



**Executive Board of the
United Nations Development
Programme, the United Nations
Population Fund and the
United Nations Office for
Project Services**

Distr.: General
6 March 2013
English
Original: French

Annual session 2013

3-14 June 2013, New York

Item 6 of the provisional agenda

Country programmes and related matters

**Draft country programme document for Burundi
(2014-2016)**

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I. Situation analysis

1. Burundi is one of the poorest countries in the world. It is included in the category of countries in a post-conflict and peacebuilding situation. The 2011 Human Development Report of the UNDP ranks the country 185th out of 187, with a human development index of 0.316. The prevalence of hunger is among the highest in the world. According to the 2010 demographics and health survey, 58% of children under five years suffer from chronic malnutrition, 29% of them in its acute form. While there is little chance that Burundi will achieve the majority of the Millennium Development Goals (MDG), the 2012 edition of the national report on the MDG shows that there has been some progress. Thus, between 2005 and 2010, the infant mortality rate dropped from 120 to 59 per 100,000 live births, while the child mortality rate fell from 176 to 96 and the maternal mortality rate from 615 to 500¹. The net enrolment rate rose from 52.9% to 96.1%, while parity between girls and boys was achieved in primary education. As a result of progress in the area of gender equity, women are now well represented in the country's institutions (32% in the National Assembly, 46% in the Senate and 34% among local elected officials).

2. With respect to political life, governance, the rule of law and democracy in general, there has been significant progress in peace building and in the holding of elections. The country has also continued to disarm the civilian population, to demobilize and reintegrate former combatants and to repatriate refugees, with a focus on sustainable development. Since 2006, the Peacebuilding Commission has been working with the Government of Burundi and its partners to address the country's priorities in the area of peacebuilding. However, there are still challenges to be faced in reviving political dialogue with the opposition, the media and civil society, in ensuring the independence of the judiciary, in promoting human rights and women's empowerment, in combating impunity and sexist violence, and in caring for victims.

3. On the security front, progress has been made in rationalizing the defence and security forces and in completing the process of demilitarizing the *Forces nationales de libération*. With the return of soldiers to the barracks, the risks of atrocities against the population have been considerably reduced. However, insecurity and crime remain persistent problems, fed in particular by political tensions, land disputes, and circulation of small arms and light weapons.

4. In economic terms, Burundi has recorded positive growth rates in gross domestic product (GDP) over the last four years. According to World Bank estimates, the growth rate rose from 4% in 2011 to 4.5% in 2012, and is forecast at around 4.8% for 2013. This growth is still hostage to volatility in oil prices, an uncertain international trade setting, a downward trend in external assistance, and scarce diversification in the economy. The factors behind the country's persistent poverty and low competitiveness include: (a) a restrictive macroeconomic environment; (b) a high unemployment level (11% in urban areas in 2008) and poor governance; (c) mediocre and unstable electricity production and high transport costs; (d) the highest taxation rate in East Africa; (e) inadequate exploitation of natural resources (mines); and (f) lack of aid coordination, ineffective institutional leadership, unfocused economic management, and an inappropriate approach to supervising rural areas.

¹ UNDP, *Rapport national sur les OMD au Burundi, Bujumbura*, 2012

5. Demographic pressure, with an average population density of 320 per km² and an annual growth rate of 2.4%², combined with serious land tenure problems, scarce arable land and persistent poverty, is aggravating the degradation of the environment. According to the Ministry of Water, Environment, Land Use Planning and Urban Development, the surface area covered by forests shrank from 11.3% to 6.7% of the country between 1990 and 2010, for an average deforestation rate of 64 km² per year. If forests continue to disappear at this rate, Burundi will have no forest left in 29 years; indeed, the negative impact can already be felt in the destruction of ecosystems and in climatic disruptions, as well as in the quality of the soil, water, air and general living conditions.

II. Past cooperation and lessons learned

6. The 2010-2014 Country Programme has been revised in order to align it with the Strategic Framework for Poverty Reduction (SFPR) and with the 2012-2016 United Nations Development Assistance Framework (UNDAF). A new Country Programme has accordingly been prepared for the period 2014-2016. UNDP support is part of an integrated mission (United Nations Office in Burundi, BNUB). The mandate of the BNUB was recently extended to February 2014, at which time the mission could be converted into a United Nations country team.

