



**Global
Partnership**
for Effective Development
Co-operation

Country brief

Burundi

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A. Introduction and Purpose of the Brief

Burundi is a developing country which has adhered and subscribed to international commitments related to cooperation effectiveness for development, from the Paris Declaration through the Accra Action Plan to the Busan Global Partnership and the New Deal.

This brief therefore makes a point of mentioning the achievements already made by Burundi in implementing the Global Partnership and the New Deal since the Busan forum. Though much has been covered, yet, it should be admitted that huge challenges remain to be fully resolved.

B. Country Context

Burundi is a post-conflict country with about ten years of political stability. Since then, Burundi has made considerable progress politically, with the enactment of the constitution (2005) which lays down principles for power sharing and local development, the organisation of two successive democratic electoral cycles in 2005 and 2010 as well as the implementation of the demobilisation, integration and reintegration programme for ex-combatants and rebel groups.

Economically speaking, Burundi has been able to keep up a relatively macroeconomic context. This has been helpful in rebuilding stable institutions. During this period, the country recorded improvement in sectoral indicators, especially in the health and education sectors without losing sight of outstanding progress in gender balance within policy-making circles.

However, the economic growth level/rate (4.2%) has remained low and the per capita GDP has been below expectations. The growth rate has remained timid compared to other countries of the East African Community and other post-conflict countries. Efforts towards growth have always been impeded by population explosion (3%) and the country is still strongly dependent on foreign aid.

The country is therefore very vulnerable to onslaughts of different types, particularly external onslaughts resulting especially from fuel and food prices, soaring tea and coffee prices, climate change and volatile aid flows.

The importance of aid in the country's budget makes it very compelling for the Burundian authorities to ensure the effective use of these resources in order create impact on the growth of internal resources and above all on the welfare of populations. The government has therefore queued up, with determination, in the implementation of international commitments related to aid effectiveness (Paris Declaration, Busan Global Partnership).

To be double sure of the efficient mobilisation and implementation of aid resources, a permanent dialogue between the government and other actors is a must. This necessity led to the creation of the Partners Coordination Group (GCP) which is a dialogue forum par excellence.

Tableau 1 : Pays les plus dépendants de l'aide dans le monde

Classement	Pays	Rapport de l'APD au PIB (moyenne 2000-2010)
1	Libéria	72,40%
2	Tuvalu	43,70%
3	Micronésie*	42,20%
4	Burundi	38,90%
5	Îles Marshall*	37,00%
6	Afghanistan	36,90%
7	Timor-Leste*	36,50%
8	Îles Salomon*	33,60%
9	Sierra Leone	31,40%
10	Rép. dém. du Congo	27,10%
11	Mozambique	25,70%
12	Cisjordanie et Gaza*	25,50%
13	Sao Tomé-et-Principe	24,80%
14	Irak*	22,80%
15	Palau	22,60%
16	Guinée-Bissau	22,30%
17	Érythrée	22,20%
18	Malawi	21,10%
19	Rwanda	19,90%
20	Haïti	17,10%

Source : OCDE (2010)

Note : Les États fragiles sont indiqués en gras. L'astérisque (*) désigne les États fragiles à revenu intermédiaire.

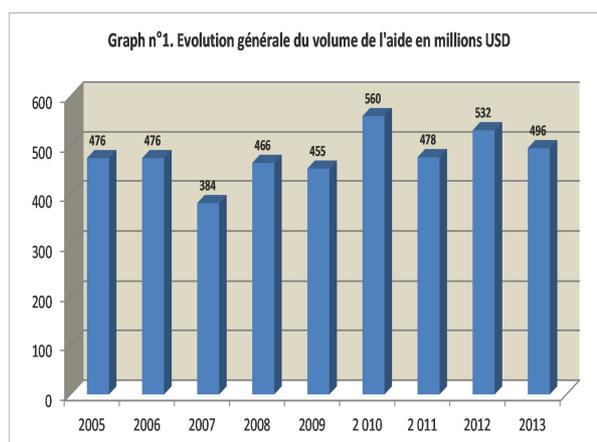
Scope of development funding in the country

Since 2010, the volume of aid provided to Burundi has seen an irregular progression pattern. In fact, although a considerable increase was recorded in 2010 with a sum of USD 560 million and in 2012 with USD532 million, the aid level recorded in 2011 (USD 478 million) and 2013(USD 496 million) is comparable to that of the period from 2005 to 2008.

