



Entering a Polling Station, Bujumbura, September 23, 2005

“Mr. President, you are taking over the leadership of a fragile nation—fragile politically, socially and economically. It is a Herculean task, but you are young with strong shoulders to bear this burden.”

President William Mkapa of Tanzania, at the inauguration of Burundian President Pierre Nkurunziza, August 26, 2005

**STRATEGY STATEMENT
2006-2008**

Burundi Strategy Statement

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I. Program Rationale:

A. Major Stabilization Challenges to be Addressed and Relevance to United States Strategic and Foreign Policy Interests

Burundi is at a unique crossroads in its history. Five rounds of national elections were carried out peacefully over the course of 2005, bringing to an end twelve years of civil war and postwar transition. While the election cycle brought the formal rebel movement National Council for the Defense of Democracy-Forces for the Defense of Democracy (CNDD-FDD) to power with an overwhelming mandate to carry out an ambitious reform agenda, various areas of the country remain insecure due to continued hostilities between the Burundian Armed Forces and the National Liberation Forces (FNL), the last rebel faction active in the country. In addition, while CNDD-FDD currently enjoys widespread public support, urgent action is needed to address a number of challenges, including severe pressures on land, a shattered economy, a massive increase in returning refugees, an unfinished demobilization process, limited access to education and health services, a population both physically and psychologically debilitated by near-continuous conflict, and ongoing food insecurity. Attention to these issues, as well as to managing a political transition presided over by a largely inexperienced group of new government officials, will be critical to the consolidation of peace and stability in the country.

Burundi's recent elections present the United States with a unique opportunity to work with the new government to support a reform agenda, which, if successful, will advance U.S. foreign policy interests in fostering increased stability not only in Burundi but throughout the Great Lakes region. Over the next two years, the U.S. government will support strengthening Burundian government and civil society capacity to initiate and manage democratic reforms and mitigate key sources of conflict, improving the provision of essential services and enhancing food security and economic livelihoods. This programmatic focus directly serves the USAID Policy Framework for Bilateral Foreign Aid goals of strengthening institutions, basic governance and stability in fragile states while addressing the underlying factors feeding conflict.

B. Primary Factors of Fragility

Burundi has a poor track record in participatory governance. Successive pre-colonial, colonial and post-independence governments have entrenched a culture of self-interest among elites at the expense of their constituents. The newly elected government is in many cases lacking any previous experience in governance and has inherited a Treasury that has been picked clean by the predations of its predecessors.¹ Since the beginning of the war, the presiding Burundian government has been unable to provide basic services to much of its population. The long history of autocratic rule in the country has also bequeathed Burundi an electorate with little experience of participatory governance and one that remains deeply skeptical of the motives and capabilities of the political class. While Burundians are rightfully proud of the free and fair elections carried out in 2005, they also expect real change from the government they have elected. Failure to deliver on many of the promises made by the CNDD-FDD, which have included pledges to launch much needed reforms in education, health and security, could trigger a public backlash and a return to Burundian politics as usual, with all the manipulation and violence that this has historically entailed.

In addition to political challenges, the new government has inherited an economy that can be described as fragile, at best. Burundi was ranked 169 out of 177 in the UNDP's 2005 Human Development Index. In 2002, the percentage of Burundians living below the poverty line was 68 percent.² Burundi is the second most densely populated country in Sub-Saharan Africa, and population growth, currently estimated to be 3.4 percent,³ is putting increasing pressure on limited land resources. Despite widespread agricultural production⁴, yields and consequently food security have been decimated by years of protracted conflict, degradation of land quality, low levels of agricultural productivity, chronic droughts and crop diseases such as cassava mosaic. In addition, Burundi faces the challenge of reintegrating an estimated 49,500 refugees who have returned from Tanzania during the first nine months of 2005⁵ and 15,460 combatants demobilized in the first six months of 2005⁶; an estimated 117,000 individuals also remain displaced within Burundi.⁷ The increasing pressure on land has already proven to be a ready trigger for conflict; it is estimated that 80% of conflicts submitted to Burundian courts relate to land.⁸ The

growth of off-farm economic opportunities is clearly critical not only to economic stability but to social harmony as well. In a population that is overwhelmingly young⁹ and rural,¹⁰ the creation of diverse opportunities for economic livelihoods in both rural and urban areas will not only appease a growing group of increasingly restive Burundian youth, but also stem the tide of employment-seeking migration that has increased urbanization rates throughout Africa. Unfortunately, few off-farm opportunities are available. The private sector in the country remains quite small; its growth is hampered by an absence of sound policies and systems with respect to trade, taxation, foreign direct investment and property rights, as well as by widespread government corruption.¹¹

