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Final Report

The Economic Integration of Women in the Development Process of Burundi

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GENESYS

**THE ECONOMIC INTEGRATION OF WOMEN
IN THE DEVELOPMENT
PROCESS OF BURUNDI**

A Strategy Proposal for U.S A.I.D.'s Program in Burundi

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS	
LIST OF ABBREVIATIONS	i
EXECUTIVE SUMMARY	iii
INTRODUCTION	1
I. WOMEN IN BURUNDIAN SOCIETY	4
A. Socio-economic Profile of Burundian Women	4
1. Introduction	4
2. Burundi Women in Agriculture	5
3. Health Status of Women in Burundi	7
4. Legal Status of Women in Burundi	8
5. Women's Access to Credit	10
6. Urban Women in Burundi	11
7. Current Institutional Support for	11
B. Current Programs of Relevance to Women	12
1. Introduction	12
2. Government Programs	12
3. Non-Governmental Organizations	14
4. Credit Programs	15
5. USAID'S Program and its Relevance to Women	17
II. STRATEGY FOR THE PARTNERSHIP OF WOMEN IN BURUNDI'S ECONOMIC DEVELOPMENT: A PROPOSAL	18
A. Why Women?	18
B. National Policies and Reforms in Recognition of Women's Economic Participation in Development	19
1. Legislative Reform	19
2. Institutional Reform within the Population Program	20
3. Agricultural Reforms	21
C. USAID'S Country Program Strategy for the Economic Integration of Women in Burundi	24
1. The Strategy : Objectives	24
2. The Actions : Goals	25
FOOTNOTES : PART I	28
CONCLUSION/OBSERVATIONS	30
FOOTNOTES: PART II	33
BIBLIOGRAPHY	34

ANNEX I: SENIOR POSTS HELD BY WOMEN IN MINISTRIES, BANKS AND THE PARTY	39
ANNEX II : OTHER DONOR PROGRAMS IN BURUNDI	41
ANNEX III: QUALIFICATIONS OF PROPOSED WID OFFICER	48
ANNEX IV: PERSONS MET	49

LIST OF ABBREVIATIONS

Action Aid	A British non-governmental organization active in Burundi
APEE	Agence de Promotion des Echanges Extérieurs
APEF	Association pour la Promotion Economique de la Femme
APEX	A loan program financed by the World Bank targetting medium enterprises
BAMD	Burundi Agribusiness and Marketing Development, a proposed USAID project
BBD	Burundi Business Development, a USAID project
BEPP	Burundi Enterprise Promotion Project, a USAID project
BEST	Burundi Enterprise Support and Training, a USAID project
BHSS	Burundi Health Systems Support, a proposed USAID project
BNDE	Banque Nationale de Développement Economique
BUHRD	Burundi Human Resources Development, a USAID project
BPP	Burundi Population Policy (Family Planning) Project, a USAID project
COOPEC	Coopératives d'Epargne et de Crédit (French Cooperation and funds from Centre International du Crédit Mutuel - C.I.C.M.)
FCP	Femmes-Crédit-Production, a UNICEF program sponsored by the Ministère de la Promotion Féminine et Protection Sociale (MPFPS)
FNG	Fonds National de Garantie
GRB	Government of the Republic of Burundi
GTZ	Gesellschaft für Technische Zusammenarbeit, the German technical assistance agency

IGAA	Iterambere ry'Abakenyezi n'Abana (Association for the Promotion of Women and Children), a newly-created NGO
INADES	Institut Africain pour le Développement Economique et Social
ISABU	Institut des Sciences Agronomiques du Burundi
ISTEEBI	Institut de Statistiques et d'Etudes Economiques du Burundi (formerly SNES - Service National des Etudes Statistiques)
MAS	Ministère des Affaires Sociales (divided between MTSS and MPFPS)
MFPF	Ministère de la Famille et de la Promotion Féminine (became MPFPS)
MPFPS	Ministère de la Promotion Féminine et de la Protection Sociale (absorbed part of former MAS)
MTSS	Ministère du Travail et de la Sécurité Sociale (absorbed part of former MAS)
NGO	Non Governmental Organization
ORT	Oral Rehydration Therapy
PAS	Programme d'ajustement structurel
SAP	Structural Adjustment Program
SDA	Social Dimensions of Adjustment
SFSR	Small Farming Systems Research, a USAID project
SME	Small and medium enterprises
UFB	Union des Femmes Burundaises
UTB	Union des Travailleurs du Burundi

EXECUTIVE SUMMARY

This report consists of three parts. Part I provides an overview of the current status of women in Burundi, with particular focus on rural women and the problems facing them. Part II formulates a strategy proposal, and Part III proposes a draft action plan for the USAID Mission. The plan is designed to guide USAID's efforts to integrate women in the development process of Burundi.

I : Women in Burundian Society

Within Burundi's deeply conservative and patriarchal society, tradition has assigned women the role of dependents, with limited inheritance rights. Their primary responsibilities lie in bearing and rearing children, taking care of the household and, for rural women, growing subsistence crops for the family.

Women constitute the majority of Burundi's food-producing labor force, but their level of productivity remains low. They face a fragile environment where increasing population pressure on the land has led to soil fertility decline with ensuing high levels of malnutrition and disease. Their plight is aggravated still not only by high birth rates, infant mortality, and illiteracy, but also by a lack of modern agricultural inputs, credit and poor marketing facilities. Three major constraints hinder women's economic and social development; they also have a direct impact on Burundi's general development process. They are:

- Women's legal status with regard to inheritance and property rights.
- Increasing demographic pressure and health problems.
- Agricultural productivity increasing at a slower pace than the population.

The Government of Burundi's 5th Five-Year Development Plan (1988-1992) puts emphasis on increasing production of food crops, both for food self-sufficiency and for export of the surplus. The achievement of this objective of a stable and diversified level of food production will largely depend on the labor of women, who are the basic rung of the production ladder. Being the cornerstone of the national production system, women should also be at the center of any national development strategy.

In order to overcome the socio-cultural prejudices that prevent the due recognition of women's role in the economic life of the country, it is essential that national and sectoral policy reform programs highlight women's critical role in economic development.

Women now have little revenue to speak of, and no property rights or collateral to allow them access to credit.

Besides, apart from their high rate of illiteracy and their ignorance of modern agricultural techniques, women are not familiar with markets and marketing processes. Furthermore, they have strong risk-aversion tendencies coupled with the fear of accumulating cash.

II : Strategy Proposals for the Economic Integration of Women in the Development Process of Burundi

Given the prevailing status of women in Burundian society, any strategy that is formulated should take into account the interdependence between private sector development on one hand, and, on the other hand, such factors as the rapid population growth, declining agricultural production and the legal constraints of women. These issues should be at the center of USAID's concern, within its country strategy.

Thus, in order to prepare women for full participation in the nation's economic program by enhancing the achievement of a stable state of food self-sufficiency as well as surplus production for export, three objectives are put forward:

- To grant women equal rights within the country's legislation and in the reform of national institutions, in order to enable them to fully assume their roles as equal partners in Burundi's development.
- Support efforts aimed at a rational balance between population growth and the country's resources, with a view to better health for the family, increasing production, and raising the living standards of rural and urban populations.
- Create opportunities for women to improve their agricultural productivity and participate more fully in the modern economic sectors.

These objectives are ambitious and should be viewed as long-term ones. It is today, however, that the foundations for their attainment should be laid. In order to enhance their achievement, it is recommended that reforms be undertaken at specific levels, within three critical sectors. These are: legislative reform with regard to women's legal rights, institutional reform within the national population program and policy reform within the agricultural sector. These recommendations are summarized here below.

Legislative Reform

- Legal recognition of women's rights with regard to inheritance, divorce property ownership and the operation of commercial enterprises.
- Equal rights for women in training, employment and promotion within the public and private sectors.
- Elimination of traditionally accepted regulations, both official and unofficial, that limit women's access to individual bank accounts, credit and trading licenses, without their husbands' consent and backing.

Institutional Reform for the Health and Population Program

- Reinforcement of the work of rural mid-level family planning personnel, by allocating more human and material resources to this sector.
- Creation of mobile health units for a combined education and preventive care program in the areas of health, hygiene, nutrition and family planning. The program would concentrate on the seriously needy provinces.
- Establishment of a system of itinerant doctors for the specific aim of taking care of family planning and gynecological problems at those communal clinics where access to provincial hospitals is difficult.
- Provision of a low-interest credit program for the purchase of radio sets in rural areas, to enable a wider coverage of health and population campaigns as well as agricultural extension activities. The repaid money could become part of the capital for the social fund described below.

Agricultural Reform

- At the national level, priority should be given to the intensive search for solutions to the household energy problem.
- Adoption of mandatory national standards for more efficient and wood-saving methods of charcoal production. This would imply the organization of training programs for charcoal makers through the commune, the party, NGO and relevant government institutions.
- Reform of the national extension program by making rural women the principal target of extension and research messages concerning food crop production.

- Creation of an agricultural social fund, providing credit on preferential terms specifically for the use of fertilizers and soil amendments. The beneficiaries of the fund would be men and women.

INTRODUCTION

At the request of the USAID Mission in Burundi, Management Systems International, the subcontractor for the PPC/WID GENESYS Technical Assistance and Training Project, was requested to send a consulting team to advise and prepare a WID strategy for the Mission's next Country Program (1992-1997). The two-person team arrived in-country on November 20, 1990 and completed Phase I of its mission on December 14, 1990. Phase II of the mission was undertaken between May 18 and June 16, 1991, with Mr. Ward completing his mission on June 2, 1991.

This report presents an overview of the current situation of women in Burundi, with particular focus on rural women and details the overall strategy and recommendations prepared during the first phase. The first draft was revised and completed during the second phase of the mission, based on comments received from USAID/Burundi, changes which occurred since the first mission and added information from supplementary interviews and research. During that second phase, the team completed the present draft with the details for the implementation of the Action Plan and its Management and Monitoring Scheme. The second visit was scheduled to coincide with the Mission's Program Log Frame exercise for which the strategy is to be an intrinsic component.

The terms of reference for the mission were initially designed for a three-phase scope of work within two trips to Burundi (November-December, 1990 and January, 1991). The original scope of work included:

1. In-country data review and collection as a means of assessing women's place in Burundian society as well as the existing potential and opportunities for their economic advancement
2. A workshop to share the results of the data review with USAID staff in Bujumbura
3. A portfolio review consisting of sector strategies, gender issues, progress and performance indicators, recommendations for adjusting ongoing activities to incorporate WID concerns and the development of a WID strategy and action plan for the Mission in Burundi.

