



Kingdom of the Netherlands

# Multi-Annual Strategic Plan

2014 - 2017

*Burundi*

Mali Benin Ghana Ethiopia Horn of Africa South Sudan Kenya Rwanda Burundi Uganda Grote meren Mozambique Palestinian Territory Yemen Afghanistan Bangladesh



2014-  
2017

Embassy of the Kingdom  
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## **MULTI-ANNUAL STRATEGIC PLAN**

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In this revised Multi-Annual Strategic Plan (MASP), the principles of the policy paper "A world to gain: a new agenda for aid, trade and investments" have been elaborated. The MASP applies for a period of four years (2014-2017), but interim adjustments are possible: for example, in the case of major political or other changes, or to improve alignment of Dutch initiatives with the EU Joint Programming.

## Abbreviations

ACOTA	Africa Contingency Operations Training & Assistance
AMISOM	African Union Mission in Somalia
BNUB	Bureau des Nations Unies au Burundi
BTC	Belgian Technical Cooperation
CAPAD	Confédération des Associations des Producteurs Agricoles pour le Développement
CBI	(Dutch) Centre for the Promotion of Imports from Developing Countries
CEPGL	Communauté Economique des Pays des Grands Lacs
COMESA	Common Market for Eastern and Southern Africa
CNIDH	Commission Nationale Indépendante des Droits de l'Homme
CSLP	Cadre Stratégique de croissance et de Lutte contre la Pauvreté
CVR	Commission Vérité et Réconciliation
DRC	Democratic Republic of Congo
EAC	East African Community
EU	European Union
FAO	Food and Agricultural Organization
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GPE	Global Partnership for Education
HIV	Human Immunodeficiency Virus
IFDC	International Fertilizer Development Center
IOB	(Dutch) Policy and Operations Evaluation Department
ISABU	Institut des Sciences Agronomiques du Burundi
ISSD	International Seed Sector Development
KIT	(Dutch) Royal Tropical Institute
LGBT	Lesbian, Gay, Bisexual, Transgender
MASP	Multi Annual Strategic Plan
MDNAC	Ministère de la Défense et des Anciens Combattants
MINAGRIE	Ministère de l'Agriculture et de l'Elevage
MSP	Ministère de la Sécurité Publique
NAP	National Action Plan
NGO	Non Governmental Organization
NICHE	Netherlands Initiative for Capacity Development in Higher Education
ODA	Official Development Assistance
ORIO	(Dutch) Facility for Infrastructure Development
PNSR	Programme National de Santé de la Reproduction
PSI	Private Sector Investment program or (in the context of Sexual and Reproductive Health and Rights) Population Services International
PUM	Netherlands Senior Experts Program
SDC	Swiss Development Cooperation
SGBV	Sexual and Gender Based Violence
SRHR	Sexual and Reproductive Health and Rights
SSD	Security Sector Development
STI	Sexually Transmitted Infections
SUN	Scaling Up Nutrition
UN	United Nations

## 1. SUMMARY

Burundi features among the fifteen countries with which the Netherlands will maintain a long-term **bilateral aid relationship. The bilateral program in Burundi presented in this document is an integral** part of the regional approach for the whole Great Lakes region. The four Embassies in the region (Kinshasa, Kigali, Kampala and Bujumbura) have developed a shared vision on regional stability and development. They will work closely together not only in the implementation and monitoring of the regional program, but also by closer coordinating the bilateral projects and programs in the priority areas of Dutch development cooperation.

In a conflict ridden region Burundi has emerged over the past five years as a relatively stable country. A long and bloody civil war ended in 2008 when the last rebel group decided to give up fighting. Popular confidence in the security forces has increased considerably, a result to which the Netherlands has contributed. However, the transition to more democratic and accountable governance is far from finished. Underlying tensions in the Burundi society are still huge and a return to violence cannot be excluded. A decisive moment midway the period of this Multi-Annual Strategic Programme (MASP) 2014-2017 will be the elections in 2015.

Huge poverty and malnourishment and high population growth add to the risks of a peaceful transition to a developmental state. In all economic and social statistics Burundi lags behind its neighbours, perhaps with the exception of war struck eastern part of the Democratic Republic of Congo (DRC). The country ranks second on the list of most food insecure countries, with 75% of its population undernourished, in spite of the fact that 90% of the Burundians are active in agriculture. Land scarcity is becoming an ever bigger issue and outside agriculture there are few jobs, adding to an alarming lack of economic perspective for the on average very young population.

In the policy note 'A world to gain' Burundi therefore rightfully falls in the category of countries with which the Netherlands will mainly have an aid relationship. These are countries that are unable to reduce poverty effectively without assistance. This is clearly the case in Burundi. More than fifty per cent of the budget is financed by aid and foreign direct investments are still negligible. To grow out of poverty Burundi will need to show political will and leadership. In addition funds to invest in people and infrastructure are indispensable

The overall goal of the MASP is to help **improve security and diminish the threat of instability and new violence in Burundi.**

The program will follow an integrated approach, linking diplomacy, defence and economic development to help consolidate stability. It is widely recognized that development is not possible without security and, conversely, long-term security is only sustainable if there is a prospect of development. An economic policy that reduces inequality and stimulates local production and employment creates alternatives for violence, criminality and corruption<sup>1</sup>. There is a clear link here to the regional challenge. Stability in Burundi contributes to stability in the region, while at the same time a more stable region is a necessity for Burundi: the landlocked and overpopulated country will not be able to grow out of poverty on its own. It will need regional infrastructure, markets and opportunities.

The Netherlands will continue to support Burundi in three complementary thematic areas. Gender and youth issues will be addressed in all areas. The interventions will take stock from lessons learned.

- The program for security and justice will promote more inclusive and effective politics and governance and will reinforce the security sector including the penal chain.
- The food security program will focus on increased, sustainable and *climate smart* agricultural productivity, mainly concentrated in three provinces most affected by security problems, neighboring DRC and Rwanda.
- The program for sexual and reproductive health and rights will focus on availability of modern birth control measures, on more open communication on sex and gender friendly behavior, and other measures to combat sexual violence.

The planned interventions are aligned to the priorities of the Burundian government and they fit in the joint programming by the European Union (EU). As fiduciary and corruption risks are considerable in Burundi, direct aid to government will be closely assessed and monitored. The three

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<sup>1</sup> Advisory Council on International Affairs - Advice on "Criminality, corruption and instability" (2013)

spearhead programs will be linked with regional programs managed from The Hague or Kigali. Where possible, Dutch NGO's, knowledge and training institutes and private firms will be associated. The Embassy will regularly report on results, based on monitoring and evaluation.

## **2. RESULTS OBTAINED 2008-2013 AND LESSONS LEARNT**

### **2.1 Political space**

#### Results (together with EU and BNUB):

- After the 2010 elections political tension increased. Key leaders went into exile for fear of their life and the number of extrajudicial killings peaked in 2011. By now the political violence has decreased and most of the leaders are back in the country. This can be in part attributed to successful dialogue and lobby of the international community, both with government and with the opposition. EU partners and especially the *Bureau des Nations Unies au Burundi* (BNUB) played an important role.
- A new press law limiting press freedom was fiercely criticized by development partners including the Netherlands. The law was adopted with few minor changes, but government will be very careful in its application and is likely to be more prudent in future laws that may limit the political space in Burundi.

#### Lessons learnt:

- An inclusive political process towards the 2015 elections looks possible, now that the leaders that were in exile have returned, but continuous support from the international community is needed in order to make it successful.
- The BNUB plays a key role and its mandate preferably includes the elections.
- Joint EU political action on sensitive issues such as the violence by youth wings of political parties is more effective than actions of individual member states.

### **2.2 Aid coordination and efficiency**

#### Results:

- The donor conference in Geneva in October 2012 was a success for Burundi, but it is difficult for the country to give the right follow-up to this success and it risks losing the momentum.
- Aid coordination by government and ownership has been strengthened. Most aid is aligned to the second generation poverty reduction strategy, the *Cadre Stratégique de croissance et de Lutte contre la Pauvreté* (CSLP II), a division of labor has been agreed and a number of sector working groups are now functioning well, including those co-chaired by the Netherlands (Security and Agriculture).
- The dialogue between the Embassy and Dutch NGOs active in Burundi has improved resulting in more synergy and complementarity.

#### Lessons learnt:

- Aid remains fragmented as long as fiduciary risks in government remain high. Mitigating risks of working with government has substantial transaction costs (project implementation units, audits, etc.).
- Information on centrally funded activities remains weak resulting in partly overlapping activities and a lack of transparency on the full range of Dutch financed interventions in Burundi.

