

Appeal 2003-2004



International Federation
of Red Cross and Red Crescent Societies

BURUNDI

Appeal no. 01.01/2003

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	2003 (In CHF)	2004 ² (In CHF)
1. Organizational Development	442,788	470,000
2. Disaster Management	270,579	285,000
Total	713,368¹	755,000

Introduction

Nine years after the outbreak of the current conflict, and in spite of putting in place transitional institutions agreed upon in the Arusha Accords for Peace and Reconciliation in Burundi, the country is still undergoing a severe socio-political and economic crisis. The crisis is characterised by political instability, heightened insecurity (due to intensified fighting that has been going on since March 2002 and which, in July, reached the capital city of Bujumbura and even provinces that had hitherto been considered safe such as: Ngozi, Gitega, Kayanza), and a marked transformation of the socio-economic landscape in the whole country, taking it back to where it was approximately 20 years ago.

The security situation in the country remains very precarious, characterised by regular movement of armed militia and rebel troops criss-crossing the borders with neighbouring countries and intermittent intense fighting with government forces bent on repulsing them. The humanitarian situation is characterised by an almost permanent displacement of people fleeing conflict zones due to plunder, destruction of property, rape and killings from the insurgent troops. The volatile environment often makes it difficult and sometimes impossible to provide appropriate humanitarian assistance to the people. The United Nations security service code places 6 out of the 17 provinces of Burundi at phase IV security level while the rest are at phase III. The Burundi government and the other institutions of the Transition have been holding discussions with rebel factions since the beginning of August in a bid to attain a cease-fire that remains the single major obstacle to lasting peace in Burundi.

National Context

Burundi is a landlocked country covering a surface area of 25,650² km with an estimated population of 6,847,000. The economy is mainly based on agricultural production on which 90% of the population are dependent. A UNDP and World Bank report of May 2002 describes Burundi among the three poorest countries in the world after being impoverished by nine years of fighting: the population living below the income poverty line went up from below 40% in 1992 to 68% today; food crop production fell to 12%; inflation rate has been above 25% for the past eight years leading to a devaluation of the Burundian Franc at 1050 Francs against the dollar. External debt is at US\$1.12 billion since 2000 (OCHA Geneva, April 2002); the development index has remained below 0.288

¹ USD 484,322 or EUR 484,259.

² These are preliminary budget figures for 2004, and are subject to revision.

since 1999; life expectancy went down to 46 years, and the population growth rate to 2.38%; illiteracy rate stands at 62.5%. Severe drought has hit the country since 1998, especially in the northern provinces.

The majority of the population lacks access to clean drinking water, proper nutrition, and basic social and health services. People are no longer able to carry out farming activities and as a result malnutrition is a permanent feature with 31,971 cases recorded in supplementary feeding centres and 1,043 in the therapeutic feeding centres every month (UNICEF February 2002). UNAIDS placed Burundi at position 13 out of the 16 countries hardest hit by HIV/AIDS with a 21% and 7.4% urban and rural infection rates respectively. 180,725 cases of malaria were reported in the month of January 2002 alone (UNICEF). Other recurrent epidemics are meningitis, cholera, diarrhoea diseases and respiratory diseases.

Human Development Indicators at a Glance

	Burundi	Sub-Saharan Africa	World
Life expectancy at birth (years)	40.6	48.7	66.9
Adult literacy rate (% age 15 and above), 2000	48.0	61.5	~
Adult literacy rate (female as % of male), 2000	72	77	~
Combined primary, secondary and tertiary gross enrolment ratio (%), 1999	18	42	65
GDP per capita (PPPS), 2000	591	1,690	7,446
People living with HIV/AIDS, adults (% age 15-49), 2001	8.3	9	1.2
Refugees (thousands), in/out, 2000	27/568	~	~

Source: UNDP HDR 2002

Burundi has 375,509 internally displaced people living in 211 sites (OCHA October 2001) and 28,800 refugees (27,518 from Congo, and 1,261 from Rwanda). On average, 100,000 displaced people move in a spontaneous manner each month and this figure has now gone up to 109,720 in the province of Bujumbura Rural. There are 412,256 Burundians living as refugees in Tanzania (353,995), Zambia (1,947), and Rwanda (1,207). Voluntary repatriation facilitated by the UNHCR and its partners began in April 2002, and by August of the same year, 41,490 voluntary returnees (spontaneous and facilitated cases) had been registered for repatriation.