This increase in the volume of aid to Burundi is far below expectations. In fact, Burundi, which is a post-conflict country and which is making outstanding efforts towards stability and peacebuilding, believed that the international community would as a result grant it an

increasingly substantial aid to help deal not only with emergencies left behind by the crisis, but also to jump-start its economy through productive investment in growth booster sectors.

It is therefore obvious that Burundi has not been able to sustainably keep up the soaring aid flows observed in 2010 which hit a record USD 560 million for the first time in its history. The new fall in aid observed in 2011 can partly be explained by the devastating effects of the global milk down which took a heavy toll on donor countries, especially those of the Euro zone, causing them to adopt austerity budgets.



Source : Rapport sur les flux d'aide au Burundi, Edition 2012-2013

Funding instruments

The analysis of aid flows using funding instruments confirms that Burundi is undergoing a transition from the humanitarian emergency to the development. This situation is characterised by a gradual drop in the volume of humanitarian aid, receding to productive investment which stimulates economic growth and job creation.

Nonetheless, the volume of aid allocated for productive investment and the creation of an enabling environment for this growth is still not enough for a country like Burundi where investment needs are still immense. Relative volume trend between the various funding instruments is good, though it still requires that the volume be stepped up in order to achieve expected results in terms of macroeconomic growth objectives. The following table illustrates the development of the situation from 2010 to 2013.

Disbursement of resources per funding instrument in millions of USD

Instrument	Actual disbursements									
	2010	%	2011	%	2012	%	2013	%	2012-2011 Gap	% Gap
Humanitarian aid	64	11%	63	11%	26	5%	48	10%	22	85%
Technical assistance	115	20%	142	26%	142	27%	162	33%	21	15%
Joint Fund	34	6%	23	4%	8	1%	11	2%	4	52%
Budget and Balance of Payment support	107	19%	105	19%	82	15%	60	12%	-22	-26%
Project support	255	44%	223	40%	275	52%	214	43%	-61	-22%
TOTAL	574	100%	555	100%	533	100%	496	100%	-36	-7%

Source: Report on aid flows to Burundi, 2012-2013 Edition

From this table, one first notices that between 2010 and 2013, there is a readjustment of equilibrium between funding instruments in terms of volume. In fact, over the period under review, one notices that the volume of budget and Balance of Payment support gradually shrinks while that of technical assistance increases. Humanitarian aid estimated at 11% of the overall volume of aid flows in 2010 went down to 5% in 2012 before returning to 10% in 2013. The resumption in the volume of humanitarian aid in 2013 is accounted for by efforts made to reintegrate returnees and especially to repatriate Burundians living in the M'tabila camp in Tanzania. The project support which was estimated at 44% in 2010 was limited to a maximum of 52% in 2012 before experiencing a downward trend to 43% of the overall volume of aid in 2013.

C. Development cooperation and partnership framework

On the eve of the 2005 elections, the newly established democratic institutions took over an administration crippled by conflicts of competence and the overlapping between the institutions concerned with issues related to managing and channelling aid. To curb these imperfections, the government set up the aid coordination national committee (CNCA) in December 2005 to improve the intra governmental coordination of aid-related issues. The CNCA comprises key institutions dealing with aid coordination (Ministry of Finance and Economic Development Planning, Ministry of Foreign Affairs and International Cooperation, and the Ministry of the Interior). To help the CNCA achieve its missions, it was provided with a Permanent Secretariat (SP/CNCA) in 2006.

