

PROGRAMME UPDATE



International Federation of Red Cross and Red Crescent Societies
Fédération Internationale des Sociétés de la Croix-Rouge et du Croissant-Rouge
Federación Internacional de Sociedades de la Cruz Roja y de la Media Luna Roja
الاتحاد الدولي لجمعيات الصليب الأحمر والهلال الأحمر

BURUNDI

1 September 2003

Appeal No. 01.01/2003; Appeal Target: CHF 713,368 (USD 484,322 or EUR 484,259); Budget revised to CHF 285,300 (USD 215,800 or EUR 185,400)

Programme Update No. 1; Period covered: January to July 2003

The Federation's mission is to improve the lives of vulnerable people by mobilizing the power of humanity. It is the world's largest humanitarian organization and its millions of volunteers are active in over 180 countries.

For more information: www.ifrc.org

In Brief

Appeal coverage: 61.1%; See attached Contributions List for details.

Outstanding needs: N/A; see Programme Summary, last paragraph below.

Related Emergency or Annual Appeals: Eastern Africa regional programmes Appeal no. 01.13/2003)

Programme Summary: The peace process in Burundi remains extremely fragile. Despite lengthy discussions, there has been little progress towards demobilisation and disarmament; small weapons remain a concern as well. Humanitarian response is limited, due to these insecurities and the resultant limits on movement and operational capacity. Refugees returning from Tanzania continue to arrive at increasing rates, due to difficulties in the Tanzanian refugee camps and the position towards refugees taken by the Tanzanian government.

The Burundi Red Cross progressed in its efforts towards restructuring; the recruitment of new senior management officers has been finalised. Roles and responsibilities have been agreed between the Federation and the national society.

The budget has been revised for this appeal; it is attached. Current accounts reflect approximately 61% coverage; however, income reallocations – a result of an intensive financial review – are expected to reflect coverage well in excess of the revised budget amount.

Operational developments

Current trends in the Great Lakes Region highlight regional initiatives to contribute to peace process and mediation efforts. These include the involvement of Ugandan and Tanzanian in Burundi, deployment of an African Union force (AMIB), and developments in the planning process of a Great Lakes Conference which will address underlying causes of conflict and the humanitarian consequences. However, the peace process in Burundi remains extremely fragile; although some progress has been made on the political side, the actual situation on the ground, especially security, does not honour the commitments made. Demobilisation and disarmament have been discussed at length but there is little action to date and the availability of small arms remain extremely high.

During the period covered by this report, the political and military developments were not positive as had been hoped, even though the transition from a Tutsi to a Hutu Government did take place on 1 May. The leaders of two factions of the armed rebellion returned to Burundi and were integrated into the transitional process, and the deployment of ceasefire and military mission began.

The humanitarian space is decreasing due to insecurity and the humanitarian community is struggling to take advantage of any “windows of opportunity” with risks of attacks to personnel, offices and assistance supplies. Most of the armed groups are regularly violating both political or humanitarian agreements and human rights. Sexual

violence has become a weapon of war and intimidation and children are particularly vulnerable, suffering from both violence and deprivation of basic rights such as education. Many children are also recruited and used as child soldiers.

The level of refugees returning from Tanzania was higher than anticipated with some 21,989 returnees from January-May, and a significant proportion of them returning spontaneously to the insecure southern provinces. This is mainly due to difficult conditions in the Tanzanian refugee camps and the hard stance by Tanzanian authorities to the refugee population. The potential influx of refugees from the Democratic Republic of Congo was also higher than expected with over 5,000 people fleeing fighting in south Kivu.

The political and security situation have directly contributed to the deteriorating socio-economic conditions in the country. Population growth remains unchecked, access to land for subsistence farming is very limited, and the numbers of people below the poverty line appear to be increasing. Vulnerability to natural disasters like seasonal drought and floods has risen while crime and banditry, pillaging and looting are eroding the coping mechanisms of the population.