National Society Priorities

The Burundi Red Cross was officially registered in 1963 and has had 3 presidents since, including the current president who has been in that position since 1968. The ICRC set up its delegation in 1972 but was forced to shut down in 1996 following the killing of three of its delegates. It only resumed its presence in Burundi in 1998. The Federation delegation was established in 1989-90 and begun heavy support to activities in Burundi in 1994 to support the relief operation at the advent of the current conflict in the country and the influx of Rwandan refugees fleeing the 1994 genocide.

The national society has offices in five provinces with a total of 17,000 members served by a single administrative officer. Following the repatriation of the Rwandan refugees in 1996, the Federation has been supporting the recruitment of technical heads at the headquarters, and emergency activities have been restructured to include a development approach for the national society. Presently, Burundi Red Cross has branches in 13 provinces with 52 employees including provincial co-ordinators, three salaried staff paid by the Federation and the other multilateral and bilateral partners, and close to 43,600 members.

AT A GLANCE

	Year	Comment
Statutes	2002	Statutes were revised and adopted during an

		Extraordinary General Assembly held in May 2002 in Bujumbura.
National Disaster Plan	~	Not available but should be elaborated in 2003
National Development Plan	~	The existing plan needs to be revised and will be adopted during the next General Assembly planned for May 2003.
Cooperation Agreement Strategy	2003	A draft will be designed in 2003 after the restructuring process.
Self-Assessment	1997-8	The last one was in 1997-98, another one is planned for 2003.
Elections	-	No elections have been held to date but are planned during the General Assembly in May 2003
Yearly audit	2002	First audit for warehouse and finance was conducted in August 2002. The final report and recommendations is awaited.

Despite efforts and tangible results realised by Burundi Red Cross, the national society self-assessment process undertaken in 1998 brought out a number of areas that needed improvement, but which have never been followed by concrete action. Aware of the present situation, the extent of its mandate and the tasks that need immediate action, and coupled with numerous challenges facing it, especially the competition from a multiplicity of actors in the humanitarian field, Burundi Red Cross established a working group known as the “Task Force” to chart out a plan of action for the national society.

The idea of setting up the Task Force was agreed upon with the Participating National Societies that support Burundi Red Cross (German, Spanish, French, Finnish, Norwegian, Swedish, Belgian (Flemish section), Swiss, and British Red Cross Societies) sister Red Cross Societies from Rwanda and Seychelles, certain government ministries, the ICRC, and the Federation. Apart from having actively participated in meetings, these partners are also stakeholders to the recommendations agreed upon and the majority of them agreed to support the process.

During its first meeting in April 2002, the Task Force undertook an analysis of the strengths and weaknesses of the national society and identified inadequate governance, lack of decentralization, poor management of resources (financial, material, logistical and of human resources including volunteers), and lack of professionalism as weaknesses of the national society. Recommendations and action plans to address these have been developed.

The following were the priorities identified for the 2003-2004 appeal:

- **Organizational development and capacity building:** Organizational development and capacity building are planned with a view to creating a stronger national society from the bottom (local branches) to the top (headquarters and national committee); to devise and set up programmes that have an impact on the community and that take their real needs into account in order to lower their vulnerability; and finally, programmes that take into account the real capacity (in terms of human, financial and material resources) of the Burundi Red Cross. Much of the programming and follow-up capacity of the national society depends on a successful implementation of this part of the appeal.
- **Health and social programmes:** Ongoing health and social programmes and projects will continue on a bilateral basis during the restructuring period (2002-2003) with appropriate financial, material and human resources from various donors. Task Force meetings and discussions with the national society reached the consensus that during the period of implementation of new structures the other general programmes implemented by the Burundi Red Cross, and in particular the health programme, would not be developed in the present appeal. Burundi Red Cross will, nevertheless, pursue its parallel health programmes planned with bilateral partners (UNFPA, French and Spanish RCS).

- **Disaster preparedness:** This is envisaged in order to facilitate preparedness to bring adequate humanitarian assistance to vulnerable people and victims of conflicts as well as victims of disasters.
- **Humanitarian values:** This programme aims at the promoting the basic principles and humanitarian values, dissemination of the International Humanitarian Law and contribution to a culture of peace, both within the national society and the general public. The identified target groups are the youth, women, and displaced persons. This will be done gradually within the framework of sensitization campaigns to attract new members to the Burundi Red Cross.