Endemic poverty within Burundi has been exacerbated by acute inequality. Ethnicity was used by colonial and post-colonial governments to divide and rule the Hutu and Tutsi by cementing an ethnic political and social hierarchy. At the same time, tight state control over Burundi's scarce economic resources privileged a small subset of the Tutsi minority with most of the country's economic spoils, including land¹²; indeed, for much of the past 30 years, members of a single Tutsi clan from Bururi province have held economic as well as political and military power in Burundi. The combination of this ethnic and economic inequality has led to a zero sum game that has fueled continual cycles of violence and retribution in which over 300,000 have been killed. While the Arusha Accords mandated political power sharing, the economic pie is small, and the greatest influence over Burundi's tiny economy remains in the hands of the Bururi Hima Tutsi. Today a widely-perceived inequality of access to jobs, credit, justice, and even basic social services such as water and healthcare persists. The new government's attention to issues of inequality and poverty will play a critical role in stabilizing Burundian society and weakening the appeal of violent extremists on both sides of the ethnic and political divides.

The various political and economic sources of fragility discussed above could easily spark renewed insecurity in a country that is just now making strides toward stability. While most areas of the country are now stable, the FNL remains active in at least five provinces; ongoing violence currently displaces civilians in Bujumbura Rurale and Bubanza provinces nightly.¹³ The FNL may yet find new recruits among the 15,000 ex-combatants, including an estimated 5,200 child soldiers,¹⁴ currently undergoing a demobilization process that ends abruptly with the payment of a service allowance that many have not received.¹⁵ Discontentment with the demobilization process could also play into the hands of members of the old government, who, while having lost political capital in this year's elections, still control much of the country's wealth and could yet prove to be formidable spoilers to a peace process not yet fully consolidated. The line of defense against these potential spoilers is not secure; the new ethnically integrated national police force and Armed Forces are widely perceived as being weak and ineffective. In addition to the ongoing armed conflicts in the country, 117,000 people remain displaced in 160 camps within the country¹⁶, many of whom are unwilling to return to their homes due to continued insecurity. More generalized insecurity in the country and the easy availability of small arms have created an environment rife with mutual suspicion and violence; more than 120 cases of sexual violence are reported each month,¹⁷ and targeted executions of civilians, abductions, extortion and looting are also common.

Finally, regional instability has been a source of fragility in Burundi, as the country's internal security has been hampered by civil wars and natural disasters in neighboring Rwanda and DRC. An estimated 28,700 refugees, primarily from the DRC, currently reside in Burundi; elections slated for early 2006 in DRC could trigger additional refugee flows.¹⁸ Burundi also remains a transit point for arms as well as trafficked minerals and other natural resources that provide a ready source of funds for violent extremists across the region.¹⁹ In addition, the porousness of borders throughout the Great Lakes likely has and will impact HIV/AIDS prevalence rates in Burundi, which are already the third highest in the region²⁰; these rates could rise further as returning refugees and ex-combatants are reintegrated into communities throughout the country.

C. Need for Humanitarian Assistance

Despite improved security in most areas of the country, Burundi remains persistently vulnerable to epidemics and food insecurity. It is estimated that 68 percent of the population suffer from malnutrition,²¹ and there were approximately 1,900,000 beneficiaries of food aid during 2004.²² Food security will likely remain fragile over the near term due to increased demand from returning refugees and ex-combatants,

the continued spread of cassava mosaic, and the effects of HIV/AIDS on agricultural productivity. In addition, water and sanitation remain inadequate in most areas of Burundi, and there have been recent cholera and meningitis outbreaks in various areas of the country. Many Burundians remain vulnerable to sudden displacement within the country and across borders due to ongoing economic and food insecurity, as well as in reaction to the ongoing hostilities between the army and the FNL. Without basic physical and food security in Burundi, other political, economic and social sources of fragility cannot be fully addressed. OFDA's provision of humanitarian relief in the nutrition, water and sanitation sectors and FFP's ongoing provision of emergency food aid are laying a foundation for the greater security on which more widespread stabilization can be based. While these activities target the most vulnerable, OFDA's efforts to build local capacity for emergency response and greater food security and the community-based reintegration, conflict mitigation and vocational skills training projects currently funded by OTI²³ and REDSO are constructing more durable strategies for community recovery and social reintegration that benefit all Burundians.

D. Key Global Issues and Special Concerns

USAID Burundi has received DA, VOT and earmark funding to address HIV/AIDS, malaria and polio, victims of torture, and biodiversity. A discussion of these activities is included below.