After a preliminary review of the available documentation during the first phase of the mission, initial contacts with various government officials, international organizations, experts and USAID staff, a change of approach was proposed by the team and agreed upon by the Mission.

This change was decided upon in the light of the most recent surveys and documentation made available to the team and the program developments taking place within the Mission.

The revision of the tasks defined in the scheme of work was made in order to meet the present needs of the USAID Mission in Burundi. The revision was also seen as a means of avoiding unnecessary repetition of the most recent and extensive reports undertaken separately by USAID consultant, Adelski, UNDP consultant, del Rio, ISABU researcher, Kibiriti, and the UNICEF mission in Burundi. Each of these independent efforts completes each other and adequately cover the first task of the initial terms of reference as cited above. The two-stage approach agreed upon for this team was as follows:

1. Draft an initial report which will include the following areas and be based on the documentation read, field missions undertaken and interviews held:
 - a. a socio-economic profile of women in Burundian society;
 - b. a proposed strategy and action plan for the integration of women's concerns and issues in USAID/Burundi's next Country Program. This includes initial recommendations for a more concrete technical and economic focus on women in current and upcoming projects/programs.
2. Conduct a one-day meeting/workshop with USAID Mission staff and USAID in-country experts and consultants, on the proposed strategy.

This Workshop was held in the afternoon of June 14, 1991, with the attendance of the USAID Mission staff, the API team from USAID headquarters in Washington D.C. (including an MSI consultant), project staff (SFSR), and other guests. A presentation of the Strategy and its justifications was made and followed by a very constructive discussion. The importance of the issues addressed in the report was analysed and discussed within the context of specific actions.

The present report includes the following sections:

I: Women in Burundian Society

A. Socio-economic Profile of Women in Burundi

A profile of the socio-economic situation and participation of women in Burundi is presented in this discussion.

B. Current Programs of Relevance to Women

This section discusses governmental and non- governmental programs currently available for women and the credit situation in Burundi as it relates to women.

II: Strategy Proposal for the Economic Integration of Women in the Development Process of Burundi

A. Justification for a Strategy Addressing Women's Economic Development in Burundi

This section discusses general priorities and justifications for an overall national strategy including socio-economic and production issues relating to the rate of women in Burundi's economic development objectives.

B. Strategy for the Partnership of Women in Burundi's Economic Development A USAID Proposal

C. USAID's Country Program Strategy for the Economic Integration of Women in Burundi

Sections B and C discuss the recommendations for a strategy focus and action plan priorities relevant to socio-economic and production issues concerning women, within the USAID's Country Program objectives.

I. WOMEN IN BURUNDIAN SOCIETY

A. Socio-economic Profile of Burundian Women

1. Introduction

Burundi is a predominantly rural society, and throughout the country's history the people have earned their livelihood from agriculture and livestock keeping. Both men and women shared equally in farming activities. Changes began to occur during the colonial period, and two, in particular, affected women:

The employment of men in the mines of the Belgian Congo and the increasing cultivation of cash crops such as coffee, diverted men's activities away from production of family food crops. This often left women in charge of agro-pastoral work and indeed, of their households. Also, the strong influence of church missions served to emphasize women's domestic role in the maintenance of the family and the education of children. This probably served to limit women's access to formal education. The few women who were educated belonged to a small elite, mainly in the urban centers. Consequently, women's levels of literacy were and still remain very low.

On the whole, these historical influences have tended to reinforce the patriarchal and conservative nature of the society, despite social and economic changes that are affecting women's lives. By and large, men are the heads of households, where they are expected to make the most important family decisions.¹ Besides, men are the main link with the outside world, while the wife's responsibilities remain confined to the bearing and rearing of children, taking care of the household, and growing food crops for the family.

Changes are, nevertheless, occurring in the lives of women in Burundi. They are becoming less and less isolated from the outside world, but slowly so, as compared to other societies. This may be due to the relative insulation of the country's rural population as a whole. Indeed, as a 1989 survey has revealed, only 27 percent of households owned radio sets, and these were mainly in urban and semi-urban areas.² Generally, items such as radio sets and bicycles are still considered as luxury and not functional commodities. Thus, the majority of rural women remain cut off from information and the resources which could help improve their well-being and productivity. In the field of education, although 90 percent of rural women in Burundi are illiterate, the enrollment rates of girls in the school system, at all levels, have risen from 18 percent in 1940 to 42 percent in 1985.

Evidence now indicates that women are the heads of about one-fifth of all Burundian households.³ Circumstances such as the death or the prolonged absence of the husband, or divorce, have forced many women to become self-supporting. In any case, a better understanding of

women's changing roles in Burundi's rural society is essential, if they are to be more effectively involved in the process of development.

2. Burundi Women in Agriculture

About 94 percent of the Burundian population is rural. More than 85 percent of the entire population is actively employed in agriculture. Of these, an overwhelming majority are women, who produce enough to cover most of nation's food needs.⁴ At the national level, the average family consists of 4.93 persons and possesses 0.88 hectares of land, often subdivided into several small plots.⁵

Women are spending an increasing amount of their time on cultivating and processing foodstuffs, while performing a variety of other duties. A 1986 study by INADES revealed that the present trend is for women to add to their own traditional food crop growing activities other tasks normally reserved for men.⁶ In three communes surveyed, 97 percent of the women practiced agriculture. The majority of the women (that is 85 percent and 76 percent of the 25-50 and 51-65 age groups respectively) participated in all the work traditionally reserved for men, such as heavier field work (land clearing etc.) and salaried labor in cash crop growing (coffee, tea, cotton and now, green beans).

Food production has so far barely kept pace with the country's growing consumption needs. Although the output has increased by 33 percent since 1970, the population has gone up by 37 percent during the same period.⁷ The situation has been aggravated by soil erosion and the parcelling of land into small units. Per capita calorie intake has been decreasing,⁸ while nutrition and health standards are falling. To some degree, traditional nutritious crops such as beans are being overtaken by less nutritious crops like cassava and other tubers, the production and storage of which are less demanding than beans. (This is in part also due to declining soil productivity.)

Most of the modern technical and economic inputs to the agricultural sector, i.e. fertilizers, soil amendments, upgraded seeds, credit, extension assistance, processing and marketing services, have been applied mainly to the production of cash crops. About 8 percent of cultivated land, for example, is reserved for coffee, the export of which represents 85 percent of Burundi's foreign exchange earnings.

In the case of food crops, whatever increase in production has been achieved was made using traditional farming methods. For optimum output, cultivation has been expanded to include nearly every available land area, even marginal land and very steep hill sides. Also, more hands have been mobilized for food production. Typically, the bulk of the labor has fallen on women's shoulders.

Traditionally, family land is divided among the male children as they come of age. The demographic explosion has accelerated the rate of

land parcelling. This process has reduced the size of properties to the point that some families can no longer make ends meet on their own land alone. Average farm sizes have fallen below 1 hectare. In five provinces, 20 to 45 percent of families have each less than 0.5 hectares of land. In these conditions, both men and women are increasingly forced to work as day laborers for cash.

As pressure on the land increases, so does fertility decrease. The need for more cultivable land and for household fuel has caused extensive deforestation and soil erosion. In the past, land fertility was maintained by composting methods, using animal and vegetal waste. Both are now, in some regions, increasingly used as household fuel, worsening the quality of the soil even further.⁹

Twelve of the country's 15 provinces experience relative wood shortages. As the supply of wood dwindles, pressure mounts on women to search for alternative or more distant sources of energy. In one province, Muyinga, more than 60 percent of the women interviewed in a 1986 SNES survey spent from 1/2 to 2 hours per day gathering firewood in the bush, along rivers, and from government reforested areas where wood may even cost money.¹⁰ The problem is not limited to rural areas. Urban families spend an average of 10 percent of their income on fuel, much of it in the form of charcoal.

The shortage of domestic energy sources raises a real and growing problem, particularly on the over-populated central plateau, where it constitutes a growing claim on the time, energy and financial resources of the population. Besides, as was noted earlier, it poses a real threat to agriculture and the stability of the land. Thus, women are faced with the increasing difficulty of growing enough food and, at the same time, obtaining enough fuel for domestic needs.

The problem of declining soil fertility is a subject of much concern in Burundi. Eight of the country's 11 natural regions, as defined by ISABU agricultural researchers, are experiencing a significant decline in soil fertility. ISABU research has shown that, due to erosion and overcropping, minerals are leached out of the soil in the central highlands and washed down to the perimeter of the plains along Lake Tanganyika and the Tanzanian border. The soils left in the highlands vary considerably in their content. In some areas it has a high aluminum content which appears to reduce substantially the yield of a number of food crops unless large doses of soil amendments, specially designed for the particular soils, are applied. Economically feasible solutions for wider fertilizer/soil amendment use, are unavailable for the time being. During the past 4 years, research aimed at developing a program to arrest and reverse the unfortunate fertility loss has been undertaken by ISABU. The work is progressing with financial backing from the World Bank, but significant results are not likely to be felt in the field for several years.

It appears that despite the critical situation facing the production of food crops, research and extension services have been mainly concentrated on cash crops. Therefore, women, who are responsible for the bulk of food crop cultivation, representing 60 percent of the GDP,¹¹ have so far had little access to agricultural inputs likely to increase their productivity. Besides, they have lacked information on how to apply those inputs, and credit with which to acquire them.

In addition to such inputs, increasing food production might be encouraged by expanding markets. The latter are not well developed in Burundi because of the low purchasing power of the population. Indeed, monetization in the rural areas is rather low, despite an increased need for cash for the purchase of production inputs and for the supply of goods to meet basic family needs.

In addition, limited purchasing power among the 6 percent urban population hinders initiative and exacerbates a risk-aversion tendency as far as commercial ventures are concerned. (61 percent of the urban population practice agriculture as their main economic activity and 90 percent of them live below the poverty line.)

Food markets do exist in Burundi's capital city and the few provincial towns. In these centers, it is women who undertake most of the selling of agricultural produce. Generally, where a larger demand exists, more produce is made available on the market. A case in point is Gitega, an important administrative center on the central plateau, with a considerable number of government employees, company workers and expatriates. There, a wide variety of fruits and vegetables are found on the market. By contrast, the southern provincial town of Makamba has a much smaller market due to its isolation, and to its smaller and poorer clientele.

A USAID survey conducted in 1989 on rural markets reached the conclusion that the potential existed for expanding and rationalizing the country's markets.¹² According to the survey, it is through these markets that an emerging private sector of small traders and manufacturers could contribute to the boosting of food production as a response to greater demand. This would require, among other things, the improvement of basic infrastructures such as roads and the provision of training and credit facilities to small traders.