In a bid to fill the dialogue gap between the government and its partners, participants at the Round Table of partners for Burundi in May 2007 recommended that a Partners' Coordination Group (GCP) be set up. The GCP is a three-level body having at its base Sectoral Groups, then the Strategic Forum and finally the Political Forum. GCP deliberations were officially launched by His Excellency the President of the Republic of Burundi on 25 February 2008.

To prepare for the Strategic Forum and the Political Forum meetings, the Monitoring-Evaluation Group was created. It oversees sectoral groups and centralises information from the sectoral groups. Meetings of the GCP organs (Strategic Forum, Political Forum) are co-chaired by a representative of the government and a chosen leading partner. The principle of the diversity of actors is respected in the meetings of the GCP organs which always involve the administration, the partners, the private sector and the civil society.

The GCP Terms of Reference were endorsed by all stakeholders and they define the role of each stakeholder at all levels and interaction between the organs and the quality and the level of participants. With a view to improve the performance of the GCP organs, the Strategic Forum recommended that an independent diagnostic study of the GCP be carried out. Its results will soon be published.

Mandate of the GCP

The Partners' Coordination Group (GCP) is a joint organ for coordination and dialogue between the government and its partners on issues related to the implementation of the national development strategy (CSLP II). Its mission is to serve:

- ✓ Serve as a forum for dialogue between the government and, technical and financial partners (PTF), the civil society and the private sector;
- ✓ Strengthen aid coordination and harmonisation as well as aligning it to national priorities (CSLP II, sectoral strategies);

- ✓ Support the implementation and the monitoring-evaluation of the second generation strategic framework for growth and poverty alleviation (CSLP II) and sectoral strategies;
- ✓ Monitor the implementation of international commitments related to aid effectiveness;
- ✓ Align foreign funding and project management and programmes to national procedures.

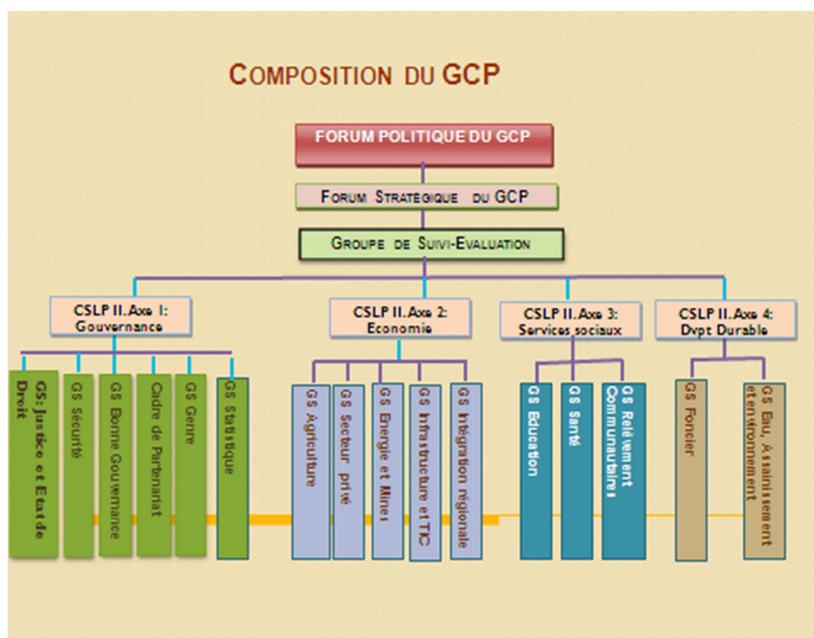
The GCP Secretariat is manned by the SP/CNCA (permanent secretariat/national committee for aid coordination). Thus, the latter monitors decisions taken by the GCP on the basis of deliberations of sectoral groups.