7. In terms of strategic planning and aid coordination, the UNDP has worked with Burundi to: (a) prepare the "Burundi 2025" Vision and the SFPR II, which will serve as the frame of reference for all development programmes; (b) develop/adopt a national assistance policy and action plan and to ensure that the Partners Coordination Unit functions properly; (c) make itself heard in international processes such as the "New Deal for Engagement in Fragile States"; and (d) prepare the partners conference in Geneva, which raised more than \$2 billion or twice the amount expected.

8. In the area of community recovery, the UNDP has helped Burundi to: (a) adopt a national strategy of reintegration together with an action plan and a staged approach known as "3x6"³; (b) create an environment conducive to permanent socioeconomic reintegration, with the offer of 17,299 temporary jobs permitting the injection of \$2.675 billion for the benefit of 25,367 beneficiaries, of whom 70% are refugees, displaced persons and former combatants and 30% are members of the host communities.

9. When it comes to climate change, environmental degradation and fragile ecosystems, UNDP support has made it possible to: (a) raise awareness among national decision makers and the general public about these problems; (b) strengthen national capacities for sustainable land management; and (c) adopt a national strategy for combating soil degradation and a medium-term investment plan. With respect to risk prevention and managing natural disasters, UNDP has

² Data from the 2008 general population and housing census.

³ The "3x6" approach consists of three components and two steps per component: (a) support for national coordination mechanisms by strengthening the capacities of decentralized structures; (b) equitable access for communities – returnees, displaced persons and other vulnerable groups – to basic social services and housing; and (c) improved systems of production and local entrepreneurship.

helped the country formulate a national strategy, establish a national coordination platform, and develop emergency plans.

10. The programme has provided support for governance and political transition with a view to achieving permanent peace through political and social dialogue, democratic consolidation, access to justice, and control and reduction of small arms and light weapons. The UNDP has worked with the *Commission électorale nationale indépendante* (CENI, the independent national elections commission) to strike agreement on the elections code. UNDP assistance has also helped the country to: (a) undertake reform of the public administration as well as of the defence and security sector; (b) launch projects for consolidating governance; (c) promote women's rights, reactivate the national gender policy and prepare the first strategy for gender integration in the defence forces.

11. The principal lessons learned from this experience relate to the need to ensure that the programme cycle is aligned with the cycle of the SFPR II 2012-2016 so that all UNDP interventions will contribute effectively to achieving national priorities. UNDP contributions to implementing the SFPR II need to be more closely targeted at areas where the agency has demonstrated a comparative advantage. The preparation of joint programmes is actively encouraged. The participatory approach should be favoured in the planning, implementation, monitoring and evaluation of programmes. The UNDP should facilitate the application of country procedures, pursue national capacity building, and contribute to raising the degree of absorption of external aid. The development of harmonized tools for monitoring and evaluation of UNDAF programmes should be encouraged in order to facilitate regular data collection, appropriate analysis, and the preparation of progress reports as the basis for rational decisions by managers of the various agencies. The implementation of integrated programmes (governance, justice and the rule of law) under UNDAF 2010-2014 has revealed a spirit of synergy that opens the way to the "United in Action" initiative. The work of the integrated unit responsible for United Nations operations has facilitated the joint implementation of UNDAF programmes; it deserves to be reinforced and common services developed.

III. Proposed programme

12. This country programme was prepared in light of the lessons learned as well as the recommendations and action plan flowing from the Istanbul Summit on the least developed countries, with a view to achieving peace, security and development. It will focus on two themes of the UNDAF, aligned with the SFPR II.

Theme 1. Strengthen the rule of law, consolidate good governance and promote gender equality

13. The UNDP will provide support for preparing and implementing: (a) the national policy and plan of action to promote and protect human rights; (b) the policy for legislative and institutional reform of the justice system and the regular and effective functioning of the penitentiary system and legal aid; (c) a national policy for community security and capacity building for partners and institutions in combating the proliferation of light weapons, youth crime and sexist violence; (d) transitional justice mechanisms (Truth and Reconciliation Commission and the Special Tribunal).

