used responsibly for their intended purpose.

## Several aspects of accountability are improving from the perspective of affected people...

Overall, in the past six months, accountability to affected people has improved.<sup>3</sup>

Affected people in Logone Oriental and the Lake province are significantly more satisfied with many aspects of accountability. They say they are better informed about the services available to them, and are more positive about being treated with respect and receiving assistance from humanitarian agencies in an honest way.

### More people said that they know how to make complaints and suggestions.

In mid-2018, female respondents were generally more negative than male respondents. They were less satisfied with several aspects of accountability. At the end of 2018, the results did not show any significant difference in perception between male and female respondents. The only exception being that, when compared with men, women say they know less about the rules of conduct applicable to humanitarian actors.

## ...but there is more work to be done

- In Ouaddaï, the perceptual indicators have fallen dramatically compared with the other provinces. At the time the survey was conducted, tensions were running high in the refugee camps following changes to targeting process, which led to the exclusion of “average” and “wealthy” households from the food aid beneficiary list. This is reflected in the fact that respondents in this province are less satisfied with the way they are treated by humanitarian actors and feel less respected by them. In addition, they do not believe that assistance is provided in an honest way.
- In the Lake province, respondents feel less informed about how humanitarian agencies decide who receives aid and who doesn't. Furthermore, people who arrived before 2015 have a more negative perception of the humanitarian response than other respondents.
- In Logone Oriental, while there has been no significant improvement in the indicators, there are differences in perception between returnees, refugees and host communities. The perceptions of refugees and host communities are more negative than those of returnees.
- **Affected people who do not benefit from cash programmes tend to respond more negatively to questions relating to living conditions and access to information.** They are also more negative about the extent to which humanitarian actors take their views into account.

### Notes on the implementation of the second round of data collection:

- In the second round, questions were phrased in respect to the last six months.
- The sample in Ouaddaï does not include the Bredjing camp but, as perceptions in the other Ouaddaï camps were not significantly different in this round, we assume that the three camps covered by the survey are representative of all four.

For more information on the methodology used in this project, please see [the report from round one](#).

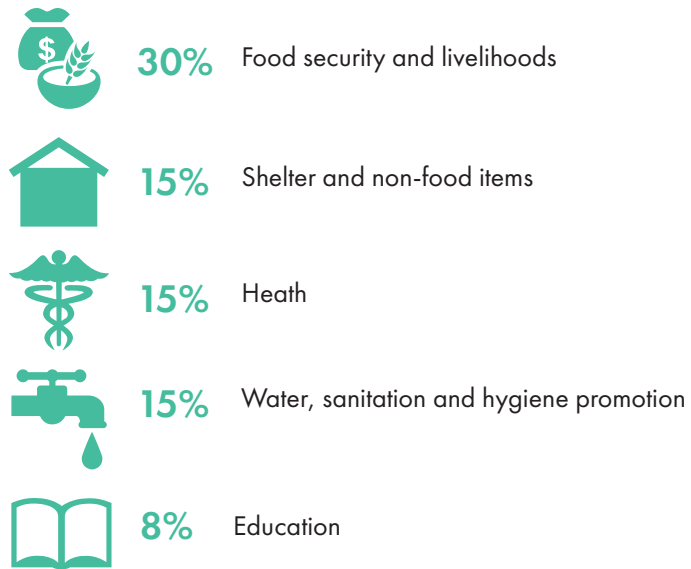
<sup>3</sup> The data from the first round of surveys served as a baseline. In the second round, the respondents answered based on the last six months.

## According to affected people, the assistance still does not cover their basic needs and is still not provided at the right time (CHS 1).

Overall, the respondents feel that the assistance currently provided does not cover their basic needs. The same five needs identified in mid-2018 (see opposite) stand out as being the least met. It should be noted that in the Lake province, nutrition is the third most frequently mentioned unmet need.

As for the timeliness of the aid provided, affected people are just as negative as they were in round one. Delivery deadlines are not met: a striking example is that seeds and shelters arrive after the rains.

