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**Draft country programme document for Burundi
(2010-2014)**

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Introduction

1. The country programme for Burundi (2010-2014) is the result of consultations with the Government, civil society, the private sector, development partners and the United Nations Integrated Office in Burundi (BINUB). It is centred on the national priorities laid out in the Strategic Framework for Peacebuilding in Burundi, the Poverty Reduction Strategy Paper (PRSP), Vision 2025, the lessons learned from analysis of the United Nations Development Assistance Framework (UNDAF) 2005-2008 and the priority themes of UNDAF 2010-2014. It also takes into account the principles of cooperation laid out in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action.

I. Situation analysis

2. Although significant progress has been made with regard to peacebuilding in recent years, the situation in Burundi remains precarious. Burundi is facing serious security and development challenges that are jeopardizing its ability to achieve the Millennium Development Goals (MDGs).

3. The economy is still affected by the 1993 crisis and by the global economic and financial situation. According to studies conducted in 2006, approximately 70 per cent of the population is living below the poverty line, up from 33.5 per cent in 1991. However, the economic growth rate, which stood at 4.5 per cent in 2008, should reach 5 per cent between 2009 and 2011.¹ Macroeconomic reforms have brought about significant progress, the Heavily Indebted Poor Countries (HIPC) debt initiative having reached its completion point at the end of January 2009. In addition, on 7 July 2008, Burundi signed with the International Monetary Fund (IMF) a macroeconomic programme to support implementation of the PRSP and consolidate macroeconomic stability.

4. The conflict has had a serious impact on society. Life expectancy has fallen from 51 years in 1993 to 42 years in 2006. Infant mortality remains very high: 176 per 1,000 live births as at 2006. The maternal mortality rate is estimated at between 615 and 800 per 100,000 live births. The rate of HIV/AIDS seropositivity, which stood at 3.46 per cent in 2006, is expected to rise to between 3.57 and 4.1 per cent by 2011.² The number of school-age children far exceeds the schools' capacity; this hinders the achievement of universal enrolment. In addition, demographic pressures, land ownership problems and poverty are exacerbating tensions in communities and worsening environmental degradation. The mass return of refugees and expelled persons and the resettlement of displaced persons are major challenges.

5. The process of reforming the security sector has progressed very little, in particular with regard to disarming Palipehutu-Forces Nationales de Libération (FNL) combatants. This, as well as the unchecked movement of small arms, the absence of State authority in at-risk areas and cross-border security issues, pose a major threat to the security of persons and goods.

¹ International Development Association and International Finance Corporation, Country Assistance Strategy for the Republic of Burundi for the period FY09-FY12, 8 July 2008, World Bank document, p. i.

² Database of human development in Burundi, 2008.

6. There are still many challenges ahead: community recovery and local development, reform of the security and justice sectors, including disarmament, demobilization and reintegration; the promotion of good governance; economic recovery; and capacity-building with a view to sustainable development.

II. Past cooperation and lessons learned

7. The 2005-2007 country programme for Burundi, which has been extended until 2009, has been implemented in the context of national crisis emergence and peacebuilding and within the framework of a United Nations integrated mission. The Peacebuilding Commission has also made a significant contribution to the programme.

8. The United Nations Development Programme (UNDP) has played a key role in implementing United Nations reform, both in an advisory capacity and by providing programme and operational support to BINUB, using its technical expertise and financial and human resources to support integration and joint programming.

9. Burundi has an aid coordination framework, and strategic planning based on the MDGs and on Vision 2025, a shared approach to long-term development that takes the MDGs into account in the national planning process. UNDP has supported preparation of the long-term study, the effort to take the MDGs into account in the PRSP and the strengthening of Government aid coordination mechanisms, as well as the holding of a round table to mobilize resources for the PRSP.