14. The UNDP will provide technical assistance to the election management bodies for organizing free and transparent elections in 2015. It will help create political room for dialogue among the various stakeholders in order to promote peacebuilding. It will contribute to implementation of the strategic plan for strengthening the capacities of Parliament to analyze and prepare legislation and to oversee government action. Support will be provided for implementing the national strategy for good governance and combating corruption and the national programme for reform of the public administration. Support for promoting transparency will focus on strengthening the capacities of civil society and the senior institutions responsible for overseeing the public finances and combating corruption.

15. The UNDP will help the country rationalize the planning process and strengthen its strategic development management capacities through: (a) the institution of coordination and monitoring mechanisms for Vision 2025 and the SFPR II, the holding of national consultations and unrestricted debate on actions to promote development beyond 2015; (b) strengthening the system for collecting, analyzing and disseminating statistical data; (c) support for the effectiveness and management of official development assistance as well as the formulation and implementation of policy and strategy tools for promoting pro-poor growth, especially in the areas of employment, mining, energy, information and communication technologies (ICT) and regional integration. The UNDP and agencies of the United Nations system will work with the country to prepare a framework for speeding implementation of MDG 4 and 5⁴. In this context, South-South cooperation will be used intensively in order to build on good practices implemented elsewhere.

Theme 2. Transforming the Burundian economy to achieve sustained growth and employment creation

16. The UNDP will provide support for preparation, implementation and monitoring of the national development strategy for the private sector, and the corresponding action plan. The stress will be on creating an institutional environment that encourages private savings and investment, both domestic and foreign. In addition to preparation of a sector strategy, the UNDP will help promote transparency and good governance in matters pertaining to the mining code, the granting of operating licenses, and income regulation by the tax policy, and will facilitate the implementation and monitoring of the national policy and action plan for employment and promotion of youth volunteer work.

17. The UNDP will invest efforts in the transition to sustainable development by reviving the rural economy, promoting value chains and inclusive community development through: (a) strengthening capacities for the design, planning, coordination, implementation, monitoring and evaluation of sector programmes and projects by national institutions and local stakeholders; (b) development and dissemination of innovative, integrated approaches for reviving sustainable development by creating economic opportunities for the poor; (c) creating jobs and incomes for women and young people via micro-enterprise, creation of platforms, promotion of value chains and agrifood technologies; (d) support to facilitate access to credit and other financial services as well as long-term incentives.

⁴ Reducing child mortality and improving maternal health.

18. The UNDP will support the country's efforts to integrate adaptation to climate change and the reduction of climate risk into its development policies and strategies, through: (a) introduction of tools and mechanisms for protecting the environment, combating deforestation, adapting to climate change and managing disaster risks; (b) preservation and management of terrestrial and wetland ecosystems; (c) preparation and implementation of the action plan from Rio+20; (d) promotion of new and renewable energies as a way of adapting to climate change; and (e) development of tools and mechanisms to prevent conflicts over land use and natural resource management.

IV. Programme management, monitoring and evaluation

19. The country programme will be the object of an annual review and a midterm review, as well as a progress report on implementation of the UNDAF, and a final evaluation. Quarterly and annual progress reports will be prepared on projects, followed by review meetings. The national statistics system will be strengthened in order to produce monitoring and evaluation databases broken down by sex and by region, making it possible to respond to partners' expectations, to equip the country with relevant indicators for assessing progress, and to produce the regional analytic reports that are now sorely missing at all levels.

20. The United Nations Volunteers approach will be used to strengthen project implementation, especially for activities at the community and grassroots levels. One of the strategies for achieving results in development and peacebuilding will be to seek possibilities for voluntary citizen participation. The gradual introduction of national execution and the harmonized approach to cash transfers (HACT) during the programme will be a priority, based on the comprehensive evaluations conducted in 2010. As well, the UNDP will respect national ownership and the participation of effective national institutions as its policy guidelines, along with other modalities including direct implementation by the UNDP, with the agreement of the government.

21. In this context, the country office has already implemented a new organization chart with new job descriptions, a new framework for internal oversight and a plan for building programming and operating capacities. The objective is to improve programme and project management by staff of the country office, the national structures and partner institutions, as well as members of the project teams.

