



USAID
FROM THE AMERICAN PEOPLE

Fragility, Resilience and Program Priorities in Burundi:

A Fragile States Assessment Exercise

July 27 & 28, 2005, 8:30am –5:00pm

OFDA Training Facility

1429 North Quincy Street

Arlington, VA.

CORE FINDINGS FROM USAID BURUNDI WORKSHOP¹

This workshop was held to identify program priorities for USAID in Burundi. About 25 people attended the workshop. They used the USAID Fragile States Assessment Framework to identify key patterns of fragility and resilience in Burundi and priority programs to address them.

The five key patterns of fragility in Burundi, formulated by all workshop participants in a plenary discussion, are:

Five Key Patterns of Fragility:

Pattern 1. No government of the people, for the people, by the people

- *State capture*
- *Lack of participation*

Pattern 2. Exhausted/Failing economic opportunity

- *Resource/food/livelihood → insecurity*
- *Lack of opportunity*
- *Population growth*

Pattern 3. Physical insecurity and violence

- *Demobilization*
- *Power sharing*
- *Post-conflict environment*

Pattern 4. Exclusion/Manipulation of ethnicity

- *Mistrust, fear*
- *Unhealthy interactions*

Pattern 5. Bad neighborhood

- *External dynamics*
- *Population flows*
- *Constrained choices*

¹ The following document contains notes taken on flipcharts by the facilitator during the USAID Burundi Workshop.



Discussion and Group Work:
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Once the five key patterns of fragility above were identified, the workshop participants divided into five groups. Each group developed program responses to one of the key patterns of fragility. In shaping these responses, each group was asked to:

- Identify the primary objective of the program
- Determine how USAID could best achieve the program objective
- Set out the parameters (pacing, depth, etc.) of the program

The groups reported out the following:

Program Responses to Five Key Patterns of Fragility

1. Program for Pattern 1: No government of/for/by the people

Primary program objective: Demonstrate benefit of government to people

How to achieve the objective:

- Pick focus issues (e.g., economic policy/service delivery)
- Promote civil society/legislative/executive local government policy dialogue (including media)
- Support targeted policy implementation to reach local level (geographic target)
- Include targeted capacity building
- Work with existing partners to ensure greater consultation (accountability to client groups and local government)

Program parameters:

- Program parameters: donor coordination
- Piggyback on other donors' capacity building
- Encourage donors to replicate dialogue approach in their work
- Lead a DAC principles piloting exercise?
- PRSP vs. TRM?

2. Program for Pattern 2: Exhausted/failing economic opportunity

Primary program objective: Provide economically viable and environmentally sustainable livelihood

How to achieve the objective:

- Food security
 - Collaborative Development → community approaches.
 - Entry points for developing associations? Production, storage, marketing, workforce health, etc.



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- Process: Mapping existing groups
- Physical Insecurity
- Exclusion
- On-farm/off-farm options
- NRM
- Land tenure
- Pro-poor financial services
- Infrastructure
- Collaborative development through community approaches
- For developing associations, entry points are: production, storage. Marketing, workforce, health, etc.
- Map existing groups

Program parameters:

- Local markets development (physical)
- High-impact policy development
- Job training for regional and overseas markets
- Diaspora engagement/investment
- Food aid programming in support of rural infrastructure (e.g. farm to market roads)

3. Program for Pattern 3: Physical insecurity and violence

Primary program objective: Enhance security as sine qua non for short-term and long-term development

How to achieve the objective:

- At the community level
 - Mediation
 - Skills training
 - Policing
 - Media
 - Incentives
 - Land reform
- Gender-based violence
 - Individual health
 - Community attitudes
 - Attack impunity
- National level
 - Rule of Law systems: Judiciary, police, and border patrol
 - Dialogue, best practices
- UN peacekeeping--monitoring role for NGOs/Embassy



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Program parameters:

- Lift 508
 - ROL
 - IMET?
- Donor coordination
 - UN? We lead?
 - Cofunding
- Pacing--urgent