Composition and functioning of the GCP

The GCP is a body built on a three-level architecture:

First Level: Comprising **sectoral groups**. Technical issues related to the elaboration, the implementation and the monitoring of sectoral strategies are handled there, as well as technical aspects related to coordinating the implementation of public projects and programmes. Sectoral groups are chaired by representatives of leading Ministries with the support of the leading partner. They comprise representatives of all the actors of the sector concerned including the civil society and the private sector. The overall monitoring of sectoral groups is done by the Monitoring-Evaluation Group made up of the Ministry of Finance and Economic Planning, the Ministry of Foreign Affairs and International Cooperation, the Ministry of the Interior, the SP/CNCA, the Permanent secretariat for the monitoring of economic and social reforms (SP/REFES) and Technical and Financial Partners. It is co-chaired by the Permanent Secretariat of the CNCA and the Chief of Cooperation of the Embassy of Belgium. Sectoral Groups meet once per month and as many times as deemed necessary.

Second Level: The Second Level comprises the « **Strategic Forum** of the Partners Coordination Group», which handles strategic issues arising from sectoral groups and coordinates the yearly review of the implementation of the the second generation priority action plans/strategic framework for growth and poverty alleviation (PAP/CSLP) II. The Strategic Forum is co-chaired by the Ministry of Finance and Economic Development Planning and the World Bank Resident Representative and brings together representatives of government, Chiefs of Cooperation of Embassies, Chiefs of Mission and Country Directors of Institutions of the United Nations System. The GCP Strategic Forum meets once a month and reviews issues tabled to it by the Monitoring-Evaluation Group. It can organise a retreat to draw up a balance sheet of the previous year and identify key issues which will be discussed at meetings during the upcoming year.



Third Level: The third level comprises the GCP **Political Forum**, with a variable-geometry chairmanship, considering the topics to be discussed. If the topics are of the economic and social domain, it is chaired by the 2nd Vice-Presidency. If the topics are of the domain of politics and peacebuilding, it is chaired by the 1st Vice-Presidency. In addition to senior State political authorities, the GCP Political Forum comprises, Chiefs of Mission of partner countries and the Executive Representative of the Secretary-General/Resident Coordinator of the United Nations System. It meets once every quarter. Its agenda is prepared by the SP/CNCA in collaboration with the Monitoring-Evaluation Group based on the results of the Strategic Forum meetings. A summit meeting is chaired by the Head of State. It is held once per year for the annual review of the PAP/CSLP and developments in the political context as well as to give directives to strengthen the partnership.

The CNCA Permanent Secretariat serves as the GCP Secretariat. It takes decisions to improve coordination in the light of recommendations from the Monitoring-Evaluation Group and prepares the meetings of the GCP Strategic Forum and Political Forum. It prepares an annual calendar indicating GCP meetings which is endorsed by the Strategic Forum.

Results achieved since its inception

This mechanism is credited with huge achievements. In fact, since the inception of the GCP commendable progress has been recorded especially in harmonising the tasks of planning, programming, budgeting and coordinating aid through GCP sectoral groups. This yielded a very positive impact on strengthening the strategic planning capacities of sectoral Ministries and civil society as well as private sector actors involved in the deliberations of sectoral groups.

Also, it should be emphasised that the deliberations of sectoral groups have instituted a complementarity and synergies between contributions from various partners. Huge progress has also been recorded on the issue of aligning and harmonising contributions from partners on national priorities defined in strategy and action plan paper.

However, this mechanism is also beginning to show defects linked to the malfunctioning of its organs. This situation leads to the need to carry out a thorough survey to come up with ways and means of improving the performance of GCP organs in order to overcome current challenges related to aid effectiveness which are notably:

Strengthening institutional and human capacities: Supporting national capacity building for the management of the economy, streamlining legal and regulatory texts thereby clarifying the responsibilities of the bodies involved in coordination while highlighting the necessary interactions, securing the loyalty of the administrative staff through measures of fairness and strengthening results-based management.