10. Burundi completed its transition to democracy by holding elections, which led to the establishment of democratic institutions, promotion of a culture of dialogue and creation of an enabling environment for civic engagement and the return of refugees. UNDP supported this process; civil society capacity-building through voter education; promotion of a democratic culture based on dialogue among the different institutions and State and non-State actors; the development of parliamentary institutions; decentralization and strengthening of local governance; monitoring of elected officials and development of operational structures that promote local governance; and support for decentralization. UNDP also drew up a national strategy for State capacity-building that is consistent with the Ouagadougou Commitment (Seventh Africa Governance Forum).

11. The capacity of communities to receive repatriated, returned and displaced persons and former combatants has been improved. UNDP has assisted with the planning and coordination of reintegration programmes in 13 provinces and has helped to improve living conditions and basic social infrastructure and to restore the production capacity of communities affected by the crisis. It has supported civil society organizations in combating HIV/AIDS in order to help the Government reduce the seropositivity rate and prevent mother-to-child transmission. The strengthening of community leadership in decision-making has promoted local-level conflict resolution and the restoration of public confidence.

12. Raising the highest national authorities' awareness with regard to good environmental management and the prevention and management of natural disasters has led to preparation of a climate change adaptation plan, a review of implementation of the United Nations Framework Convention on Climate Change, establishment of a national disaster management platform and development of a national disaster prevention and management strategy.

13. The security situation has been improved, enabling refugees and repatriated persons to return and resettle in their original communities. Support from UNDP has helped create a safer environment, in particular through the establishment of legal, institutional, strategic and operational frameworks for combating the proliferation of small arms. This has led to the destruction of some 6,000 weapons and 6,980 explosive devices and to the clearance of 99 per cent of suspected minefields. UNDP has also supported the reform of the security sector, including the quartering of defence forces; the Parliamentary Defence and Security Commission for improved follow-up of Government action in this area; and the reform of the intelligence services. Strengthening the security services and disarming the civilian population remain a priority.

14. Confidence in the justice system has been strengthened and the capacity of the judiciary has been improved as a result of: (a) the development and implementation of a juvenile justice system; and (b) capacity-building for the judicial and penal administrations. By providing material and infrastructure support to the Ministry of Justice and the Supreme Court and capacity-building for stakeholders and by supporting the functioning of the courts and public prosecutors' offices, justice has been brought closer to the people. This support, which gave priority to synergies with international partners and civil society, has helped to reduce the use of violence to resolve conflicts and to improve the public's perception of justice.

15. Overall, the main lessons learned from the previous cycle are: (1) complementarity and harmonization of actions with partners have improved results and cost-effectiveness; (2) endogenous-capacity-building is the best way of achieving national ownership, alignment with national priorities and sustainability of investment; (3) the integrated approach has made it possible to make the most of agencies' comparative advantages and to increase the number of joint activities; (4) the rapid provision of resources for responding to urgent crisis emergence situations has proved highly effective, enabling medium-term catalytic actions to be taken. Use of the project approach has encouraged a certain fragmentation of initiatives and diminished the desired impacts; (5) introduction of the early recovery approach in establishing priorities and modalities for action is an essential programming tool for ensuring that the peace agenda and the development agenda are interdependent.

III. Proposed programme

16. The current UNDAF is based on the PRSP, the Strategic Framework for Peacebuilding in Burundi, and the principles of Vision 2025. The 2010-2014 country programme document is in line with the four strategic priorities of UNDAF: (a) support for strategic planning and aid coordination; (b) support for community-based recovery and local development; (c) support for national reconciliation and the protection of human rights; and (d) support for democratic governance.

17. The UNDP country programme for the period 2010-2014 is part of the process of peacebuilding with a view to sustainable development. Therefore, the planning and implementation of UNDP projects will take into account a series of cross-cutting themes, including gender equality, capacity-building, human rights, HIV/AIDS and the environment.

18. Programmes and projects will be drawn up following the rights-based approach, mindful of gender equality and of Security Council resolutions 1325 (2000) and 1820 (2008); HIV/AIDS will be the subject of an integrated community response, and monitoring indicators will be established; and the capacity-building approach will be adopted systematically in at least three areas (aid coordination, public administration, procurement, and natural disaster prevention and management).