4. Program for Pattern 4: Exclusion/manipulation of ethnicity

Primary program objectives:

- Change of attitudes/behavior
- Equal access/equal opportunity
- Mitigate opportunists

How to achieve the objective:

- Change of attitudes/behavior
 - Local-level activities on economic prosperity and multiculturalism
 - Enhanced learning environments that develop “soft skills”
 - Leverage current successful programs
 - Strengthen/expand media and community integration programs
 - Women and youth as a ‘bridge’ to peace
 - Strengthen women’s leadership roles
- Equal access/equal opportunity
 - Support “education for all” (universal primary education)
 - Expansion of water/sanitation infrastructure
 - Training and affirmation action mentality within good governance programs
- Mitigate opportunistic ethnic manipulation
 - Youth leadership programs
 - Strengthen churches and progressive community organizations’ capacity to mitigate or preempt ethnic manipulation
 - Engage local, regional, continental and global actors to build their awareness and neutralize and counter ethnic manipulation

Program parameters: None mentioned



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5. Program for Pattern 5: Bad neighborhood

Primary program objective for REDSO: Building a GOOD neighborhood

How to achieve the objective:

- Transparency and control of conflict resources (extractive industries) throughout the Great Lakes
- Marginalize (disincentive) domestic terrorism throughout the Great Lakes
- Promote best practices through HR organizations and media in truth and reconciliation in order to reduce impunity in the Great Lakes (with bilateral justice program)

Program parameters:

- Pacing is for next three years
- Then, in year 3, add regional programming to address economic collaboration and expand reconciliation act to include legal professionals and mediators
- Also, work on undermining issues with other donors (HIV, cassava, banana wilt...)
- Do no harm
- DRC, Uganda, Burundi, Tanzania?
- Government, civil society, private sector (national and international)
- Model transparency and participation and accountability and donor coordination
- Develop effective African partnerships

In view of the program responses to the five key patterns of fragility above, workshop participants, in a plenary session, determined operating principles for the priority programs:

Operating Principles

1. Principals for engaging Burundians

- *Promote interdependence*
- *Rebuild trust and relationships*
- *Promote political ownership*
- *Build communication skills*
- *Encourage partners to do what's appropriate and equitable and not what's easy*
- *Quality*
- *Attend to needs/capacity of communities*
- *Close coordination with partners (collaboration and common results)*
- *Local capacity building from outset*
- *Make opportunity of private sector over NGOs*
- *Capacity building, skills training and income generation in all activities*



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2. Principles for how we operate as a donor

- *One USAID team*
- *Ownerships of positives and negatives*
- *Principles in A&A documents*
- *Low-hanging fruit: Do no harm*
- *Work cross-sectorally*
- *Self-monitoring and rapid adjustment*
- *Take smart risks*
- *Learn from “failures”*
- *Schedule self “criticism”*
- *Whole of government approaches; mobilize more of the US government than just development (State and DoD)*
- *Linkages across the portfolio (problem solving)*

To conclude the Burundi Workshop, participants discussed next steps for the Burundi program priorities and summarized the workshop:

Next Steps and Summary

1. Next Steps

- *Operate differently - urgency and risk-taking*
- *Design strategy statement*
 - *Pull together a team (Andy Karas)*
 - *All offices*
 - *TDY's to East Africa*
- *Donor and USG outreach*
- *Need information sharing mechanism - email list*
- *Use Fragile States Task Force to remove obstacles*
- *Need guidance from AFR and PPC*
- *Need DAA level meeting to ensure support for collaboration from here on*
- *Need more information on what donors are doing and planning (Tjip?)*
- *Continued support form OTI and OFDA*
- *Share all ideas - grant proposals*
- *Establish a mission in Burundi*
- *Joint memo to key offices: DCHA, GH, PPC, AFR, EGAT*

2. Summary

- *Fine workshop, especially the excellent work together across USAID*
- *Results provide a basis for moving forward*
- *Burundi will benefit*