E. Linkage to Global, Presidential and Agency Initiatives

The USAID Burundi program will benefit from the following U.S. Government initiatives: the Africa Education Initiative, the African Land Initiative and the Central African Regional Program on the Environment (CARPE), and may be considered under the Last Mile Initiative as well. For further discussion of USAID activities in these areas is presented below and in Burundi's forthcoming Operational Plan.

F. Relevance to Burundian national development plans

USAID has worked to support the Government of Burundi (GoB)'s implementation of the Arusha Protocols beginning in 2002 through funding for community-based reconciliation efforts, support for the country's first post-conflict elections, and the promotion of more effective governance through strengthened civil society and media. In addition, USAID programming is supporting the new government's strategy for growth as outlined by President Nkurunziza, which includes improving economic governance, fighting poverty and famine, and protecting vulnerable groups such as women, children and the demobilized. In addition, a final Poverty Reduction Strategy Paper (PRSP) is currently being prepared, and USAID will be engaged in that process through its civil society partners.

II. Program Structure:

A. Stabilization Hypothesis and Anticipated Results

The USAID program for Burundi for the period 2006-07 aims to contribute to the goals articulated in the Strategic Framework for Africa of averting and resolving conflict and promoting stability, recovery and democratic reform in Burundi. USAID activities in Burundi seek to promote stability by addressing the underlying factors that fuel conflict in the country, in conformity with the State-USAID Joint Strategic Plan. USAID has held Fragile States Assessment workshops in Washington and Bujumbura with colleagues from throughout the Agency, outside experts, the State Department and US Embassy, our implementing partners and members of the international community in Burundi to identify the major sources of fragility and determine how to best address this fragility. While it was clear from both workshops that in the immediate term the consolidation of security is critical to increased stability in Burundi, over the longer term, stability is contingent upon a real change in governance relationships in Burundi, as well as greater public perceptions of effectiveness and legitimacy. If the current conflict is ameliorated through support for local relief, reconciliation and reintegration efforts and the underlying sources of conflict are addressed, and more legitimate and efficient governance are achieved, conditions for stabilization will be established that will not only promote recovery in Burundi but also increase stability throughout the Great Lakes region.

Toward this end, USAID Burundi has adopted two Strategic Objectives:

- 1. African conflict mitigation capacity reinforced; and**
- 2. Democratic governance enhanced.**

Over the next critical 24 months, activities to address our two strategic objectives will be directed toward **reversing decline** and **advancing recovery** through activities that address the insecurity, inequality, economic devastation and lack of accountable governance that have been key factors in Burundi's persistent state of fragility. Activities under SO1 will focus on reversing Burundi's decline into crisis by improving the physical and food security of the victims of the crisis and enhancing stability by addressing the ethnic and economic inequality that has been at the root of the continuous cycles of violence that have characterized Burundi's post-independence history. Activities under SO2 will capitalize on the unique opportunity afforded by the elections that swept the Nkurunziza government into power to advance recovery by turning around the vicious cycles of illegitimate and ineffective governance that have long played a key role in instability in Burundi.

While our bilateral activities do not directly target the critical sources of regional insecurity,²⁴ we believe that our focus on addressing a critical source of domestic conflict—land scarcity and land disputes—as well as our activities in support of post-conflict reconciliation, will increase security within Burundi and, thus, in the Great Lakes in the short term. Over the longer term, our SO2 activities will improve the effectiveness of Burundian government institutions²⁵ to set priorities for reform and provide essential services to their constituents, thereby buttressing the government's legitimacy by improving its relationships with civil society and contributing to durable peace and recovery at the heart of the Great Lakes.

B. Strategic Objectives

1. African conflict mitigation capacity reinforced (2006-2008)

USAID Burundi's activities under this objective are based on the hypothesis that conflict mitigation capacity will be reinforced when local capacity to respond to the needs of vulnerable populations is strengthened, when community-based reconciliation processes are supported, and when approaches for land conflict management are implemented and limited natural resources are sustainably managed. Over the next 24 months, our activities will focus on increasing support for victims of torture, improving community-based management of food insecurity, expanding community-based reconciliation efforts, improving management of land conflicts—including a nationwide discussion of priorities for more equitable and sustainable land management—and increasing exploration of off-farm economic opportunities.

Burundi remains fragile in the most fundamental sense, as Burundians continue to grapple with persistent physical and food insecurity. Our approach to addressing insecurity is twofold, focusing on mitigating the impact of both types of insecurity on the most vulnerable while supporting community-based efforts at reconciliation. With respect to physical insecurity, our ongoing Victims of Torture activities will directly contribute to mitigating the effects of ongoing conflict by providing medical, psychological and legal support to victims of violence through local civil society organization (CSO) partners and support community-based efforts to reintegrate these victims.²⁶ At the same time, OFDA and FFP activities will provide food and non-food items to the most vulnerable throughout Burundi, including women and children, people living with HIV/AIDS (PLHAs) and demobilized child soldiers. Seed fairs, seed banks, FFP-supported Food for Work and Food for Training programs, as well as USAID's community-based livelihoods activities (discussed below), will provide more durable long-term solutions to food insecurity. Department of State Population, Refugee and Migration (PRM) programming will provide additional seed distribution capacity in areas of high refugee returns.

