



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

**HUMANITARIAN AID
for
vulnerable population groups
to the
REPUBLIC OF BURUNDI

GLOBAL PLAN 2006**

Humanitarian Aid Committee – December 2005

ECHO/BDI/BUD/2006/01000

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1. EXECUTIVE SUMMARY

DG ECHO's Global Plan for Burundi 2006 aims at ensuring continued support to life-sustaining humanitarian assistance during a key period after political transition in Burundi. If this transition is consolidated it could allow for a gradual phase-out by DG ECHO and enable recovery and development efforts after more than 11 years of armed conflict.

The year 2005 has witnessed progress in the peace process and political transition in Burundi. Despite considerable delays in the original electoral schedule, the constitutional referendum was held in late February, followed by general elections from June to August. The inauguration of the new Hutu president Pierre Nkurunziza on Friday 26 August officially ended Burundi's transitional status.

However, humanitarian needs persist. Living conditions for the population also remain difficult, with the country having experienced a decade of war and displacement, restricted access to healthcare and reduced quality of available health services. Burundi currently occupies the first place in DG ECHO's vulnerability rankings (GNA methodology) and has consistently ranked amongst the top in the world.

These structural weaknesses are significantly limiting the impact of humanitarian interventions aimed at delivering equal access to basic services. Some positive changes in the security conditions throughout most of the country have allowed expanded and sustained access to much of the population but protection in the province of Bujumbura Rural continues to be of major concern to civilian populations. The protection of asylum seekers from Rwanda has equally been an issue in 2005.

The country is also vulnerable to the effects of regional pressures and instability. On the one hand, over 200,000 registered Burundian refugees are still in Tanzania and supposed to return home. On the other hand, due to recurrent fighting in the South Kivu region (DRC) since 2004, certain areas of Burundi have again seen an influx of Congolese refugees in 2005. In addition to this, the past years required rapid interventions for recurrent epidemics of cholera and meningitis in several provinces.

Within the frame work of LRRD (linking relief, rehabilitation and development), certain sectors (food security, de-mining, water and psycho-social programmes) will receive a substantial increase in funding from either other Commission services or other donors, and gradually revert to a more developmental approach. However, on the basis of common needs assessments and key findings, DG ECHO will maintain its multi-sector response in 2006, ranging from immediate life-saving activities, to strengthened community-based interventions to support the most affected populations, as well as reinsertion and reintegration of people returning from forced displacement. DG ECHO proposes the following main sector objectives:

- 1) IDPs/Returnees/Refugees:** to provide multi-sectoral humanitarian assistance to vulnerable populations, comprising displaced persons, returnees, refugees and host communities in areas affected by the previous conflict. Special attention will be given to children, adolescents and women.
- 2) Special mandates:** to support international agencies in the execution of their special mandates.
- 3) Technical assistance:** to maintain an appropriate field capacity to assess evolving needs and devise coordinated responses, and to monitor and evaluate the operations financed by the Commission.

The envelope proposed for the DG ECHO Burundi Global Plan for 2006 is EUR 17 million, with a decision duration of 18 months.

2. CONTEXT AND SITUATION

2.1. General Context

Burundi's population is estimated at 7,6 million, with a further million living outside the country. Its geographical shape is not the result of colonial negotiation but a historic nation-state whose borders are shaped by natural features, including several rivers and Lake Tanganyika to the west.

From 1993 to 2003 Burundi was riven by a violent conflict between the country's Tutsi and Hutu communities, in which the Government army fought armed groups of rebel Hutus. The hostilities have claimed the lives of an estimated 300,000 people. It was common for people to be displaced by the fighting and today, an estimated 95% of the Burundian refugees are believed to be in Tanzania. If the *Burundi Consolidated Appeal* (CAP) 2006 estimates the unofficial number of Burundian refugees in Tanzania as over 500,000 Burundians, the actual UNHCR registered number is currently above 200,000 while others are believed to be located in settlements and villages. On top of this, 13,230 Burundian refugees are believed to be in DRC and 4,354 in Rwanda.¹

Under Nelson Mandela's stewardship, the majority of political parties and other forces in Burundi signed a Peace and Reconciliation agreement in Arusha on 28 August 2000. The agreement provided for a three-year transition, elections were supposed to take place before 1st November 2004. Also, the signature of the peace and cease-fire agreements on military and civil power-sharing between the Government of Burundi and the *Conseil National pour la Défense de la Démocratie/Forces pour la Défense de la Démocratie* (CNDD-FDD) in December 2002 raised hopes of a permanent cease-fire and integration of the CNDD/FDD into the military, the government and the parliament of Burundi. Despite considerable delays in the original electoral schedule, the constitutional referendum was finally held in late February 2005, followed by general elections from June to August, culminating with the presidential elections and the subsequent transfer of power to the elected government under Pierre Nkurunziza on 26 August. However, despite the afore-mentioned positive impacts, the rebel faction *Front National de Libération* (FNL) remains outside the peace process and continues to stage occasional attacks on the Burundian army.

Another positive element is the agreement of the International Monetary Fund (IMF) and the World Bank's International Development Association (IDA) that Burundi has taken all necessary steps to qualify for the enhanced Heavily Indebted Poor Countries (HIPC) Initiative. In total, the debt relief to Burundi under this initiative will be approximately US\$826 million in Net Present Value (NPV) terms,² equivalent to 91.5% of the NPV of Burundi's debt after traditional debt relief, and over time, this debt relief will lower Burundi's debt service payments by about US\$1.5 billion in nominal terms.³

¹ CAP 2006, Burundi basic statistics and demographics, p.3

² The Net Present Value (NPV) of debt is the discounted sum of all future debt service obligations (interest and principal). It is a measurement that takes into account the degree of concessionality of a country's debt stock.

³ Nominal terms means the actual dollar value of debt service forgiven over a period of time.

In terms of population movements, according to UNHCR, the numbers of Burundian returnees from Tanzania are continuing. Although there was only little movement in the beginning of 2005, the number of returns increased dramatically following the elections and it looks as if by the end of 2005, UNHCR might reach as high a number as in 2004, where a total of 90,327 Burundian refugees returned from Tanzania in a combination of spontaneous and facilitated repatriation. For 2006 DG ECHO predicts a repatriation of possibly another 100,000 returnees. The movement of IDPs back to their zones of origin mirrored the movement of refugees back to the country. If in 2003 the number of IDPs living in displacement sites comprised 280,000, this number has gone down to 117,000 in 2005⁴.