In sum, rural women play a key role as food producers, but they are faced with increasingly bleak environmental conditions. Additionally, in the present circumstances, they suffer from lack of agricultural inputs, information, credit and viable markets, all of which would help stimulate food production.

3. Health Status of Women in Burundi

Increasing rural poverty is reflected in declining health standards. The latter are compounded, among other factors, by widespread undernutrition which constrains economic productivity and

development, as well as renders children more vulnerable to disease.¹³

Despite Burundi's apparent food self-sufficiency (estimated to be 96 percent) there exist, in reality, interseasonal, inter-regional and even intra-regional disparities.¹⁴ Malnutrition should be considered, therefore, a major factor of morbidity in rural areas. Nutrition levels, in terms of both calorie and protein intake, have indeed been falling (average calorie intake per person has declined from 2,600 in 1970 to 2,140 in 1987).¹⁵ A recent study by the Ministry of Health indicates that the rate of chronic malnutrition for infants and children aged between 3 and 36 months is 53 percent of which 5 percent are severely malnourished.¹⁶

The persisting high morbidity/mortality rates in rural areas are indications of not only the worsening rural food situation but also of the inadequacy of available health services. On the one hand very commendable efforts have been made, particularly in the area of vaccination: the national coverage in 1990 was more than 80 percent, with 90 percent and 75 percent of under-one year olds being vaccinated against tuberculosis and measles, respectively.¹⁷ On the other hand, infant mortality remains a high 152 per thousand for under-five year olds.¹⁸ Within this age-group, the major causes of death are: diarrheal infections, malaria, various intestinal diseases, anemia, tetanus and kwashiorkor.^{19, 20} UNICEF estimates that most of these deaths could be prevented through more systematic vaccination practices, oral rehydration therapy, more visits to health centers by mothers and environmental sanitation (a high proportion of rural families lack access to safe drinking water).

The mortality rates, it should be noted, may also induce women to bear more children, so that some will survive. As a result, only 1.6% of women nationwide and close to 1% in rural areas employ family planning methods.²¹

An emerging picture is that of rural women weakened by multiple pregnancies and debilitated by disease. Their capacity to fulfill multiple roles effectively becomes, therefore, extremely curtailed. Indeed, in addition to spending much of their time and energy growing food crops using traditional methods (and producing less and less for their growing needs), they must also take charge of a family where disease and malnutrition are often the order of the day. Furthermore, domestic chores such as fetching water or collecting firewood consume an increasing amount time, together with cooking food which is barely sufficient for the nutritional needs of the family. It is only by reducing these burdens that any attempt to increase the productivity of women in the rural labor force will be successful.

4. Legal Status of Women in Burundi

The limitations suffered by women in their legal status tend to restrict their economic productivity and opportunities. The legal situation of women has evolved somewhat during the past 30 years or so. Traditionally, women have been treated as legal minors, without the right to own or to inherit property independently of their husbands.

Even today, although women are increasingly engaged in the production of goods for the market, they experience some legal constraints that inhibit their full participation in the economy. For example, women entrepreneurs with successful businesses in rural and urban areas often have a male member of the family (namely the husband) who is in charge of the day-to-day running of the enterprise. It is usually only female heads-of-household (such as the divorced or widowed) who operate small businesses independently. Two legislative documents are directly relevant to the status of women: the Family Code and the Labor Code.

The Family Code

The 5th Five-Year Plan (1988-1992) states the principle that women's effective participation and promotion in any sector should not be constrained by any legal barrier. Despite the force of customary practices in this regard, considerable progress has been made in terms of legislation. A Family Code (Code des Personnes et de la Famille) was enacted in 1980 to improve the situation of married women. Polygamy was proclaimed illegal. Also, according to the law, married women can process legal documents, own property and can, in agreement with their husbands, practice a profession, engage in an industrial undertaking and gain access to credit.

Since 1977, each family has had the right to own the land it tilled. The title deed is held by the male head of the family, when there is one. The general lack of a title deed by women limits their access to credit.^{22, 23}

In April 1988, a Commission was set up to propose amendments to the Code, with the aim of extending broader rights to women. The Commission included women government officials and jurists, as well as members of the Central Committee of the Burundi Women's Union (Union des Femmes Burundaises). Its recommendation and the proposed amendments to the Code are now under study by the Ministry of Justice and the Ministry of Women's Promotion and Social Protection (Ministère de la Justice and the Ministère de la Promotion Féminine et de la Protection Sociale).

The amendment proposals leave some issues unresolved, particularly with regard to the right of property inheritance. It has been

proposed that women should enjoy at least some economic security in the case of divorce or repudiation, by allowing them to inherit land not from their husbands, but from their fathers. The latter would thus assume responsibility for the welfare of their daughters equal to that of their sons. The limitations within the rights of both rural and urban women with regard to free ownership and use of resources lowers their incentive to work hard for their own income. In addition, this situation tends to discourage them from playing a more active economic role.

The Labor Code

Issues concerning salaried women are bound to become more important and complex as the private sector expands in the years ahead. The Labor Code affects salaried women working in the public and the private sectors. The Union of the Burundian Workers (Union des Travailleurs du Burundi (UTB)), whose major aim is to safeguard the welfare of all salaried workers, is involved in the government's deliberations on the amendments to the Labor Code. UTB's Commission Nationale Inter-Syndicale pour les Femmes Travailleuses is striving to ensure that the Code's amendments guarantee the rights of salaried women in the private sector to equal treatment in employment. The president of this Commission is, however, only one of the 20 members of the UTB Executive Bureau which to date has taken no action on the proposed amendments.

5. Women's Access to Credit

Women's access to credit has been particularly limited. Women lack access to bank credit and services because banks 1) normally are not interested in handling small-size loans such as women request, and 2) generally require a property mortgage as collateral for granting loans. Most women cannot provide this guarantee as their legal status denies them property ownership. Moreover, women's lack of mobility and external contacts, their illiteracy and lack of familiarity with financial institutions, make it still more difficult for them to acquire credit.

The Ministry of Women's Promotion and Social Protection (Ministère de la Promotion Féminine et de la Protection Sociale) oversees two credit programs for women: The Femmes-Credit- Production (FCP) program; and l'Association pour la Promotion Economique de la Femme au Burundi (APEF). Both are still in their early stages, but they have revealed the existence of a great interest in the use of these services.

6. Urban Women in Burundi

About 6 percent of the population lives in urban areas, with three-quarters of them concentrated in the capital, while the rest are in provincial towns. Within the latter, the main activity for 61 percent of the population is agriculture.

Of the country's urban 6 percent, 2.4 percent are employed in the modern sector (1 percent in government) and 13.5 percent are in the informal sector.²⁴ Less than 10 percent of permanent salaried employees in the modern sector are women. They live mainly in the capital city, most of them being employed in primary education, general administration, social services and health.²⁵

According to a recent UNDP survey on women in Bujumbura, the major constraints experienced by these urban women are the weight of tradition, their low social status, inadequate income and limited education. Women in government believed, according to the same survey, that their professional performance was often underestimated, that their chances of promotion were limited, and that they were generally confined to subordinate positions.

By contrast, the rural women surveyed thought that their major problems were overwork, poor health, shortage of fuelwood and clean water. They also cited the lack of sufficient land and low crop yields.

Urban women, more than their rural counterparts, are increasingly forced to find alternative means to raise their cash incomes in order to survive. Their efforts to widen their opportunities by venturing into the private sector will require greater access to education and training, and the availability of credit and other facilities.

7. Current Institutional Support for Women

Several Ministries have launched programs intended to assist women, both urban and rural. These programs are still in their infant stage. The Ministère de la Promotion Féminine et de la Protection Sociale (MPFPS) sponsors the FCP program which provides credit to women. It also sponsors programs in literacy, handicrafts and family welfare, while providing assistance for small scale activities in agriculture, house construction, food-processing and other areas. Foreign donors involved in some of these programs include G.T.Z. and Action Aid. The Ministry of Labor and Professional Training (Ministère du Travail et de la Formation Professionnelle) is engaged in a similar range of activities: literacy, skills training, family planning, credit for small enterprises and other community initiatives. The Burundi Women's Union (Union des Femmes Burundaises (UFB)) encourages its members to play a more active role in the country's social and political life, by organizing local community groups to volunteer their time to small production projects.

While these efforts represent significant initiatives, one major constraint hampers their effectiveness: These organizations are carrying out overlapping programs for women, yet there is hardly any coordination of their activities, either among themselves, or with other government ministries. Their effectiveness is further limited by the fact that their leaders often lack technical training and know-how, and the logistical support needed for the implementation of

their projects. Besides, they lack the institutional coordination with the field staff of technical ministries (e.g. agricultural extension workers) which could assist their efforts. The aims and intentions of these programs are indeed commendable, but the absence of this much-needed coordination poses the risk of diluting their efforts. In spite of their limitations, however, these programs provide valuable lessons for future initiatives of a similar nature.

B. Current Programs of Relevance to Women

1. Introduction

A multiplicity of development activities are underway in Burundi. They are sponsored by a wide variety of donors. A number of them have an impact upon women, whether incidentally or by design. As noted above, there is a glaring lack of coordination among many of these activities, either between the donors themselves or among the relevant government ministries. All too often their efforts are localized, scattered and duplicative, thereby reducing the overall impact of available foreign and national resources.

There is, however, a growing realization by both the government and the donor community that if any significant national impact is to be achieved, more coordination of development activities is needed in all sectors, including those relevant to the welfare of women.

Of late, some promising initiatives have been adopted. UNICEF and the Ministère de la Promotion Féminine et de la Protection Sociale have taken steps aimed at encouraging more coordination of actions undertaken by different donors, particularly those concerning the well-being of women and children.²⁶ In this respect, in June 1991, the MPFPS organized a UNDP-funded seminar on the integration of women in the process of development. One of the major recommendations of the seminar was the creation of a coordinating committee for women-related activities.

2. Government Programs

The 5th Five-Year Development Plan for 1988-1992 of the Government of the Republic of Burundi has five principal objectives, all of which involve, to some degree, agriculture. They are:

- The consolidation of food self-sufficiency and the increase, diversification and improvement of the quality of agricultural produce for export.
- The modernization of the rural sector through the decentralization of administrative structures and development projects.

- The maintenance and protection of the nation's infrastructure and natural resources.
- The diversification of exports through the promotion of small and medium enterprises.
- Enhancing the contribution of informal small industries to the growth of the national product and to the creation of jobs in the non-agricultural sector.