While these relief activities are critical to stabilizing Burundi over the immediate term, the underlying sources of conflict must be addressed if the country is to advance to real recovery. Cycles of interethnic violence have left behind a polarized population suffused with mutual suspicion and mistrust. However, proponents for reconciliation do exist, most notably among the local media and within youth and women's

organizations. Ongoing USAID support to these reconciliation initiatives can play a critical role in building local constituencies for a peace that was effectively imposed by the international community in Arusha. In addition to interethnic enmity, the government's monopolistic control over economic opportunity has left most Burundians, both Hutu and Tutsi, dependent on agriculture as their only means of subsistence. Over the coming months, 50,000 returning refugees, 117,000 IDPs and 15,000 ex-combatants must be resettled on ever-shrinking parcels of unoccupied land. The management of land disputes and scarcity is therefore critical to stability in the near term.

Working with local civil society organizations and the Burundian Ministry of Land Management, Tourism and Environment, we will support the reform of Burundi's Land Code and the development of a socially and environmentally sustainable national land policy. We will also support the capacity of community-based paralegal networks and traditional justice institutions (the *Bashingantahe*) to mediate land disputes. By the end of this Strategy period, a nationwide dialogue on more equitable and sustainable land use management will be underway, and there will be an increase in the number of land conflicts peacefully resolved in the provinces where USAID works.

Even if land conflict is averted over the near term, continued land fragmentation²⁷ and the environmental degradation wrought by years of over-cultivation will require a real change in the manner in which land is managed, one that provides clear lines of authority and procedures for establishing land rights²⁸ and accounts for the needs and resources of all Burundians.²⁹

At the local level, our activities will build capacity to manage natural resources in a socially and ecologically sustainable manner through activities that bring ethnically mixed communities, ex-combatants and returnees together to form multi-ethnic farmers' associations. These associations work together and with government agricultural extension organizations such as the Institute of Agronomic Sciences of Burundi (ISABU) to provide access to improved inputs and environmentally sound agricultural practices that will improve economic and food security while ensuring that those who remain engaged in agriculture productively manage their limited holdings. These activities focus not only on fostering cooperative economic development; they also provide communities with the tools to resolve local conflicts, including conflicts over limited natural resources, through conflict resolution training. These activities will also improve biodiversity conservation and the livelihoods of rural communities in and around biologically significant areas, thus addressing the FAA 118-119 tropical forest and biodiversity requirements.³⁰ At the same time, our NGO partners will work with environmental and legal advocacy networks at the national level to promote national dialogue concerning equitable reform of land laws and environmentally responsible land use policies.

Finally, pressures on Burundi's quickly dwindling resource base must be reduced by the creation of off-farm economic opportunities. We will take over OTI's vocational skills training (VST) program in July 2006, which provides returned refugees, IDPs and ex-combatants as well as underemployed rural women and youth with access to off-farm economic opportunities and conflict resolution training. VST graduates are formed into small business associations that bring together a mix of gender, ethnicities and backgrounds. The VST program not only addresses the need for inter-ethnic post-conflict reconciliation; it also addresses the problem of undereducated, unemployed youth, described in the USAID December 2005 Education Assessment as the "youth time bomb." The VST program provides vocational education as well as basic numeracy and literacy training to vulnerable rural populations, including undereducated youth and demobilized child soldiers. The program provides these groups with the education many have been deprived of over the past decade of conflict. In addition, the vocational skills taught in these schools provide access to economic opportunity, an alternative to current widespread disaffection among youth who can easily resort to violence. Over the next year, USAID will work with the Burundian Ministry of Education to build its capacity to administer VST programs with a view to scaling up vocational education throughout Burundi. This will increase the number of off-farm economic opportunities available and the number of multiethnic cooperative associations.

2. Democratic governance enhanced. (2006-2008)

The hypothesis underlying our second objective is that when government's capacity to establish priorities for stabilization is supported, when government-civil society partnerships for stabilization are established,

and when these partnerships are deployed to improve service provision, including health and HIV/AIDS services, then democratic governance will be enhanced. Over the next 24 months, our activities will focus on achieving an inclusive and participatory definition and implementation of reforms to address key stabilization priorities, the creation of civil society and institutional mechanisms for accountability, and increased cooperation between the government, CSOs and communities in the provision of essential services.