2.2. Current Situation

On 21 May 2004, UNSC Resolution 1545 was passed unanimously authorising the establishment of a 5,650 strong *United Nations Operation in Burundi* (UNOB) to ensure the respect of the ceasefire agreements. It also raised new hopes on other fronts, since UNOB is mandated not only to assist the transitional Government to organising the elections implementing the national programme for disarmament, demobilisation and reintegration (DDR) to reform the security sector according to the Arusha Accord provisions, but also to create the necessary security conditions to allow humanitarian assistance and facilitate the return of refugees and displaced persons to their areas of origin.

International commitment remains a crucial factor for the future of the country: the active involvement of local civil society and focused attention of the international community, especially the UNOB, including strong pressure as warranted, is needed to encourage the new authorities to pursue implementation of the Arusha agreement; promotion of good governance based on economic growth, creation of jobs and equitable allocation of wealth; and respect for human rights and promotion of national reconciliation.

Another important point is to ensure transitional justice. National reconciliation and implementation of the Arusha reforms will depend to a large degree on the will of CNDD-FDD. The government will need to establish judicial mechanisms to judge those responsible for the many abuses and massacres committed during the civil war, as well as during previous conflicts.

Finally, security remains a topic, since Bujumbura Rural and the ongoing war with PALIPEHUTU-FNL must not be forgotten. It is officially one of the priorities for the new authorities, who have in principle agreed to negotiate with that militia. However, the movement is still perceived as a potential competitor for CNDD-FDD. Both may be tempted by more fighting -- the CNDD-FDD in order to eliminate a rival, the FNL to gain leverage for future negotiations. It is essential to promote dialogue between the two groups, rather than confrontation.

In order to guarantee a minimum of protection, the Congolese refugees have been relocated by UNHCR away from the borderline. A DG ECHO decision was adopted in November 2004 and implemented mainly in 2005, aiming at relocation and assistance for the Congolese refugees, as well as assistance for the Burundese returnees, for an amount

⁴ OCHA, Study on internally displaced populations in Burundi 2005, July 2005.

of EUR 3.99 million drawn from the B-envelope of the 9th *European Development Fund* (EDF).

Assistance to Burundese returnees from Tanzania was added in order to respond to the possible return of more Burundian refugees.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

Living conditions for the population remain difficult, with the country having experienced a decade of war and displacement, restricted access to healthcare and reduced quality of available health services. Burundi currently occupies the first place in DG ECHO's vulnerability rankings (see annex 1, GNA methodology) and has sadly consistently ranked amongst the top in the world. In the UN's Human Development Index Burundi ranks 169 out of 177 countries and its urban population percentage is 9% compared to an average of 32% for sub Saharan countries.⁵

The total fertility rate is 6.3-6.8 %, its population under 15 years is estimated at 49%, and life expectancy at birth is 40.9-42 years. A total of 68% of its population live under the poverty line whereas the total expenditure on health is only 3.6 % of Burundi's GDP.⁶

Consequently, on the basis of common needs assessments and key findings, DG ECHO will maintain its multi-sector response in 2006. The Global Plan includes a number of responses ranging from immediate life-saving activities to strengthened community-based interventions to support the most vulnerable populations as well as reinsertion and reintegration in the short-term.

Vulnerable groups:

DG ECHO's overall analysis of the general vulnerable populations makes it difficult to pin down a specific target group. If it is true that most of the remaining IDPs are amongst the most vulnerable population groups, one cannot easily say the same for returnees. On the other hand, many local population groups which have never been displaced, still live in a precarious situation, due to rain shortage, manioc disease or other structural problems. Also, female-headed households, HIV/AIDS-affected families as well as handicapped or elderly households might well figure amongst any of the above-mentioned groups.

Displacement:

If today only 117,000 Internally Displaced Persons (IDPs) remain in 160 sites dotted around the countryside, OCHA estimates a core of 60,000 who will never be able to return to their places of origin and for whom alternative income possibilities and improved housing have to be made available. The reasons given for their unwillingness to return are security concerns, on the one hand for the mainly northern and central regions (fear of their former neighbours in the collines of origin and inter-community tensions), followed by concerns for cross-border banditry and crime. On the other hand, motivating factors to remain in the sites seem to be less banditry, but rather their relatively favourable location and comparatively better housing and shelter than in their

⁵ CAP 2006, Burundi basic statistics and demographics, p.3

⁶ CAP 2006, Burundi basic statistics and demographics, p.3

zones of origin. Also, social ties, especially for those presenting specific vulnerabilities, such as the elderly, disabled, sick and traumatised, seem to be another reason to remain in a site rather than go back to an isolated *colline* of origin.⁷

The 2005 survey also shows that 58% of the displaced population is concentrated in the northern and central provinces of Kayanza, Ngozi, Kirundo, Muyinga and Gitega. This is a new distribution of internally displaced population compared to previous years and in comparison with the year 2004, when two thirds of IDPs in Burundi were located in the provinces of Makamba, Gitega, Kayanza and Bujumbura Rural.

The results of the survey also point to the existence of sites where displaced persons and returning refugees coexist, particularly in the southern and eastern provinces. 18,5% of persons in the sites of the southern and eastern provinces are returnees from Tanzania. It should be pointed out that the proportion of returnees staying at displacement sites varies greatly from one region to another, with sites in the eastern provinces accommodating the highest percentages (up to 65% in the site of Gisuru, Ruyigi province, the second largest concentration being Nyanza-Lac in Makamba).

Refugees and Returnees:

Today, over 200,000 Burundian refugees remain (registered by UNHCR) in the Tanzanian refugee camps.

Following the elections, large groups are ready to depart immediately, so the UNHCR repatriation capacity will probably remain fully used towards the end of 2005. Unless very dramatic events occur in Burundi in the coming months, most of the refugees will probably repatriate next year.

The Burundian Government authorised UNHCR to set up a transition camp to repatriate an estimated 4,354 Burundians who, according to UNHCR estimates, currently live in Rwanda.

Burundi also hosts two camps for more than 7,500 Congolese refugees. The actual number of Rwandans living in Burundi is estimated to be 2-3,000, living dispersed in villages in the northern provinces of Burundi.

Women, adolescents and children: Generally, the displaced, orphans, children and female-headed households, as well as the Batwa minority (1%), are among the most vulnerable groups within Burundi society. Especially female and child-headed households are particularly vulnerable and in need of special attention. Infant and maternal mortality rates are at alarming levels owing to the poor quality of health care, the limited access to that care and food insecurity. Adding to this, there is an equally high level of sexual and gender based violence (SGBV) all around the country; and a survey by UNFPA came to the conclusion that, while armed forces are still the main perpetrators of acts of abuse and violence, up to 50% of perpetrators of rape are non-armed individuals. The lack of respect for children's rights is also a concern, with abuse and violence regularly reported in schools.