These priorities are based on a number of premises deriving from the guidelines recommended by the Structural Adjustment Program (SAP).

A first basic premise for the realization of these objectives assumes the liberalization of the private sector and better performance by public institutions. It is further assumed that as more optimal conditions are created, these will facilitate the generation of economic incentives and initiatives. These would then lead to the increase and improvement of production and productivity.

A second premise of the 5th Five-Year Development Plan is that of diminishing dependence on the exports of traditional cash crops (coffee, tea, cotton) which are strongly affected by international price fluctuations. The aim is to increase and diversify food crops as cash crop products (whether fresh or processed produce for export), as well as to provide substitutes for goods imported by developing industries (essentially SMEs) in the transformation of local primary products.

The third premise is based on the assumption that food crop production will play a catalytic role by increasing at a faster rate than the population. Hence, it would be expected that a surplus would be available for agro-industries and for export.

As noted earlier, the major macro-economic objective of the 5th Five-Year Development Plan is centered on the agricultural sector by specifying as its overall goal an annual increase of 5 percent for the GDP. Indeed, the agricultural sector was allocated the greatest share in the plan's investment options within the directly productive sectors.

Within the framework of the Five-Year Plan, a wide variety of development activities have the potential to enhance the situation of women. With the support of bilateral and multilateral agencies, a number of government ministries and related institutions are engaged in programs designed to provide women with services and information on health, nutrition, family planning, child care, literacy and other issues relevant to the betterment of their lives and those of their families. The range and impact of the programs vary considerably, as described below.

Health Delivery

Burundi's National Child Vaccination Program is one of the most successful in Africa. It was started in 1980 and reached 80 percent coverage in 1990. USAID and UNICEF are the prime donor contributors to this program.²⁷

Family Planning

By contrast, modern family planning is practiced by only 1.6 percent of the relevant population. Moved by the gloomy demographic realities revealed by the 1979 census, the government launched a national program that began in 1983. Contraceptives have been made available through health centers. Their poor acceptance by women is due to a variety of reasons which include the lack of widespread information and education programs, male opposition, negative propaganda and rumors, and the prevailing view in the rural areas that a woman's duty is to reproduce as many children as possible. With the assistance of the World Bank, UNFPA and USAID, the national program has recently taken steps to define those constraints more clearly and to formulate a strategy for overcoming them.

Agricultural Extension

A number of organizations are now concerned with training vis-a-vis food crop production, cash crops, livestock production, forestry and integrated rural development, all under the supervision of the Ministry of Agriculture and Livestock (Ministère de l'Agriculture et de l'Élevage). Unfortunately, few of these agencies provide services targeted directly to women, despite the fact that women play a key role in food production. In 1989, ISABU carried out a study on the prospects for strengthening agricultural extension programs for women.²⁸ It recommended a concerted effort to involve more women in the extension system in Burundi. This, the study emphasized, would go a long way in making more effective the provision of services to women farmers.

3. Non-Governmental Organizations

Close to 80 foreign voluntary associations and religious groups, some with bilateral government support, are involved in small assistance projects throughout the country. Some of their programs are directed to the rural population as a whole, and particularly to women and children. Other programs are targeted to group organizations, students and researchers, and government leaders. Other beneficiaries include members of particular religious groups, socially and physically disabled persons, and victims of AIDS.²⁹ Most of the NGO activities are rather localized in their impact and so far, they have shown little indication of a potential for replication and expansion on a national scale.

As noted earlier, most of the NGOs operate independently and have no operational relationships with other groups. Of late, however, attempts have been made to coordinate their activities. UNICEF has made the most thorough effort to-date by cataloguing NGO activities in the country. On its side, the Government of Burundi with UNDP cooperation convened a round-table conference to discuss donor assistance, in September 1990.³⁰ The World Bank has also taken the initiative of bringing together donor agencies to discuss the social dimensions of the Structural Adjustment Program.

On the whole, more effective coordination of both official and NGO efforts is essential if national development goals are to be achieved with existing available resources.

4. Credit Programs

Several credit programs have been launched in Burundi with the aim of encouraging small and medium enterprises. Some offer the possibility of assisting women to obtain credit:

The APEX Project³¹

Financed by the World Bank, it targets SMEs exclusively. It provides \$8 million (FBu.1,150 million) through a special window at the Central Bank for Commercial Banks to lend to SMEs. The loan ceiling is FBu. 80 million (about \$400,000). The APEX project also provides \$800,000 for technical assistance to the Chamber of Commerce and Industry (CCIB) in elaborating and evaluating loan proposals. Since late 1987, over 300 loan proposals have been received, but only 18 have been accepted, well below the \$8 million available. The acquisition of an APEX loan requires a degree of entrepreneurial sophistication, and this has contributed to the slow flow of funds and to the absence of women borrowers.

The Savings and Credit Cooperatives (COOPEC)

These are promoted through a national project financed by and implemented with technical assistance from a French organization, the International Credit Union (Centre International de Crédit Mutuel).³² Each COOPEC branch accepts savings from and offers credit to its members. Loans range up to FBu.500,000 (\$2,500) for individual members and interest rates are 11 percent for agriculture. COOPEC accepts only individuals, not groups, as members. After six months of membership and regular savings, members may borrow up to 5 times their deposits.

The program to date operates only in rural areas. It has expanded so rapidly since it was started in 1984 that in December 1990 it had 70 branches with 10,000 members in 6 provinces, and deposits amounting to over FBu.900 million (\$4.5 million). All the provinces are to be covered by 1993.

Although 72 percent of the value of COOPEC loans is earmarked for housing, 13 percent of the amount (but 30 percent of their number) is for agricultural purposes. COOPEC is particularly active in cash crop areas, where borrowers have the resources to pay back their loans. Indeed, farmers with little cash crops and no food crop surpluses find it hard to apply for agricultural loans. To address this issue, COOPEC plans to create a special fund with its excess deposits to expand its services to poorer regions of the country, where peasant farmers find it hard to obtain and repay loans.

Although it operates under the umbrella of the Ministry for Rural Development (Ministère du Développement Rural), the COOPEC program is run independently of the government structure. It enjoys the confidence of its members. COOPEC has not yet evaluated the profile of its members and borrowers, but women constitute a substantial percentage of the membership.

Femmes-Crédit Production (FCP)

This is a pilot credit program financed by UNICEF since 1988 (with limited U.S. Peace Corps support in the form of Volunteers). It is directed primarily at rural women,³³ although an urban component was added to the project in 1990. The program provides small loans at 6 percent interest to women groups, through the National Bank for Economic Development (Banque Nationale pour le Développement Economique (BNDE)). It is managed by the Ministère de la Promotion Féminine et de la Protection Sociale (MPFPS).

Since 1988, the rural FCP program has enrolled over 600 women belonging to more than 80 groups, in 4 provinces. UNICEF is in the process of redesigning the program in the light of past experience. Progress has been rather slow during the pilot stage, partly because FCP has lacked the cooperation of provincial and commune-level technical services in assisting womens' groups to secure the appropriate agricultural inputs and extension advice in order to make their loans profitable. The FCP program has an advantage in that it has created an incentive among women to form groups in order to carry out projects from which they keep the profits. This is in contrast to the Union des Femmes Burundaises (UFB), which requires that women volunteer their time freely to specified activities.

The Association pour la Promotion Economique de la Femme (APEF)

This is sponsored by the Ministère de la Promotion Féminine et de la Protection Sociale. The association currently operates in Bujumbura and in the rest of the country, particularly in urban centers. APEF has registered over 600 members, each of whom must pay a membership fee of FBu. 3,000. Since April 1989, with the cooperation of the National Bank for Economic Development (Banque Nationale pour le Développement Economique (BNDE)), the APEF program has guaranteed over 100 small loans of up to FBu 500,000 (\$2,500) each at an interest rate of 11%, for women to undertake activities in

agriculture, handicrafts and small businesses. The program is constrained, however, by the lack of sufficient and trained staff, and by the BNDE's apparent lack of commitment to the program, which it does not find profitable as compared with those involving large loans.

5. USAID'S Program and its Relevance to Women

The USAID strategy supports the Government of Burundi's Structural Adjustment efforts. It assists in tackling the country's development problems through a sectoral approach. Its present areas of intervention include: an Enterprise Promotion Program, Assistance Projects in Family Planning, Human Resource Development, AIDS prevention and Childhood Communicable Diseases, and Small Farming Systems Research. As a whole, these activities aim at a common objective: raising incomes and productivity, expanding the private sector, and creating jobs in non-agricultural fields of work. In addition, their objective is to enhance the national capacity for policy reform and to improve the human resource capacity of Burundians. None of these activities have addressed womens' issues in a specific manner although the Human Resource Development project emphasizes recruitment of women as recipients of training.

USAID is currently in the process of defining its Country Program Strategic Plan (CPSP--a long-term strategy document), and is expected to complete this exercise in late 1992. While the primary objectives of supporting private sector development and increasing human resource capacity will remain the same, USAID will use the occasion of the CPSP to systematically address the problems of Burundian women in its future program and specific projects.

The WID strategy proposal and action plan which follow (parts II and III) present recommendations for a framework of action and specific activities which will concretely address the constraints women face as described in this report. USAID should consider these recommendations as it develops its long-term program strategy.

II. STRATEGY FOR THE PARTNERSHIP OF WOMEN IN

BURUNDI'S ECONOMIC DEVELOPMENT: A PROPOSAL

A. Why Women?

In the present circumstances where the rapid rise of male unemployment has aggravated an already declining purchasing power among urban and rural inhabitants, why should women be considered separately? In the case of Burundi, the answer is simple: If women are the cornerstone of the national food production system, then they should also be a major focal point within any national development strategy, and by extension, those of cooperating donors.

The current Five-Year Development Plan pays only marginal attention to women, under the chapter Famille et Promotion Féminine (p.117). It is implied that their economic development lies within the responsibilities of the Ministère de la Promotion Féminine et de la Protection Sociale and of the Union des Femmes Burundaises, a political institution.

As previously highlighted, women have been an invisible driving force responsible for the maintenance of agriculture, which is the primary economic indicator of Burundi (60 percent of the GDP). Agriculture being a sector of crucial importance in the 5th Five Year Development Plan, it becomes imperative to concentrate more on this issue.

Neither the MPFPS nor the UFB is qualified, for a variety of reasons, to solve the technical constraints facing women. The technical ministries, on the other hand, are not engaged in programs directly relevant to the economic integration of women. This heightens the risk of marginalizing what should be the heart of the matter, i.e. the full involvement and participation of women in the modernization of the key agricultural sector.