### **2.3 Security and (international) legal order**

#### Results:

- The integration of former rebels in the regular army is a corner stone of the regained stability.
- Politically motivated violence, after reaching a peak in 2011, declined in 2012 and 2013.
- An independent national human rights commission with regional antennas was established.
- Capacity has been built for maintaining law and order and to undertake expeditionary missions by the armed forces, and for enhancing democratic control over the security sector.
- The proposed police law was withdrawn following intense parliamentary debate.
- Public appreciation for the overall perceived security situation as well as for the performance of the army and the police increased.
- The opinion of civil society and parliament is more and more respected and integrated in the security sector issues.

Lessons learnt:

- Political will is lacking for making fast progress in the area of inclusive governance. A lot of well-coordinated outside encouragement will therefore be necessary.
- In order for reforms in the public sector to succeed it is necessary to be pro-active and find the right allies within government.
- Deepen and reinforce the dialogue and partnership between Burundian and Dutch actors remains a priority. Recent examples show that the current level of trust is sufficiently high to discuss sensitive subjects such as human rights abuses and to work toward improving the Burundian track record in this respect.
- Donor pressure can be effective. Example: the freezing of part of the Security Sector Development (SSD) program when government did not sufficiently react to human right violation by the security forces.

## **2.4 Food Security (including private sector development)**

Results:

- The silent partnership with the USAID small scale enterprise program (business incubator) helped create some businesses.
- The partnership with Swiss Development Cooperation (SDC) introduced more efficient and transparent land registration systems in rural areas.
- Micro-credit institutions have been successfully rehabilitated, providing wider access to credit facilities.
- A new fertilizer subsidy program has been established that is less corruption prone. It will ensure both demand and supply of fertilizers, benefitting users and suppliers of fertilizer.
- Private sector support programs such as Private Sector Investment (PSI) and Netherlands Senior Experts Program (PUM) are high in demand in Burundi and contribute to strengthening the emerging private sector.

Lessons learnt:

- Even if conditions are difficult it is possible to find smart entry points for private sector development and agricultural development, working from two sides: creating an enabling environment and direct support activities.
- There is a need for more attention to systemic reform in the Private Sector development program. This point was stressed in the impact evaluation (2013) of the program by the Policy and Operations Evaluation Department (IOB).
- Although the micro credit program has been successful, the modality used (contract with Burundian Ministry of Finance who involved two local partners) proved to be too risky and will not be continued.
- For effective programming and results, the differences between male and female farmers in terms of access to and control of resources and intra-household decision-making should be taken into account.

## **2.5 Sexual and Reproductive Health and Rights (including family planning)**

Results:

- All family planning services (public and private) have been mapped providing more insight into the actual situation in Burundi on the availability of family planning services in Burundi.

Lessons learnt:

- Religious leaders should be invited to a discussion on how to reconcile the church position on modern contraceptive methods with the need for family planning in Burundi.
- The department for reproductive health within Ministry of Health needs capacity building.
- Sex and sexuality related issues should be made a subject for discussion within families or in schools, in order to make young people more aware.
- Engaging men and boys and empowering adolescent girls is essential in fighting Sexual and Gender Based Violence (SGBV).

### 3. BURUNDI - COUNTRY ANALYSIS<sup>2</sup>

#### 3.1 General and political analysis; binding constraints for development

The drivers of present or future instability, as identified in the regional analysis, are at work in Burundi as well. Similar to its neighbouring countries Burundi suffers from a high level of mistrust, caused by years of violence and war. A demographic time bomb is ticking. Population growth amplifies land scarcity. Many young men and women suffer from a lack of perspective in life, being unemployed and /or having unwanted pregnancies. Poverty and malnutrition are among the highest worldwide. Influential parts of the elite are capturing wealth for their own benefit. And the rule of law still presents many challenges.

The policy note 'A world to gain' divides Dutch partner countries in two groups. Those in transition to middle income status and those that even in the medium term will not be able to reduce poverty without foreign aid. There is no doubt that Burundi fits the profile of the second group. Both foreign investments and domestic revenues are still far too low to finance the enormous development needs. Without these resources present stability would immediately be at risk.

In the next four years Burundi needs to maintain its preciously regained stability and continue to move forward on a road to more inclusive and participatory decision-making. The elections in 2015 are a decisive moment in this process. If the democratic process fails, Burundi may easily fall back into violence and instability. If elections are fair and free and with broad participation further steps can be taken to secure reconciliation, restore trust and move upwards on the development ladder.

##### Security and stability

Burundi has made good progress in security and stability over the past decade. After thirteen years of ethnically fuelled civil war, the last armed rebels signed the peace agreement in 2008. The integration of former rebels into the army is one of the major successes of Burundi, a result to which the Netherlands contributed substantially.

In the past, violence and conflict had a strong ethnic background (*Hutu-Tutsi*). This is less the case today since the division of power is not along these lines anymore. Based on the Arusha agreements, both ethnic groups are represented on an equal basis in the security forces and on a 60-40 division in the public sector. Ethnic differences still linger in the background though and can be abused by political forces, on and behind the scene, also because no progress has been made yet with the sensitive issues of reconciliation, truth finding and ending impunity. A sensitive issue in the next years will be in how far the Arusha agreements can continue to be the anchor of the Burundi constitution.

The increased stability of Burundi has positive regional implications. There are hardly any Burundian armed rebels active anymore in DRC. Almost all exiled political leaders and refugees have returned to the country. Nevertheless, the recent forced expulsion of around fifty thousand Burundians from Tanzania, as a consequence of tense relations between Tanzania and Rwanda, shows how regional conflict can put stability in Burundi at risk.

##### Politics and governance

The exercise of political power in Burundi is to a large extent neo-patrimonial. As a consequence corruption is rampant (rank 165 of 174 on the 2012 Transparency International Corruption Perception Index). Losing political power has a high cost. Some of those who have recently acceded to power appear willing to bypass democratic procedures and may even resort to the use of violence in order to safeguard their interests.

Relationships between government and the extra-parliamentary opposition that boycotted the 2010 elections remain tense. Signals for the 2015 elections are mixed. On the one hand a roadmap has been agreed between 42 political parties, providing guarantees for transparency and participation. On the other hand the party in power seems determined not to give up its strong position. The government has reduced press freedom and is considering a law that might limit the freedom of organisation. The ever more frequent and intimidating appearance of youth groups affiliated with the various political parties forms a threat to stability.

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<sup>2</sup> The analysis has been informed by a number of studies, which have been commissioned by the Embassy, on the political economy in Burundi, on gender and on climate change.



Another election boycott by the opposition would be a severe set-back and could easily result in renewed violence. The way forward has to come from inter-Burundian dialogue, including between political parties and a variety of non-state actors. Civil society organizations and the media are by-and-large independent in Burundi, with the exception of the state-owned national radio and TV service. Civil society organisations are active, but are mainly confined to Bujumbura and the major urban centres with limited links to the interior of the country. In general, their capacity is weak, which hampers their effectiveness in the policy dialogue.

#### Economic and social development

The economic situation is gloomy. The average post-conflict growth was around four per cent only, hardly enough to keep up with population growth. With per capita income of USD 273 (2011) Burundi remains one of the poorest countries in the world. Two thirds of Burundians live below the poverty line. On the Human Development Index 2013 Burundi ranks 178 out of 184 countries. On the Gender Development Index it ranks 98 out of 148 countries.

Social and economic problems are exacerbated by a high population density (>350 habitants/km<sup>2</sup>), leading to severe land pressure and land degradation causing a poverty trap for the mainly rural population. Only two of the Millennium Development Goals (universal education and gender equality in education) may be reached before 2015. There is progress on maternal health and child mortality but figures still lag far behind the targets.

Further improvement of the overall business environment is essential. Burundi has climbed to position 159 out of 185 countries on the doing business indicator. Still, important reforms get stuck, such as privatization of the coffee and tea sectors. This is mainly due to the lack of political will to diminish corruption and political interference in business. The recent reform of the fertilizer subsidy system for food crops funded by the Netherlands may help reverse the trend. Exports from Burundi to the Netherlands averaged in the past three years € 700.000 per annum, while exports from the Netherlands to Burundi averaged € 5 million per annum.

Stronger regional integration is key. Burundi attaches high priority to it. All four axes of its poverty reduction strategy include regional integration as a strategic choice in order to reinforce the potential of sustainable growth. Burundi is both looking west (to the DRC) as well as to the north and east (East African Community partners). An active policy geared to regional integration may also help ease internal rivalry and normalise internal political and economic processes. It will help Burundi to change its land-locked mind-set.