19. With regard to risk management, an analysis will be carried out and a strategy drawn up and reviewed on a quarterly basis. Risk management will therefore be an integral part of all phases of the proposed programming and implementation cycle and will encourage the sharing of best practices and knowledge. UNDP will ensure respect for the programming and resource management principles laid out in the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action, as well as in the recommendations arising from the Doha Declaration.

20. UNDP will help the Government to finalize and implement Vision 2025, which will be translated into policies, strategies and programmes that will be supported by follow-up and evaluation mechanisms and by a reliable system for the collection, analysis and dissemination of gender-disaggregated statistics. UNDP support will help Burundi take full advantage of its participation in the subregional integration process and of its other international commitments. UNDP will also continue to support the strengthening of aid coordination mechanisms in the spirit of the Paris Declaration on Aid Effectiveness, the Accra High-Level Forum on Aid Effectiveness and the Follow-up International Conference on Financing for Development to Review the Implementation of the Monterrey Consensus, as well as Government capacity-building with regard to South-South triangular cooperation.

21. UNDP will support the national, central and local bodies responsible for land ownership issues, with regard to policymaking, planning, coordination and follow-up to the sustainable socioeconomic reintegration of returnees, displaced persons and former combatants. By using the rapid recovery approach, UNDP will endeavour to boost local economies by revitalizing the workforce and production capacities, focusing on the promotion of local entrepreneurship in the private sector and by associations; targeting young people, women and other at-risk groups; ensuring access to decent housing and functioning basic social services; and encouraging local and security governance.

22. UNDP will support the Government's efforts in the area of community security by professionalizing the security forces and the local courts, combating the proliferation of small arms and disarming the civilian population. UNDP will also seek to strengthen dialogue and the peaceful settlement of disputes, particularly over land ownership, within communities.

23. UNDP will help the Government to implement its national climate change adaptation plan and national disaster prevention action plan, ensure sustainable natural resource management, incorporate disaster prevention and management into sectoral planning and prevent disasters and coordinate disaster response mechanisms.

24. In partnership with the Office of the United Nations High Commissioner for Human Rights (OHCHR) office in Burundi and BINUB, UNDP will continue to help the Government to conduct broad, inclusive national consultations on the

implementation of transitional justice mechanisms in Burundi. It will continue its efforts to make the courts and prisons more effective and functional by improving the independence and efficiency of the judiciary and access to justice, combating all forms of violence against women and children and strengthening respect for human rights.

25. UNDP support will focus on State capacity-building in the area of sustainable development, specifically by providing high-quality public services and goods. UNDP will continue to provide support for efforts to strengthen the culture of democracy, for parliament and other democratic institutions, for political leaders' capacity-building, for public administration reform, for civil society and media capacity-building and, if necessary, for the Independent Electoral Commission responsible for organizing the 2010 elections.

26. UNDP plans to maximize its comparative advantages in the areas of coordination, resource mobilization and partnership with the Government, civil society and development actors. It will ensure the pursuit of United Nations reforms aimed at improving integration of the United Nations system, harmonization with other development partners and alignment with national priorities. It also plans to manage preventively the risks that might hinder proper implementation of the programme.

IV. Programme management, monitoring and evaluation

27. Programme monitoring and evaluation will be harmonized with UNDAF monitoring and evaluation and will be handled by various programme, impact and project committees that include all stakeholders and their mechanisms; this monitoring and evaluation will be reflected in the country programme action plan (CPAP) monitoring and evaluation plan. The programme will be the subject of an annual internal review meeting and of independent midterm and final evaluations. Its impact will be assessed on a regular basis in accordance with the CPAP monitoring and evaluation plan.