Red Cross and Red Crescent Priorities

A key priority for Burundi Red Cross is the implementation of the recommendations of the Task Force. Financial resources to implement the recommendations are being provided by the national society's partners who were party to its establishment. An extraordinary general assembly held on 20 May 2002 adopted a new constitution and the rules and regulations for the national society, and a monitoring committee set up has already met three times. The downsizing of staff of the Federation delegation as well as staff of the Burundi Red Cross has been completed and full compensations paid. The new national society constitution has been published in the national daily newspaper and job descriptions for the recruitment of new technical heads finalized and handed over to a human resource company handling the recruitment.

Discussions between the ICRC delegation in Burundi, assisted by its cooperation delegate based in Kigali, and the Federation Head of Delegation, have been held in view of reaching a common agreement of the type of assistance to the national society within the framework of capacity building. Harmonization of capacity building activities for the Burundi Red Cross has already begun for better coordination and efficient partnership.

These developments indicate that the other players in the Movement fully support the ongoing process within Burundi Red Cross that are aimed at making the national society more efficient. The process will lead to setting up of decentralized structures at branch level, the design and implementation of programmes focused on local vulnerability that bring added value to the national society's humanitarian mission. It will thus be possible to envisage a Cooperation Agreement Strategy in the near future.

Primary support from the Movement in 2002

Partner	Health	Relief	Disaster Management	Humanitarian Values	Organizational Development	Other
ICRC				xx	xx	
Federation		xx	xx		xx	
French RC*	xx					
Belgian RC			xx			
Spanish RC*	xx					

* Federation support for disaster preparedness and response in 2002 came from ECHO and Belgian Red Cross.

* French and Spanish Red Cross Societies are working bilaterally on health programmes with the Burundi Red Cross.

In 2002, Federation support on core cost and delegation management in Burundi came from Ireland and Norway Red Cross Societies, while German and Swedish Red Cross Societies supported the Extraordinary General Assembly and the on going restructuring process.

Priority Programmes for Secretariat Assistance

Amongst the recommendations made by the Task Force was that the Federation and the Burundi Red Cross should redefine and formalize the partnership model proposed by the national society. While waiting for this to become a concrete reality, the national society has requested assistance from the

Secretariat and the Federation in a number of areas and includes organizational development, HIV/AIDS, disaster preparedness and logistics to enable the Burundi Red Cross to design, implement, and evaluate its programmes. Further support is needed in training for new department heads. In particular, the assistance requested includes:

- Organizational development support in preparing a strategic development plan, capacity building training workshops, and support in monitoring and evaluation services.
- HIV/AIDS - the implementation of Burundi Red Cross programmes in the fight and prevention of HIV/AIDS; evaluation of Burundi Red Cross bilateral programme with UNFPA; and general advisory services.
- Disaster management - training and capacity building, technical support in programme formulation, and assistance in the preparation of a Burundi Red Cross disaster response plan.
- Logistics support may be solicited during training of new technical staff warehousing/storage of stock, and record keeping.

The regional delegation will be represented at the general assembly, meetings, and other significant events in Burundi and will facilitate the participation of Burundi Red Cross leaders in training sessions and international or regional meetings.

1. Organizational Development *<Click here to return to the title page>*

Background and achievements/ lessons to date

Despite encouraging results recorded by the Task Force, the development and implementation of a number of programmes, and good activities carried out by the national society in taking care of Rwandan refugees, a great deal of effort still needs to be made to enable Burundi Red Cross meet all the criteria of a well functioning national society.

The self-assessment process done in 1998/1999 and the appraisal done during the meeting of the Task Force brought out the weaknesses that need to be corrected: the national society's constitution has not been updated, the national committee is non-functioning and a general assembly has not been held in the last 30 years. There is no decentralization and the management is centralized at the headquarters. The national society has no real resources, there is a lack of clear collaboration with the other components of the Movement present in Burundi such as the Federation, ICRC and bilateral delegates, and with other humanitarian organizations in the country. There is no defined role for the national society as a partner with the government authorities. There has also been mismanagement of human, financial and material resources. Unfortunately the Burundi Red Cross lacks adequate credibility in the public domain.

An external audit carried out in August 2002 highlighted the need to improve management, logistical and human resources systems. Organizational development is therefore a top priority area requiring support from the Federation and all the partners.