### The five most frequently mentioned unmet needs are:



Note: These percentages indicate the most frequent answers to the question. As the respondents sometimes gave several answers, the sum of the percentages is not equal to 100%.

## Aid is viewed as being provided in a more honest way, except in Ouaddaï province.

In the province of Logone Oriental and Lake, more respondents feel that the assistance is provided in an honest way, without either abuse of authority or corruption - an improvement over the first data collection round.

### Do you feel the assistance your community receives is provided in an honest way?

Logone Oriental, mid-2018



Logone Oriental, end 2018



1 Not at all 2 Not very much 3 Somewhat 4 Mostly yes 5 Yes completely

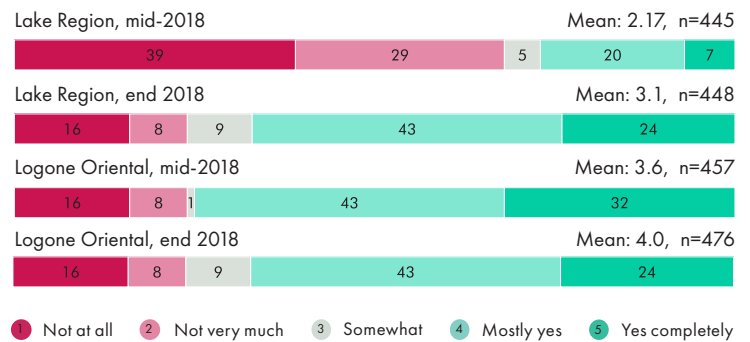
However, in Ouaddaï, views on this question are increasingly negative.

## In the Logone Oriental and Lake provinces, affected people feel they are better informed about the services available to them (CHS 4).

In both provinces, the response to this question differs significantly between the two data collection rounds:

- In the Lake province, respondents are more positive about having information on the aid available – especially returnees, and people living in the village of Amma and on the Dar Nahim site. Furthermore, these respondents are significantly more satisfied with targeting (up from 20% to 39%), which could be due to the more effective information sharing.
- In the Ouaddaï province, 67% of respondents feel they are informed about the kind of aid available to them. In the first round, this figure was 80%. This significant drop may be correlated with the tensions currently at play in the province.
- In the Lake and Ouaddaï provinces there is a strong preference for receiving information via village or community leaders. While the same preference is found in the Logone Oriental, town criers are still the most popular means of passing on information. The dissemination of information through community meetings and leaders is also very popular. As a whole, the host community prefers to receive information at community meetings, while refugees, internally displaced persons and returnees prefer to receive information through their community leaders.

### Do you feel informed about the kind of aid available to you?



### The three things on which respondents say they need more information are:

These have not changed since round one.



**24%**

Access to assistance



**20%**

Distribution schedules



**18%**

Cash assistance

Note: These percentages indicate the most frequent answers to the question. As the respondents sometimes gave several answers, the sum of the percentages is not equal to 100%.

## Targeting is not better understood and several groups are seen as “excluded” from humanitarian programmes (CHS 1).

The level of understanding of targeting criteria has changed very little, except in the Lake province where it has fallen considerably. Despite the poor understanding of targeting criteria in the Lake province, targeting is viewed as being more appropriate.

- In Ouaddaï, respondents have a particularly negative view of targeting. They do not think that assistance reaches those who need it the most. The recent change to how targeting is approached seems to have introduced considerable bias.
- In the Lake province, the vulnerable groups seen as being excluded from humanitarian programmes are new arrivals and the older persons. In Ouaddaï, older persons are seen as excluded. In Logone Oriental, older persons and persons with disabilities were seen as excluded in the first data collection round. In the second round, female-headed households are regarded as being largely deprived of assistance (according to 64% of respondents, an increase of 35% since mid-2018).

### Do you know how aid agencies decide who receives services ?

Ouaddaï, end 2018

Mean: 2.0, n=467



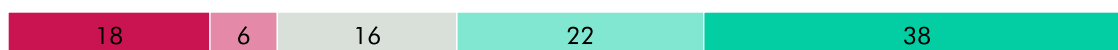
1 Not at all 2 Not very much 3 Somewhat 4 Mostly yes 5 Yes completely

The most significant drop observed in round two is in Ouaddaï, where affected people are considerably more negative about whether the services provided by aid agencies reach those most in need.