Because 94 percent of the population of Burundi lives in rural areas, most issues, particularly those concerning women, tend to be centered on agriculture and the rural sector. In fact, even within the remaining 6 percent of the population who inhabit urban centers, 61 percent of them engage in agriculture as their main economic activity, and 90 percent of these are women.

In 1980, 6.5 percent of the permanent salaried labor force (35 percent) were women, most of them working in the capital, Bujumbura. They were employed in sectors that are traditionally reserved for women: primary education, social services, health and secretarial services. Only a small minority of them held positions of responsibility in the public or the private sector. Cultural conservatism appears to be the inhibiting factor, affecting the economic and professional advancement of urban and rural women alike. This constitutes a major constraint to the country's development

efforts. To overcome these obstacles, it is essential to highlight, at all levels, the critical role of women in economic development.

B. National Policies and Reforms in Recognition of Women's Economic Participation in Development

In the light of the above, the Government of Burundi needs to initiate reforms in three specific sectors. This is essential to facilitating socio-cultural and economic change:

- Legislative reform with regard to women's basic economic rights
- Institutional reform within the national population program
- Policy reform within the agricultural sector.

Each of these issues is discussed below.

1. Legislative Reform

History has taught us that social change and legal change do not always evolve at the same pace. One precedes or affects the other, depending on the political or socio-economic situation of a nation, at a particular juncture of its development. However, in many cases, legal change can precipitate or give direction to social change. Burundi as a nation presently finds itself in such a situation. The opportunity should be seized.

Legal change should be initiated in three fundamental areas:

- a. A Review of the Family Code, with the aim of liberalizing women's rights in matters of inheritance, divorce and property ownership.
- b. A review of the Labor Code, with the aim of granting equal rights to women with regard to training, employment and promotion in the public and private sectors. Particular attention should be drawn to the needs of working mothers.
- c. Legalization of married women's access to personal bank accounts and to credit, independent of their husbands' approval. In addition, they should be allowed to manage independently their accounts and businesses.

2. Institutional Reform within the Population Program

The population issue in Burundi is recognized by all as being a major economic stumbling block. Its rapid increase is directly related to the exhaustion of arable land and the depletion of natural resources in general. It constitutes a burden for all Burundi's inhabitants, particularly the women who, as years go by, find it more and more difficult to care for their families and themselves. The crisis is already listed as a top priority area by the Burundi Government. The National Family Planning Program has recently been directly attached, by presidential decree, to the Office of the Prime Minister and Minister for Planning which oversees a coordinating committee on population representing all of the technical ministries.

The implementation of the national family planning program is carried out through the Ministry of Health and is supported by USAID and UNFPA, which provide funding and technical assistance.

Effective implementation of the program is hampered by two major constraints: institutional and financial. These will not be easily overcome without a substantial budgetary commitment. Recurrent costs in the health sector are known to be taxing on national budgets, often resulting in the dilution of efforts because of the lack of sufficient budgetary allocations. Despite the recognized urgency of the task ahead, the health sector as a whole is allotted a meager 3.3 percent of the overall investment budget in the 5th Five-Year Development Plan. If the financial bottlenecks are not dealt with in present programming activities, the investments already committed may fall far short of the government's established objectives. As far as institutional constraints are concerned, outreach to the rural areas of the country must be intensified. Three recommendations for accomplishing this are:

- a. Reinforcement of the work of rural mid-level family planning personnel by boosting their human and material resources.
- b. Establishment and operation of a system of provincial mobile health units for a combined education and preventive care program in the areas of health, hygiene, nutrition and family planning. The program would concentrate on the seriously needy provinces.
- c. Setting up a system of itinerant doctors for the specific purpose of taking care of family planning and gynecological problems at those communal clinics which are distant from provincial hospitals.

3. Agricultural Reforms

Two issues are of critical importance to rural women and relate directly to agricultural productivity: Household energy and agricultural technology transfer.

a. Household Energy

Household energy should be considered not only as a domestic issue, but also as an agricultural one. The increasing need for fire wood and charcoal has contributed to deforestation, soil erosion, and the subsequent decline in food production. The 5th Five Year Plan devotes a short section (p.235) to alternative energy sources to be extended over the rural areas, namely biogas technology and improved wood stoves. Neither of the identified solutions, however, has proved to be appropriate for rural areas.

Biogas technology, which is as yet an expensive initiative presents two major shortcomings. On the one hand it tends to consume the same resource that is used as organic fertilizer, a major agricultural input in the country. On the other hand, the implementation of this technology requires a fundamental change in the pattern of rural settlements whether it is on the hills or in the plains. For best economic returns, it necessitates a grouping of houses which is not easily accepted by the people from a socio-cultural point of view.

Concerning the improved wood stoves or "foyers améliorés", the designers have not yet involved the rural women in their experimentation. They have not taken into account her cooking habits, the size of her pots, the safety measures needed and, indeed, the fact that in Burundi, cooking fires serve to heat the house during cold rainy nights.

The search for solutions to the household energy problem can be successfully carried out, but only with the involvement of those most concerned by their eventual use. Therefore:

- At the national level, priority should be given to intensive efforts, i.e., research, experimentation, sensitization, to find solutions to the household energy crisis. This ought to be undertaken with the collaboration of the people, particularly women, in the different natural regions of the country. (Each region might produce a different kind of solution appropriate to its conditions.)
- Mandatory national standards for more efficient, wood-saving methods in charcoal production should be established. This would imply the organization of information programs for charcoal makers through the channels of the Communes, the party structure, NGOs and various government institutions.

b. Agricultural Technology Transfer

Rural women's level of agricultural productivity has remained stagnant because the numerous extension services existing in the country (governmental and non-governmental) have failed to sufficiently target their new technology messages to them.

The lack of a clear policy for food crop production and extension has led to a multiplicity of approaches and experiments initiated by various NGOs, donors, religious or governmental institutions. Agricultural extension in Burundi has been primarily associated with the production of cash crops such as coffee and tea. Since this is a small male-dominated activity and earns more than 85 percent of the nation's foreign exchange, it is obvious that extension services have mostly targeted males. Generally, women producers have been barely considered as potential clients of extension services. Their participation in extension sessions is a matter of personal initiative; some attend because they are heads of households.

Under the current World Bank-funded Agricultural Services Support Project, extension activities are being reorganized and consolidated under one government institution; the Extension Service of the Ministry of Agriculture and Livestock. Research will become the sole responsibility of one body - ISABU. Following the traditional training and visit (T&V) approach, the extension service presently tends to address its message to the family, the woman being part of it. In ISABU's field experiments, e.g., its fertilizer research programs, the farm is the unit of research, where recommendations concerning transfer of techniques and new inputs are given to the head of household, be it the husband or a divorced or widowed woman.

This is not the optimal approach: Extension and research methods should better reflect the 5th Five-Year Plan's emphasis on food crop production, by focusing more attention on the major producer of food crops - the woman. Indeed, unless the message is transmitted through the appropriate channel, the problems of food crop production will increase. It is unrealistic to assume that a husband will transfer an extension message or technique to his wife just because they live under the same roof. Not only does the woman have little time to listen to her husband's (often diluted) information, but the nature of couples' interactions, whether in Burundi or elsewhere in the world, does not always favor such exchanges.

The conceptual approach of social marketing could well be applied to the extension and research domain, i.e. knowing your clients's needs, their level of 'know-how' and their financial means, in order to make them aware of their need for the product, thus increasing the likelihood of its purchase and use. The adoption of this approach could, in a concrete way, help the 5th Five-Year Development Plan achieve its objective of food crop surplus generation.

The adoption of a national reform policy on technology transfer would contribute to the solution of two problems: the haphazard multiplicity of approaches, and the fact that transfer of techniques often by-passes those who could most benefit from them. The following programs should, therefore, be considered as a priority areas in the agricultural sector:

- The study and implementation of a reform of the national extension program. The reform should favor an approach whereby extension and research messages relevant to food crops would be directed specifically to women, rather than transmitted through the head of household (in the event it is not a woman).

This suggested emphasis on women in no way excludes men and particularly, husbands, from participating in on-farm and off-farm extension activities. What is implied, however, is that the timing of sessions should consider women's daily schedules in order to facilitate their availability. It also means that extension workers should take the trouble of visiting the fields when women are present, inquiring about their specific needs and discussing relevant technological issues with them. In any case, given the prevailing cultural norms, extension workers cannot initiate actions with women without informing and involving their husbands.

- The study and implementation of a policy encouraging at the provision of credit (on preferential terms) specifically for the use of fertilizers and soil amendments. As primary food crop producers, women would be the main beneficiaries of this facility.

C. USAID'S COUNTRY PROGRAM STRATEGY FOR THE ECONOMIC INTEGRATION OF WOMEN IN BURUNDI

1. The Strategy : Objectives

a. USAID's Country Program Objective

While recognizing that agriculture provides 85 percent of direct employment to the people and that the remaining 15 percent have interests in this sector (BEPP/BEST program, p.2), the main objective of USAID's assistance in the next five-seven years in Burundi will be to foster the growth of private enterprise. Special attention will be paid to small and medium enterprises, exporters and those operating in secondary towns (BEPP/BEST Project Paper, p.1). It is obvious that many men and women in rural Burundi stand to benefit from this approach (Idem, p.82)

It is not clear, however, how the majority of women can realistically hope to become beneficiaries when they lack essential assets. Indeed, as noted earlier, they have no revenue to speak of, no title deeds and no collateral to allow them credit. The majority of women are illiterate; they are often unfamiliar with modern agricultural technologies and marketing facilities. Interviews/surveys indicate that they have strong risk-avoidance tendencies coupled with a fear of accumulating cash.

There is a need to undertake, as part and parcel of the USAID program, policy reforms aimed at resolving the constraints and dilemmas that affect women. Unless some change is initiated (as it happened with the private sector as a whole), women will not be able to fulfill the roles expected of them as key players in the country's economic development.

b. Objectives of USAID's strategy for the Economic Integration of Women

It is from the analysis of the present conditions of women in Burundi that USAID has formulated its strategy proposal for their economic integration. The strategy fits in the overall country program, which supports the nation's general development plan. It aims at enabling women to meet the challenge of full involvement in the nation's economic growth.

The three overall objectives proposed for USAID's WID strategy relate to the three national policy reform areas proposed above. They aim to enhance the creation of the necessary environment for sustainable food self-sufficiency and the generation of a surplus of agricultural produce for export.