Regional cooperation is also needed to exploit the mineral wealth of Burundi. Apart from some small gold mines the main asset are the nickel reserves in the eastern part of the country. These cannot be exploited as long as there is no transport and no energy. Both constraints need regional investments (railway, hydropower) in order to be resolved. Regional cooperation is also needed to tackle illegal trade in minerals such as gold from DRC that is partly exported through Burundi.

#### Climate change

Climate change is likely to put more people at risk of hunger, disease, displacement, or other forms of hardship necessitating better civil protection systems. A vicious cycle of land shortage and environmental degradation leads to food shortage, unemployment and social conflict. In turn, social conflict creates instability which disrupts production systems and marketing channels by displacing the local farm population.

#### Gender

There is a huge inequality between men and women in Burundian society. Poverty among female headed households is 49% as compared to 29% of male headed households; only 18% of women have access to land as compared to 63% of men; high fertility and unmet need for family planning affects women's health and rights; unwanted pregnancies limit the perspective for development of young women; the high incidence of gender based violence against women is rooted in traditionally unequal power relations between men and women, both at family level and in society at large. The use of sexual violence as a tool of warfare during the recent long civil war exacerbated the existing cultural imbalance between men and women.

Gender disparities will become greater with increased population density and a decreased resource base in rural areas. Poverty and food security will affect women more than men because of their differential access to agricultural resources, inputs, markets, credit, knowledge and innovation.

Government strategy and joint analysis

The government strategy and policies are defined in the CSLP II (the Burundian strategy for growth and poverty reduction). This document is the basis for the joint analysis by the European Union and its member states active in Burundi (the Netherlands, Belgium, France and Germany). The joint analysis shares the broad priorities defined by the government in the CSLP II.

However, it adds that there is a strong need for the right capacities and a sustained political will in order to implement these priorities. Nicely worded strategies and policies can easily be undermined by influential people operating behind the scenes.

The CSLP II is the basis for alignment with government policies for the Netherlands. Joint programming and division of labour have advanced well and will be elaborated more in detail over the next few months. At the donor conference in Geneva in October 2012 the international community committed 2.5 billion euro for implementation of the CSLP II. Burundi is disappointed that the release of funds is slow, but it has not sufficiently taken into account that there were some strings attached: the government will need to show its willingness to undertake necessary reforms, including improving the management of public finances and fighting corruption. Overall, donor coordination is fairly strong, but it remains difficult to move forward on the Busan agenda<sup>3</sup>, because of weak capacity in government, resulting in much of aid being delivered outside government systems.

Table 1 Binding constraints and solution areas

Primary binding constraints	Secondary binding constraints	Solution area (country and region)	Netherlands contribution
Legacy of conflict and aggression	<ul style="list-style-type: none"> <li>▪ Acceptance of violence</li> <li>▪ Gender based violence</li> <li>▪ Domestic violence</li> <li>▪ Insecurity / fear</li> </ul>	<ul style="list-style-type: none"> <li>▪ Re-education on social behavior</li> <li>▪ Women's empowerment</li> </ul>	Sexual and Reproductive Health and Rights (SRHR)
Neo patrimonial political system	<ul style="list-style-type: none"> <li>▪ Weak justice system/impunity</li> <li>▪ Corruption</li> <li>▪ Elite capture</li> <li>▪ Weak government institutions</li> <li>▪ Poor business environment</li> <li>▪ Lack of jobs outside agriculture</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reinforced security and justice system</li> </ul>	Security and legal order
		<ul style="list-style-type: none"> <li>▪ Strengthened and more inclusive governance system</li> <li>▪ Special attention for natural resources governance (a.o. land)</li> </ul>	Security and legal order Food security
		<ul style="list-style-type: none"> <li>▪ Improved conditions for private sector development and for sustainably increased and climate change resistant agricultural productivity</li> </ul>	Economic cooperation
High population density in relation to the way in which the resource base is used (low input subsistence farming), increasingly problematic with climate change	<ul style="list-style-type: none"> <li>▪ Land shortage, land conflicts</li> <li>▪ Land degradation</li> <li>▪ Low and unreliable agricultural productivity</li> <li>▪ Food insecurity and malnutrition</li> <li>▪ Poverty trap</li> <li>▪ Risk of water shortage</li> <li>▪ Population growth faster than economic development</li> </ul>	<ul style="list-style-type: none"> <li>▪ Disaster Risk Management</li> <li>▪ Integrated water resources management</li> <li>▪ Nutrition</li> <li>▪ Job creation for young men and women</li> </ul>	Food security [Water – not in MASP]
		<ul style="list-style-type: none"> <li>▪ Family planning</li> <li>▪ Improved mother and child health care</li> </ul>	Economic cooperation
High fertility rates / population growth	<ul style="list-style-type: none"> <li>▪ Young (fertile) population</li> <li>▪ Low levels of education</li> <li>▪ Lack of future perspective</li> <li>▪ High mother and infant mortality</li> </ul>	<ul style="list-style-type: none"> <li>▪ Improved education system (incl. sex education)</li> </ul>	SRHR
		<ul style="list-style-type: none"> <li>▪ Improved health system</li> <li>▪ Economic empowerment of women through job creation and improved access to credit</li> </ul>	[Health – not in MASP] Food security

<sup>3</sup> Busan Global Partnership for Effective Development Cooperation is a multilateral agreement established in 2011 between governments, civil society organizations and (private) donors.

## 3.2 Analysis of security and legal order

### Security sector

In the past five years Burundi has gone from open armed conflict to an acceptable level of security. Army and police were successfully redesigned into multi-ethnic forces. The army currently is a positive actor in the security sector and contributes to peace and stability in the region by participating in African Union peacekeeping missions, such as the AMISOM mission in Somalia.

The transformation of the national police force is still on-going and continues to demand attention. The police force is sometimes pressed by influential individuals, both within and outside of government, to undertake activities of a political significance. Internal and external control procedures of the national police force are still insufficiently strong: an issue that is receiving attention under the current inputs of the Netherlands funded Security Sector Development (SSD) program. Enhancing transparency in all police operations will serve to support the change agents within the organization.

### Justice sector

The Ministry of Justice faces the multiple challenges of a lack of training, politicised oversight and inadequate infrastructure. The judiciary is highly dependent on the executive branch, which controls appointments to the bench and many other aspects of judges' careers, including salaries. This undermines the independence of the judicial system as a whole. Root cause for the continuing desire of the executive to influence the justice sector is the fact that the majority of judges are still of Tutsi ethnicity, which is a factor of mistrust for the predominantly Hutu government.

The dysfunctional penal chain is a clear example of the weak link between the justice and security sectors. The lack of coordination between the different actors in the penal chain causes delays that prolong the stay of suspects in police custody, burdening the capacity of the already overcrowded jails and prisons. This creates a strong feeling of mistrust between the population and all actors in the chain: police, courts, judges.

Of particular importance for the security perception is the need for 'transitional justice' as identified in the Arusha Agreements. It is expected that a law on the *Comité Vérité et Réconciliation* (CVR) will be passed in 2014, but that actual work will not take off until after the elections of 2015. Once in place, the commission will require support for its functioning. Such support should be matched by activities to increase trust and security perception at community level.

### Role of the Netherlands

In 2008 the Netherlands and Burundi signed a Memorandum of Understanding for an eight year SSD program (2009-2017), focused on army, police and on strengthening good governance in the security sector. In the second phase of the Burundian-Netherlands SSD Program (2012-2013) much effort was put into legislative development and increasing transparency of management of the army and police. Also, increasingly the governance axis of the programme put focus on enhancing relationships between the various actors in the security sector, including parliament and civil society, thus creating a constructive atmosphere between formerly opposing sides.

The Netherlands is the largest and leading donor in the security sector and is well trusted by the Burundian counterparts. This has put the Netherlands in a position to discuss sensitive subjects such as human rights abuses by security forces, the existing unconstitutionality of the laws regulating police and army, and to work on the eradication of corruption within the sector, for example through better public procurement procedures.

Gender is an integral part of every activity in the programme. Not only does the programme strive to improve the gender balance in the security providing organisations, but it also trains security providers how to correctly handle cases of gender based violence.

The trust of the Burundian population in the security services has increased noticeably, as evidenced by a 2011 security perception survey. Whereas the confidence in the army has improved substantially, the reputation of police has only marginally improved. The Belgian/Netherlands activities concerning the setting up of a neighbourhood police (*Police de Proximité*) are helping to rebuild the relationship between the population and the police. There is a demand to extend these services throughout the country.