At the time of preparation of this appeal, negotiations are continuing regarding the mode of implementation of this important part of the restructuring process. It is probable that a participating national society will lead on this OD work bilaterally based on the Plan of Action determined by the Task Force group, and able to call on resources and support as available from the Regional Delegation in Nairobi. Further details will be supplied and circulated at a later date.

Overall 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: Decentralization and branch development

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

Expected Results

- New technical heads at the national headquarters have been recruited and trained with a view to supporting and coordinating development of the branches.
- Information and dissemination campaigns to sensitize the public have been undertaken and new members attracted to the national society.
- Existing branches have been restructured and new committees established.
- Training and capacity building for headquarters staff, the new branch leaders and volunteers have been conducted and better knowledge of the Movement achieved.
- Operational local branches with clear roles and responsibilities have been established.
- Branch activities have been formulated with technical assistance and coordination from the headquarters and implemented with the involvement of volunteers.
- A mid and long-term strategic plan for the national society is adopted at the general assembly scheduled for 2003, and serves as a basis for the elaboration of a Cooperation Agreement Strategy.

Objective 2: Good governance, management of volunteers and members

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.

Expected Results

- An active national board that supports and collaborates with management for the advancement of the national society has been established, national society programmes developed and resources for local committees mobilised.
- New members of Burundi Red Cross increases and a database established and regularly updated.
- A policy on volunteerism is adopted and is well understood in all branches.
- Good management/coordination and planning of activities of members and volunteers is effected.
- Volunteers are recognised and motivated; volunteers' network in the country and in the region is established.
- A general assembly is held in May 2003.

Objective 3: Coordination and management

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

Expected Results

- Documents on policy and implementation of procedures and systems related to management and coordination issues have been prepared.
- Efficient and continued coordination of branch activities is provided.
- Efficient communication between the national committee, the headquarters and branches is maintained through appropriate information systems.
- A manual on administrative and financial procedures is prepared and is used systematically at all levels.
- Recommendations of the external audit have been implemented.

Objective 4: Information – Dissemination - Communication

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.

Expected Results

- A qualified communications officer at the headquarters has been recruited.
- A communications policy has been developed and is being implemented.
- Communications material and equipment for the office have been procured.
- Information dissemination campaigns for sensitizing the general public on the Movement, the basic principles and humanitarian values, the International Humanitarian Law, the emblem and the activities of Burundi Red Cross have been undertaken.
- Better visibility, protection of the emblem, safeguarding the integrity of the national society has been achieved.

2. Disaster Management *<Click here to return to the title page>*

Background and achievements/ lessons to date

The establishment of the Federation in Burundi in 1994 was designed to assist the national society in its efforts to support Rwandan refugees fleeing the genocide on the one hand, and in bringing adequate humanitarian assistance to the victims of the internal conflict that broke out in 1993 on the other. Emphasis therefore lay in disaster preparedness and response and entailed training of volunteers and emergency teams, acquisition of necessary logistical and material items, stocking and distribution of emergency non-food items, rehabilitating destroyed houses, setting up agricultural programmes, etc. The impact of these programmes has given Burundi Red Cross increased visibility.

More recently the national society has been criticized by donors concerned about insufficient material and financial resource management, coordination of activities, inadequate volunteers and other qualified human resources, and the lack of professionalism, leading to a temporary suspension of funding for the relief programmes. The participating national societies have, however, indicated their readiness to resume their activities and financial assistance if the ongoing Task Force process is carried out satisfactorily.

Seed distribution continues within the food security programme following the agreement signed between the FAO, the Federation and Burundi Red Cross, and the activities shown below will be supported by other donors.

Overall 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.

Programme 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.

Expected Results

- Five brigades of 20 volunteers each have been trained and equipped.
- Effective partnerships in disaster management and protection of civilian population have been established.
- A Burundi Red Cross intervention plan has been developed, adopted and implemented.

3. Federation Coordination

Background and achievements/ lessons to date

The Federation delegation has undergone successive structural adjustments for approximately two years now. All the delegates completed their missions and have not been replaced and the present Head of Delegation ends his mission in December 2002. A finance delegate based in Kigali currently comes once a month to take care of financial matters.