⁷ OCHA *Study on internally displaced populations in Burundi*, July 2005

HIV/AIDS:

Though very few statistics are available on the rates of HIV/AIDS infection in Burundi, the limited data available indicates an infection rate of 3.6% amongst the whole population. The average infection rate in semi-urban and urban areas is estimated at 9-10% whereas the infection rate in rural areas is estimated at 2.5%. The high-risk groups are young people from 12-18 years with an average infection rate of 3.6% (3.6% for the group of 12-15 years; 3.9% for the group of 18 years).

WFP undertakes monthly food distributions to AIDS infected and HIV positive beneficiaries. The number of beneficiaries for August 2005 is 16,135 households.

Food situation:

More than one in ten Burundians depend on external food assistance to survive. The WFP food aid distributions covered a monthly average of 300,000 beneficiaries until July 2005. According to UNICEF, SFC (supplementary feeding centre) admissions have dropped from 12,922 in May 2005 to 10,174 in June and TFC (therapeutic feeding centre) admissions dropped from 1,205 to 1,160 for the same period. However, admissions are expected to peak again at the end of the year, due to the end of the agricultural season (mothers working in the fields cannot bring their children – even if malnourished). Humanitarian assistance through FAO for preparation for the 2006A season (harvest in spring 2006) will mainly focus on the most vulnerable households (landless, orphans, widows, and the elderly), in September 2005, including households comprising displaced and repatriated members. A geographical focus consists of zones affected by cassava disease. The cassava virus has also had a major impact on the food security in the northern and eastern provinces. The virus is rapidly progressing to the rest of the country and is expected to cover the whole territory within the next two years. Starting in September 2005, a rough total of 300,000 households will be targeted through agricultural assistance by different partners (FAO, CRS, TearFund, Agricultural Rehabilitation and Support Project (PRASAB, World Bank programme), World Vision and Caritas). In addition to this, WFP is supposed to distribute seed protection rations to 180,000 particularly vulnerable households. However, in many cases the major problem remains the identification of beneficiaries, as it is said that the local administration will put any name on the distribution lists, as long as the beneficiary can pay.

The joint assessment of crop and food supply, carried out in June 2005 by WFP and FAO in conjunction with the Ministry for Agriculture, estimated the Burundese population at 7,636,884 and established the existence of 1,200,000 vulnerable people (16% of the population, compared to 13.8 % in 2003) and 5,193,081 people (or 68%) in need of food and agricultural emergency assistance due to food insecurity.

4. PROPOSED DG ECHO STRATEGY

4.1. Coherence with DG ECHO's overall strategic priorities

Needs-based approach: As the figures in section 3 above testify, the humanitarian situation in Burundi is among the most critical anywhere in the world, and high humanitarian needs prevail despite the partial cessation of hostilities.

While DG ECHO in Burundi focuses on the most vulnerable - notably children under five years of age who are the specific target of nutrition and preventive healthcare

(immunisation) programmes – DG ECHO has based the request for the resources in this Global Plan on systematic needs assessment analysis.

With Burundi at the crossroads to peace, a constructive approach to **LRRD** will be all the more important in 2006, and DG ECHO has been working actively towards increased collaboration with the EC Delegation, DG Development (DEV) and DG Europeaid, all of whom participated in DG ECHO's headquarters' partners workshop for Burundi in October 2005. Some successful handovers of former DG ECHO partners' programmes have already taken place in the past, and DG ECHO envisages further handovers in the sectors of food security, health, de-mining and water/sanitation towards the end of 2006 to other EC budget lines, other donors or EDF resources (see section 4.3 below).

4.2. Impact of previous humanitarian response

In 2005, DG ECHO implemented two humanitarian aid financing decisions for Burundi, for a total of EUR 20,99 million: the Global Plan itself (January, EUR 17 million); and an ad hoc decision using the B-envelope of the 9th EDF (EUR 3,99 million, adopted at the end of 2004) to support UNHCR in relocation activities for Congolese refugees and repatriation for Burundese refugees from Tanzania. In line with the strategy developed and refined by DG ECHO and its partners since 2000, the Global Plan 2006 focuses primarily on healthcare/nutrition, Special Mandates (ICRC, FAO, OCHA, UNICEF, HCR, WFP), sanitation and technical assistance.

The full, final results of the 2005 programme will not be known until partners' formal reporting is completed (around mid-2006), but the evaluation and preliminary analysis of operations funded under the 2005 Global Plan (see annex 3 for financial breakdown) yield the following indicative results:

Emergency response: a multi-sector surveillance and emergency response capacity was integrated in contracts, with NGOs acting as sectoral focal points.

Health/Nutrition: in 2005, 2.5 million direct beneficiaries were reached. The average unit cost per disease episode was EUR 3 – 4 per "new contact". More than 130.000 beneficiaries per month received seeds, seed protection rations and food aid.

Water and Environmental Sanitation: over 200,000 beneficiaries benefited from improved water quality and availability as well as sanitation facilities and health education.

Psychosocial Activities: In 2003, the situation of sexual and gender-based violence (SGBV), and in particular rape against girls and women in conflict and post-conflict areas received a high degree of attention in Burundi from UNICEF, its partners, and from several other actors like the Government, the other UN agencies, national and international NGOs, and the media. In 2004 and 2005, DG ECHO introduced a special focus on the psycho-social sector to help traumatised women, adolescents and children to deal with the effects of SGBV and enable them to continue their lives. DG ECHO insisted at the same time on a practical added-value through strengthening already existing organisations (i.e. *Society of Women against Aids in Africa* (SWAA)) at community level. Approximately 900 beneficiaries benefited from the pilot phase per annum. However, it emerged that the conflict-related SGBV seems to be only a small percentage of the general SGBV, which is why this sector should logically be continued

by community-based international or national organisations, rather than an emergency-oriented organisation like DG ECHO.

De-mining Activities: during 2004 it emerged that the problem of mines and UXO (unexploded ordinance) was not only a threat to repatriation but also took an increasing number of people's lives. Eyewitness accounts confirmed mine incident reports and suggest that the border area is heavily contaminated with mines laid by the Burundian armed forces (FAB) and the CNDD-FDD as a counter insurgency measure. The most mine-affected provinces in Burundi are Bujumbura rural, Bubanza, Cibitoke, Ruyigi, Rutana and Makamba. In 2004 and 2005 DG ECHO supported a pilot project, Humanitarian Mine Action (HMA), with DanChurch Aid for the education of returning refugees from Tanzania, as well as the host population, concerning mine risks and UXO in the province of Makamba (the second most mine-contaminated province after Bujumbura rural). It also includes the actual removal of the threat from the ground and could thus lead to both increased access for NGOs as well as an increased number of repatriated Burundians and IDPs in Makamba. Although the de-mining programme has only started its operational phase lately, the results are encouraging and DG ECHO envisages a hand-over to the Relex demining budget line for 2006.