### 3.3 Analysis of food security and economic development

Burundi can be considered as the country of the Great Lakes Region in which the problems of land scarcity and short term prospects for economic growth are the worst. It is also most vulnerable to economic shocks and food price fluctuations caused by extreme weather conditions in the east African region, which are expected to become more frequent with climate change. Approximately 1.2 million rural households practice subsistence agriculture. They hardly produce for the market and often harvest even insufficient food for their own needs. As a consequence, they do not invest in inputs such as fertilizer, leading to decreasing yields and land degradation. On top of this, farm size (now average 0.5 ha per household) is further reduced due to population growth, but for the moment the rural population has few other options than to remain in agriculture. Overall growth of agricultural production remains below that of population growth.

Women do most of the agricultural work and play a central role in the food sovereignty of families and communities. Nevertheless they remain largely marginalized and dependent. They have less access than men to agricultural inputs and credit and they seldom control agricultural means of production and the distribution of family resources including land.

Fortunately, the potential for improving agricultural productivity is still very high. Actual production levels could be sustainably multiplied by three to five, allowing for market oriented production instead of the now dominant subsistence agriculture without sufficient use of fertilizer and other inputs. The challenge is to inverse the trend and enable farmers to break out of the vicious circle of poverty through increased and more market (local, national and regional) oriented production.

#### Policies

The *Plan National d'Investissement Agricole 2012-2017* recognises the above transformation as a priority. Investments of in total USD one billion will be required for the six year period (of which about 70% is available/committed by government and donors). The plan affirms the need of reform and capacity building of the ministry of agriculture to enable it to put into practice the new policies. A challenge remains which interventions to prioritize, implying which actors. This degree of detail is still lacking in the strategies. Also, a clear view on sustainability and climate change adaptation is lacking. More recently, Burundi joined the UN Scaling Up Nutrition (SUN) initiative.. A detailed plan on nutrition is being elaborated.

The agricultural business environment is very weak. Government committed itself to continue the privatization of coffee and tea sectors, but little progress is made (at this moment it is even put on hold for tea). Both the recently created Chamber of Agri-Business and producer organizations like *Confédération des Associations des Producteurs Agricoles pour le Développement* (CAPAD) do not yet have the capacity to hold the government accountable for its agricultural sector policies and to influence these in favour of an improved business climate. CAPAD and farmer organizations even lack legal recognition.

Foreign Direct Investment in the agricultural sector and in Burundi's economy in general, is negligible. Some investors are attracted and invest with support of aid instruments such as PSI, whereas the Dutch foundation DOB equity has a participation in the only private tea company of the country. The biggest investor and tax payer in Burundi is Brarudi/Heineken, which is sourcing most of its raw material from outside the country by lack of sufficient local production. Using a public-private partnership project for increasing competitiveness and assured production by local producer organizations, it has started to source local sorghum and will consider substituting imported sugar for local rice.

#### Priorities for favourable business environment

Five essential elements of a favourable business environment need to be addressed:

- Law and regulation

Secure access to land is a key factor for agricultural intensification through more investment in land (fertilization, liming, erosion control measures, etc.). The Netherlands is already engaged, through a silent partnership with Switzerland (SDC), in a program for district level certification of land rights in the province Ngozi. The Dutch NGO ZOA is also engaged in activities for secured access to land through conflict resolution.

A new law on land (*code foncier*) has been approved by Parliament in 2011. This law provides a good basis for large scale land titling, provided that care is taken with respect to land use rights of

women and re-installation of repatriates who see 'their' land occupied by others, a process to which Dutch organizations (such as the Netherlands' Royal Tropical Institute, KIT) may provide added value. Additional research and testing will be required in plains and inland valley bottoms, which are officially state land but in practice (illegally) handed out to big land "owners" or allowed to be cultivated by small farmers ("paysannat").

- Access to markets

Markets for agricultural produce are not working properly. Although based less than 20 km from Bujumbura, producer associations/cooperatives of perishable crops (horticulture) hardly find their way to this market. Improved communication with markets in Bujumbura, in combination with conservation and value adding transformation facilities, could considerably increase agricultural revenues of farm households. A regional Netherlands' financed program ('CATALIST') obtained positive results with rice and potato producing cooperatives which can be scaled up.

Input markets for fertilizers, pesticides and seeds were until recently disturbed by procurements and subsidised distributions by government which lead to price speculation, black markets and low quality of inputs. Due to lobby, technical support and co-finance provided by the Netherlands, a new fertilizer subsidy program has become operational in 2013, providing fertilizer through the private sector to all farmers ready to pay the subsidized price. A well functioning private market for seeds for small scale producers and industrial producers is still missing. One of the problems for producers and suppliers is the risk associated with the narrowness of agricultural output- and input markets as long as trade remains restricted to the national market. In order to promote regional trade Burundi joined the East African Community (EAC) in 2008 and it is also member of the Common Market for Eastern and Southern Africa (COMESA) and the Economic Community of Great Lakes Countries (CEPGL).

Burundi is said to have a potential (yet to be developed) competitive advantage in the EAC region for potatoes, cotton, coffee, tea, cassava and beans. The Platform "*Rusizi sans Frontieres*", led by Food and Agricultural Organization (FAO) Burundi and CEPGL, requested FAO Rome for support to create a master plan for this vast and fertile plain covering parts of Burundi, Rwanda, and DRC. Markets will be open for both inputs and outputs. In order to benefit from regional market integration, action is also required to harmonize quality standards and import/export regulation.

- Access to financial services

Access to rural finance is not ensured. One bank and some micro-finance institutions, partly financed by the Netherlands, have limited means to provide credits to the agricultural sector. The introduction of credit-warrant systems for small holders, as experimented by IFDC and OXFAM-NOVIB, is likely to boost agricultural production by the provision of short term, seasonal credits but does not cater for long term investments. Insurance products against climatic risks in agriculture do not yet exist in Burundi, but are being tested by a Netherlands' funded association of ACHMEA and Healthnet/TPO, including ALTERRA (project "fanning the spark").

- Infrastructure

The main national roads network is of reasonable quality, but many rural areas have difficult access to markets by lack or bad quality of feeder roads. Only two percent of the rural population has access to electricity, the lowest percentage in the world. Also because of deforestation and the high price of firewood access to energy is therefore very problematic in rural areas. Infrastructure for communal or private use, like storage facilities and irrigation water supply, is generally lacking. Improvement in water management could help in boosting agricultural production.

The actual management of irrigation schemes by parastatal organizations is not conducive. The International Fund for Agricultural Development and the Belgian Technical Cooperation (BTC) are engaged in studies for mapping the development potential, including land rights issues and conflict sensitivity analysis. It is important to improve soil and water conservation on the hill sides adjacent to the Rusizi plain. Catchment treatment on the slopes should be organized in such a way that it allows an improved resistance to water stress. This will reduce the expected climate change induced risks of flooding and droughts (climate adaptation).

- Access to technology and know how

Several Dutch interventions show that agricultural productivity can be considerably increased (seven to eight times for potatoes and wheat) by an appropriate combination of inputs and seeds and improved agricultural practices. The Research and Extension system is publicly organized and seems incapable of delivering services to smallholders. Its staff lacks appropriate skills and motivation. Private research and advisory systems do not exist.

The Netherland's funded International Fertilizer Development Center (IFDC) project accompanying the fertilizer program includes a component for testing, in collaboration with the national agricultural research centre (ISABU) and farmer groups, more efficient fertilisation formula and recommendations. There is a need to expand this type of research to a more holistic, farmer centred type of action research. This research and extension should also take into account medium term risk reduction in view of climate change ("climate smart agriculture").

### **3.4 Analysis of demographic development and reproductive health**

Medium term stability and socio-economic recovery are seriously threatened by high population growth. In 2012, Burundi's population totalled around 9.8 million people. With this number Burundi is among the most densely populated country in Africa: by now over 350 people per km<sup>2</sup>, while at present growth rate the population will double in 25 years.

#### *Policies*

Modern contraceptive prevalence is on the rise but the present rate of 25.3% is not enough to impact reduction of fertility rate. A coverage rate of at least 40% is needed to effectively impact fertility of 6.4 children per woman. Although religious and cultural factors restrict the use of modern contraception, the expressed high level of unmet needs in the communities reflect inadequate access to reliable family planning services rather than a reluctance to use them.