Annex

Results and resource allocation framework for Burundi (2014-2016)

National priority or objective: Theme 1 of the SFPR II - Theme 1. Strengthen the rule of law, consolidate good governance and promote gender equality					
UNDAF country programme outcome no. 1: 1.1. The judicial and security systems as well as the institutions for protecting human rights, combating impunity and promoting national reconciliation are effective and sensitive to gender and HIV factors. 1.2. By 2016, public institutions are managing the State efficiently with a transparent electoral system, inclusive political space and effective citizen participation, with respect for gender equality.					
Contribution of Government partner	Contribution of other partners	UNDP contributions	Indicators, baselines and targets for UNDP contributions	Indicative country programme outcomes	Indicative resources in United States dollars
<p>Implementation of conditions to facilitate preparation of a national policy and action plan for the defence and protection of human rights</p> <p>Implementation of the national programme for public administration reform and the pursuit of the national strategy for good governance and combating corruption; institutional framework and clarification of roles and responsibilities</p> <p>Organization of the Justice Consultation [états généraux de la Justice]</p> <p>Organization of elections within the constitutional time limits</p> <p>Allocation of appropriate resources to the national agencies combating corruption</p> <p>CENI and Parliament: adoption of the elections code</p>	<p>African Development Bank (AfDB), Belgium, World Bank, Department for International Development (DFID), Norway, Netherlands, Switzerland, European Union (EU): technical and financial support</p> <p>Civil society and private sector: electoral: observation, advocacy, civic participation, participation in political dialogue and steering bodies as well as in defining coordination mechanisms</p> <p>Entities of the United Nations system: United Nations Children's Fund (UNICEF), United Nations Population Fund (FNUAP), Joint United Nations Programme on HIV and AIDS (UNAIDS),</p> <p>United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), Office of the United Nations Commissioner for Human Rights: technical support for the formulation of policies and strategies; advocacy for compliance with international agreements, treaties, conventions and standards; input from various sector groups on governance</p>		<p>Indicator: human rights action plan and policy applied</p> <p>Baseline: draft policy and action plan established</p> <p>Target: gender-sensitive action plan and policy applied and international standards respected</p> <p>Indicator: report from the justice consultations validated</p> <p>Baseline: report not validated (justice consultations planned 2013)</p> <p>Target: report validated and 60% of conclusions implemented</p> <p>Indicator: election management tools applied</p> <p>Baseline: lack of tools</p> <p>Target: tools applied and free and transparent elections organized</p> <p>Indicator: civil service renewed and system of performance contracts instituted</p> <p>Baseline: National Programme for Reform of the Public Administration (PNRA) adopted but the civil service not reformed and performance contracts not instituted</p> <p>Target: civil service renewed for key ministries and performance contracts instituted</p> <p>Indicator: modern tools prepared for overseeing and tracking cases of corruption</p> <p>Baseline: the senior institutions for combating corruption (ISLC) are not properly equipped</p> <p>Target: The ISLC have modern tools for conducting investigations in accordance with standards</p>	<p>1. The action plan and the national policy for human rights are being implemented;</p> <p>2. The conclusions from the justice consultations are being applied;</p> <p>3. The public administration is efficient, transparent and providing quality services;</p> <p>4. The ISLC have the capacity to oversee the public finances and to combat corruption;</p> <p>5. Civil society organizations and the media are helping to promote good governance and combat corruption;</p> <p>6. In 2015, national stakeholders have the capacities needed to organize free and transparent elections;</p> <p>7. Parliament is effectively exercising its role in legislation and oversight of the executive;</p>	<p>Core resources: 13,842,000</p> <p>Other resources: 5,693,000</p>