- ✓ **Improving accountability and transparency:** Accountability should be improved by strengthening parliamentary control, control by citizens and the use of statistical data in order to increase implementation performance.
- ✓ **Reducing aid fragmentation:** It will require strengthening harmonisation, promoting the division of labour and cooperation by delegation between donors and getting down to restricting parallel units.
- ✓ **Improving the information system about aid.** It will require regularly providing information to the information system about aid (DAD) by the PTF, project/programme managers and Technical Ministries in order to achieve optimum use of the aforementioned

platform. Thus, one would be able to improve aid predictability, have an exact, current and transparent picture of aid and equally promote communication around the results.

D. Progress in Effective Development Cooperation

Progress made in implementing the Busan Global Partnership and unresolved challenges are listed in the following table.

N°	Indicator	Achievements	Challenges
1	Use of the national results framework	<ul style="list-style-type: none"> • Preparation of the unified CSLP II and its PAP with a matrix of indicators • Sectoral policies and strategies as well as their action plans • Ongoing process for the preparation of planning and monitoring-evaluation guides <p>NB: The work of Sectoral Groups was decisive</p>	<ul style="list-style-type: none"> • Improving the alignment of contributions from technical and financial partners (PTF) to national priorities • Strengthening institutional capacities to pull the economy.
2	Conducive environment for the civil society	<ul style="list-style-type: none"> • The civil society is associated with deliberations of the GCP organs, • The civil society takes part in the planning, programming, budgeting, implementation and the Monitoring-Evaluation processes as well as control of the CSLP II 	<ul style="list-style-type: none"> • Streamlining the legal and regulatory framework governing the functioning of the media and the civil society • Improving civil liberties, the Rule of Law and political dialogue
3	Private sector engagement	<ul style="list-style-type: none"> • The private sector is associated with deliberations of GCP organs, • The civil society takes part in the planning, programming, budgeting, implementation and Monitoring-Evaluation processes • Creation of the Public-Private sector dialogue framework 	<ul style="list-style-type: none"> • Streamlining the business environment further, • Strengthening the public-private sector partnership
4	Transparency	<ul style="list-style-type: none"> - Creation of an aid information system (DAD) which is accessible to all online - Training of the system's administrators and users - Adoption of a protocol for data collection - Adoption of a strategy for the development of statistics 	<ul style="list-style-type: none"> - Persuade the PTF to provide data online and in time, - Produce reliable statistics in time, - Become more familiarised with the tool

5	Aid predictability ➤ Annual predictability ➤ Medium-term predictability	<ul style="list-style-type: none"> The DAD collects disbursement estimates and estimated funding plan from various country strategies of PTF(technical and financial partners) 	<ul style="list-style-type: none"> - Improving consistency between the MTEF and the budget, - Encouraging the <i>PTF</i> to pay out according to estimates
6	Aid charged into the budget	<ul style="list-style-type: none"> The DAD provides necessary information for MTEF and budgetary processes 	Encouraging some PTF to provide their medium-term expenditure plans in time
7	Inclusive framework for mutual accountability	<ul style="list-style-type: none"> - Creation of the GCP, - Organisation of the PTF conference (Geneva, October 2012 and sectoral conferences (July and October 2013) - All stakeholders(Government, PTF, Civil Society, Private Sector) actively take part in these processes - Preparation of an aid policy and its action plan - A diagnostic survey of the GCP has been carried out to improve its performance 	<ul style="list-style-type: none"> - Implementing GCP recommendations, - Defining the scope of issues to be discussed by the body, - Mobilising promises from PTF made through conferences - Keeping mutual commitments
8	Gender equality and women empowerment	<ul style="list-style-type: none"> The constitution defines the minimum quota for women's representation in institutions, A gender strategy has been adopted A diagnostic and evaluation survey of needs has been carried out to produce gender-disaggregated data and to make suggestions to the government 	<ul style="list-style-type: none"> Ensure visibility in allocations in the budget intended for promotion of gender equality and women empowerment
9	National systems	<ul style="list-style-type: none"> Preparation of a strategy for public finance management, Decree on budget governance, Budgetary transparency with the participation of the civil society and parliament, Creation of the SIGEFI(integrated computerised system for the management of public finances), Reform of the code for the award of public contracts, Creation of the regulatory authority for public contracts and units across all institutions 	<ul style="list-style-type: none"> Persuade all the PTF to use national systems, Stabilise the SIGEFI system, Strengthen the capacity of units responsible for the award of public contracts Strengthen parliament's capacity to analyse Finance Bills
10	Aid is untied	•	•