The position of the Catholic Church (an important moral force in Burundi) and their affiliated health structures is not favourable to modern contraceptive use. There are however indications that the influence of the Catholic Church is declining. At the same time the number of protestant sects is growing rapidly. Their position on family planning may not differ significantly from that of the Catholic Church. However, the official position of religious leaders is not strictly followed at lower levels. There may therefore be opportunities for effective dialogue with progressive elements within the various churches.

Family planning is a priority component of the government's policy on reproductive health. The national program for reproductive health (PNSR) remains an underfunded national program. Efforts to effectively coordinate SHRH partners are on the way. PNSR collaborates with civil society partners to expand the access to family planning commodities and services. Population Services International (PSI) has successfully tapped into family planning and commercial oriented and private sectors approach.

#### *Youth*

Like in any conservative society, the needs of young Burundians regarding their sexuality are not met. In the past, youth benefited direct support and counselling from parents and family members. They were guided by traditional values and societal norms. Partly as a result of the crisis, the social fabric and social support have deteriorated.

Young people are particularly vulnerable to accept unsafe and irresponsible behavioural norms. This is partly a result of ignorance and taboos and partly as a consequence of the past when sex was used as a weapon and a tool of domination. Sexual and gender based violence are very common but are notoriously underreported. The danger of a trans-generational continuation of sexual abuse and violence from the time of the civil war is quite real: young men may regard violence a symbol of masculinity and power.

Constructive gender and sexual education are crucial elements for the prevention of sexual violence and enhancement of peace and respect between men and women in families and communities. Young men and women therefore have specific needs and demands regarding sexual and reproductive health. Yet very few specific services or access to services are available for them, in governmental clinics and in religious health structure affiliate facilities. Special attention is needed for gender and sexuality information and education for young people to reduce sexually irresponsible conduct, and enhance positive behavioural change.

Other reproductive health challenges that impact on population growth are maternal and infant health and HIV/aids. The most recent estimated maternal mortality ratio of 800 deaths per 100,000 live births in 2012 remains one of the highest in Africa just as the high infant mortality rate under 5 years mortality of 96/1,000 live births. The number of new HIV/Aids cases is decreasing. With the availability of antiretroviral drugs the AIDS related mortality is stabilizing.

## 4. PROGRAMMING 2014-2017

### 4.1 Long-term strategic outlook

The Burundian government's ambition is to put the country on track towards sustainable development by 2025. This may not look like a very ambitious goal but given the challenges the country faces and the less than expected progress made since this goal was formulated, it does not look likely that the goal will be fully reached by 2025 (see also the context analysis in chapter 3).

The 2015 elections will decide on Burundi's immediate future. Three scenarios can be envisaged. The first one is that the new government will have a clear vision where it wants to go and is determined to undertake all necessary reforms to reach that goal. The second scenario is that rivalry between the various political parties will turn fiercely violent stimulating dormant ethnic differences, throwing the country back into deeper misery and war. The third scenario is that government policy will not drastically change and that the country will muddle on, making slow, but little progress towards development.

Obviously the first one is the preferred scenario, but the third one could very well be the likely one, taking the present political landscape into account. The second scenario is not unthinkable either. Even if scenario one described above will prevail after the elections, the aid-based relationship will remain dominant for some time.

#### *Main objective and focus areas:*

For the period 2014-17 fostering stability will be the main mission for the international community, including the Embassy. The overall goal of the MASP 2012-15 remains relevant: **Improve security and diminish the threat of instability and new violence in Burundi.**

The focus of the Netherlands Embassy will remain on three complementary spearhead programs: **Security and Justice, Food Security (including private sector development) and Sexual and Reproductive Health and Rights.**

Within the chosen areas, the Embassy will focus on activities in which it can offer **added value** in **synergy** with others. These include regional programs, delegated programs in other countries in the region and NGO and private sector initiatives from the Embassy itself. Consultations have been held with representatives of Dutch NGOs represented in Burundi. Domains of complementarity and synergy have been identified, which have been or will be worked out more in detail and jointly monitored on a regular basis.

The proposed program is in line with the CSLP II, whereas sector ministries related to the different themes have been consulted during the MASP formulation process. To the extent possible, care is taken that activities by other donors in the chosen sectors are complementary and further enhance our efforts. This is in particular the case with the EU where a joint programming exercise in the framework of the 11th European Development Fund is well on its way. In all sectors, the Embassy will try to identify and support organizations or individuals that may facilitate the development process, so called change agents.

As a general rule, the Embassy will minimize the number of activities as much as possible. In principle no activities with budget lower than € 300.000 will be funded. Where possible the modality of basket funding will be used, particularly in the food security sector and possibly in the Sexual and Reproductive Health and Rights (SRHR) sector. The Netherlands has abandoned budget support in 2012. The modality is judged as being too risky and not in line with emphasis on Dutch added value. The EU, World Bank and African Development Bank will continue offering budget support to Burundi. Given the precarious situation of the budget this choice is justified, provided it is combined with support to improve the management of public finances. The three organizations need to agree on a common set of conditions and indicators for monitoring progress.

### 4.2 Spearhead Security and the (international) legal order

#### *4.2.1 Outcomes and outputs*

The intervention program of the Embassy for fostering security and the (international) legal order aims to support priority area 1 of the CSLP II: Strengthening the rule of law, consolidating good governance and promoting gender equality. The Embassy interventions will contribute to the following outcomes at **regional** and **country** level and related country and Embassy outputs.

**Outcome 1: (regional) A stable Burundi contributing to peace and security in Africa in general, and the Great Lakes Region in particular**

*Regional outputs*

- Improved security and diminished threat of instability and new violence.
- Burundi troops participating in peace operations in Africa.

*Embassy outputs*

- Bilateral program in the security and legal order sector implemented as planned.
- Army and Police have the capacity to participate in peacekeeping missions (AMISOM), in close cooperation with the U.S. military training program.
- legal advisory capacity within Burundian Defense Ministry (MDNAC) enhanced.

**Outcome 2: A more inclusive and effective government on national and local level and a decrease in politically motivated violence**

*Country outputs*

- An improved political climate through dialogue and free and fair elections in 2015.
- Follow-up given by the Burundian authorities on human rights abuses by security forces.

*Embassy outputs*

- Political actors trained.
- EU member states call for adherence to the 'Roadmap' for the 2015 elections.
- State and non-state security controllers such as civil society, media, courts, prosecutors etc. are trained to enhance their controlling role toward human rights abuses by state security providers (SSD program governance axis).
- Independent national human rights commission (CNIDH) strengthened.

**Outcome 3: A democratically controlled effective security sector that satisfies the security needs of the population**

*Country outputs*

- Implementation of the sector wide security strategies and policies, based on actual threats and on the security needs of the population.
- Strengthened sustainable institutional capacity in the security sector.
- Improved integrity of persons and institutions in the security sector.
- Proactive policies on gender in the state security institutions.

*Embassy outputs*

- The Burundian Ministry of Public Security (MSP) has the capacity to follow-up and implement the strategic plan for MSP and police.
- MDNAC has the capacity to follow-up and implement the recommendations of the defense review as described in the white paper and transformation plan.
- The constitutional court has the capacity to implement its strategic plan.
- Improved external control in the security sector.
- Non state security providers are mapped and development of legislation to improve control mechanisms for these organizations has started.
- The ministry of Gender has the capacity to implement its National Action Plan for implementing UN Security Council resolution 1325, on the role of women in peace processes.

**Outcome 4: Enhanced functioning of the penal chain and a transitional justice system**

*Country outputs*

- Improved functioning of the penal chain.
- Functioning system of transitional justice.

*Embassy outputs*

- Capacity and integrity of police elements in the penal chain are enhanced.
- The capacity of the truth and reconciliation commission (CVR) to undertake its tasks is put in place, following its legal establishment.

**4.2.2 Approach and modalities**

- The Embassy is co-chairing the Sector Group on security and is also lead donor for the sector in the framework of the EU joint programming exercise. These fora will be used for discussing policy reforms in the security sector and for coordination and aligning of development partners around the objectives of the CSLP II and other relevant security policies.



- The SSD program is managed and controlled by organs that include Embassy, program staff and Burundian government representatives. The next phase will aim for a gradual increase of ownership and capacity of the two ministries involved towards managing the SSD program.
- The penal chain activity forms part of a co-financing arrangement between The Netherlands and Belgium with the BTC as implementing agency. The activity will be implemented in tandem with an activity fully financed by the Belgian government that will target the 'justice' side of the penal chain. This format will allow a better programmatic coordination between the two donors, and the content of the projects.
- The modalities for the CVR activity have not yet been identified. Programmatic risks will include fiduciary issues related to the government's financing procedures and the monitoring thereof.

