



**Humanitarian Aid Decision**  
**F9 (FED9)**

Title: Humanitarian Aid for Refugees in the United Republic of Tanzania

Location of operation: Tanzania

Amount of Decision: EUR 4,550,000

Decision reference number: ECHO/TZA/EDF/2006/01000

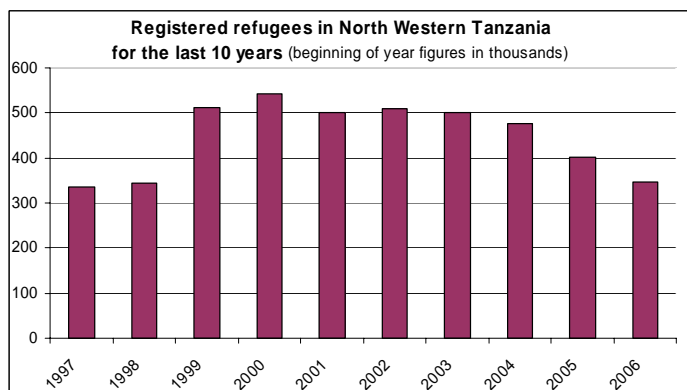
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**Explanatory Memorandum**

**1 - Rationale, needs and target population.**

1.1. - Rationale :

Since independence,<sup>1</sup> Tanzania has hosted many refugees. After the Rwandan genocide of 1994, thousands of Rwandans entered Tanzania, most of whom returned in 2002-3. The first Burundian refugees arrived in 1972, with thousands more following as of 1994 due to the civil war. Since the mid-90's, Tanzania has hosted large numbers of refugees from the Democratic Republic of Congo, fleeing from conflict in South Kivu. Most refugees are in North West Tanzania, except the Somalis in Tanga, the 1972 caseload of Burundians in Rukwa and those living illegally in the country. The registered refugee population has evolved as follows over the last ten years:



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<sup>1</sup> Mainland Tanganyika became independent in 1961, then united with Zanzibar to form URT in 1964.  
[ECHO/TZA/EDF/2006/01000](#)

Burundi made progress in 2005 towards stability, with a successful democratic process culminating in the election of a Hutu president. The presence of UN peacekeepers, known as ONUB<sup>2</sup>, to be replaced as of January 2007 by MINUB<sup>3</sup>, has helped to maintain stability. The last fighting rebel group, the Libération du Peuple Hutu-Front National de Libération, signed a ceasefire agreement on 7 September 2006. However, prior to the signature of the agreement, the political situation in Burundi deteriorated somewhat, with a worrying chain of events in August and September. The poor food security and economic situation, the agricultural seasons, school calendar and the political and security situation in Burundi are key factors said to be influencing the decision of refugees to return home or remain in Tanzania, and contributing to the limited Burundian repatriation (17,316 people as of August 2006). The United Nations refugee agency UNHCR has been promoting repatriation since June 2006, and encouraging refugees to return.

UNHCR has, for the past year, also been facilitating the repatriation of Congolese refugees to the DRC. After initial enthusiasm, this repatriation suddenly slowed in April 2006. From January to August 2006, UNHCR repatriated 12,571 refugees, mainly to South Kivu, but thereafter, the numbers fell to less than 1,000 people a month, probably due to the elections in DRC. The great majority of the Congolese refugees seem eager to return, but not before the results of the elections are known, particularly in view of the fighting which took place in Kinshasa following the announcement of the first round election results. The inauguration of a newly elected Parliament in September is encouraging, but with a second electoral round having taken place end October, repatriation is not expected to increase again until at least the end of the year. Depending on the developments in DRC, and in South Kivu in particular, repatriation could either cease completely or accelerate dramatically. The possibility of an influx of refugees in Tanzania if the security situation deteriorates in DRC cannot be excluded.