The coming year could potentially represent a year of fundamental change in Burundi. The CNDD-FDD emerged from the 2005 election cycle with an overwhelming mandate to consolidate the peace and begin the work of reform and reconciliation the country so desperately needs. Yet Burundians expect real and immediate changes from the new government, and failure to deliver on the government's many promises discussed above could very easily lead to popular backlash and a return to conflict.³¹ Our activities under SO2 will capitalize on the election of the new government as an opportunity to promote stability, recovery and democratic reform. Past Burundian governments have governed as a means of self-enrichment and exploitation, rather than for the benefit of or in collaboration with their constituents. Our activities will improve the legitimacy of the government by building its capacity to set priorities for reforms that benefit all Burundians and engage with civil society in an inclusive manner to define and implement these reforms. Our activities will also improve the effectiveness of governance by improving the government's ability to work with civil society and the donor community to provide the fundamental inputs and services necessary for human development and economic opportunity.

USAID's implementing partners are already in discussions with the Government of Burundi to determine its two most important policy priorities for the coming year, which appear to include anti-corruption reforms and support for a truth and reconciliation process. Once these priorities are established, we will provide technical support to the relevant line ministries, such as the Ministries of Good Governance and Justice, to help develop relevant draft legislation, drawing on best practices from other post-conflict countries and on consultations with relevant NGOs and civil society organizations (CSOs). Our implementing partners will then assist the Ministries in forming government-civil society coalitions to support the passage, implementation and monitoring of the relevant reform legislation. By the end of the Strategy period, at least two reforms will have been successfully articulated, adopted and implemented with the participation of civil society.

In addition, we have undertaken activities in the area of inclusive economic governance and are working with the private sector as well as the Government of Burundi to determine potential growth sectors and priorities for economic reform. These consultations will culminate in a conference to be co-hosted with the Burundian Ministry of Planning in May 2006, and a mixture of Government and private sector representatives will be presenting at the conference. We expect that the conference will suggest a number of follow-up activities which could be supported with additional funding. In addition to the economic conference, we have supported work with the Burundi Enterprise Network and coffee growers' associations to increase the voice of the private sector in ongoing reforms and initiatives, including in large-scale job creation and reforms in the coffee sector. Finally, Burundi was added to the list of AGOA-eligible countries in late 2005, and we are working with our REDSO colleagues to explore the possibility of leveraging regional trade activities to support the expansion of private enterprise in Burundi.

In addition to focusing on key reforms at the national level, we will also focus on improving the legitimacy of governance at the local level. Over the course of the Strategy, we will implement a nationwide training program aimed at local elected and appointed officials, as well as local CSOs and media. The training will include basic laws and regulations, transparency, participatory planning, resource allocation and management. Following and drawing on the national training program, a small grants program will provide funding for micro-projects developed in each province by local government-civil society coalitions. By the end of the Strategy, at least one local government-civil society coalition in each of Burundi's 17 provinces will have employed the skills they have learned through the national training program to plan, budget for and implement a community development activity.

USAID's implementing partners will work with the Ministries of Health and HIV/AIDS to build partnerships with local communities and CSOs to improve the provision of health services through support for national

treatment protocols and training for health center staffs and community-based health workers in the provinces of Kirundo and Muyinga. Our focus will be on initiatives to respond to the spread of HIV/AIDS, malaria and polio. Carefully targeted and administered interventions in these sectors will provide Burundians with visible, tangible peace dividends that will be critical to stability in the near term. In addition, improvements in the provision of health and education services will begin to address the inequities in access to these two most critical inputs for human and economic development—inequities that have fueled continuing cycles of deprivation and violence.

C. Cross-Cutting Themes

1. Gender

Women now make up an average of 36 percent of the staffs of all government institutions, and women head 7 of 20 government ministries, including the Ministries of Justice and Foreign Affairs.³² While women have played an important role in the peace process and the transition, they remain culturally and legally disenfranchised. Literacy and gross school enrollment rates differ vastly between men and women.³³ While 21 percent of households and more than 60 percent of IDP households in Burundi are headed by women, under current Burundian law, women have no right to inherit land and have difficulty obtaining access to agricultural inputs; as a result, women constitute a majority of those living below the poverty line.³⁴ Women's health has also been particularly adversely affected by the failures of the Burundian health care system: HIV/AIDS prevalence rates are much higher among women than men,³⁵ and maternal mortality rates are among the highest in the world.³⁶ To address these challenges and build upon the initiatives Burundi has already taken to address gender inequality, USAID will reinforce the leadership capacity of women in civil society and government bodies, ensure that the activities USAID funds provide equal access to economic opportunities and essential services³⁷ and provide support and assistance to female victims of torture and gender-based violence. In addition, USAID resources will provide support to civil society initiatives advocating for equality in access to land.