#### 4.2.3 Cross-cutting issues

*Gender.* In the SSD program gender aspects are part of every activity. The program strives to improve the gender balance in the organizations providing security. It also trains security providers to have a better eye for gender issues and differences in their day to day work as well as how to correctly handle cases of sexual and gender-based violence (SGBV). A gender needs assessment of the police force and the army to assess women's constraints will be conducted as a contribution towards the promotion of women's job opportunities and equal treatment. Through supporting Burundi's National Action Plan 1325, women's role in peace processes will be strengthened.

*Governance.* The governance activities are the heart of the SSD program. They will focus on improving internal and external control in the security sector by working not only with state security providers (police, military, security service etc.) and state security controllers (parliament, ombudsman, etc.), but also with non-state security providers (security companies, militias etc.) and non-state security controllers (media, civil society). A separate management unit within the SSD program will identify and monitor the governance activities to be funded under the program.

#### 4.2.4 Activities

- As largest structural partner, the Netherlands will continue supporting the American training program Africa Contingency Operations Training & Assistance (ACOTA).
- The Embassy will support the so-called Legad-program which will advise the Burundi Government on legal aspects of the army's participation in peacekeeping operations.
- The Netherlands will also support the process towards the elections 2015 by contributing to the election basket fund to be created and managed by United Nations Development Programme (UNDP) and by contributing to a small media fund managed by La Benevolencija.
- Continuation of the SSD program, for which a memorandum of understanding was signed in 2008 covering the period 2009-2017.
- The Embassy, in close cooperation with its EU partners, will continue to call for a continuation of the inclusive political dialogue that was started in 2013 under the supervision of the UN.
- The Embassy has thus far only been active on the 'police' side of the penal chain, but will now jointly with the Belgian embassy undertake projects to strengthen the penal chain.
- Once the CVR has been legally established, the Embassy will consider financially supporting its operational capacity.

#### 4.2.5 Monitoring

- Progress in the field of security and legal order at large will be followed through the indicators mentioned in the Results Fiche for the sector.
- More specifically progress will be followed through the indicators agreed upon within the SSD program in 2013. These indicators will be explicitly used to decide on releasing funds from the incentive tranche - in case of positive developments - or on sanctions - in case of negative developments.
- Other monitoring instruments include: the Sector Group Security and the higher levels of the coordination framework put in place by the Burundian government; the development partner group chaired by the BNUB; the bi-weekly meeting of EU Heads of Mission; the EU Art. 8 consultations with the government twice a year; and quarterly meetings with the minister of Public Security (with EU partners, Embassy in the lead).
- At the program/activity level monitoring will be conducted through (semi) annual progress reports, meetings with implementing partners and field visits.

#### 4.2.6 Risks and mitigating measures

- There is still a significant lack of trust between the population and the police. The run-up to the elections of 2015 increases the risk of extra-judicial deployment of security forces by the authorities. To reduce this risk to a minimum the SSD program will focus on strengthening internal and external control in the security sector, set in place a strict monitoring mechanism

based on bilaterally agreed indicators, and promote transparency and democratic control. The Embassy will continue to engage in a critical dialogue with the Burundian authorities.

- The government has engaged in a dialogue with the opposition in preparation for the elections of 2015, however in practical terms an exclusive political atmosphere remains. On the basis of a bilaterally agreed set of indicators this issue will be regularly discussed.
- To reduce fiduciary risks of the SSD program an external financial agent, the German technical cooperation GIZ, was appointed. In the coming years management and control of the program's activities must increasingly be taken over by the Burundian authorities. This will increase the programmatic risks.
- The CVR is highly contested: the very same government officials that are expected to decide on the CVR were involved either as rebels or as government staff in atrocities during the civil war.

### **4.3 Spearhead Food security (incl. private sector development)**

#### *4.3.1 Outcomes and outputs*

The intervention program of the Embassy for fostering food security (incl. private sector development) aims to support priority area 2 of the CSLP II: Transforming the Burundi economy for sustainable job-creating growth. The Embassy interventions will specifically contribute to the following outcomes at **regional** and **country** level and related country and Embassy outputs:

#### **Outcome 1: (regional) Burundi is integrated in and benefiting from trade systems in the region which improve national and regional food security**

##### *Regional outputs:*

- Growth of agricultural production is meeting local demand, import substitution and export to regional markets.

##### *Embassy outputs:*

- Bilateral program in the food security sector implemented as planned.
- Burundi is supported in increasing its competitiveness with neighboring countries and in creating trade opportunities.

#### **Outcome 2: Sustainably increased and climate change adapted agricultural production, produced and processed mainly by smallholders including women and young people**

##### *Country outputs:*

- Improved access to and use of agricultural inputs (fertilizer, seed, etc.).
- Innovation and knowledge transfer for sustainably increased agricultural productivity and climate change adaptation.
- Improved infrastructure and soil and water management in catchment areas of the Rusizi.

##### *Embassy outputs:*

- Improved fertilizer subsidy system elaborated, adopted by the Burundian government, and financed through a basket fund with contribution of government and donors.
- Innovation system put in place and co-funded for the Imbo, Mumirwa and Mugamba agro ecological zones, working in a participatory manner with farmer groups including women.
- Two catchments areas of the Rusizi plain treated, following a holistic approach for sustainably increased agricultural productivity, soil and water conservation measures, and market access.

#### **Outcome 3: Increased access to healthy food by the rural population of Bujumbura rural, Bubanza and Cibitoke provinces**

##### *Country outputs:*

- Improved food quality and school feeding.
- Improved knowledge on nutrition and health.

##### *Embassy outputs:*

- A number of farmer groups (including women) has been organized and trained to benefit from local purchase of good quality food products for the school feeding program.
- The local communities with most ill fed children under 5 years of each district/commune have all been trained in improving the nutritional value of their meals
- 30% of the primary schools in three provinces have adopted school feeding for all their pupils.

#### **Outcome 4: Improved enabling environment for rural economic development offering opportunities to the poor, including women and young people**

##### *Country outputs:*

- Improved capability of the Burundian Ministry of Agriculture (MINAGRIE) for regulation, policy making, planning and monitoring.
- Improved participation of the private sector, also in markets for inputs.
- Farmer organizations are strengthened for market access and service delivery.
- Improved access to land and land tenure security.
- Increased financial inclusion of rural producers.

##### *Embassy outputs:*

- Increased capacity of MINAGRIE including for stakeholder participation in decision-making.
- District level land registration services set up in two districts/communes in Makamba province and in three communes in Bubanza and Cibitoke provinces (covering the Rusizi plain), delivering land ownership certificates, and land use certificates for those who cannot own land such as cultivators in the plain and women in general.
- The national fertilizer subsidy program is operational, making timely available, through the private sector, the quantities of fertilizer demanded by all farmers.
- The markets for the most important traded food products and for some value chains offering opportunities, especially for the poor including women and young people, are developed.
- Financial institutions in rural areas have developed credit products that are attractive and accessible for farmers and rural businesses, including for women and youth.
- Business incubators are set up in three rural provinces, focusing on value chain development and training of agri-business entrepreneurs.

#### **4.3.2 Approach and modalities**

- The Embassy is co-chairing the Sector Group on agriculture and is also lead donor for the sector in the framework of the EU joint programming exercise. These fora will be used for discussing policy reforms in the agricultural sector and for coordination and aligning of development partners around the objectives of the CSLP II.
- The activities of the bilateral food security program will be as much as possible (but not exclusively) concentrated in three provinces: Bujumbura Rural, Bubanza and Cibitoke.
- The choice for these provinces allows for synergy with the *regional programs for the Great Lakes Region*, which includes the second phase of a regional project for value chain development, and a regional program for the development of the Rusizi plain. The three provinces have since 1993 faced the most serious problems of political violence. Therefore, developing this particular region has an important impact on regional security. Moreover, the area has a high potential for market oriented agricultural production because of its land resources and the nearby market potential of Bujumbura as well as for export to DRC and Rwanda.
- The focus on the Great Lakes Region does not exclude that Burundi will also be stimulated to make use of its membership of the EAC. With programs like Trade Mark East Africa, the Netherlands will continue to support economic opportunities through this integration.
- The Embassy intends to intervene in a restrictive number of value chains, and to identify partner organizations and private sector actors that can be mobilized to address the bottlenecks and opportunities in these chains. Strengthening of inspection services will also be considered to help improve quality of food products.
- Dutch companies interested in business, trade and investment in Burundi will receive information and if needed support from the Embassy. Instruments for private sector development such as PSI, PUM, CBI and Dutch Good Growth Fund will be promoted. Together with Agi-Profocus, the Embassy will explore the possibility of *certification*: a trademark for sustainably produced products from Burundi.