28. Preference will be given to the national execution modality for programmes and projects and a capacity assessment will be conducted in 2009. Where capacities are lacking, however, the direct model will be used whenever the Government requests, subject to the approval of the Regional Bureau for Africa. At the same time, a national capacity-building plan will be developed and implemented in order to make national execution possible by the end of the programme. Similarly, the harmonized cash transfer approach will be used systematically; 2009 will be devoted to putting the institutional arrangements in place.

29. The 2010-2014 programme will be the subject of a midterm review in 2012 and an in-depth evaluation in 2014. The country programme document (CPD) will also be reviewed annually and progress evaluations will be conducted in accordance with the evaluation plan, which will be aligned with that of UNDAF. A detailed monitoring and evaluation plan with performance indicators and time frames will be included in annex to the CPAP. Annual progress monitoring and evaluation will be handled in a participatory manner through consultation mechanisms that will be open to external partners. Systematic risk management will make it possible to make necessary adjustments during programme planning and implementation. Reports will be prepared regularly using Atlas.

Annex

Results and resources framework for Burundi (2010-2014)

<p>National priority: To support strategic planning and coordination</p> <p>UNDAF outcome 1: The strategic planning system is rooted in a national vision that is shared by all population groups and supported by a strategic analysis system that includes effective assistance coordination mechanisms and takes Burundi's regional and international commitments into account.</p>				
Area of key result/effect of programme	Programme outputs	Output indicators	Role of partners	Resources (in dollars)
<p><i>Strengthening of strategic planning capacities</i></p> <p>International and regional standards and commitments will have been taken into account in strategic planning.</p> <p>Indicator: Number of strategic planning tools based on MDGs (Target: 100%)</p>	<ul style="list-style-type: none"> All population strata are aware and assume ownership of Burundi Vision 2025; National capacities for preparation, implementation and monitoring/evaluation of the PRSP and of sectoral strategies have been strengthened; Implementation and monitoring/evaluation tools for the Vision have been developed. 	<p><u>1</u>: Percentage of the adult population that (a) has a clear understanding of the Vision; and (b) uses the Vision in their individual projects (Base: / Target: 60%)</p> <p><u>2</u>: Number of national PRSP policies formulated and a monitoring/evaluation framework in place (Base: / Target: 5)</p> <p><u>3</u>: Reliable gender-disaggregated data on the MDGs and PRSP (Base: / Target:)</p>	<p>Ministry focal points involved in strategic planning; SP-CNCA, REFES</p> <p>UNDP: Capacity-building for the Ministry of Planning</p> <p>ADB, Belgium, World Bank, DFID, Norway and European Union: Technical and financial support</p> <p>Civil society: Dialogue with technical partners</p> <p>Other: To be determined</p>	<p>Regular resources: 4 000</p> <p>Other resources: 1 500</p>
<p><i>Promoting subregional integration</i></p> <p>Indicator: Number of sectoral monitoring mechanisms</p>	<ul style="list-style-type: none"> Burundi is participating in the subregional integration process; Burundi is taking better advantage of its participation in the integration process. 	<p><u>1</u>: Number of sectoral agreement implementation tools (Base: / Target: 70%)</p>	<p>UNDP: Technical and financial support for national partners</p> <p>DFID, Norway and European Union: Technical and financial support</p> <p>Civil society: Dialogue with technical partners</p> <p>Other: To be determined</p>	<p>Regular resources: 2 072.25</p> <p>Other resources: 750</p>