The Objectives of the WID Strategy are:

- To provide equal rights for women, in the laws and through national policy reforms, in order to allow them to fully realize their roles as equal partners in development.
- To support efforts aimed at achieving a rational balance between population growth and the country's resources. That balance is an essential condition for better family health, increases in production and productivity, and raising the general living standards of the rural and urban populations.
- To provide women with opportunities that will enable them to improve their agricultural productivity, thus meeting the challenges set for them in the 5th Five-Year Development Plan.

These objectives are ambitious and should be viewed as long-term ones. The ground for their achievement, however, should be prepared today. By and large, this can be achieved through an action plan well integrated into the upcoming Country Program Strategic Plan of USAID. Coordination and mutually supportive efforts with other donor agencies are essential ingredients of success.

Within each objective, various policy reforms and activities are proposed. Each of them is part of the current or planned USAID program, or is related to joint activities between the agency and other donor organizations. Other recommended actions may necessitate the addition of a new program or project either by USAID or in coordination with other donors' programs.

2. The Actions : Goals

The identified actions address fundamental issues affecting both rural and urban women: legislative and policy reforms, training and credit/banking facilities and strengthening of institutional support services. They also include the coordination of initiatives and the initiation of micro-enterprises, etc.

Actions pertaining to such basic necessities as drinking water and decent housing were not included as they are already attended to by other agencies (UNICEF and COOPEC, respectively). What is also missing are funds for the provision of credit to women of different economic categories. Such funds exist already through the APEX, APEF, COOPEC and FCP projects (World Bank, Women's World Banking, French Aid and UNICEF, respectively). What is lacking, however, is a more adequate banking and credit mechanism for rural and semi-urban women.

a. The First Objective: Legal and Policy Reform for Private Sector Development

These are specifically aimed at legal reforms with regard to women's rights to inheritance as contained in the Family Code, and to equality within the Labor Codes. Draft amendments on the issues have been proposed respectively by the Union des Femmes Burundaises, and the Commission Inter-Syndicale des Travailleuses Burundaises, an organ of the Union des Travailleurs du Burundi.

The actions envisaged under this objective have three goals:

- Helping to overcome the constraints that affect Burundian women in their private and professional lives.
- Helping to change through legal and policy reforms, cultural norms that handicap Burundian women's efforts to participate in the modern economic sectors.
- Assisting in the creation of favorable conditions that would allow women to become fully engaged in production and in economic growth, first, for their own personal advancement and secondly for the modernization of the country as a whole.

b. The Second Objective : Institutional Reform and Human Resource Development

This deals with the urgent need for greater coordination of donor actions and for USAID's commitment to one of the Government's top priorities -- rational population growth in harmony with the nation's resources.

The attitudinal barriers to family planning, cultural and religious conservatism, false rumors and fears due to lack of information and adequate services, are slow to change in any country. In industrial nations, formal education and economic planning at the family level have been the factors that helped to overcome these barriers. Burundi has no time to wait for these factors to slowly change its people's mentalities. What is needed, in this respect, are massive education and information programs for rural and urban men and women supported by adequate health and family planning services.

The actions proposed to meet this objective are:

- Reinforcement of the population program through more effective donor coordination and increased technical and financial assistance.
- Ensuring wider rural coverage of population and health programs through the better provision of personnel, training facilities and logistics.

c. The Third Objective : Agricultural Reform

These are specifically relevant to women's constraints in agricultural production (e.g. lack of access to technical information, decline in soil fertility due to decreasing use of organic fertilizers, non-availability of improved inputs, and a shortage of marketing outlets). They also include actions that are related to their lack of productivity (e.g. lack of information on their needs and role in the production systems, the increased difficulty of securing household fuels resulting in the use of organic fertilizers for energy, multiplicity of women's farming associations with little technical expertise and lacking the needed coordination with technical ministries). The weakness of women's associations lies not in their rising number, but rather in their lack of essential inputs, leadership and proper management.

The actions proposed are:

- Maximizing the productivity of the human resource base of the agricultural sector, i.e. women, by a better understanding of their socio-economic roles and of their traditional know-how in agriculture.
- Placing more emphasis on the relationship between the conditions for sustainable food production and women's technological and financial needs.
- Assisting in the control of deforestation and encouraging the use of organic fertilizers, through the establishment of national standards for the production of charcoal, and the search for more socially, culturally and economically acceptable wood stoves. In addition, action is suggested to establish a fund for credit aimed at encouraging the use of appropriate fertilizers and soil amendments.
- Promoting and maintaining the dynamic linkages between rural and urban areas.
- Streamlining the functioning of the emerging women's associations in order to maintain rural women's growing interest in these activities and providing them with more efficient technical support.

FOOTNOTES : PART I

1. Adelski, E. and Rosen, N. : Getting and Spending - Household Economy in Rural Burundi, Bujumbura, USAID, 1989
2. Adelski, E. and Rosen, N. : Ibid, p.15
3. UNICEF : Ibid, p.31 (25 percent of rural households and 21 percent of urban household are headed by women)
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CONCLUSION/OBSERVATIONS

The first part of this report dwelled, in some length, on the problems facing Burundi women in a changing world. These problems reflect the stereotypical image of the African woman in general as being "poor, powerless and pregnant". To this, it should be added that she is "ignorant and overworked". The hallmark of a Burundian woman's life is overwork in terms of trying to make ends meet for what is often a large family. This is done in conditions of land scarcity, declining soil fertility and paucity of household fuel sources. Burundi women's state of poverty is compounded by generally low educational levels, bleak job opportunities, and lack of access to credit, due mainly to curtailed inheritance and property ownership rights.

A number of development programs, initiated by both governmental and non-governmental institutions, operate in the areas of health and child vaccination, family planning, agricultural extension, and urban and rural credit associations. A close look at these development efforts reveals two glaring drawbacks, namely: The absence of sound coordination among the different actors, and a lack of focus on the woman's role in various programs.

The second part of this report consisted of a formulation and explanation of strategies aimed, specifically, at the economic integration of women in Burundi's development process. They are designed to enlighten and give direction to actions taken by the government of Burundi and USAID.

The Government's Five-Year Development Plan for 1988-1992 places agriculture at the center of all development efforts. Since women are key players in the agricultural sector, any comprehensive development program that ignores their potential, has little chance of success.

For this reason, the report puts forward three major reform proposals to be undertaken by the GRB, in three critical sectors of great relevance to women. These are:

- a) Legislative reform, with particular emphasis on the respect of women's fundamental rights.
- b) A consistent family planning program supported by a sound health delivery system.
- c) The modernization of agricultural production with a renewed emphasis on food-crops. In this respect, extension programs relating to modern farming methods, environmental protection and domestic energy-saving techniques, would focus more on women.

- a) The promotion of women's legal rights, thus enabling women to become equal partners in development;
- b) Supporting population and health projects as a condition for raising the general living standards of the people; and
- c) Enhancing women's agricultural productivity through more information, assistance and inputs. In this respect, a special emphasis is laid on helping women to become responsible and constructive users of the country's natural resources.

The third part of this report contains a detailed action plan for integrating the above objectives into USAID's country program and individual projects.

Three final observations need to be made. They are of great relevance to the implementation of the strategy.

1. In view of the great workload of the USAID staff which will certainly increase even more with the addition of new projects, and the importance of implementing the proposed strategy, it is felt necessary that a professional be hired for the full-time responsibility of the follow-up and management of the strategy execution. That person could either be a USAID permanent staff, a hired long-term consultant or a national expert. No matter what choice is adopted, the person should have experience in socio-economic research and in the management and design of development projects with emphasis on issues relating to women. Proposed qualifications for that post are outlined in Annex III.

That person should not only be responsible for ensuring that the activities proposed are integrated into the different projects but also be able to participate in their design, analysis, evaluation and coordination efforts, and follow-up on their implementation.

This proposed post is justifiable on two fronts:

- * provide a concrete means of maintaining the present momentum of dialogue and exchange of ideas between donors and the Burundi Government.
- * ensure the full integration of the proposed WID strategy in the overall program of the Mission.

The funding for this post could be considered from Matching Funds from PPC/WID. The deadline for requested funds is 21 June, 1991. Given that this does not allow the mission time to make such a commitment, a request to earmark these funds could be made until the Mission is in a position to study and decide on this recommendation.

2. It is further recommended that the Mission adopt, as a general rule, the policy that all surveys, data, studies and reforms initiated by its program equally address issues pertaining to women as they would to men.
3. It is also recommended to the Mission that the recent and forthcoming reports produced by its programs/projects be translated and widely distributed to concerned Government institutions and donors, including this proposed Strategy. The Burundi Government and donor agencies are in the process of defining their own action plans for the integration of women in their various programs. USAID's proposed strategy could serve as a catalyst for ideas, dialogue and coordination efforts.

FOOTNOTES: PART II

1. UNDP, 1990, p. 14.
2. Adelski, December 1989. In its own survey, UNICEF had also indicated, April 1988, p. 132, that only 27% of its surveyed population owned radios in 1987.
3. IDA/World Bank, January 1988, p. 32.
4. UNDP, 1990, p.14.
5. UNICEF, April 1988.
6. Adelski, op. cit. - UNICEF indicated in its report, April 1988, p.32, that 25% of heads of household were female (1987).
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8. Ibid., p. 77; IDA/World Bank, January 1988.
9. Population Census, Preliminary Data, 1990.
10. UNICEF, op. cit., p. 21.
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13. Adelski, op. cit.
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N.B. Reports preceded by an asterisk () indicate in-depth analysis and excellent bibliographic material relating to the socio-economic situation and development of women in rural and urban Burundi.