### Do you think that the services provided by aid agencies reach those most in need ?

Ouaddaï, mid-2018

Mean: 3.5, n=485



Ouaddaï, end 2018

Mean: 2.6, n=426



1 Not at all 2 Not very much 3 Somewhat 4 Mostly yes 5 Yes completely

This could explain the substantial drop in this perceptual indicator (from 34% to 24%) across the three provinces.

## The majority of affected people feel treated with respect by humanitarian actors (CHS 8).

However, the distribution of positive scores across the three provinces has changed.

- More people feel treated with respect in the Lake province. Only the Dar-es-Salam camp shows a negative trend (fairly significant, from 79% to 54%).
- Substantially fewer people feel treated with respect in Ouaddaï. Mid-2018, 91% of respondents said they felt treated with respect; end 2018, only 71% replied positively.

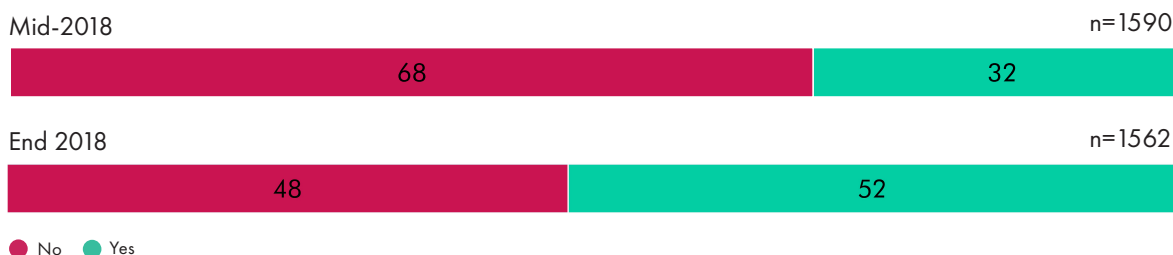
In the Lake and Logone Oriental provinces, affected people are slightly more satisfied with the behaviour of aid workers towards members of their community, compared with mid-2018. People who are not satisfied most frequently give the following reasons for their views:

- **Insults from aid workers** during distributions;
- **Aggressive behaviour** from a small fraction of humanitarian staff, who allegedly threaten to report some refugees to the *Détachement pour la Protection des Humanitaires et des Réfugiés* (a law enforcement unit responsible for protecting aid workers and refugees), which may lead to their arrest;
- Many refugees see categorisation<sup>4</sup> as a **lack of respect**. In their view they are all vulnerable.

4 Categorisation involves classifying refugees as “very poor”, “poor”, “average” or “wealthy”. It informs the distribution of cash assistance.

## Many more people say they know how to make suggestions or complaints (CHS 5).

Do you know how to make suggestions or complaints to aid providers?



More affected people say they know how to make suggestions and complaints. There is a significant increase in this perceptual indicator in all three provinces - even in Ouaddaï, where many accountability indicators have decreased.