<p>National priority: Support for community restoration</p> <p>UNDAF outcome 2: Communities, State structures and local-level civil society organizations are addressing socio-economic restoration needs and participating effectively in the consolidation of peace and democracy.</p>				
<p>Promoting local businesses and job creation</p> <p>Indicator: The living conditions of people affected by the conflict will have improved. (Target: 50%)</p>	<ul style="list-style-type: none"> People affected by the conflict have access to livelihoods and have been sustainably re-integrated; Integrated rural villages are self-sufficient and function as local development hubs. 	<p><u>1:</u> A 20% increase in the average household income</p> <p><u>2:</u> Number of integrated villages with local businesses (Base: 0, Target: 23)</p>	<p>UNDP: Technical and financial support</p> <p>Private sector and civil society: Implementation</p> <p>FAO: Implementation</p> <p>UNCDF: Resource mobilization and implementation</p> <p>UN-Habitat: Technical support</p> <p>Other: To be determined</p>	<p>Regular resources: 2 186</p> <p>Other resources: 42 200</p>
<p>Promoting access to high-quality basic social services</p> <p>Indicator: Basic social services will be delivered to the public. (Target: 60%)</p>	<ul style="list-style-type: none"> The supply and quality of basic infrastructures have increased; Rural villages have been integrated as a means of reintegration and as centres of local development. 	<p><u>1:</u> Number of basic social infrastructures built (Target: 60)</p> <p><u>2:</u> Inhabitants of integrated villages have access to local economic services (Base: 0, Target: 23 000)</p>	<p>UNDP: Technical and financial support</p> <p>Private sector and civil society: Implementation</p> <p>UN-Habitat: Technical support</p> <p>UNCDF: Resource mobilization</p> <p>Other: To be determined</p>	<p>Regular resources: 1 822</p> <p>Other resources: 12 660</p>
<p>Promoting local and security governance</p> <p>Local communities will be providing high-quality services in secured communities.</p> <p>Indicator: More credible decentralized bodies will be in place at the national and local levels and will provide high-quality services that meet the needs of citizens. (Base: 0, Target: 40%)</p>	<ul style="list-style-type: none"> High-quality public services provided by decentralized bodies are available to the public; Mechanisms for inclusive participation by citizens, giving them an impact on local decision-making processes, have been developed; Victims of sexual violence are receiving care; 	<p><u>1:</u> Percentage of communes equipped with supplies and with staff qualified to provide public services (Base: 0, Targets: 40%)</p> <p><u>2:</u> A network of locally elected women within the association of locally elected officials is in place and operational (Base: No such network exists, Target: Network established)</p>	<p>UNDP + UNCDF: Support for implementation of the protocol to the technical agreement and for resource mobilization (through a joint programme)</p> <p>European Union: Technical and financial support</p> <p>UNFPA: Financial support</p> <p>Swiss cooperation: Financial support</p> <p>Civil society: Dialogue and advocacy</p>	<p>Regular resources: 1 822</p> <p>Other resources: 16 880</p>

	<ul style="list-style-type: none"> Community security has been improved by combating small arms and local courts have been strengthened; Exchange and peaceful conflict resolution mechanisms are in place. 	<p>3: An increase in the number of victims of sexual violence who have received care (20%)</p> <p>4: The crime rate in the army reduced by 50%</p> <p>5: 40% of lawsuits settled by the Bashingantahe and local courts</p>	<p>Government: Planning and coordination</p> <p>Other: To be determined</p>	
<p><i>Preventing climate change and natural disasters</i></p> <p>Disaster preparation and response capacities will have been strengthened.</p> <p>Indicator: National prevention mechanisms will be operational.</p>	<ul style="list-style-type: none"> Degraded ecosystems and environments have been restored; Disaster prevention and response capacities and mechanisms have been developed. 	<p>1. An increase in the number of watersheds developed (Target: 100000 ha) and in the number of protected natural environments (Base: 2, Target: 14)</p> <p>2. Operational micro-hydroelectric plants (Base: 0, Target: 4)</p> <p>3. An operational disaster risk data collection system (Base: 0, Target: 1)</p> <p>4. A national prevention and response action plan in place (Base: 0, Target: 1)</p>	<p>UNDP: Technical and financial support</p> <p>GEF: Financial support</p> <p>UNOPS: Implementation</p> <p>ADB: Financial support</p> <p>FAO: Technical support</p> <p>ICRC: Technical support</p> <p>Other: To be determined</p>	<p>Regular resources: 1 456.7</p> <p>Other resources: 12 660</p>
<p>National priority: Support for national reconciliation and for the promotion and protection of human rights</p> <p>UNDAF outcome 3: National and local institutions, civil society and communities are better equipped to defend human rights, ensure an effective, equitable and transparent justice system and make credible progress towards reconciliation and in combating impunity.</p>				
<p><i>Promoting an effective, equitable, accessible and transparent justice system</i></p>	<ul style="list-style-type: none"> The judiciary and the prison system have been professionalized; Transitional justice mechanisms are in place and operational. 	<p>1. Percentage of lawsuits handled by the courts; degree of respect for the United Nations Standard Minimum Rules for the Treatment of Prisoners</p>	<p>UNDP to UNHCR: Advocacy and technical support for national partners</p> <p>Ministry of Human Rights and Women's Affairs</p>	<p>Regular resources: 3 643.35</p> <p>Other resources: 2 000</p>