ANNEX I

SENIOR POSTS HELD BY WOMEN IN MINISTRIES, BANKS AND THE PARTY

- * Ministre de la Promotion Féminine et de la Protection Sociale
- * Ministre du Travail et de la Sécurité Sociale
- * Directeur de Cabinet du Secrétaire Général du Parti UPRONA
- * Directeur de Cabinet du Ministère de la Santé Publique
- * Conseiller Economique du Président de la République
- * Conseiller Economique du Premier Ministre et Ministre du Plan
- * Conseiller Juridique du Premier Ministre et Ministre du Plan
- * Conseiller aux Affaires Socio-culturelles du Premier Ministre
- * Conseiller d'Ambassade, Ministère des Relations Extérieures et de la Coopération
- * Secrétaire Général de l'Union des Femmes Burundaises (UFB)
- * Secrétaire Général Adjoint de l'Union des Femmes Burundaises (UFB)
- * Secrétaire Permanent du Comité de Suivi du Programme de l'Ajustement Structurel
- * Secrétaire National du Comité Central du Parti UPRONA
- * Vice-Président de la Cour Suprême
- * Président de la Chambre de Cassation
- * Directeur Général de la Promotion Féminine et de la Protection Sociale
- * Directeur Général de l'Artisanat, de la Jeunesse et de l'Enseignement des Métiers
- * Conseiller à la Cour Suprême
- * 30 Magistrats
- * 4 Avocats de l'Etat
- * Directeur des Organisations Internationales, Ministère des Relations Extérieures et de la Coopération
- * Directeur pour l'Europe et l'Amérique du Nord, Ministère des Relations Extérieures et de la Coopération
- * Directeur de la Radio Nationale
- * Directeur de l'Enseignement et Formation Agricole, Ministère de l'Agriculture et de l'Elevage

- * 9 membres du Comité Central du Parti (out of 80 members)
- * 3 membres de la Commission Constitutionnelle (out of 35 members)
- * Conseil Economique et Social

- * 1 Sous-Directeur de la Banque Commerciale du Burundi
- * 2 Chefs de Département de la Banque Commerciale du Burundi
- * 3 Chefs de Service à la Banque de la République du Burundi
- * 1 Chef de Service à la Banque de Crédit de Bujumbura

ANNEX II : OTHER DONOR PROGRAMS IN BURUNDI

I. General Trends of External Aid in Burundi

In its annual report on donor cooperation for development assistance for 1989 (Burundi - Rapport annuel sur la coopération pour le développement-1989, Bujumbura, October 1990), UNDP's estimated total external aid for that year was \$217.2 million, 12.5% over its estimates for 1988 (p.44). The largest donors to Burundi in 1989 were the World Bank, the European Economic Community, France and Germany while USAID's share of all external aid for 1989 was 1.38% (p. 81). External assistance represented 22% of Burundi's GNP in 1989 while technical assistance alone represented 73% of the value of its exports for that year (p. 17). Several conclusions were made in the report on the nature and effects of Burundi's external aid of which the most significant are the following (pp. 17-18):

- * long-term international training continues to take a much bigger share, than in-country training financed by external aid
- * the role of national experts and consultants remains marginal as compared to that played by international technical assistants
- * women are clearly under-represented in both national and international technical assistance as well as in donor-financed training programs
- * international technical assistance represents 31% of total external aid while 11.5% of that technical assistance is financed by loan agreements (45.3% of all external aid - p. 46)

The highest percentage of external aid went to the Agricultural Sector (19.1%), followed by the Transport and Communications Sector (17.1%) and the Management of the Economy Sector (13%), the latter being a new sector since 1989 financed by the Structural Adjustment Program (p. 41). The Education Sector had a share of 12.8% of external aid (p. 42) while the Health Sector had a mere 5.51% (p. 58).

It is particularly interesting to note that despite the emphasis presently placed on the private sector, external assistance in 1989 was marginal in its two most important sectors -- Industry and Commerce: the Industrial Sector had 0.86% of external aid in 1989, of which 63.64% (or 0.55% of all aid) went to the Informal and Small Industry sector (p. 55), while the External Trade Sector for Goods and Services had a share of 1.54% of which 98.66% went to the sub-sector of Policy and Procedures of

International Commerce (p. 56). The Sector of Internal Commerce had the negligible amount of \$3,000 for its Tourism sub-sector and nothing at all was indicated for its Marketing Sub-sector (p.56). This tendency was probably due to the fact that the late 80's and early 90's have been focussed on legislative, policy and institutional reforms that fall within the framework of the Structural Adjustment Program.

II. External Aid and Women's Economic Development

The following table, extrapolated from UNDP's above mentioned report, highlights sub-sectors of particular significance to women's social and economic development in Burundi.

=====

TABLE 1

**1989 External Aid in Sectors and Sub-Sectors
of Interest to Women**

<u>Sector</u>	<u>% of Aid*</u>	<u>%Sect USAID</u>	<u>Subsector</u>	<u>% of Sector</u>	<u>% of Aid*</u>
Hum.Res.	13.10	4.10	Prim. Ed.	0.51	0.07
			Sec. Ed.	12.26	1.61
			Sup. Ed.	48.48	6.35
Agr.	19.24	1.97	Food Crops	4.62	0.89
			Integr.Dev.	18.15	5.68
			Indust.Crops	20.42	3.93
			Livestock	3.37	1.06
Health	5.51	1.6	PHC	14.08	0.78
			FP	5.93	0.33
			Vacc. & etc.	11.50	0.63
			Policy/Plan.	36.88	2.03
Soc.Dev.	5.92	-	Legislation	3.52	0.21
			Pt.Wat./Sanit.	69.10	4.13

* All percentages are calculated by consultant against Total External Aid of \$217,249,000 for 1989 (UNDP, 1990, p. 59).

The table above, while only representing external aid for 1989, highlights trends which do not directly assist women in their efforts to meet development priorities set for them, such as

increasing food crops to sustain the nation's food sufficiency as well as to realize some export potential. Besides, they do not ease their access to formal education which is an avenue to better socio-economic opportunities and better understanding of the health and population issues affecting them.

Despite the fact that 42% of all schoolchildren were girls in 1985, an estimated 90% of all illiterates (66% of the population) are women (UNICEF, April 1988, p.100). Access to drinking water still remains critical with 65.7% of the rural population fetching water from lakes, ponds, rivers and sources while 70% of the urban population has no running water in their homes (UNICEF, ibid.).

The Agricultural sector has an important share of total external assistance. Yet, the latter's impact on food crop production, despite the numerous integrated rural development projects, has been marginal. This may be related to the limited effort made to involve women producers. USAID, like most other donors, has not fulfilled its obligations in this respect.

III. Donor Programs Other than US A.I.D's

Practically all donors, bilateral and multilateral, are in the process of defining their new country programs to coincide with the Sixth 5-Year Development Plan of Burundi. Several missions have visited the country for that purpose. Several are also taking that opportunity to address the issues concerning the integration of women in their programs. Discussions are also underway to study the present and potential Social Dimensions of the Structural Adjustment Program (SDA) and to establish a more effective coordination mechanism for program/project identification between the Government and the donors as well as between the donors themselves. Most donors and NGOs have defined regional areas for the focus of their activities. An important objective for that coordination mechanism is to allow the GRB to rationalize approaches used by various donors in similar sectors, namely within the rural sector (see Min. of Agr./FAO, Diagnostic, stratégies et programmes de développement, Vol. I, March 1991, pp. 65-69).

A brief narrative follows on some of the donors' forthcoming programs and, in particular, their proposed strategies for the integration of women's issues in their activities. UNICEF and UNFPA programs are not here included as their WID-related program have previously been described.

1. World Bank

World Bank assistance provided as part of the Structural Adjustment Program seeks to strengthen the government's capacity in budget management and to introduce an environment that is favorable to the private sector. Policy reforms introduced under the program concern liberalization of external trade, removal of obstacles to private sector development, improvement of public management, reform and privatization of public enterprises, and establishment of social programs to alleviate the negative effects of structural readjustment on the most vulnerable elements of the population.

The World Bank has offered financial assistance for a wide range of projects with an impact on agricultural development. They include coffee production, fertilizer supply, extension activities, reforestation, planning and agribusiness development. Its priorities are essentially similar to those of USAID, but there are plans to gradually narrow the Bank's development focus in the future.

At present, the World Bank, along with the Government of Burundi and other donors, has been involved in various meetings aimed at reaching a concerted definition of the SDA Program. A preliminary document on that topic, drafted in association with UNICEF and an Interministerial Commission (ministries of Labor, Promotion Féminine, Planning, Education, Social Affairs, Health) has been studied but rejected by the Comité de Suivi du PAS. It is said that the document had addressed poverty issues as resulting from the SAP rather than making a distinction between inherent socio-economic conditions and specific outcomes of the program. A Round Table, sponsored by UNDP, is to be organized in the near future on the basis of a new working document yet to be produced. The employment problems of the increasing number of school dropouts are to be addressed in the forthcoming document.

2. European Economic Community (EEC)

The EEC is in the process of defining its next program within the framework of Lomé IV - Cadre de la Coopération Burundi/Communauté - Programme Indicatif National, December 1990. The objectives of that program will fundamentally change from that of the current one outlined within Lomé III. The latter program concentrated its activities essentially on supporting (a) industrial tea production, namely the Office du Thé du Burundi (OTB), and (b) large integrated rural development programs. The main action undertaken during that period was the financing of large scale projects. Women's issues were not specifically dealt with then but fell within the overall project activities.

The next country program proposes to narrow its scope by concentrating on four major sectors: (a) training; (b) education; (c) health - including the AIDS program; (d) rural development - on a "human scale" - with the identification of "micro-realisation" activities namely in the province of Karuzi. Support to the private sector is not outside of the Lomé IV Convention. Its support will be based on the reforms initiated by the Structural Adjustment Program and will essentially focus on the non-agricultural private sector. Support will be in the form of management training, maintenance and rehabilitation rather than new investments in infrastructure and equipment, support to micro, small and medium enterprises, data and information for private business, etc. Activities already are underway. For example: (a) the Caisse Centrale is in the process of undertaking for the EEC/Burundi a study on the place of the private sector in tea production and export; (b) The Service d'Appui aux Exportateurs (SAE) has been established within the Agence de Promotion des Echanges Extérieurs (APEE) with the support of the EEC.

The place and concern for women issues in the forthcoming EEC program are yet to be defined. The integration of women has, however, been considered a priority area in the convention signed with the Government of Burundi (Lomé IV, p.4).

In the country's communes, the program of "micro-realization" aims at creating autonomous self-help activities. Women are expected to be major participants in the program; in general, they comprise the main targets in the health and education sectors. A revolving fund, to be managed by the commune, is proposed for such activities, but neither the size nor the mechanism of its operation have been defined, as yet.

3. United Nations Development Program

The UNDP program spans a wide range of sectors, from food crop production to mining, transport and communications. Its main priorities are (1) strengthening of the productive base, (2) economic planning, (3) human resource development, and (4) institution building.

Along with the MPFPS, UNDP has taken the lead in organizing a seminar on the integration of women in Burundi, to be held between 19 - 21 June 1991.