The need for putting into place a genuine LRRD strategy was also a major recommendation of the 2005 in-depth **evaluation** of DG ECHO's previous Burundi Global Plans:

"The European Commission's Directorate-General for Humanitarian Aid (ECHO) has adapted its wide-ranging multi-sectoral programme well to meet the emerging needs of post-conflict transition in Burundi. In doing so, it has been constrained by both the availability and the capacities of its partners, whose post-emergency activities have been obliged to take place in the relative absence of consistent recovery and development programmes. This situation is set to change, albeit slowly, with new, post-Arusha power-sharing initiatives now gathering momentum.

*Recognising that meeting humanitarian needs does not necessarily require purely humanitarian interventions, ECHO will consequently have to consider remaining engaged in Burundi until the end of 2007. It should further consider re-orienting its programmes in support of integrated approaches at the community level in targeted 'at risk' rural areas as far as possible until then."*⁸

4.3. Coordination with activities of other donors and institutions

Commission: DG Development/Europeaid

All relevant EC services, including the head of delegation in Burundi, participated in DG ECHO's Burundi Global Plan 2006 partners' workshop in early October 2005. Within the frame work of LRRD (linking relief, rehabilitation and development) and in view of the improved situation in Burundi, certain sectors (food security, de-mining, water and psycho-social programmes) will receive substantial increase in funding from either other Commission services or other donors, and gradually revert to a more developmental approach.

In turn, DG ECHO collaborated closely with DG DEV and DG Europeaid in the annual exercise concerning the 9th EDF. Current plans include preparation of a major rural

⁸ Evaluation of ECHO's financed actions in Burundi, June-August 2005, p. 18

development programme starting in 2006, comprising EUR 57 million from the A-envelope and EUR 10 million from the B-envelope. A reserve of EUR 700,000 remains on the B-envelope for a possible humanitarian aid operation.

Also, the PATSBU programme concerning the health sector, will be increased by an additional EUR 680,000 and prolonged until July 2006. Although there has been an inter-service strategy paper on LRRD for Burundi in the past, a strategic hand-over of activities in the field through EDF funding has not yet taken momentum. In 2006, DG ECHO will thus collaborate closely with DG DEV, DG Europeaid and the EC Delegation in order to further enhance the LRRD process.

Other donors and institutions:

Since DG ECHO provides a significant share of humanitarian aid to Burundi and finances many NGOs and UN agencies, sector coordination meetings are organised with other humanitarian operators to avoid any overlaps, to examine and adopt the most effective solutions, and to maximise the impact of the funds available. DG ECHO's financial support to OCHA also helps strengthen humanitarian coordination.

When programming the 2006 Global Plan, DG ECHO employed a participatory approach and consulted stakeholders extensively. It did so, in particular, by putting together a compendium of "concept papers" setting out partners' intervention strategies for 2006 and by proposing and discussing DG ECHO's strategy for 2006 with partners in Burundi and Brussels in October 2005, during the DG ECHO programming exercise. Representatives of EU-Member States present in Burundi, the Delegation, other Commission programmes in Burundi, desk officers in DGs AIDCO and DEV, certain local authorities (governors, provincial doctors) and national authorities (Ministry of Health) were also consulted, as was the UN system in Burundi.

The recommendations of the 2005 evaluation of previous Global Plans in Burundi have equally been taken into account by emphasising a community-oriented approach and enhancing DG ECHO's LRRD strategy (hand-overs of de-mining, food security and water programmes to DG AIDCO and DG RELEX).

4.4. Risk assessment and assumptions

The main risk is a breakdown of the peace process, leading to a resumption of open warfare and a subsequent sharp increase in human suffering and humanitarian needs that could not be covered by current humanitarian assistance programmes.

Other risks include escalating insecurity arising from groups that are not included in the current peace process, resulting in reduced humanitarian access and security. The exploitation of returnees by *de-facto* resident authorities, conflicts with local population along the return corridors and in areas of return and problematic re-integration of ex-military elements, are other identified risks.

In the regional context, the on-going insecurity in South Kivu, in RDC, could destabilise Burundi with arrivals of refugees and/or with the involvement of armed Congolese groups joining with the FNL in the conflict.

The assumptions also comprise more mine clearance activities to allow access to new areas and DG AIDCO and DEV putting in place procedures and resources to ensure more linkage.

4.5 DG ECHO Strategy

The principal objective is to save and preserve life in the aftermath of a ten-year civil war in Burundi, entailing major loss of life, physical, psychological or social suffering and material damage. DG ECHO's geographical focus will target vulnerable population groups all over the country. DG ECHO foresees certain changes in the level of needs to be satisfied: its strategy will include more LRRD initiatives whilst maintaining its overall multi-sectoral aid delivery.

However, in order to render DG ECHO's work more efficient and transparent, NGO's and international organisations have been asked to submit their countrywide programme proposals, which would theoretically imply more co-financing. The years 2006/7 will also mark the beginning of DG ECHO's phase-out strategy requiring a closer coordination with the EC Delegation, DG DEV and AIDCO and identification of possible handovers. DG ECHO's intervention strategy for 2006 continues to focus on the following specific objectives:

- **IDPs/Returnees/Refugees:** to provide multi-sectoral humanitarian assistance to vulnerable populations, comprising displaced persons, returnees, refugees and host communities in areas directly affected by conflict. Special attention will be given to children, adolescents and women.
- **Special mandates:** to support international agencies in the execution of their special mandates.
- **Technical assistance:** In order to maximise the impact of the humanitarian aid for the victims, the Commission decides to maintain a DG ECHO support office located at Bujumbura. This office will appraise project proposals, co-ordinate and monitor the implementation of humanitarian operations financed by the Commission. The office provides technical assistance capacity and necessary logistics for the good achievement of its tasks.

4.6. Duration

The **duration** for the implementation of this decision will be **18 months, starting on 01 January 2006**. Humanitarian operations funded by this decision must be implemented within this period. Expenditure will be eligible from 01 January 2006.