Progress made in implementing the New Deal in Burundi

➤ **Implementing the PSGs**

Political dialogue as a means of resolving conflicts was sanctioned by the Arusha deal in February 2000. Since then, Burundi has implemented the Strategic Framework for Peacebuilding (CSCP) built on 5 pillars, namely: (i) good governance, (ii) the GVT/FNL (Gov't/national liberation forces) ceasefire; security reinforcement, (iii) Justice and Human Rights (iv) Land issue, and (v) Community rehabilitation.

Burundi has already completed the implementation of the first generation national development strategy (CSLP 2007-2011). The framework for dialogue (GCP) between the government and the PTFs was instituted since February 2008. The country has already successfully organised two electoral cycles (2005 and 2010) in a conducive atmosphere of peace and security and is gearing up to hold the 2015 elections.

Ever since the New Deal was endorsed, Burundi has adopted the inclusive and participatory CSLP II. The outcome document recounting the progress and challenges to peacebuilding was adopted by the CCP (Peacebuilding Commission) and the Geneva conference was an opportunity to demonstrate the capacity to fit Burundians into a single scheme.

➤ **Implementation of the FOCUS component**

BURUNDI has set up Burundi Vision 2025 and the CSLP II to get the FOCUS project functional. After successfully implementing the CSCP, the remaining challenges related to peacebuilding were incorporated into the CSLP II and across its pillar 1 entitled: “**Strengthening the Rule of Law, Consolidating Good Governance and Promoting Gender Equality**”. The GCP still functions as a framework for dialogue.

➤ **Implementation of the TRUST component**

Transparency in aid is seen notably in the publication of the annual report on aid flows (through the GCP and on www.sp-cnca.gov.bi).

The PTF (technical and financial partners) and the government periodically carry out joint sectoral reviews and joint mechanisms between donors such as the FCE (Joint fund for election) and the Fund for the SP/CNCA are operational:

The use of national systems leaves something to be desired judging by the 23% percentage of the APD (public aid for development) which passed through these systems in 2010. Nonetheless, efforts are observed among some PTF and the strengthening and improvement of these systems are underway to make them more credible

National capacity building is underway. The PNRA (National programme for public administration reform) was adopted and a national capacity-building programme is being prepared;

However, progress recorded in the area of aid predictability is still timid and unencouraging.

Including the New Deal in the CSLP II

As pointed out above, residual challenges in peacebuilding after the implementation of the CSCP were included in the CSLP II through its pillar 1. “Strengthening the Rule of Law, promoting good governance and promoting gender equality”. The latter addresses issues of good governance, justice, security, human rights, democracy and gender. Those are the issues raised in **PSGs 1,2 et 3** ;

Pillar 2 (Transforming the Burundian economy to become growth-sustainable and **job creative**) is a perfect match to the spirit of the **PSG 4** in relation to economic foundations and aims at job creation and improving livelihoods;

The **PSG 5** which is devoted to income and services and which aims at management and capacity building for the provision of responsible and equitable services is considered in pillar 3 of the CSLP II: “Improving the rate of access and the quality of basic services and strengthening the **social protection floor**”.