The health situation is also deteriorating with increased prevalence and infections rates of HIV/AIDS and the rapid spread of other epidemics especially malaria. This is in the backdrop of a very limited capacity by the health and social structures to tackle the challenges and consequences of conflicts, population movement, poverty, poor hygiene and sanitation, malnutrition and food insecurity. In June 2003, the caseload reported by the Regional Contingency Plan of OCHA, was:

- 281,052 internally displaced persons (IDP) in sites;
- 100,000 temporarily displaced per month, with a potential increase of 20,000;
- 21,989 returnees from Tanzania, with a potential increase of 250-300,000;
- 37,938 refugees (predominantly from the Democratic Republic of Congo), with a potential increase of 40,000;
- 700,000 food insecure, with potential increase of 400,000;
- 788,124 children in need of special protection, with a potential increase of 400,000;
- 8,350 prisoners, with a potential increase 500

In addition, 374,309 Burundian refugees remain in neighbouring countries: 353,132 in Tanzania, 19,970 in Democratic Republic of Congo and 1,207 in Rwanda. A further 200,000 refugees who left Burundi in the 1970s are in settlements in southern Tanzania.

During the period, the restructuring programme of the Burundi Red Cross continued according to the Plan of Action developed at the First Annual Task Force meeting from 8-13 April 2002. All the national society and Federation staff have been laid off and the recruitment of new senior management officers with revised job descriptions finalised. The Federation Delegation has been integrated into the national society structure and most of the assets handed over accordingly to the Burundi Red Cross. An agreement has been prepared between the Federation and the Burundi Red Cross to clarify the roles and responsibilities as well as the relationships to be established for a smooth cooperation. Other agreements were also prepared to strengthen relations with ICRC and the Spanish Red Cross.

Despite these significant achievements in the restructuring process, implementation was jeopardised by a confidence crisis between the Task Force members and the national society's leadership in April 2003. This occurred during the recruitment process for the post of the Secretary General; the Burundi Red Cross President and the National Committee did not endorse the candidate selected by the Task Force. This created doubts over the mandate of the Task Force and the various efforts at mediation by several African bodies of the Movement did not overcome the problem. The whole programme is now on hold until a negotiated solution is found.

Organizational Development

Goal: Burundi Red Cross is a well-functioning national society that renders efficient service to the community according to the basic principles and humanitarian values of the Movement, and formulates and implements good quality programmes that respond to the needs of vulnerable people at branch level.

Objective 1: To institute effective decentralization through the establishment of operational structures at branch and headquarters levels.

Progress

New technical heads at the national headquarters have been recruited but could not start their jobs due to the stalemate over the situation with the Secretary General position. All other expected results on this objective have consequently been suspended.

Impact

The crisis between the Governance of the Burundi Red Cross and the Task Force over the recruitment of the Secretary General position has blocked the restructuring process of the national society. This includes the development plan approved in April 2002 which would have seen the revitalisation of all branches in the country in view of preparing for a General Assembly of the Burundi Red Cross.

Constraints

The Burundi Red Cross President and the National Committee have maintained their position to recruit the outgoing Secretary General against the recommendations of the Task Force members. No more positive dialogue is possible at this stage and external arbitration will be needed with the involvement of branch leaders.

Objective 2: To separate governance and management, strengthen the capacity and involvement of members of the national committee to deal with major problems related to governance; to have management take responsibility of day to day affairs of the national society, and to establish a volunteers management policy.

Progress

The National Committee in place is composed of four people, all nominated by the President. They do not meet regularly but called upon by the President at his discretion. This was the case when the President wanted the National Committee to endorse the recruitment of the outgoing Secretary General which they did. At the request of the Task Force, a meeting was held on 28 April to discuss the situation and to ensure that the National Committee understood the concerns of the Task Force over the matter. The National Committee however maintained its position which led to the current breakdown in dialogue and consequently the whole restructuring process. As a result, all other expected achievements under this objective have been suspended

Impact

No progress can be reported on governance development. The National Committee is not able to demonstrate its capacity to deal with a serious Governance issue. The Task Force has decided to consult with all African bodies of the Movement including the Red Cross and Red Crescent Network of Eastern Africa (RC-NET), the Association of African French, Spanish and Portuguese-speaking national societies (ACROFA), and the Pan African Conference in view of contributing to a positive solution to the crisis. Unfortunately no solutions were found during the period and the last option is for the Task Force to share the situation with the Burundi Government and/or to solicit the intervention of the Federation Integrity Task Force.