2. HIV/AIDS

Burundi's experience with the HIV/AIDS pandemic has been highly affected by conflicts in Burundi and throughout the region. Though the past 12 years of conflict have disrupted surveillance and research activities, it is clear that Burundi is one of the countries most affected by the pandemic in the region;³⁸ the high levels of displacement, violence and sexual exploitation caused by local and regional conflicts have doubtless all contributed greatly to prevalence. The conflicts have also weakened Burundi's ability to respond by destroying the country's health care infrastructure, especially in rural areas. USAID's HIV/AIDS programming will seize the opportunity presented by this year's election to build the capacity of the new government to address this critical source of fragility by working with the relevant government ministries to harmonize the national standards and protocols for prevention and care and to strengthen their partnerships with non-governmental actors in the sector. Additional activities will focus on providing improved care and support activities for orphans and vulnerable children as well as behavior change interventions that target at-risk youth in at least one of the focus provinces discussed above. Our program will also focus on improving collaboration between the various donors and agencies active in the sector.³⁹ Finally, HIV/AIDS activities will link with other USAID-funded activities in the media sector to build awareness of issues related to prevention and care, and HIV/AIDS interventions will be mainstreamed into our health, education, food security, livelihoods and victims of torture activities.

D. Regional Context

Porous borders throughout the Great Lakes region have been a key source of fragility in Burundi; beyond the most visible impacts, such as refugee flows from DRC and Rwanda and arms and extractive mineral flows across borders, Burundi has also been critically affected by the spread of HIV/AIDS and cassava mosaic across the region. Fortunately, USAID Burundi will benefit over the coming years from several programs funded by USAID/REDSO regional resources that address many of these regional issues, such as the Great Lakes Crop Crisis Control Project implemented by the Common Market for East and Southern Africa (COMESA) and REDSO's Food Security Office through the Famine Fund. Famine Fund

resources will fund activities in Burundi to increase awareness and reduce the impact of cassava mosaic in coordination with local, national and regional actors.

USAID Burundi's HIV/AIDS activities in FY05 were part of the REDSO HIV/AIDS program's Transport Corridor Initiative (TCI), which funds centers called "Safe-T Stops" that provide not only HIV/AIDS-related services, but also food aid, livelihoods, education and other health services to individuals traveling along the Northern Transport Corridor that extends from Mombasa to DRC and includes Burundi. In addition to the Burundi-specific activities discussed above, it is planned that TCI funds will also be used to set up Safe-T Stops in Burundi. Family planning messages will also be mainstreamed into the new Prevention of Mother to Child Transmission HIV/AIDS program that will be implemented in Kirundo province.

In the areas of food security and livelihoods, USAID Burundi has provided critical nutritional support to Burundians and to Congolese and Rwandan refugees currently residing in Burundi.⁴⁰

In the longer term, it is envisaged that the consolidation of peace in Burundi will allow Burundi to benefit from regional trade facilitated through organizations such as COMESA; given Burundi's size and location, regional trade will be critical to the survival of the Burundian coffee sector as well as the success of new commercial ventures. Greater security in the country may also allow Burundi to become more involved in regional environmental initiatives such as CARPE. In addition, increased stability in the Great Lakes could lead to greater regional collaboration in energy production through the existing SINELAC power grid, which connects Burundi, Rwanda, eastern DRC and parts of Uganda.

Programming responding to many of the sources of regional insecurity will be regional as well. Given the international and clandestine nature of arms trade throughout the region, it will be impossible for any one country to address the issue by itself; in the case of Burundi, it should be noted that there are no domestic arms manufacturers. Regional initiatives such as the USG-supported Tripartite Commission can and should play a key role in coordinating efforts in this area. Finally, the new REDSO Great Lakes Strategy will be addressing extractive industries in a regional context. REDSO's Regional Conflict Management office is taking the lead in counter-terrorism activities, and REDSO's Global Development Alliance Advisor will be looking at potential transparency initiatives in extractive industry activities over the coming year.

E. Donor Coordination

Donor coordination has increased since the beginning of 2006, and this will likely be further enhanced by the recent formation of a National Aid Coordination Council. We will continue our collaboration with the donor community, and will continue to update our information on current donor programs, through this mechanism.

IV. Endnotes

¹ Burundi ranked 130 of 158 countries in the world in Transparency International's 2005 Corruption Perceptions Index.

² Nathan Associates, Inc., Burundi Economic Performance Assessment, August 2005.