#### **4.3.3 Cross-cutting issues**

*Gender.* Since women play an important role in the agricultural sector it is imperative to explicitly take into account the gender dimension of the interventions undertaken by the Embassy. In the value chains chosen for interventions by the Embassy gender issues will be addressed by undertaking an assessment on the roles and opportunities of men, women and youth. A specific issue to be discussed at the political level is the access of women to land.

*Governance.* Through its co-chairmanship of the Agricultural Sector Group, the Embassy will see to it that necessary reforms and governance issues will remain on the agenda. The fertilizer subsidy program, implying private sector for import and distribution, has a big impact on good economic

governance. In the area of knowledge development and innovation in agriculture the Embassy will support activities that lead to reforms of the research and information systems in Burundi.

*Climate change.* The immediate risks caused by hunger and poverty are a much bigger threat to the Burundi population than the medium term climate change effects. Emphasis needs therefore to be put on measures that increase agricultural productivity, but in a climate-smart way.

#### 4.3.4 Activities

- The Embassy will use its political influence, together with other donors, to lobby for a better business environment and facilitate reforms in the agricultural sector.
- The Embassy will continue to support the new policy and nation-wide fertilizer subsidy program for food crops, by contributing to the subsidy itself (in a basket fund with government and other donors) and by financing a technical support program run by IFDC.
- In 2013/14 a program for agricultural research and development will be formulated by BTC and the national agricultural research center ISABU, to which the Embassy will contribute funding provided that the proposed organization structure is convenient for participatory research.
- A program for Integrated Seed Sector Development (ISSD) has been formulated by Wageningen University-Centre for Development Innovation (WUR-CDI), KIT and IFDC and will be considered for funding by the Embassy.
- Support to agricultural training will be explored with the NICHE program.
- The Embassy will continue the two programs for nutrition that it has started in 2012 (with the Italian NGO Gruppo di Volontariato Civile) and in 2013 (with World Food Programme) and will take the donor lead of the SUN nutrition platform from 2015.
- From 2015 or 2016 (depending on possible additional needs for the fertilizer subsidy and/or World Food Programme school feeding programs), a new program for infrastructure will start, situated in the catchment area of the Rusizi. It will adopt an integrated approach for land and water management .
- The Embassy will continue its support, through a silent partnership with SDC, of land registration, with special attention to land use security for women. N.B. This activity, extended by SDC to DRC, will be incorporated in the regional program managed by Kigali from mid-2014.
- ZOA will receive funding for supporting two districts for setting up their land registration services and delivering land certificates to all farmers (including women).
- The Embassy will finance a new program implemented by *Terrafina*, for reinforcement of micro-credit institutions and developing innovative financial products which will allow them to step into agricultural credit for smallholders including women.
- Increased access to business development services will be provided by Dutch NGO SPARK in collaboration with the (formerly Dutch financed) Burundi Business Incubator , which is willing to create new centers in three provinces that the Embassy will finance.
- The Embassy may facilitate public-private partnerships in value chains with a potential to contribute to food security and agricultural market development. The choice of such value chains will depend on private actors that show an interest (such as *Heineken*).

#### 4.3.5 Monitoring

- Progress in the field of agriculture/food security (including private sector development) at large will be followed through the indicators mentioned in the Results Fiche for the sector.
- Progress towards realizing the outputs as mentioned above will be monitored mainly by indicators that have been developed within the activities themselves, complemented, where possible, by official statistics produced by the country itself.
- Other monitoring instruments at the policy level include the Sector Group Agriculture and the higher levels of the coordination framework put in place by the Burundian government.
- At the program/activity level monitoring will be conducted through (semi) annual progress reports, meetings with implementing partners and field visits.

#### 4.3.6 Risks and mitigating measures

- The choice to concentrate efforts on the three most *security sensitive* provinces creates an important risk - if the peace process is interrupted by a new cycle of violence and increased distrust between the three countries. The Embassy is deliberately taking this risk because of the urgency and the impact of this program when it succeeds.
- Risks are also associated with the lack of political will to diminish political interference in business and corruption. If the government does not succeed in improving the general business environment and diminishing corruption, private partners will remain reluctant to invest in Burundi. To diminish this risk, the Embassy will engage in political dialogue and activities for better governance, working together with other donors (especially those that still provide

general budget support: EU, World Bank), to try to influence political will and thereby diminish these risks.

- Disaster Risk Management associated with land degradation and climate change will need more attention especially in agriculture. This will receive attention in appraisal documents for new activities.
- Risks of the new Research, ISSD and infrastructure programs will be associated with the development of a good approach, implying all public and private actors, and identifying capable organizations for their implementation. Under these conditions, program and political risks will be limited because of the modality to be used, which is project funding.

#### **4.4 Spearhead Sexual and reproductive health and rights (incl. family planning)**

##### *4.4.1 Outcomes and outputs*

The intervention program of the Embassy for fostering sexual and reproductive health and rights aims to support priority area 3 of the CSLP II: Improving access and quality of basic social services and strengthening social protection. The Embassy interventions will specifically contribute to the following outcomes at **regional** and **country** level:

##### **Outcome 1: (regional) Quality sexual and reproductive health services are available and accessible to men, women and youth in the region**

###### *Regional outputs*

- Reduction of harmful practices in the domain of SRHR (unsafe abortions, early/forced marriage, domestic violence, sexual and gender based violence).

###### *Embassy outputs*

- Bilateral program in the SRHR sector implemented as planned.

##### **Outcome 2: Government efforts to increase demand and reduce the unmet need for family planning are effective**

###### *Country Outputs:*

- Increased availability of modern contraception (contraceptive prevalence rate up from 25% in 2012 to 50% in 2017).
- Public and private clinics provide better sexual and reproductive health care services.

###### *Embassy Outputs:*

- Number of additional distribution points of modern contraceptive commodities.
- Number of health workers trained in modern family planning procedures.
- Number of communities sensitized in using modern contraception.

##### **Outcome 3: Youth has better access to quality sexual and reproductive health services and is able to make informed choices regarding sexual attitude and behaviour**

###### *Country Outputs:*

- Access to SRHR youth friendly services is realized in 50% of all districts.
- Gender respect and acceptance of mutual rights are norms among 50% of youth.

###### *Embassy Outputs:*

- Number of youth friendly materials that have been produced, tested and distributed.
- Number of clinics that have adopted youth friendly working arrangements.
- Number of youth clubs formed and active.
- Number of young people counseled for HIV/Sexually Transmitted Infections (STI)/contraception and/or tested for HIV/STIs.
- Number of schools (/pupils) that adopt (/receive) comprehensive sexuality education.

##### **Outcome 4: Sexual and gender based violence is reduced and respect of sexual and reproductive rights of people to whom rights are denied is improved**

###### *Country Outputs:*

- Reduced fear for sexual violence.
- Enhanced position of women and more gender equity in sexual relations.
- Vulnerable position of sexual minorities (sex workers, LGBT) and people to whom rights are often denied (youth, unmarried - young people, people living with AIDS, drug users and others) addressed and greater respect given to their sexual and reproductive health and rights.

#### *Embassy Outputs:*

- Sexual aspects of gender relations have been incorporated as a crosscutting theme in the other sectors supported by the Embassy.
- Vulnerable position of sex workers addressed.
- Guidance and rehabilitation provided to sex offenders and support given to victims.
- Number of organizations active to advocate for abandoning harmful practices such as child marriages, forced marriages, or other issues).
- Number of LGBT reported to be assaulted / imprisoned.

#### 4.4.2 Approach and modalities

- Program elements have been identified in collaboration with the Burundian government and SRHR partners.
- Activities funded by the Embassy will be mainly implemented by Netherlands or international NGOs as well as multilateral organizations, since direct funding of the government bears substantial fiduciary risks. Belgium and the EU Delegation envisage setting up a basket fund for the health sector. The Embassy may consider joining the basket as a way to strengthen aid effectiveness and contribute to the objectives of the EU joint programming exercise.

#### 4.4.3 Cross-cutting issues

*Gender.* The field of SRHR is pre-eminently a field in which the position of women is being addressed. Experience here and in other countries shows that interventions should not be limited to women alone. In particular if attitudes and behaviours with respect to issues such as gender equity, women's and youth' empowerment as well as sexuality are to be changed it is imperative to involve men and boys in all interventions.