		2. National consultations held (Base: no consultations, Target: consultations held)	Other: To be determined	
<p>National priority: Democratic governance</p> <p>UNDAF outcome 4: Governance institutions are contributing to the consolidation of peace and democracy and are more credible and accessible to the public.</p>				
<p>Promotion of democracy and of citizen participation</p> <p>Parliament and political figures have strengthened their capacities and are operating to the satisfaction of the public, and citizen participation has increased.</p> <p>Indicator: Political institutions will be reliable and will play to the full their role of engagement with the public</p>	<ul style="list-style-type: none"> Parliamentarians' legislative, representational and monitoring capacities have increased; Political parties are operating on the basis of democracy and republican values; The capacities of civil society organizations and of the media have been strengthened, and they are better equipped to promote democracy and are fully involved in public information and civic training; 	<p>1. A 30% increase in the number of laws adopted and in the number of plenary sessions of parliament that are open to the public (Base: low percentage of sessions open to the public/ Target: 80%)</p> <p>2. An increase in the percentage of parties that have all governance bodies in place, take gender equality into account and hold their statutory meetings on a regular basis (Target: 60%)</p> <p>3. Number of journalists and members of civil society organizations trained in the monitoring of State institutions (Base: / Target:)</p>	<p>UNDP: Technical support and capacity-building</p> <p>Belgian technical cooperation: Technical and financial support</p> <p>European Union (AWEPA and <i>Gutwara Neza</i>): Technical support</p> <p>Other: To be determined</p>	<p>Regular resources: 4 007.3</p> <p>Other resources: 3 180</p>

<p>Public administration reform and efforts to combat corruption</p> <p>The public services will be more accessible, effective and efficient and will operate with transparency.</p>	<ul style="list-style-type: none"> – The public has free, equitable access to high-quality public services; – Anti-corruption bodies are operational at the State and local levels and are helping increase transparency in the work of public bodies, and the capacity of civil society organizations to monitor instances of corruption has been strengthened; – The supervisory capacities of the Audit Court and of the parliamentary economic and financial committees have been strengthened; – The Ombudsman's Office is in place and operating effectively. 	<ol style="list-style-type: none"> 1. Draft legislation on public administration reform and its various implementation mechanisms; number of key ministries streamlined (Base: 1 / Target: 4) 2. Number of anti-corruption bodies established and operational pursuant to the United Nations Convention against Corruption (Base: 3 / Target: 5) 3. Number of members of parliamentary economic and financial committees trained (Base: / Target: 5) 4. Percentage of cases submitted to and handled by the Ombudsman (Base: 0% / Target: 30%) 	<p>UNDP: Technical and financial support;</p> <p>UNCDF, MFA, GTZ, USAID, KfW: Technical and financial support/microfinance;</p> <p>YEN Network, World Bank, Norway, ILO: Technical and financial support/Jobs for young people.</p>	<p>Regular resources:</p> <p>3 278.7</p> <p>Other resources:</p> <p>2 120</p>
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