Taking into account the repatriation and a reduction in refugee figures due to a 2006 revision of UNHCR's data base (Project Profile), whereby 15,000 names were removed, the total refugee population in North West Tanzania will be an estimated 290,000 at the start of 2007. The Tanzanian Government continues to encourage repatriation rather than integration, but also continues to provide hospitality for refugees.

## 1.2. - Identified needs :

Shelter and camp capacity : The refugees live in 11 camps along the Burundian border. As of 1 September 2006, there were approximately 133,000 Congolese in 3 camps; 177,000 Burundians in 7 camps; and 2,500 refugees of mixed origin in Mkugwa protection camp. With a caseload of 312,500 people, this operation is still by far the biggest refugee operation in Africa. There was some camp rationalisation in 2006 linked to Burundian repatriation, and may be further rationalisation during 2007 in the districts of Kibondo and Kasulu. Further south, the Congolese camps are almost at full capacity, but could absorb around 20,000 refugees in the case of a sudden influx from DRC. The needs in terms of shelter are mainly limited to the maintenance of the existing structures. Camp consolidation requires activities such as information campaigns, transport, plot allocation and distribution of non-food items and building materials

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<sup>2</sup> Opération des Nations Unies au Burundi

<sup>3</sup> Mission Intégrée des Nations Unies au Burundi

Food aid and nutrition : The food supply for the refugee programme for most of 2005 and 2006 was influenced by the supply situation of the World Food Programme pipeline. The WFP/UNHCR Joint Assessment Mission (JAM) of November 2005 recommended maintaining a food ration of 2,100 Kcal/person/day for reasons linked mainly to protection, but also to a lesser extent to nutrition (at the time of writing, a nutrition survey is underway). Some refugees develop coping strategies when food distributions are insufficient, but these may be harmful (e.g. prostitution) or illegal (e.g. local trade or farm jobs). In 2007, DG ECHO<sup>4</sup> will take over the management of all EC food aid, and will therefore, in the Tanzanian context, regain the responsibility for the EC's food aid contribution which had been transferred to the EC Food Security Budget Line (FSBL) in 2003.<sup>5</sup> During the JAM, WFP undertook to improve its refugee food economy analysis and to explore new ways of channelling assistance through food-for-work and a pilot voucher scheme. Progress still needs to be made on these issues. As admissions to the feeding centres have not decreased, there is clearly an ongoing need to support nutrition.

Health : Health services in the camps are comprehensive, and require further support to continue to achieve good standards. The general and under-5 mortality rates remain below 1/1000p/month. There has been no disease outbreak for two years, but high morbidity and mortality rates associated with malaria are frequently reported during the rainy season. Vaccination coverage is high, at over 98%. The average number of consultations per refugee per year is stable, at approximately 3. Malaria is still the key health problem, accounting for 40% of morbidity, and even 50% in the rainy season. Increased support to the provision of insecticide-treated mosquito-nets to vulnerable refugees is therefore necessary. An effective, though expensive, new first line national malaria treatment protocol, Artemesin Combined Therapy (ACT), should be rolled out by the Ministry of Health by the end of 2006. Reproductive health services continue to be strong, with Prevention of Mother-To-Child Transmission of HIV programmes running in every camp. The family planning services have been partly neglected and require support. One difficulty for maintaining health standards is the high turnover of qualified staff among both the refugee and the Tanzanian population.

Water : Most camps are adequately supplied with safe water, providing more than the standard 21 litres/person/day. The water systems in Lugufu and Nyarugusu have been improved. There are 38 water sources in the camps, including rivers, streams, boreholes and shallow wells. The cost of pumping and treatment is high, but is difficult to reduce. Though no significant investment is planned, funding is required to maintain the existing systems.