Regarding the NEW DEAL **pillar** on **PRIORITY**, it finds its place in the **CSLP II as a short-term tool for operationalisation of the Burundi vision 2025**. It should be recalled here how much the preparation and endorsement process of the CSLP II has been participatory and inclusive. This conforms to the notions of Agreement and support to dialogue advocated in the FOCUS project;

Finally, the TRUST pillar was not left out. Chapter 7 of the CSLPII examines the “**Institutional framework and Monitoring and Evaluation Tools**”. The GCP whose inclusive nature speaks for itself, is the preferred tool to measure progress in the implementation of the CSLP II. Let’s underscore that the SNBGC which looks into issues of strengthening national systems for public finance management and the award of contracts as well as other administrative and legal aspects are an integral part of the CSLP II.

The Priority Plan for Peacebuilding (3rd phase) offers opportunities for the implementation of the New Deal (indirectly)

As a conclusion on this part devoted to the New Deal, it should be pointed out that Burundi is not among the 7 pilot countries. Nonetheless, concrete actions are being undertaken through the implementation of the CSLP II towards peacebuilding as advocated by the New Deal

A PPCP (Priority plan for peacebuilding) was signed between the government of Burundi and the CCP (Peacebuilding commission) to cover the 4 priority areas, namely: i) Social cohesion and national dialogue; ii) youth participation in political and social life and in reconciliation initiatives; iii) the democratic exercise of human rights; iv) peaceful resolution of land conflicts

This PPCP will help keep attention on the challenges of peacebuilding which persist in our country.

E. Development Effectiveness Agenda

The country’s authorities are convinced that effective development will be achieved with the participation of all actors who rally for a common goal. To achieve it, some key objectives have been targeted, namely:

- Developing planning and monitoring tools for a results-based management;
- Strengthening institutional capacities to pull the economy;
- Streamline the legal and regulatory framework to ensure the full participation of all actors and civil liberties;
- Strengthen the quality of dialogue by improving the performance the GCP organs

To succeed in this challenge, the identified factors responsible for progress are mostly:

- The leadership of Burundian authorities;
- The perspicacity of reforms undertaken in streamlining national systems for the award of public contracts and the management of public finances;
- The modalities for the supply of aid to Burundi and its volume.

- Political and security stability of the country.

F. The Global Partnership and its contribution to the development effectiveness agenda at country level

The global partnership has reinforced reform efforts which were already started under the implementation of the Paris Declaration principles. It has positioned itself as a spurring stimulant not just to complete the unfinished agenda but has also pushed the government to adopt the aid policy action plan while taking into account the need to focus on results, strengthen partnership and create more conducive conditions to incorporate the diversity of actors.

With the support of partners, the government is taking action to acquire tools needed to institute a results-based planning and budgeting system by putting in place a planning guide. This tool will be completed with the development of a monitoring-evaluation guide which will be used by all actors to understand the progress made and enlighten the policy-making process in order to achieve the target objectives set at national and sectoral level.

From the foregoing analysis, one infers that much is expected from the global partnership. It must act as an interface between aid-recipient countries and aid-providing countries and organisations in order to steer dialogue and move towards results concretisation. That is to say, implementing one another's engagements. It must also ensure the respect of the normative framework governing the implementation of international cooperation to make it feasible and beneficial to everyone.

Its role is increasingly becoming delicate within this context of reflection on the post-2015 agenda. It must help draw lessons and capitalise on the results achieved with the implementation of the MDGs in order to take a giant stride towards the development of poor countries like ours. It therefore has a huge yoke of responsibility to take on.

G. Conclusions and recommendations

Burundi has undoubtedly made progress since the signing of the Global Partnership and the New Deal in Busan at the close of 2011. However, many constraints are yet to be overcome. These constraints are related to the gap in institutional and leadership capacities. A government desire to address this is quite evident and is seen in the creation of the dialogue framework and reforms undertaken in almost all the areas concerned.

The support and involvement of all actors is seen as an essential guarantee to reinforce learning, mutual responsibility and to satisfy the principle of inclusiveness.

H. References

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