If the implementation of the actions envisaged in this decision is suspended due to *force majeure*, or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations. Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4.7. Amount of Decision and strategic programming matrix

4.7.1 Total amount of the Decision: EUR 17,000,000

4.7.2. Strategic Programming Matrix
STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN BURUNDI

Principal objective		Mortality and morbidity rates among the targeted population groups are contained within emergency thresholds and the resettlement and stabilisation process is supported where possible through appropriate integrated activities			
Specific objectives	Allocated amount (EUR)	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
<p>Specific objective 1: to provide multi-sectoral humanitarian assistance to vulnerable populations, comprising displaced persons, refugees, returnees and host communities. Special attention will be given to children, adolescents and women</p>	6,900,000	Country wide	<p>Nutritional support</p> <p>1/ implementation of therapeutic (TFC) and supplementary (SFC) feeding programmes in line with anthropometric evidence of global acute malnutrition rates (normally > 10% among children < 5 yrs)</p> <p>2/ promotion of systematic nutrition awareness and screening (including outreach if possible) in primary health activities</p> <p>3/ promotion of <i>Ready to Use Therapeutic Food (RUTF)</i> home-based therapy</p> <p>4/ promotion of integration of TFCs/SFCs into existing health centres/hospitals</p> <p>5/ maintaining an emergency response capacity</p> <p>Food Security:</p> <p>1/ helping revive agricultural production and prevent malnutrition</p> <p>2/ promote distribution of mosaic resistant cassava through local seeds fairs</p> <p>3/ distribution of food, seeds and tools to families with malnourished children, IDPs and other strictly targeted vulnerable population groups</p> <p>Preventive and curative primary health care:</p> <p>1/ promote free care for the destitute and integrated approach supporting existing health centres/facilities</p> <p>2/ impact related malaria prevention</p> <p>3/ promotion of free emergency obstetrical care for births and strengthening of referral system</p> <p>4/ promotion of <i>preventing mother-to-child transmission (PMTCT)</i></p> <p>5/ training of beneficiaries in hygiene and nutrition practices</p> <p>6/ maintaining support for <i>enlarged programme for immunisation (EPI)</i></p> <p>7/ maintaining an emergency response capacity for epidemics etc.</p> <p>Emergency sanitation activities:</p> <p>1/ ensure basic hygiene conditions are met in order to reduce the incidence of water-borne diseases</p> <p>2/ response to the needs of vulnerable people and rehabilitation of sanitary infrastructure close to IDP, repatriation and refugee sites, including hygiene education.</p> <p>3/maintaining an emergency response capacity</p>	<p><u>General</u></p> <ul style="list-style-type: none"> • estimated <u>direct</u> beneficiaries: 2 million • country wide coverage of health districts <p><u>Nutritional support/food security</u></p> <ul style="list-style-type: none"> • estimated <u>direct</u> beneficiaries: 0.26 million • Therapeutic Integration of TFCs/SFCs into local health structures = 100% • TFC and SFC: 20,000 beneficiaries • Seed fairs and NFI: 200,000 beneficiaries • GAM rate among children under 5 yrs reduced to < 10% in target areas • Food basket monitoring: targeted families receive > 1100 Kcal/p/d • SFC and TFC indicators: as per Sphere <p><u>Preventive primary healthcare</u></p> <ul style="list-style-type: none"> • CPN utilisation = 60% • CPS utilisation = 60% • TT2 coverage in CPN = 100% • % immunisation coverage EPI = case-by-case • % retention and correct use of impregnated bed nets = 80% • % attended deliveries/ expected no. of attended deliveries = 60% <p><u>Curative primary healthcare</u></p> <ul style="list-style-type: none"> • stock outs for anti-malarials (days/structure/month) = 5 • average cost of drugs and consumables per new contact = 1 EUR • % of correct diagnosis & prescriptions = 80% • average no. of drugs per prescription = < 3 • minuted monthly COSA meetings/meetings planned = 90% • % of BCZ monthly supervisions/no. of supervisions planned = 90% • % epidemiological reports completed correctly and in time = 90% • % of health facilities with adequate latrines and clean water = 90% <p><u>Epidemics</u></p> <ul style="list-style-type: none"> • time elapsing between alert and response (assessment) = case-by-case • Coverage measles and meningitis vaccination campaigns = > 85% • Case fatality cholera after week 1 of intervention = < 4 <p><u>Referral</u></p> <ul style="list-style-type: none"> • no. of caesareans performed/no. expected = case-by-case • % attended deliveries/ expected no. of attended deliveries = 60% • % transfused blood tested for HIV and respecting indications = 100% 	<ul style="list-style-type: none"> - ACF - FRA - CARITAS - AUT - CARITAS - DEU - CISV - CORD - CORDAID - CROIX-ROUGE - - CICR- ICRC - CH - DANCHURCH - AID - DNK - GERMAN AGRO ACTION - GTZ - GVC - HANDICAP (FR) - HANDICAP (BEL) - IFRC LRMD - IRC - UK - LVIA - MSF - BEL - MSF - FRA - MSF - NLD - NORWEGIAN REFUGEE COUNCIL - SOLIDARITES - TEARFUND - UK - UN - FAO-I - UN - UNHCR - BEL - UN - UNICEF - BEL - UN - UNOCHA - UN - WFP-PAM - WHO - OMS

<p>Specific objective 2: to support international agencies in the execution of their mandates</p>	<p>10,000,000</p>	<p>Country wide</p>	<p>International agencies are supported in the execution of protection, health, nutrition, coordination, children and logistics mandates</p>	<p><u>General</u></p> <ul style="list-style-type: none"> • estimated <u>direct</u> beneficiaries (vulnerable population groups): 2,5 million <p><u>WFP:</u> food aid/food security support <u>OCHA:</u> humanitarian coordination promoting increased effectiveness and efficiency of all humanitarian partners through support to human resources , communication, sensitisation and transport assets. <u>ICRC:</u> protection activities: 8500 direct beneficiaries (prisoners) <u>FAO:</u> distribution of agricultural inputs <u>UNICEF:</u> support to sectors of health, and school equipment for approximately 600.000 direct beneficiaries (women and children).</p>	<p>- CROIX-ROUGE - CICR- ICRC - CH - UN - FAO-I - UN - UNHCR - BEL - UN - UNICEF - BEL - UN - UNOCHA - UN - WFP-PAM</p>
<p>Specific objective 3: to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations</p>	<p>100,000</p>	<p>Country wide</p>	<p>In order to maximise the impact of the humanitarian aid for the victims, this DG ECHO office will appraise project proposals, co-ordinate and monitor the implementation of humanitarian operations financed by the Commission. The office provides technical assistance capacity and necessary logistics for the good achievement of its tasks.</p>		
<p>Risk assessment</p>	<ul style="list-style-type: none"> ➤ A total breakdown of peace talks leading to a resumption of historical warfare or outbreak of new hostilities and a subsequent sharp increase in human suffering and humanitarian needs beyond the scope of current humanitarian assistance programs. ➤ On the regional context, the on going insecurity in the South Kivu, in RDC, could destabilise Burundi with arrivals of refugees and/or with the involvement of armed Congolese groups joining with the FNL in the conflict 				
<p>Assumptions</p>	<p>The overall political and security context develops in a positive way. Humanitarian needs remain, roughly, at current level, and may further increase. International aid increases but the majority of it shifts slightly away from pure humanitarian assistance towards rehabilitation and development.</p>				
<p>Total cost</p>	<p>17,000,000</p>				

5. EVALUATION

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at:

http://europa.eu.int/comm/echo/evaluation/index_en.htm.