Constraints

The main constraint is the failure of all mediation process and the possible delays in solving the Governance problem, which will hold back all the planned activities.

Objective 3

To put in place policies, procedures and systems with a view to realizing efficient coordination of the national society's activities at all the levels; the resources allocated for programme or project implementation are well managed.

Progress

The Task Force took the initiative to communicate with the branches about its work; the stalemate with the National Committee including sharing of documentation to ensure their understanding of the situation and their contribution towards a solution. However any concrete results might only become apparent in the next period. All other expected achievements are suspended.

Impact

Some branches are interested to move ahead and are prepared to contribute to a solution to the crisis.

Constraints

It is hoped that political pressures and intimidation will not stop initiatives from branches.

Objective 4: Production of reliable information and dissemination of the basic principles and humanitarian values; to create public awareness and knowledge of the Movement, the International Humanitarian Law, and of the activities of the Burundi Red Cross in the country through a reliable communication system.

Progress

While the national society has not developed any new activities with Movement partners, some previous programmes approved with FAO, UNFPA and UNICEF are still ongoing with direct coordination and control from these organizations.

None of the other expected achievements under this objective can be reported.

Impact

The image of the Burundi Red Cross is deteriorating in the country, especially at the Headquarters level. The Task Force has decided to inform all partners of the situation for their perusal before continuing partnering with the national society. However, ICRC programmes are continuing in many areas of Burundi and the population is able to benefit from some support. Some dissemination activities are handled directly with ICRC to target groups such as military and local authorities. Lack of activities in the country does not permit for response to the huge humanitarian challenges faced by the population.

Constraints

The security situation in Burundi might jeopardize attempts to reach branches for conducting dissemination activities.

Disaster Management

Goal: To build capacity for Burundi Red Cross to respond effectively to the needs of the vulnerable and the populations affected by the current armed conflict.

Objective: To define and implement a national policy for disaster management, and to develop an intervention plan for Burundi Red Cross that will be included in the government plan. Train, equip, and supervise the intervention teams to prepare them to respond effectively to emergency situations.

Progress

None of the expected achievements have been implemented. This includes the training and the equipping five brigades of 20 volunteers; the establishment of effective partnerships in disaster management and protection of civilian population; and the development, adoption and implementation of a Burundi Red Cross intervention plan.

However, the Federation in February physically checked the balance of the stock of non-food items remaining from previous operations, consulted with the respective donors and decided to distribute the whole stock to vulnerable populations. Due to a block in relations with the leadership of the Burundi Red Cross, the Federation has contacted Catholic Relief Service and OCHA for assistance in the distribution.

- OCHA Burundi contacted several groups of associations in order to carry out the distributions, namely the Federation of Youth Associations, Burundi Women Peace Center, orphanages; some associations taking care of sick persons, and for the bed nets, international NGOs and local authorities. The targeted populations were women, youth, children and vulnerable men.
- For the youth associations, OCHA contacted, “Cadre” which is a federation of all youth associations. They provided the list of their member associations and were asked to choose 50 associations they considered the most in need but also the most reliable. OCHA field liaison officers visited the associations and have chosen the 25 most reliable.
 - The NGO “Search For Common Ground” which has a Women Center was contacted to advice on which associations working with women are the most appropriate and reliable.
 - The third priority was given to Batwa population living in Buterere (Bujumbura town’s poorest suburb). The Batwa population is among the most needy population.
 - The fourth priority was given to Christian and Muslims orphanages.
 - The fifth priority was associations supporting sick vulnerable people.
 - The last priority was organizations dealing with handicapped people.