³ United Nations Development Programme, Human Development Report 2005. While these growth rates are high, population growth continues to be a very sensitive issue in Burundi given past and ongoing conflicts.

⁴ 90% of the Burundian population is dependent on subsistence farming.

⁵ OCHA Weekly Situation Report, 26 September-2 October 2005.

⁶ Multi-Country Demobilization and Reintegration Program, Progress Report and Work Plan, April-June 2005.

⁷ OFDA Situation Report No. 3, Sept. 14, 2005.

⁸ "Burundi Land Conflict Assessment: Issues and Options for USAID", May 2005.

⁹ 46.2% of the Burundian population was under the age of 15 in 2003. United Nations Development Programme, Human Development Report 2005.

¹⁰ 90% of Burundi's population lived in rural areas as of 2003. United Nations Development Programme, Human Development Report 2005.

¹¹ A good example of this problem exists in Burundi's coffee sector. Coffee provides more than 80% of Burundi's foreign exchange receipts and employs between 600-800,000 Burundians. Ongoing attempts by the Government of Burundi, the World Bank and the IMF to privatize and liberalize the sector have been stymied due to outmoded production and trade structures, and also by a long history of tight control over the sector by political elites who have run the sector as a means of patronage and support for the military, rather than for the benefit of the growers. USAID activities over the coming year will provide negotiation and leadership skills training to coffee growers and produce weekly radio programs to increase the dissemination of information to workers in the coffee sector.

¹² While the Burundian constitution allows the state to expropriate land in the public interest, expropriated land is often allocated to the politically-connected without adequate compensation to those from whom it has been taken; this is exacerbated by corruption in the judicial system, which is the ultimate arbiter of land tenure in the country. While information on land holdings is nearly impossible to divine given the multiplicity of systems charged with land management, see *infra* note 28, expropriation of land by politically-connected elites does seem to continue to be the rule in many parts of Burundi. Prisca Mbura Kamungi, Johnstone Summit Oketch and Chris Huggins, "Land Access and the Return and Resettlement of IDPs and Refugees in Burundi", in Chris Huggins and Jenny Clover, *From the Ground Up: Land Rights, Conflict and Peace in Sub-Saharan Africa* (Nairobi: African Centre for Technology Studies, 2005).

¹³ OCHA Weekly Situation Report, 24 October-6 November 2005.

¹⁴ Multi-Country Demobilization and Reintegration Program, Bi-Weekly Report No. 30, June 1-15, 2005.

¹⁵ "Ex-combatants Protest Non-Payment of Demobilization Fee", IRIN News, June 17, 2005.

¹⁶ Special Report of the Secretary-General on the United Nations Mission in Burundi, Sept. 14, 2005.

¹⁷ Agence Burundaise de Presse, Sept. 14, 2005. UNICEF reports that non-governmental sources have stated that as few as 5% of cases of sexual violence are reported to authorities. According to a 1999 Ligue Iteka survey conducted in Bujumbura town, 41.9% of the women polled had been victims of gender-based violence. There is still no law in Burundi against gender-based violence. Félicité Nsabimana, "Cadre Strategique de Lutte Contre la Pauvreté: État des Lieux pour la Theme Genre", Aug. 2005, p. 14-15. Please see Annex 7 for an abstract of this assessment.

¹⁸ OFDA Situation Report No. 3, Sept. 14, 2005. These refugees themselves may be an additional source of insecurity; there have been allegations that elements of the FNL and the Rwandan Front Democratique pour la Libération du Rwanda (FDLR) have been hiding among some of the Rwandan refugees currently in northern Burundi. "Officials Agree to Repatriate 'Asylum Seekers'", IRIN News, Oct. 18, 2005.

¹⁹ It is alleged that the FNL, in particular, as well as other militias active in the Great Lakes region either control or benefit from the exploitation of resources such as gold, coltan, cassiterite, and timber in areas of eastern DRC. In addition, it is alleged that the illicit trade from South Kivu in eastern DRC passes on transportation corridors through Burundi and Tanzania. The proceeds from this trade have fueled continuing violence throughout the region.

²⁰ According to UNAIDS, adult HIV/AIDS prevalence rates were estimated to be 6.0% at the end of 2003.

²¹ United Nations Development Programme, Human Development Report 2005.

²² World Food Programme, Standard Project Report 2004—Great Lakes Cluster.

²³ OTI currently plans to close out its operations in Burundi in July 2006. OTI and REDSO are in active discussions about transitioning OTI programs.

²⁴ Please see Section II (D) for a discussion of potential areas of regional focus to address this issue.

²⁵ Direct assistance to the GoB has been barred by Section 508 of the Appropriations Act since a military coup overthrew the government in 1996. Section 508 restrictions have recently been lifted following this year's elections.