6. BUDGET IMPACT ARTICLE 23 02 01

-	CE (EUR)
Draft Budget Appropriations for 2006	478,000,000
Supplementary Budgets	-
Transfers	-
Total Available Credits	-
Total executed to date (by ..)	-
Available remaining	-
Total amount of the Decision	17,000,000

7. ANNEXES

- Annex 1: Statistics on the humanitarian situation**
- Annex 2: Map of country and location of DG ECHO operations**
- Annex 3: Indicative DG ECHO sector allocations**
- Annex 4: List of previous ECHO operations**
- Annex 5: Other donors' assistance**
- Annex 6: List of abbreviations**

Annex 1: Statistics on the humanitarian situation

Final results WITHOUT ODA (AZ)											
											
				HDR 2005 UNDP Human Development Index HDI (177) ¹	HDR 2005 UNDP Human Poverty Index HPI-1 (95) ¹	CRED 200X Natural Disasters ¹	HIK 2005 Conflicts ¹	IDP + REF / Total population ²	UNICEF 2005: % of Children under WEIGHT (age <5) ¹	UNICEF 2005: % of Child mortality (age <5) ¹	OECD net ODA / Capita ¹
Survey Indications											
<i>Countries - GNA 2006</i>	Overall GNA rank	Overall GNA score	GNA Average	GNA HDI Score	GNA HPI-1 Score	GNA NatDis score	GNA Conflicts score	GNA IDP + Ref Score	GNA UndW score	GNA Mort score	
Burundi	1	2	2,6250	3	3	2	2	5	3	3	2
Congo, Democratic Republic of the	1	2	2,6250	3	3	1	3	5	3	3	2
Congo, Republic of the (Brazzav.)	4	1	2,0000	2	2	0	2	6	2	2	2
Tanzania	3	2	2,1250	3	2	2	0	4	3	3	2

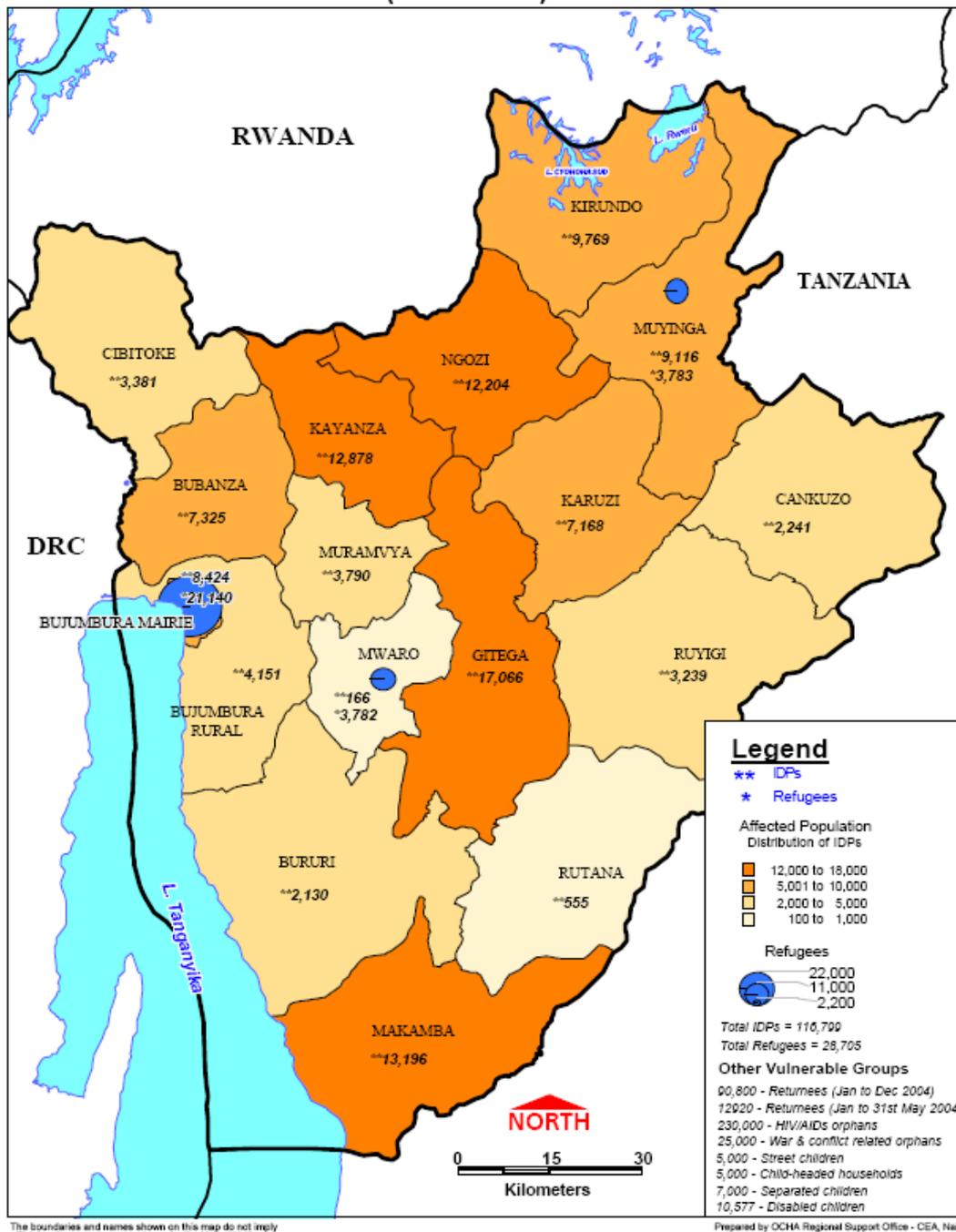
Key:			Score parameters 1: GNA average		Key		Score parameters 2 IDP+Ref / total pop	
3	high need	>	2,0		6	high need	>	5%
2	medium need				5		>	1,7%
1	low need	<	1,0		4	medium need	>	0,4%
0	No need				3		>	0,17%
					2	low need	>	0,06%
					1		>=	0,005%
					0	no need	<	0,005%