The final distribution report is expected by mid-September; the table below presents the current status:

ITEMS GIVEN TO OCHA	BENEFICIAIRES
Clothes	6.290 women and girls
Clothes	5.375 children
Clothes	600 men
Ladies shoes	35 women
Bed nets (one per family)	12.100 families
Mosquito nets (one per family)	12.100 families
ITEMS GIVEN TO CRS	BENEFICIAIRES: 4.847 families
Kitchen Sets	10.326 sets
Soap (200gms bar)	124.593 pieces
Collapsible 20 litres Jerry cans	19.715 pieces
Blankets	20.425 pieces
Tarpaulins 6 x 4 metres	10.779 pieces
Khangas	16.211 pieces

Impact

The risk of deterioration of the relief items stocked in the warehouse has been eliminated and vulnerable population reach by the distribution. It is regretted that the Burundi Red Cross could not handle this operation but it was felt more important that the objectives of the donation were respected despite internal difficulties.

Constraints

The Burundi Red Cross was informed of the decision to distribute all non-food items but intervened with bureaucratic controls to delay the distribution planning in process.

Federation Coordination

Objective: Through constant dialogue, good coordination is achieved with the various partners with a view to building the capacity of the Burundi Red Cross.

Progress

At the end of mission of the part time Finance delegate in February, the Head of Nairobi Regional Delegation took over the monitoring of the Burundi programme. The structural adjustment of the Federation’s presence in Burundi was completed at the end of April with the termination of the last seven employees’ contracts. The support to the Task Force was coordinated through the Spanish bilateral delegate.

The coordination between ICRC and representative of the bilateral Spanish Red Cross has successfully been promoted with an agreement signed in April in which the all the delegates share a house. Coordination also includes security, information sharing, and relations with other partners and government. Collaboration and working relations with all external partners have been strengthened through regular contacts and information and include the Africa Union, OCHA, UNICEF, FAO, UNFPA, etc. and several NGO's under their coordinating body, the RESO.

Five meetings of the monitoring cell of the Task Force were organized between January and April and were attended by the either the Federation's acting Head of Delegation or Head of Regional Delegation. The second Task Force meeting with all its members was organized on 3rd April and issued recommendations to pursue the work including a revised chronogram of activities to be implemented towards the organization of a General Assembly by mid-2004. Several telephone conferences were also organized including with the desk officer in Geneva to ensure better communication and understanding of the situation.

A memorandum of partnership between the Burundi Red Cross and the Federation has been finalized and discussed with the national society's leadership. Unfortunately, the crisis between the Task Force and the Burundi Red Cross leadership did not provide the conditions for the full implementation of the plan. In view of protecting the assets and liabilities of the Federation, he Head of Regional Delegation undertook the clearing up of all contractual agreements, the disposal of equipment and relief items and the suspension of all financial support to the national society until further development in regards to the crisis.

Donor support did not need to be increased since the balance of funds from the 2002 appeal was sufficient to cover the limited activities which have been taking. With the revision of the plan of action under the appeal 2003, no additional funds are necessary this year. Budgets have been reviewed and funds consequently re-allocated.

Other expected achievements under this objective have not been implemented. This includes the mechanism for consultation with bilateral and multilateral partners with a view to achieving one Cooperation Agreement Strategy (this will last until a General Assembly is organized and a strategic development plan designed and officially adopted); the support to the process of building and strengthening the local branches and the development of programme priorities; the elaboration and adoption of a strategic development plan for Burundi Red Cross; the training of new finance staff on management of funds and the preparation of documents on financial and administrative procedures.

Impact

The Federation's role has mainly focused on actively contributing to the Task Force's work, facilitating the follow up and the implementation of their decision, liaising with Geneva based colleagues and keeping them regularly informed of the situation. Despite the crisis with the leadership of Burundi Red Cross, the Task Force remained united and continued to handle the situation effectively. It is not planned to give up the process but to adjust step by step towards a resolution of the stalemate.

Constraints

Changes in Federation leadership might delay the needed attention to deal with the Burundi case should the Task Force decide to present Burundi Red Cross at the Federation's Integrity Task Force.

International Representation

Goal: Federation has a high profile as a key humanitarian actor and advocate in the region with the added advantage of a network of national societies able to deliver services at community level.

Objective: The Federation is an effective and reliable partner in support of Burundi Red Cross and in addressing the needs of the most vulnerable.