Protection/Gender/Other refugee services : Protection is a challenging issue, with a constant struggle to provide an adequate number of international protection staff. Refugee Status Determination is currently problematic, as the various committees vary in quality and may not always meet international standards. Donor support is required for protection activities, and also for the security package, in order to reinforce UNHCR's ongoing effort to maintain security and the civilian nature of the camps. The Sexual and Gender-Based Violence programme is strong, and there is great awareness of the importance of women's involvement in camp activities. However, there are still cases of women being attacked when collecting firewood. The prospect of increased repatriation is giving rise to a greater need for child protection, as families often split up before or during return, sometimes abandoning children

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<sup>4</sup> Directorate-General for Humanitarian Aid - ECHO

<sup>5</sup> FSBL allocated EUR 10,000,000 to WFP in 2003, EUR 7,000,000 in 2004, EUR 7,000,000 in 2005 and EUR 5,000,000 in 2006

in the camps on arrival in the country of origin. The Best Interest Determination (BID) process for separated children fostered in repatriating families, needs to be reinforced. However, the community service and child protection sectors suffer from staff shortages, following the departure of trained Burundians.

### 1.3. - Target population and regions concerned :

This decision addresses the needs of approximately 290,000 refugees in Kigoma and Kagera regions of North West Tanzania, who are protected and registered by UNHCR. DG ECHO-funded interventions will be specifically aimed at preventing a further deterioration of the humanitarian situation of the most vulnerable groups. In view of the high percentage of children among the refugee population, it is fair to say that children will be the major beneficiaries of this decision.

### 1.4. - Risk assessment and possible constraints :

The main risk associated with the proposed programme is the unpredictability of population movements in the Great Lakes Region. It is assumed that repatriation will increase, which depends on continued stability in Burundi and DRC, the Government's attitude to refugees and the refugees' perception of the situation. If the situation is maintained in Burundi and improves in DRC, there is likely to be more repatriation. On the other hand, deteriorating situations could lead to an influx of refugees. A second risk concerns the level of support provided by other donors for this protracted crisis, as DG ECHO contributes partially to programmes. The assumption is, however, that there will be enough overall support for standards to be maintained.

## **2 - Objectives and components of the humanitarian intervention proposed:** <sup>6</sup>

### 2.1. - Objectives :

Principal objective: To meet the essential requirements of approximately 290,000 refugees in camps in North West Tanzania

Specific objective:

To provide integrated humanitarian assistance to refugees, including water, sanitation, health, nutrition, shelter, protection and transport

### 2.2. - Components :

- Shelter and improvement of camp capacity ;
- Distribution of food aid and nutrition activities, such as supplementary and therapeutic feeding ;
- Primary health activities ;
- Water and sanitation activities, such as the maintenance of pumps and water sources including rivers, streams, boreholes and shallow wells ;

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<sup>6</sup> Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in DG-Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at [http://ec.europa.eu/echo/partners/index\\_en.htm](http://ec.europa.eu/echo/partners/index_en.htm)

- Protection activities, such as Refugee Determination Status, Sexual and Gender-based Violence programmes, and Best Interest Determinations for unaccompanied minors.

### **3 - Duration expected for actions in the proposed Decision:**

The duration for the implementation of this decision shall be 12 months. Humanitarian operations funded by this decision must be implemented within this period.

Expenditure under this decision shall be eligible from 1 January 2007 in order to align the availability of DG-ECHO funding with the programming cycle of UNHCR, the sole implementing partner.

Start Date : 1 January 2007

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 - Previous interventions/Decisions of the Commission within the context of the current crisis**

In parallel with this Decision, an additional decision (Global Plan) mobilising EUR 7,000,000 from DG-ECHO 2007 budget line funds is also proposed, to bring its contribution to this refugee crisis to an almost equivalent level as in previous years. Furthermore, a third and separate decision is likely to propose funding from the European Commission's food aid budget line<sup>7</sup> to the World Food Programme, part of which will be used to provide food to the same target camps in Tanzania.