Source: The draft DG ECHO Global Index for Humanitarian Needs Assessment 2006 for 139 countries. The information used in the GNA comes from OECD, CRED, HIK and UN organisations. It complements needs assessments at field level. The above table reflects the global humanitarian situation in these countries in a comparative perspective across eight aggregated indicators. It draws on data collected by international organisations like UNICEF, UNHCR etc in recent years at national level. The reliability of the data may be limited given the unstable environment and time in which they were collected. Due to the high level of aggregation they may also not precisely reflect existing "pockets of needs" at subnational level. They can nevertheless provide a general indication of the severity of the humanitarian situation in a comparative perspective in the absence of other, more reliable data. The method is based on a ranking of each country for each indicator into a scale from 1 (low need) to 3 (high need) and an average across indicators

Annex 2: Map of country and location of DG ECHO operations

Burundi

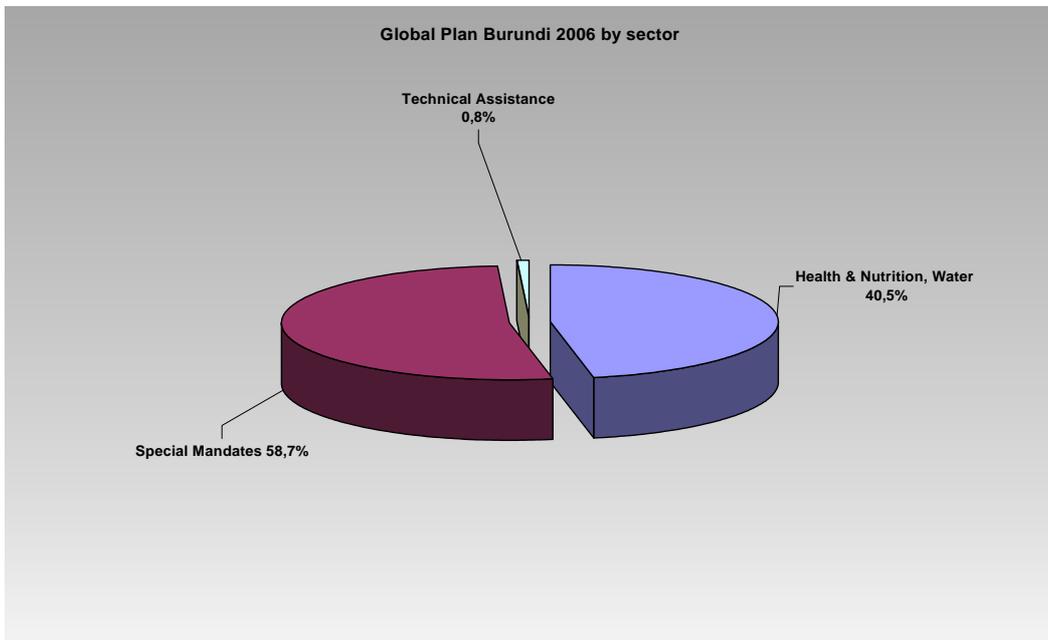
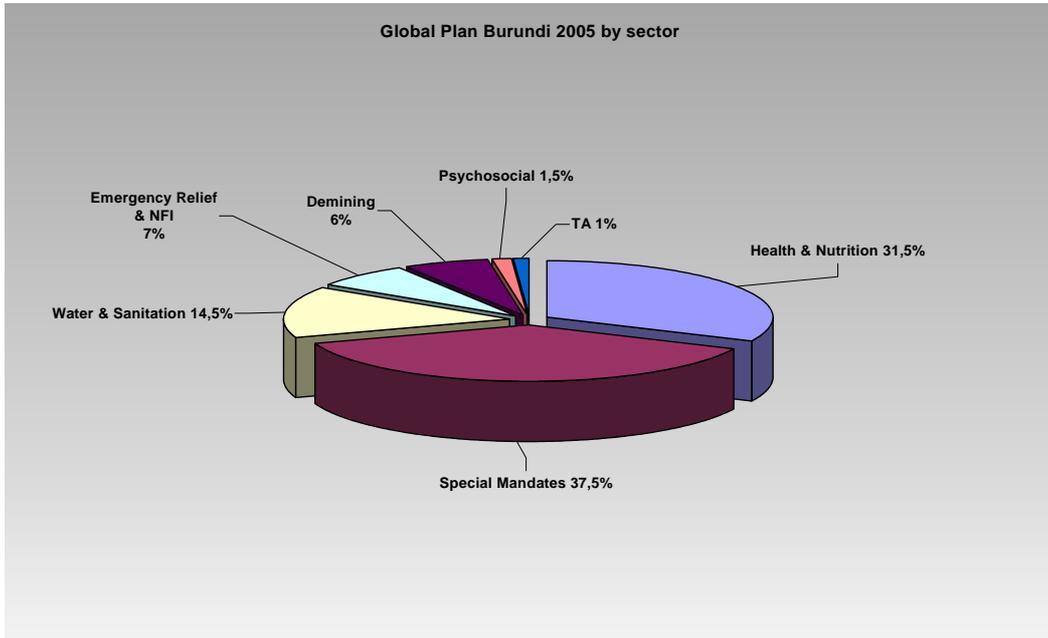
Affected Populations by Province Refugees & Internally Displaced (June 2005)



The boundaries and names shown on this map do not imply official endorsement or acceptance by the United Nations

Prepared by OCHA Regional Support Office - CEA, Nairobi

Annex 3: Indicative DG ECHO sector allocations



Annex 4: List of previous DG ECHO operations

List of previous DG ECHO operations in **BURUNDI**

Decision Number	Decision Type	2004 EUR	2005 EUR	2006 EUR
ECHO/BDI/BUD/2004/01000	Global Plan	15,000,000		
ECHO/BDI/EDF/2004/01000	Non Emergency	3,990,000		
ECHO/BDI/BUD/2005/01000	Global Plan		17,000,000	
	Subtotal	18,990,000	17,000,000	0
	Grand Total	35,990,000		

Dated : 07/10/2005

Source : HOPE

Annex 5: Other donors' assistance

Donors in BURUNDI the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR		EUR		EUR
		ECHO	20,990,000	Canada	2,637,475
Austria		Other services		Japan	5,678,210
Belgium	6,047,022			Norway	1,397,814
Cyprus				OPEC	150,000
Czech republic				Switzerland	2,385,350
Denmark	308,545			United States	26,190,532
Estonia					
Finland	900,000				
France					
Germany	2,000,000				
Greece					
Hungary					
Ireland	1,300,000				
Italy	1,000,000				
Latvia					
Lithuania					
Luxemburg					
Malta					
Netherlands	12,863,871				
Poland					
Portugal					
Slovakia					
Slovenie					
Spain					
Sweden	3,206,300				
United kingdom	3,108,189				
Subtotal	30,733,927	Subtotal	20,990,000	Subtotal	38,439,381
		Grand total	51,723,927		

Dated : 07/10/2005

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>
Empty cells means either no information is available or no contribution.