²⁶ While legal restrictions preclude us from addressing many of the issues related to demobilization and security sector reform, we are committed to supporting the activities of other donors in these sectors, including the World Bank and the United Nations Mission in Burundi (ONUB).

²⁷ Burundian tradition requires that land be subdivided among the male heirs of a family; the resultant division of land among family members has led to the fragmentation of agricultural land into an average plot size of only 0.5 hectare. OCHA, "Informal Notes of Discussion on Land Tenure Issues in Burundi", Oct. 24, 2005.

²⁸ Unclear laws, conflict, corruption and state expropriation of land have led to conflicting claims on parcels of land throughout Burundi, and multiple agencies have overlapping responsibilities with respect to land management and property rights, which further contributes to confusion over land tenure. "Burundi Land Conflict Assessment: Issues and Options for USAID", May 2005.

²⁹ Under current Burundian law, women have no right to inherit land. In addition, under the current law land tenure reverts to the state after land has been unused for 30 years, thereby denying many refugees currently returning to Burundi after the 1972 conflict rights to the land they left behind. Kamungi, Oketch and Huggins, *supra* note 12.

³⁰ Specific programming has not yet been finalized, but interventions could include protecting soil against erosion and unsustainable farming practices (integrated planning of land use, continued adoption of soil conservation measures and rehabilitation of the degraded hillsides) and the promotion of non-consumptive utilization of natural resources including exploiting ecotourism potential, beekeeping, bird watching, sustainable fishing and aquaculture practices. USAID Burundi will also incorporate environmental guidelines into sectoral program design through environmental good practices and training in environmental assessment and management among our implementing partners.

³¹ In particular, the release of the new government's first budget and its progress on setting up a Truth and Reconciliation Commission and Special Judicial Tribunal to address war crimes, both expected before the end of this year, will be critical tests of the new government's resolve to change the Burundian government's traditional methods of doing business.

³² The Navhind Times, "Women in Burundi", Oct. 13, 2005, available at http://www.navhindtimes.com/stories.php?part=news&Story_ID=10131. The new Burundian constitution guarantees women 30% of the membership in all government decision-making bodies.

³³ According to UNFPA, 61% of the adult female population and 44% of the adult male population are illiterate. Nsabimana, *supra* note 17, p. 8, 12. While 66.8% of girls and 87.6% of boys attended primary school in 2003, only 41% of girls attended secondary school as opposed to 59% of boys (2002). Nsabimana, *supra* note 16, p. 8-12.

³⁴ Nsabimana, *supra* note 17, at 15-16.

³⁵ Prevalence rates among women and men in urban areas are 13% and 8.6%, respectively; 13.7% and 6.8% in semi-urban areas, and 2.9% and 2.1% in rural areas. Nsabimana, supra note 17, at 14.

³⁶ As of June 2005, the reported maternal mortality rate was 1000 per 100000 births. United Nations Development Programme, Human Development Report 2005.

³⁷ The Africa Education Initiative provides funding for the Ambassador's Girls Scholarship Program, which currently supports 150 girls in the Kamenge neighborhood of Bujumbura and 100 girls in Rutana province. USAID's ongoing activities with IMC and GVC support training for health center workers on antenatal, delivery and postnatal care in health centers in Kirundo and Muyinga provinces.

³⁸ For example, the HIV/AIDS epidemic is more pronounced in Burundi than in Rwanda: prevalence in Burundi currently stands at 6% as compared with 5% in Rwanda, however Rwanda has been designated a PEPFAR country and will receive approximately \$40,000,000 in HIV funding in 2005, as compared with the \$2.3 million USAID will provide in Burundi.

³⁹ The Global Fund to Fight AIDS, Tuberculosis and Malaria, the World Bank, DFID, the European Union, the French and Belgian Cooperation, WHO, UNAIDS, ONUB and various Burundian government agencies all have ongoing HIV/AIDS programs, and USAID will be collaborating with these actors closely in implementing our programming. We will also coordinate closely with the Defense Attaché Office's HIV/AIDS program targeting the Burundian military.

⁴⁰ Regional FFP moneys have also provided food aid support to Burundian refugees in Tanzania.

- V. Annexes**
- 1. Programming Approaches to Patterns of Fragility**
 - 2. Burundi Environmental Analysis**
 - 3. Washington Fragile States Assessment Workshop Findings**
 - 4. Bujumbura Fragile States Assessment Workshop Findings**
 - 5. USAID Burundi 2005-2007 Budget Summary**
 - 6. Proposed Burundi Staffing, 2005-2007**
 - 7. Abstract of "Strategic Plan for the Fight Against Poverty : The State of Gender in Burundi", Felicité Nsabimana**