Logone Oriental : +30%

Ouaddaï : +15%

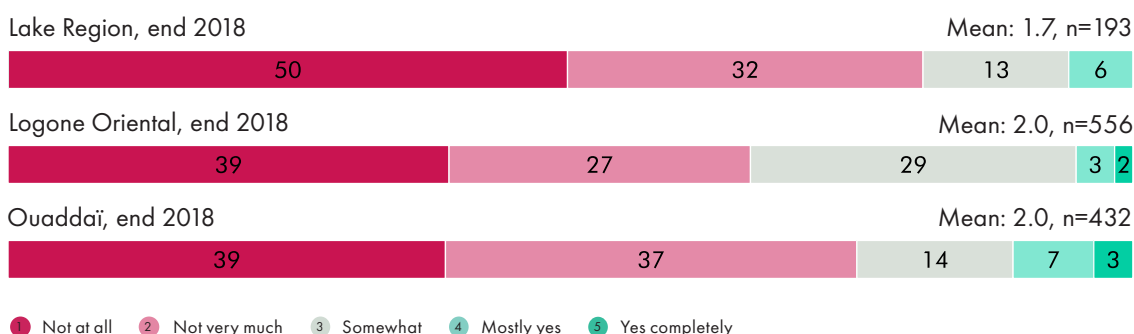
Lake Region : +13%

As in the first data collection round, affected people say they feel comfortable reporting incidences of abuse, harassment or mistreatment by humanitarian staff. The scores are positive, with an average score of 4.2/5 in Logone Oriental, 4/5 in the Lake province and 3.9/5 in Ouaddaï.

The majority of people prefer to go through their village or community leader, or a complaints management committee. Since round one, there does not seem to be any more preference for either the toll-free hotline or suggestion boxes as a means of filing complaints.

## Affected people do not feel their views are taken into account in decisions made by humanitarian agencies (CHS 4).

Do you feel your views are taken into account by aid providers in decisions made about the support you receive?



Compared with round one, respondents are considerably more negative about this question. This trend is especially noticeable in Logone Oriental, where the proportion of people with a positive perception has fallen from 20% to 5%. The drop could be explained by the fact that complaints are not acted upon quickly enough.

It should be noted that, in Ouaddaï, many more people refused to take part in the second data collection round. The number of people who refused to answer certain questions also increased - particularly the question about whether assistance is provided in an honest way (16% refused to answer, i.e. 76 people).



# Recommendations

From 29 January to 28 February 2019, Ground Truth Solutions presented the results from its second round of data collection to humanitarian staff and local community leaders in the provinces of Logone Oriental, Lake and Ouaddaï as well as to the Humanitarian Country Team in N'Djamena. Here are the recommendations put forward by these different actors.

## Improve communication with affected people.

- Humanitarian actors in Chad should **increase and simplify communication regarding targeting procedures, emphasising how these are aimed at improving equity**. Community leaders should be involved in these activities. Furthermore, communication regarding how selection criteria are set should be strengthened in order to tackle misconceptions amongst affected communities that the categorisation is done in bad-faith by humanitarian field staff.
- In order to reduce perceptions of dishonesty, humanitarian actors should **put particular emphasis on the reasoning behind programme modifications**. In the same vein, affected people should be informed on decisions taken by humanitarians after consultations in order to close the feedback loop. This will reinforce the trust in the feedback mechanisms.
- More generally, it is recommended that humanitarian staff and partners organisations share this report and discuss its results. Open dialogue with affected people about the results would help shed light on what underlies their points of views. Moreover, this would be an opportunity to communicate how their organisation has or will take on their feedback.

## Involve community leaders in targeting procedures.

- Community leaders' opinions and insights should be seen as complementary sources of information for targeting procedures. Community leaders are willing to be more involved and, with their in-depth knowledge of their regions, they are well-placed to propose selection criteria that are adapted to the context and suited to identifying those most in need.
- The humanitarian community should **consult affected communities on how to more effectively reach those in need who currently have limited access humanitarian aid**. The affected population identified the following groups as being most vulnerable:
  - Women-headed households in Logone Oriental,
  - Newly-arrived populations in the Lake province,
  - Older persons in Ouaddaï.

## Humanitarians should invest more in building the self-reliance of affected communities.

- Humanitarian actors should follow-up trainings on income-generating activities with other forms of support. Training participants do not often receive resources to launch their economic activities.
- Humanitarian actors should improve the targeting of livelihood programmes in order to include individuals with the appropriate level of knowledge and experience to develop the activities being targeted.

## Include questions tied to the four key perceptual indicators in monitoring and evaluation activities.

- The HCT has set four key perceptual indicators for 2019. The accountability to affected people steering committee in Chad recommends that humanitarian organisations include questions related to these indicators in their monitoring and evaluation activities. By sharing this information, more concrete and coordinated improvements to accountability would be possible.