			<p>Indicator: number of new civil society organizations created or revitalized</p> <p>Baseline:10</p> <p>Target: 50</p> <p>Indicator: the parliamentary strategic plan is implemented</p> <p>Baseline: the strategic plan exists</p> <p>Target: the plan is 50% implemented</p> <p>Indicator: number of reports on SFPR II and MDG available</p> <p>Baseline: no reports</p> <p>Target: an annual report on SFPR II in 2013; three follow-up reports in 2014, 2015 and 2016</p>	<p>8. Stakeholders responsible for aid planning and coordination are well equipped for monitoring Vision 2025, SFPR II and the MDG.</p>	
National priority or objective- Theme 2 of SFPR II: Transformation of the Burundian economy to achieve sustained growth and job creation					
UNDP/country programme outcome no. 2: The business environment (tax, trade and investment policies) and the gender-sensitive employment promotion strategy offer incentives and are backed by an appropriate energy policy and by diversified ICTs that are accessible and respectful of the environment					
<p>Leadership and coordination of stakeholders; implementation of the institutional framework, application of laws and regulations, creation of an incentives framework for promoting new and promising initiatives</p> <p>National Centre for Agricultural Processing (CNTA): development, validation and dissemination of technologies</p> <p>BBI Network and Bureau burundais de normalisation (BBN): quality certification and control</p>	<p>World Bank, EU, German Agency for International Cooperation, DFID, Japan International Cooperation Agency (JICA), Netherlands, Belgium, Germany: technical and financial support</p> <p>Private sector: participation, expertise, dialogue with stakeholders.</p> <p>Civil society organizations: dialogue with stakeholders.</p> <p>NGOs, civil society and community-based organizations: coaching for beneficiaries and networking; implementation</p> <p>Agencies/institutions of the United Nations system United Nations Food and Agriculture Organization (FAO), Global Environment Facility (GEF) International Fund for Agricultural Development (IFAD), International Labour Office (ILO), United Nations Capital Development Fund (UNCDF), United Nations Industrial Development Organization (UNIDO), UN-Women,</p>	<p>The UNDP will provide assistance for preparing the national private sector development strategy and its action plan; preparation of the sector strategy and promotion of transparency in the mining sector; implementation of the national policy for employment and promotion of volunteer youth service; it will support a revival of the rural economy by promoting value chains and new agrifood processing technologies; it will help the country to include adaptation to climate change</p>	<p>Indicator: regional integration policy adopted</p> <p>Baseline: policy not adopted</p> <p>Target: policy adopted</p> <p>Indicator: national employment policy adopted and applied</p> <p>Baseline: policy not adopted</p> <p>Target: gender-sensitive policy adopted and applied</p> <p>Indicator: national strategy for the mining sector adopted</p> <p>Baseline: strategy not adopted</p> <p>Target: strategy adopted</p> <p>Indicator: number of platforms and value chains in operation</p> <p>Baseline: 0</p> <p>Target: 4.</p> <p>Indicator: number of new producers' organizations active</p> <p>Baseline: 502</p> <p>Target: 1 000 of which at least 50% in favour of women</p> <p>Indicator: number of jobs created for young people and women</p> <p>Baseline: 0</p>	<p>1. The regional integration policy is being implemented;</p> <p>2. The employment policy taking account of women and young people is adopted and applied;</p> <p>3. The strategy and action plan for the mining sector as well as the mining code have been renewed, adopted and applied;</p> <p>4. Platforms and value chains in promising industries have been developed;</p> <p>5. The action plan implemented is strengthening producers' organizations;</p> <p>6. Micro-entrepreneurship is creating jobs for young people/women;</p> <p>7. New technologies for processing</p>	<p>Core resources: 13,75,000</p> <p>Other resources: 14,950,000</p>

	<p>United Nations Human Settlements Programme (UN-Habitat): technical support for formulation of policies and strategies; advocacy for compliance with international agreements, treaties, conventions and standards</p>	<p>and climate risk reduction in its development policies and strategies, to promote new and renewable energies and to develop tools and mechanisms for preventing conflicts over land use and natural resource management</p>	<p>Target: 500, of which at least 50% in favour of women Indicator: Number of rural SME/SMI and pre-cooperatives created Baseline: 34 SME/SMI and 21 pre-cooperatives Target: 100 SME/SMI and 100 pre-cooperatives of which at least 50% in favour of women Indicator: number of partners working with the CNTA to develop and disseminate agrifood processing technologies Baseline: 0 Target: 1 Indicator: national energy strategy adopted Baseline: no strategy. Target: a national energy strategy that takes account of renewable energies is adopted Indicator: number of environmental management tools available Baseline: 0 Target: 5</p>	<p>agricultural products are in use; 8. The energy sector strategy and action plan, taking into account renewable energies, are being implemented; 9. The new tools for environmental management and adaptation to climate change are up to date, operational and accessible</p>	
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