Having a mandate to address women's issues in its program, UNDP has recently appointed a WID national officer on its staff, funded by UNIFEM. It has not been possible for this mission to meet with any senior UNDP official to best appreciate its forthcoming programmatic approach. However, in its lead role in donor coordination, UNDP has manifested its intention to addressing these issues in its next Country Program by the two

initiatives it has already taken: The above-mentioned seminar on WID and the forthcoming Round Table on the Social Dimensions of Structural Adjustment. It has also just agreed to provide two-year funding to FAO to pursue the execution of a project previously funded by the Netherlands - Appui aux Centres de Demonstration en faveur des femmes et des menages ruraux - and which has led to the creation of a Centre National de la Technologie Alimentaire (see FAO below).

4. Belgium

Belgian Government assistance is centered particularly on human resource development, agriculture and forestry, health and public administration. Under an Africa-wide program for micro-activities, with an overall budget of 5 million belgian francs, the Belgian foreign aid program in Burundi intends to set aside 350,000 belgian francs to encourage small scale projects ("micro-interventions"). It will benefit rural women by improving their living and working conditions, particularly through the adoption of appropriate technology. Newly-arrived at the Embassy is a Women in Development Officer, to be in charge of defining the program with government authorities. Much appears to be expected, however, from the forthcoming MPFPS/UNDP Seminar on The Integration of Women in Burundi when ideas of specific of interest to donors will be discussed.

The Belgian Embassy also appears to be interested in the creation of a revolving fund for social activities and is participating in the "brainstorming" sessions initiated by donors around the issues of the Social Dimensions of Structural Adjustment - a vague concept to-date.

5. FAO

As a UN executing agency, FAO is active in the agricultural, livestock, forestry and fisheries sectors in Burundi. At the request of the Ministry of Agriculture and Livestock and with financing from the EEC, it has undertaken, during the past year, consultations with concerned government agencies and donors on the rural sector. As a result, its four international and national consultants have produced a major 7-volume study on Burundi's rural development, its problems and prospects. The study is intended to be used by the Government and donors alike for the development of coherent action plans within the context of the government's Sixth 5-Year Development Plan's objectives and the reforms initiated by the SAP (see Consultation sur le Secteur Rural, Feb.-March, 1991).

As for activities specifically targetted to rural women, one of FAO's most interesting activities to date is a project - Appui aux Centres de Démonstration en Faveur des Femmes et des Ménages Ruraux also known as Promotion des technologies agro-alimentaires

artisanales. Initially financed by UNDP and then by the Netherlands since 1984, it is again to be funded for one year by UNDP as a bridging mechanism till the confirmation of further funds in 1992. While the project has had its share of problems, it has led to the government's decision to set up a Centre de Technologies Agro-alimentaires.

The project's objectives were to alleviate rural women's work load, create revenues and value-added to women's produce, diminish post harvest and storage losses, and improve the nutrition of rural families. To this end, 16 women's associations were established for various agro-technological activities such as running of mills (for rice or cassava) and producing parboiled rice. Studies on the constraints of the various steps from food production to marketing, were undertaken before making the choice of which produce to transform and market. Priority was given to rice, cassava and sweet potatoes, the latter being for the first time introduced in bread-making (30% of the dough) and experimented with by a local bakery in Bujumbura. This bakery, run by a woman, is presently considering making all its bread in that fashion!

The Food Technology Center is in the process of construction and yet it still lacks a legal status. It is to be within the Ministère de l'Artisanat, de l'Enseignement des Métiers et de la Jeunesse. Its aim is to become financially self-supporting through the establishment of three units: (a) a Bureau des Normes (a bureau of standards) aimed at monitoring, through its laboratory, the quality of industrial and small scale food transformation with reference to national norms (presently under study); (b) a Unit for the manufacturing, repair and installation of equipment for the private sector enterprises involved in the transformation of agricultural produce; (c) a Bureau of Advice and Studies (Conseil et Etudes) providing advice and preparing feasibility studies for private individuals interested in venturing into food transformation and related technologies (the fees for the studies are to be paid with up to 2% of the credit obtained by the enterprise).

The project is presently faced with the problem of resolving the credit mechanism within its targetted rural communities. As is happening with the APEF program, it is also negotiating with COOPEC to channel its funds for the womens' associations through them. The experience of both projects may be worth studying in the future--the credibility that women established for themselves through these associations and the rate of credit reimbursement as compared to similar male-run associations.

ANNEX III**QUALIFICATIONS OF PROPOSED WID OFFICER**

It is proposed that a full-time WID officer, either permanent USAID staff or long-term consultant, become part of the Mission by the end of 1991. That person should have the following qualifications:

- * a senior social scientist, with an advanced University degree in one of the Social Sciences (Sociology, Anthropology or Economics), with a specialization in Africa
- * a minimum of five years' experience in Africa, preferably East or Central Africa, in project implementation/management
- * specific experience in survey implementation, research, coordination, project design/analysis/evaluation
- * proven experience in issues relating to women's integration in development projects (rural and urban)
- * fluent in French.

The duties of the post should be the following:

- * ensure that the proposed activities are integrated in the projects identified
- * participate in the design, implementation, analyses, surveys and evaluations of the activities
- * participate in the coordination efforts of the Mission in relation to actions proposed for implementation outside of the USAID program

ANNEX IV : PERSONS MET**Government officials**

Mr. V. Baranyitondeye	Directeur Général, Direction de la Vulgarisation, Ministry of Agriculture, Gitega
Mme. Marguerite Bukuru	National Secretary to the Central Committee of UPRONA
Mme. Sylvie Kinigi	Permanent Secretary, Comité de Suivi du Programme d'Ajustement Structurel
Mr. Vincent Kubwimana	Secretary General, Union des Travailleurs Burundais
Mme. Imelda Magorwa	Program Coordinator, APEF, Ministère de la Famille et de la Promotion Féminine
Mme. Judith Nahayo	National Director, GTZ Project in Gitega
Mme. Patricia Ndayizeye	Vice-Pres., Commission Intersyndicale des Femmes Burundaises, UTB
Mme. Françoise Ngendahayo	Directeur Général, Ministère de la Famille et de la Promotion Féminine
Mme. Julie Ngiriye	Minister of Social Affairs (now Minister of Labor)
Mr. Donatien Nibitanga	Director of Cabinet of Minister, Ministère de la Justice
Mme. Laetitia Ruhaya	Administrative Assistant, Projet FCP, Ministère de la Famille et de la Promotion Féminine
Mme. Séraphina Ruvahafi	Directeur général adjoint, Caisse Centrale de Mobilisation et de Financement (Camofi) - President of Association pour la Promotion Economique des Femmes (APEF)
Mme. Colette Samoyá	Secrétaire Générale, Union des Femmes Burundaises (UFB)

USAID Officials

Mr. Glenn Slocum	A.I.D. Representative
Mr. Larry Dominessy	Agricultural Development Officer

Mr. Donald Hart	Private Sector Officer
Mr. David Leong	Project Development Officer
Mrs. Antoinette Ferrara	Program Officer
Mrs. Maria Bwakira	Program Assistant
Mr. Pat Fleuret	Social Scientist, Regional Office, USAID/Nairobi
Mr. Ben Severn	Economist, Regional Office, USAID/Nairobi
Mr. Bruce O'Dell	Deputy Director, Regional Office, USAID/Nairobi

US Embassy

Ambassador Cynthia S. Perry	US Ambassador
Mr. David Dunn	DCM

International and Bilateral Officials**UNICEF**

Ms. Micheline Belleau	Program Officer
Mr. Pierre Poupard	Program Administrator
Ms. Isabelle Austin	Program Operations Officer

UNFPA

Mr. A. Diop	Representative
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World Bank

Mr. Benoit Millot	Deputy Resident Representative
Mr. Jean-Claude Fayd'herbe	Agricultural Officer

UNDP

Ms. Therese Ndayisenga	Program Assistant/WID
Mme. Pia Ndayiragije	Consultant

FAO

Mr. J. Laubhouet-Akadie Programme Administrator

CIDA

Mme. C. Persoons Representative (local)

EEC

Mr. Alfred Mareschal Agricultural Officer

Mr. Philippe Vialat Program Officer

Embassy of Belgium

Mr. Luc Zwaewepoel Economist

Ms. Marian Cornelis WID Officer

Project Staff

SME Survey Dr. Elizabeth Adelski, Consultant,
USAID, SME project director

Richard Sturges, Assistant

ISABU Mr. Dirk Bergen, Sociologist

Dr. Nagwa Cheta, Soil Scientist,
Researcher

World Bank Mrs. Catherine Buyoya,
National Consultant, Social
Dimensions of Structural Adjustment

COOPEC Mr. Hervé Chénard, Project Manager,
Gitega

Family Planning Project Dr. Marcelle Chevallier, Project
Director, USAID

UNDP Dr. Blanca del Rio, Consultant

Peace Corps Ms. Marla Feldman, Volunteer,
School Canteens, Ministry of Social
Affairs

Ms. Rose Kramer, Volunteer,
Fisheries, Makamba

	Ms. Stephanie Mattes, Volunteer, Center for the Handicapped, Ministry of Social Affairs
	Mrs. Nancy Rosen, Consultant
SFRS/USAID	Dr. Menwouyellet Moussie, Chief of Party (outgoing)
	Dr. Tom Whitney, Chief of Party (incoming)
	Dr. Bruce Smith, Marketing Economist
	Dr. Wolfgang Vogel, Production Econ.
	Dr. Jeffrey White, Agronomist
FCP/UNICEF	Mme. Generose Natsiko, Provincial officer, Makamba
	Mme. B. Ndiokubwayo, BNDE agent, Makamba
	Ms. Jane-Ellen Levy, Peace Corps Volunteer, Makamba
	Ms. Emmy Tweeten, Peace Corps Volunteer, Karuzi
Agricultural Sector Services	Mr. N. Niyungeko, National Expert, Project /World Bank Dept. of Extension (Gitega)
Projet d'entr'aide féminine	Ms. Rosalie, Extension agent, Gitega GTZ/Min.FPF
Centre artisanal de Musaga	Director (Technical assistant) (Belgian Aid)
UNDP/FAO/BDI/89/001	Mr. Mohammed Beavogui, Chief Technical Adviser, Promotion des Technologies Agro- Alimentaires/Artisanales Project
<u>Private Sector</u>	
Malakite	Mme. Baudouine Kamatari, owner/manager

Crédit-Vente-Service (CVS)	Mme. Dominique Nzeyimana, Credit service
NAB	Mr. Félicien Buchibaruta, owner Mme. Catherine Ntawubonavyose, owner Mme. Godelive Ahishakiye, owner
Crista Flore	Mme. Christine Ngaruko, owner
Maison Fleurie	Mme. Nathalie Musaraganyi, owner Mme. Marina Nahimana, assistant
ERCO	Mr. Jean Sindayigaya, owner/DG