Progress

Advocacy and sensitization has been maintained with external partners, the government, United Nations agencies, donors and humanitarian NGOs despite the fact that the content of the message was not the one expected. Through the Task Force, the Federation regularly informed the partners of the evolving situation with Burundi Red Cross. Other expected achievements under this objective have not been implemented, and include the support to Burundi Red Cross in advocacy resulting in a positive image of the national society and the provision of support to the national society's activities at the local level.

Impact

The international profile of Federation has been maintained but its limited presence and the decreasing activities of Burundi Red Cross did not provide the best image among partners. However, the Regional Delegation has been active and present in all regional coordinating bodies of the Great Lakes, particularly with OCHA, in view of being ready to resume activities in Burundi and to play an active role in the contingency plan in the rehabilitation of the Burundi population.

Constraints

If the status quo with Burundi Red Cross remains until the end of the year, all future plans of playing a key humanitarian role in the country will be seriously jeopardised and will require high level political interventions to resume.

For further information please contact:

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All International Federation assistance seeks to adhere to the Code of Conduct and is committed to the Humanitarian Charter and Minimum Standards in Disaster Response (SPHERE Project) in delivering assistance to the most vulnerable.

For support to or for further information concerning Federation programmes or operations in this or other countries, please access the Federation website at <http://www.ifrc.org>

BUDGET SUMMARY**PROGRAMME BUDGETS**

Appeal no.(s) selected: 01.01/03

Delegation code(s) selected: BI

PROGRAMME:	Organisational Development	Disaster Management						Total CHF
	PBI001 CHF	PBI512 CHF	CHF	CHF	CHF	CHF	CHF	
Shelter & construction	0	0	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0	0	0
Food	0	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0	0
Medical & first aid	0	0	0	0	0	0	0	0
Teaching materials	0	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0	0
Other relief supplies	0	0	0	0	0	0	0	0
SUPPLIES	0	0	0	0	0	0	0	0
Land & Buildings	0	1,088	0	0	0	0	0	1,088
Vehicles	0	0	0	0	0	0	0	0
Computers & telecom	0	0	0	0	0	0	0	0
Medical equipment	0	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0	0
CAPITAL EXPENSES	0	1,088	0	0	0	0	0	1,088
Warehouse & Distribution	0	1,629	0	0	0	0	0	1,629
Transport & Vehicules	10,260	4,476	0	0	0	0	0	14,736
TRANSPORT & STORAGE	10,260	6,105	0	0	0	0	0	16,365
Program Support Recharges	9,939	8,604	0	0	0	0	0	18,544
PSR	9,939	8,604	0	0	0	0	0	18,544
Personnel-delegates	48,914	20,000	0	0	0	0	0	68,914
Personnel-national staff	20,386	0	0	0	0	0	0	20,386
Consultants	0	80,000	0	0	0	0	0	80,000
PERSONNEL	69,301	100,000	0	0	0	0	0	169,301
W/shops & Training	19,692	0	0	0	0	0	0	19,692
WORKSHOPS & TRAINING	19,692	0	0	0	0	0	0	19,692
Travel & related expenses	0	0	0	0	0	0	0	0
Information	0	0	0	0	0	0	0	0
Other General costs	43,725	16,584	0	0	0	0	0	60,310
GENERAL EXPENSES	43,725	16,584	0	0	0	0	0	60,310
TOTAL BUDGET:	152,918	132,382	0	0	0	0	0	285,300

APPEAL No. 01.01/2003

PLEDGES RECEIVED

15/10/03

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
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CASH

					TOTAL COVERAGE	
REQUESTED IN APPEAL CHF ----->				285,300		61.1%
CASH CARRIED FORWARD				49,749		
BRITISH - GOVT/DFID (04)				33,862	24/02/03	ORGANISATIONAL DEV.
REALLOCATED FUNDS				90,748	07/10/03	
SUB/TOTAL RECEIVED IN CASH				174,359	CHF	61.1%

KIND AND SERVICES (INCLUDING PERSONNEL)

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED IN KIND/SERVICES				0	CHF	0.0%

ADDITIONAL TO APPEAL BUDGET

DONOR	CATEGORY	QUANTITY	UNIT	VALUE CHF	DATE	COMMENT
SUB/TOTAL RECEIVED				0	CHF	