Annex 6: List of Abbreviations

ACF	Action Contre La Faim
AIDCO – EUROPE AID	European Aid – Co-ordination Office
AMIB	African Peacekeeping Mission in Burundi
APMB	Anti Personnel Mine Ban
CAP	Consolidated Appeal Process
CHAP	Common Humanitarian Action Plan – strategy/precursor of the CAP
CISV	Comunità Impegno, Servizio Volontariato
CMR	Crude Mortality Rate
CNDD	Conseil National pour la Défense de la Démocratie (National Council for the Defence of Democracy)
FDD	Forces pour la Défense de la Démocratie (Forces for the Defence of Democracy)
CISV	Comunità Impegno, Servizio Volontariato
CNDD-FDD	Conseil National pour la Défense de la Démocratie/Forces pour la Défense de la Démocratie
Cordaid	Catholic organisation for Relief and development
DCA	DanChurchAid
DG DEV	Directorate General for Development
DRC	Democratic Republic of Congo
DWHH	Deutsche Welthungerhilfe
ECHO	Humanitarian Aid DG
EDF	European Development Fund
EPI	Expanded Programme on Immunisation
EU	European Union
FAO	Food and Agriculture Organisation
FNL	Front National de Libération
FRODEBU	Front pour la Démocratie au Burundi (Front for the Democracy of Burundi)
GAM	Global Accute Malnutrition
GHD	Good Humanitarian Donorship
GNA	Global Index for humanitarian Needs Assessment
GP	Global Plan
GVC	Gruppo de Volontariato Civile
HIPC	Heavily Indebted Poor Countries
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IRC	International Rescue Committee
LRRD	Linking Relief, Rehabilitation and Development
LVIA	Associazione internazionale volontari laici
MRC	Mouvement pour la Réhabilitation du Citoyen (Movement for the Rehabilitaion of the Citizen)
NFI	Non Food Items
NGO	Non-Governmental Organisation
NIP	National Indicative Programme
OCHA	Office for Co-ordination of Humanitarian Assistance
OFDA	United States Office of Foreign Disaster Assistance
NFI	Non Food Items
NGO	Non-Governmental Organisation
OCHA	Office for Co-ordination of Humanitarian Aid
OFDA	Office of United States Foreign Disaster Assistance
PATSBU	Programme d'Appui Transitoire au secteur de la santé burundais (EDF programme)
PHC	Primary Health Care
PRASAB	Agricultural Rehabilitation and Support Project (World Bank programme)
SFC/P	Supplementary Feeding Centre/Programme
STD	Sexually Transmitted Diseases
TFC/P	Therapeutic Feeding Centre/Programme
UN	United Nations
UNOB	United Nations Operation inBurundi
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UPRONA	Union pour le Progrès National (Union for National Progress)
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organisation

COMMISSION DECISION
of
on the financing of humanitarian operations from the budget of the European
Union in
THE REPUBLIC OF BURUNDI

THE COMMISSION OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community,
Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Article 15(2) thereof,

Whereas:

- (1) Burundi has been experiencing violent conflicts from 1993 to 2003 and despite a new government the political climate remains tense and there is still sporadic armed conflict,
- (2) Years of war and displacement have led to a total absence of basic services to populations and consequently, to high morbidity and mortality rates,
- (3) The conflict has led to large regional refugee movements, especially towards Tanzania, which hosts more than 500.000 refugees from Burundi and of which some 10,000 are returning per month and require resettlement assistance. Adding to this, the Congolese refugee camps in Mwaro and Gasorwe host some 7,500 Congolese refugees that require care and maintenance assistance. The conflict has also led to the internal displacement of more than 117,000 people within Burundi that require care and maintenance assistance,
- (4) In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field,
- (5) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months.
- (6) It is estimated that an amount of EUR 17,000,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to more than 4,000,000 beneficiaries taking into account the available budget, other donors interventions and other factors,
- (7) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³ and amended by

¹ OJ L 163, 2.7.1996, p. 1-6

² OJ L 248, 16.9.2002, p. 1

³ OJ L 357, 31.12.2002, p. 1

Regulation (EC, Euratom) No 1261/2005⁴, and Article 15 of the general budget of the EC⁵.

- (8) In accordance with **Article 17 (3)** of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid, the Humanitarian Aid Committee gave a favourable opinion on 15/12/2005.

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves an amount of EUR 17,000,000 for humanitarian aid operations (Global Plan) from article 23 02 01 of the 2006 general budget of the European Union,
2. In accordance with Articles 2 and 4 of Council Regulation No.1257/96, the humanitarian operations shall be implemented in the pursuance of the following specific objectives:
 - to provide multi-sectoral humanitarian assistance to vulnerable populations, comprising displaced persons, refugees, returnees and host communities. Special attention will be given to children, adolescents and women
 - to support international agencies in the execution of their mandates
 - to maintain a technical assistance capacity in the field, and to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.

The amounts allocated to each of these specific objectives are listed in the annex to this decision .

Article 2

The Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the specific objectives set out in Article 1(2) to another objective mentioned therein, provided that the re-allocated amount represents less than 20% of the global amount covered by this Decision and does not exceed EUR 2,000,000.

Article 3

1. The duration of the implementation of this Decision shall be for a period of 18 months, starting on 01 January 2006.
2. Expenditure under this Decision shall be eligible from 01 January 2006.
3. If the actions envisaged in this Decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this decision.

⁴ OJ L 201, 2.8.2005, p.3

⁵ Commission Decision of 15.3.2005, SEC(2005)310

Article 4

1. The commitment and payment of EUR 17,000,000 shall be conditional upon the necessary funds being available under the 2006 general budget of the European Union.
2. This Decision shall take effect on the date of its adoption.

Done at Brussels, [**date to be inserted by SG**]

For the Commission

[**Name to be inserted by SG**]
Member of the Commission

Annex: Breakdown of allocations by specific objectives

Specific objectives	Amount per specific objective (EUR)
to provide multi-sectoral humanitarian assistance to vulnerable populations, comprising displaced persons, refugees, returnees and host communities. Special attention will be given to children, adolescents and women	6,900,000
to support international agencies in the execution of their mandates	10,000,000
to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	100,000
TOTAL	17,000,000