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<sup>7</sup> To be managed by DG ECHO as of 1 January 2007  
[ECHO/TZA/EDF/2006/01000](#)



**6 - Amount of decision and distribution by specific objectives:**

6.1. - Total amount of the decision: EUR 4,550,000

**6.2. - Budget breakdown by specific objectives**

<b>Principal objective:</b> <i>To meet the essential requirements of approximately 290,000 refugees in camps in North West Tanzania</i>				
<b>Specific objectives</b>	<b>Allocated amount by specific objective (EUR)</b>	<b>Geographical area of operation</b>	<b>Activities</b>	<b>Potential partners<sup>8</sup></b>
Specific objective 1: To provide integrated humanitarian assistance to refugees, including water, sanitation, health, nutrition, shelter, protection and transport	4,550,000	North West Tanzania	Shelter and improvement of camp capacity ; Transport ; Distribution of food aid ; Nutrition activities, such as supplementary and therapeutic feeding ; Primary health activities; Water and sanitation activities, such as the maintenance of pumps and water sources including rivers, streams, boreholes and shallow wells ; Protection activities, such as Refugee Determination Status, Sexual and Gender-based Violence programmes, and Best Interest Determinations for unaccompanied minors.	- UN - UNHCR - BEL
<b>TOTAL:</b>	4,550,000			

<sup>8</sup> UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES - BELGIUM

## **7 - 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 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://ec.europa.eu/echo/evaluation/index\\_en.htm](http://ec.europa.eu/echo/evaluation/index_en.htm).

**COMMISSION DECISION**  
**of**  
**on the financing of humanitarian operations from the 9th European Development Fund**  
**in the**  
**United Republic of Tanzania**

**THE COMMISSION OF THE EUROPEAN COMMUNITIES,**

Having regard to the Treaty establishing the European Community,  
Having regard to the ACP-EC Partnership Agreement signed in Cotonou on 23 June 2000 and revised in Luxemburg on 25 June 2005<sup>9</sup>, in particular Articles 72 and 73 thereof,

Having regard to the Internal Agreement of 18 September 2000 on the Financing and Administration of the Community Aid under the Financial Protocol to the Partnership Agreement between the African, Caribbean and Pacific States and the European Community and its Member States signed in Cotonou (Benin) on 23 June 2000, in particular Article 25.1 thereof<sup>10</sup>.

Whereas:

- (1) Tanzania continues to host the largest refugee caseload in Africa,
- (2) The refugee population in Tanzania consists of an estimated 290,000 people, who are almost entirely dependent on international humanitarian aid,
- (3) A detailed analysis has identified humanitarian needs in the sectors of water, sanitation, health, nutrition, shelter, protection and transport,
- (4) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 12 months,
- (5) In accordance with the objectives set out in Article 72 of the ACP-EC Partnership Agreement and Article 25.1 of the Internal Agreement it is estimated that an amount of EUR 4,550,000 from the 9th European Development Fund, representing less than 25% of the National Indicative Programme, is necessary to provide humanitarian assistance to refugee populations in Tanzania.
- (7) The use of the 9th European Development Fund is necessary as all the funds allocated for ACP countries in the general budget are entirely depleted.
- (8) The Commission has informed the European Development Fund (EDF) Committee set up by the Internal Agreement with ex ante information according to the criteria laid down in Article 24.3.a of the Internal Agreement.

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9. OJ L317 of 15 December 2000

10. OJ L287 of 28 October 2005, p.4

HAS DECIDED AS FOLLOWS:

*Article 1*

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a total amount of EUR 4,550,000 from the 9th European Development Fund for humanitarian aid operations to assist vulnerable refugee populations in Tanzania.
2. In accordance with Article 72 and 73 of the ACP-EC Partnership Agreement, the humanitarian operations shall be implemented in pursuance of the following specific objective:

To provide integrated humanitarian assistance to refugees, including water, sanitation, health, nutrition, shelter, protection and transport

The total amount of this decision is allocated to this objective.

*Article 2*

1. The implementation of humanitarian aid operations funded by this Decision shall have a maximum duration of 12 months from 1 January 2007.
2. Expenditure under this Decision is eligible from 1 January 2007.
3. If the operations 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 humanitarian aid operations.

*Article 4*

The decision shall take effect on the date of its adoption.

Done at Brussels,

*For the Commission*

*Member of the Commission*