*Governance.* Although there is strong political will in Burundi to improve sexual reproductive health and rights, this does not automatically translate in strong action. For example, impunity for SGBV perpetrators is still high, and family planning and SRHR are not the highest priorities in overall health sector development. Sexual rights are still considered as a taboo and some, notably homosexuality, are punishable by law. The Embassy will therefore be vocal on these issues in the Sector Group Health.

#### 4.4.4 Activities

- The Embassy will contribute to family planning programs of both the public (PNSR) and private sector (PSI). Through PNSR: supply of modern family planning commodities and community outreach. Through PSI: social marketing of condoms; training of family planning health workers; social mobilization and information on reproductive health. Also HealthNet/TPO SRHR community activities are being supported.
- Dutch centrally funded programs that focus on family planning, SGBV and HIV (Cordaid, War Child Holland, and the Link up Project) will be brought together to create synergy.
- Support for human resources capacity building will be considered through the NICHE program.
- In close collaboration with Burundian organizations the Embassy will contribute to youth programs of both in and out of school target (through PSI, CARE Burundi in partnership with Rutgers-WPF and HealthNet/TPO).
- Sexual aspects of gender relations are incorporated in the two other thematic areas.
- PSI activities that focus on addressing SRHR needs for specific sexual minorities are being supported to improve access and uptake to condoms by sex workers. This will be done through provision of more appealing variety of condoms and building capacity of users to negotiate safe sex. Vulnerable position of girls, boys, youth, men and women will be addressed through HealthNet/TPO and CARE Burundi in partnership with local organizations.

#### 4.4.5 Monitoring

- Progress will be followed through the indicators mentioned in the Results Fiche for the sector.
- Progress towards realizing the outputs as mentioned above will be monitored mainly by indicators that have been developed within the activities themselves, complemented, where possible, by official statistics produced by the country itself.
- Other monitoring instruments at the policy level include the Sector Group Health and the higher levels of the coordination framework put in place by the Burundian government.
- At the program/activity level monitoring will be conducted through (semi) annual progress reports, meetings with implementing partners and field visits.

#### 4.4.6 Risks and mitigating measures

- The Catholic Church's position and regular official messages against the use of modern family planning methods may hamper the program's effectiveness. Through a dialogue with

representatives of the various churches active in Burundi, the Embassy will try to identify potential change agents and discuss with them possible ways for a more constructive cooperation in this area.

- There is a lack of strategic coordination among SRHR partners and between relevant ministries and lack of leadership at the central level as well as lack of technical capacity at the community level. Although a Sector Group Health exists, this does not provide sufficient space to discuss coordination issues in the field of SRHR. The Embassy has therefore taken the initiative to hold separate coordination meetings with SRHR partners, including the government.
- Changing attitude and behaviors, especially on issues of gender equality, women's and youth' empowerment as well as sexuality, needs time. Through policy dialogue and the choice of partners and activities, the Embassy will try to help change these attitudes and behaviors.

## **5. OTHER INTERVENTIONS AND INVOLVEMENT IN BURUNDI BY THE NETHERLANDS**

### **Political and diplomatic initiatives**

The critical dialogue with Burundi on human rights, political space and related issues is mainly being conducted jointly with the EU Delegation and the other EU Member States represented in Bujumbura (Belgium, France and Germany). At least twice a year an Article 8 political dialogue with the Burundian authorities takes place in which also the ambassador of the United Kingdom (based in Kigali) participates. In case of special developments requiring a position of the EU ad hoc joint demarches are being conducted and/or joint declarations are being issued.

The Netherlands has a special interest in combating human rights violations involving security agents. In 2012, the Netherlands took the initiative to enter into a dialogue with the Minister of Public Security, together with the other countries involved (Belgium, France and Germany), on individual cases of human rights violations by elements of the police force. Since the Netherlands put on hold part of the support provided to the police and army at end of 2012, a range of measures have been taken to prevent human right violations by members of the security forces and to deal with offenders. The Netherlands will continue its dialogue together with the other development partners involved. This will be done on the basis of selected indicators developed in close cooperation with the Burundian partners and to be agreed upon in December 2013.

### **Forced return of refugees**

The Embassy will continue to advice and support the ministries of Foreign Affairs and Internal Affairs & Kingdom Relations with regard to anchoring the issue of (forced) return of irregular Burundian migrants more strongly in the bilateral relation with Burundi. The Embassy will stress the importance of cooperation between Burundi and the Netherlands with regard to (forced) return in its conversations with the Burundi authorities.

### **Economic diplomacy**

The Embassy will continue to support Dutch firms and knowledge institutes in their need for information on and knowledge of strategic sector and policy developments in Burundi, contribute to business development and advise on contacts with relevant ministries and local firms.

### **Consular services**

After the Netherlands mission in Burundi was upgraded to embassy in 2012, the Netherlands consulate in Bujumbura was closed in 2013. The consular services provided by Kigali (e.g. passports) remained there and some others (such as information requests from Dutch citizens on the security situation in Burundi) were transferred to the Regional Support Office in Pretoria. A few of the remaining consular tasks were taken over by the Embassy.

### **Communication**

The Embassy will continue to keep the Ministry informed on political, economic and other developments in Burundi. In addition, the Embassy will become more active in public diplomacy, informing the general public on its activities and results. This will be done through the website and social media, such as Facebook and Twitter.

### **Non-delegated funds and programmes**

*Dutch NGOs.* Several Dutch NGOs, funded from different centrally managed sources (co-financing program, Reconstruction Tender, and Public-Private Partnership-Fund and SRHR-Fund) are active in Burundi. These organizations work mainly on the same themes as the Embassy program proposed in this document. The Embassy maintains close contact to ensure complementary

working and synergy whenever possible. The NGO programs covering more countries in the region will be monitored jointly with other Embassies as part of the regional approach.

*Private sector instruments.* Other Dutch links include the 'private sector instruments': ORIO, PSI, CBI, PUM. Burundi is making good use of these instruments. Almost every week of the year one or two experts from PUM are giving advice to Burundian entrepreneurs. The last two calls for proposals to be funded by PSI resulted in 13 and 16 proposals respectively. It is expected that demand will go up in the next few years. Three ORIO projects are envisaged in drinking water, hospitals and waste collection with a total investment of around 50 million EUR. Since the resource base of (starting) businesses in Burundi is low, the Embassy argues for a new instrument with a grant element comparable with the actual PSI, as proposed in the regional program (to be managed by Kampala) . An interesting target group for investments in Burundi is the diaspora.

*Multilateral organizations*

- The Regional Centre on Small Arms in the Great Lakes Region the Horn of Africa and Bordering States receives funds from the Stabilization Fund for activities related to the destruction of old weapons and good weapon management. The Burundi chapter of the Peace Building Commission and the Peace Building Fund are supported from the same Fund to help advance the peace process in Burundi.
- The Department for sustainable economic development (DDE) finances the CASA project on Fragile States and Private Sector development, through the International Finance Corporation . About € 1 million per year is spent on activities in Burundi. DDE is also funding regional activities of Trademark/EAC. Among others the Burundi Revenue Authority is one of the beneficiaries.
- Finally, the Global Partnership for Education (GPE) supports implementation of the Burundi Education Sector Plan with an amount of USD 52.9 million for the period 2013-2015. The Netherlands participates in the GPE budget with 15% van budget. Belgium as lead donor in the education sector is the supervising entity in Burundi.

*Netherlands Fellowship Program*

Burundi is among the eligible countries for this program. A difficulty is that Burundi is a French speaking country and that there are not many courses given in the French language. In 2013 there have been forty applications. There is no alumni organization in Burundi. The Embassy will look for opportunities to actively promote the program.

*NICHE*

Now that the NICHE-program has been opened also for Burundi, the Embassy will identify possibilities for activities in Burundi.

**6. FINANCIAL IMPLICATIONS**

*Financial ODA implications 2014-2017 in € (budget-code and description of policy area) <sup>4</sup>*

Budget 2014-2017		
2.1	Improved food security	66.250.000
2.3	Sustainable use of natural resources, combating climate change, increasing population's resilience to unavoidable climate change in developing countries	300.000
3.1	Sexual and reproductive health and rights for all; stopping the spread of HIV/AIDS	20.000.000
4.3	Developing the rule of law, reconstruction, peacebuilding, strengthening the legitimacy of democratic structures and combating corruption	19.850.000
<b>Total</b>		<b>106.400.000</b>

<sup>4</sup> Excluding contribution to SSD program from Stability Fund (amount still to be decided)