A decision on the future size and make-up of the Delegation will depend on the role to be taken by the PNS representative (see above) but the Federation maintains its commitment to support the Task Force and the Burundi Red Cross in its process of change. When a final agreement is reached between the parties, a memorandum of understanding will be signed outlining the expectations and obligations of all parties. Support from the Regional delegation Nairobi will, nevertheless, continue.

Programme Objective

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

Expected Results

- Coordination between ICRC and representatives of the bilateral Partner national societies is promoted.
- Good collaboration and working relations with all external partners are strengthened.
- An efficient mechanism for consultation with bilateral and multilateral partners is established with a view to achieving one Cooperation Agreement Strategy.
- The process of building and strengthening the local branches and development of programme priorities are supported effectively.
- A strategic development plan for Burundi Red Cross has been developed and adopted.
- Training new finance staff on management of funds and in preparing documents on financial and administrative procedures has been accomplished.
- Meetings of the monitoring cell of the Task Force are attended by the Head of Delegation and implementation of the results coordinated.
- A memorandum of partnership between the Burundi Red Cross and the Federation has been signed.
- Donor support to Burundi Red Cross increases.

4. International Representation

Background and achievements/ lessons to date

The Federation delegation in Burundi has since its inception been regularly present on the humanitarian scene in the country by participating in security meetings bringing together heads of agencies of the United Nations system, and in weekly meetings of the Contact Group bringing together NGOs, United Nations agencies, and government representatives under the coordination of OCHA. The Federation also participates in monthly update meetings on the pipeline of stocks of non-food items, and in consultative meetings called by the government.

A status agreement was signed with the Government in 1999. Specific meetings are held with Ministries, United Nations agencies, NGOs, diplomatic missions, and ECHO, to enable the different players have a better understanding of the Federation and the Burundi Red Cross and to coordinate between all.

Overall Goal

The 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.

Programme Objective

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

Expected Results

- Advocacy and sensitization is maintained with external partners, the government, United Nations agencies, donors and humanitarian NGOs.
- Burundi Red Cross is supported in advocacy resulting in a positive image of the national society.
- Support is provided to the national society's activities at the local level.

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BUDGET 2003

PROGRAMME BUDGETS SUMMARY

Appeal no.: 01.01/2003

Name: Burundi

PROGRAMME:	Organisational Development	Health & Care	Disaster Management	Humanitarian Values	Federation Coordination	International Representation	Total
	CHF	CHF	CHF	CHF	CHF	CHF	CHF
Shelter & construction	0	0	0	0	0	0	0
Clothing & textiles	0	0	0	0	0	0	0
Food	0	0	0	0	0	0	0
Seeds & plants	0	0	0	0	0	0	0
Water & Sanitation	0	0	0	0	0	0	0
Medical & first aid	0	0	14,461	0	0	0	14,461
Teaching materials	0	0	0	0	0	0	0
Utensils & tools	0	0	0	0	0	0	0
Other relief supplies	0	0	0	0	0	0	0
SUPPLIES	0	0	14,461	0	0	0	14,461
Land & Buildings	0	0	0	0	0	0	0
Vehicles	0	0	0	0	0	0	0
Computers & telecom	13,000	0	0	0	0	0	13,000
Medical equipment	0	0	0	0	0	0	0
Other capital exp.	0	0	0	0	0	0	0
CAPITAL EXPENSES	13,000	0	0	0	0	0	13,000
Warehouse & Distribution	0	0	80,155	0	0	0	80,155
Transport & Vehicules	10,260	0	4,476	0	0	0	14,736
TRANSPORT & STORAGE	10,260	0	84,631	0	0	0	94,891
Programme Support	28,781	0	17,587	0	0	0	46,368
PROGRAMME SUPPORT	28,781	0	17,587	0	0	0	46,368
Personnel-delegates	36,000	0	12,000	0	0	0	48,000
Personnel-national staff	205,038	0	68,352	0	0	0	273,390
Consultants	13,800	0	0	0	0	0	13,800
PERSONNEL	254,838	0	80,352	0	0	0	335,190
W/shops & Training	95,814	0	60,182	0	0	0	155,996
WORKSHOPS & TRAINING	95,814	0	60,182	0	0	0	155,996
Travel & related expenses	0	0	0	0	0	0	0
Information	0	0	0	0	0	0	0
Other General costs	40,095	0	13,365	0	0	0	53,460
GENERAL EXPENSES	40,095	0	13,365	0	0	0	53,460
TOTAL BUDGET:	442,788	0	270,579	0	0	0	713,368