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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR BURUNDI\*

<u>Programme period</u>	<u>Actual resources programmed</u>	<u>\$</u>
1987-1991	IPF for 1987-1991	28 627 000
	carry over from third cycle	(599 000)
	Other resources programmed	<u>9 806 000</u>
	Total	37 834 000

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\* Listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) activities envisaged under the operational funds and programmes under the authority of the Administrator; and (e) distribution of new country programme by sector.

## I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Burundi is a land-locked country with a high population density, limited natural resources and a low per capita income (\$240 in 1984). Social indicators place Burundi among the poorest African countries. The population growth rate is high: 2.9 per cent per year, according to projections for the period 1980-2000. Agriculture is the mainstay of the economy, providing approximately 60 per cent of the gross domestic product (GDP). Coffee is the main export, accounting for 80-85 per cent of all goods exported. The country has been able to maintain its food self-sufficiency, at least for most common foodstuffs and, despite strong population pressures on already scarce land, the rural exodus has remained limited. There has been scant progress towards diversifying production and exports, however, and the economy is still very much at the mercy of meteorological conditions and fluctuations in world commodity prices. Because it is land-locked, Burundi frequently experiences product shortages and also shortfalls on its export earnings, especially when transit conditions through neighbouring countries are disrupted. Moreover, the country suffers from a shortage of qualified staff and skilled manpower: the adult literacy rate is about 30 per cent.

2. Between 1978 and 1981, public investment increased as a result of an increase in export prices for coffee, increased public savings and the continuation of considerable foreign aid. During this period, real GDP at factor-cost grew by an average of 5.2 per cent a year, added value in the manufacturing sector increased by approximately 14 per cent a year and investment rose to 14 per cent of GDP as against 8 per cent in previous years. The educational system and basic road and energy infrastructures were expanded. However, progress was not as satisfactory in other fields. Industrial development was focused mainly on the domestic market and a protectionist system encouraged the creation of unprofitable corporations, in particular public corporations which ended up heavily dependent on State support. The growth of imports, combined with a rapid increase in consumption and domestic investment, outstripped that of export earnings, deriving mainly from coffee. The current account deficit of the balance of payments soared, as did the deficit for central Government transactions. Government controls were instituted in the area of economic management, and this led to economic distortions.

3. Between 1982 and 1985, Burundi's economy was marked by slow and unstable growth of GDP in real terms and massive external and internal financial imbalances. During this period, domestic savings were low (an average of approximately 4 per cent of GDP) and financed only a small proportion of investments, which on average accounted for about 17 per cent of GDP. The overall deficits of central Government transactions (on the basis of commitments) represented, on average, around 9.1 per cent of GDP and were accompanied by very frequent recourse to foreign borrowing, increasing indebtedness to the domestic banking system and an accumulation of domestic arrears. Although most development projects are largely financed by donations and foreign loans, local currency expenditures on both these projects and other public spending could not be covered by tax revenues. In foreign trade, export earnings financed less than half of imports. The current external deficit (approximately 8 per cent of GDP) required

heavy borrowing from abroad and contributed to a massive increase in debt service payments, balance-of-payments deficits and a marked weakening of the position of the country's official net reserves. The latter dropped to less than 1.1 import months at the end of 1985, as against 3.8 months at the end of 1981.

4. In the light of this situation and of the pressing need to create conditions which would help increase the rate of economic growth in real terms and restore the medium-term viability of the balance-of-payments, the Government decided to implement important economic adjustment measures. Following negotiations with the International Monetary Fund (IMF) and the World Bank, an agreement for a structural adjustment loan entered into force on 1 July 1986.

#### B. National development strategies

5. Burundi's economic and social developments strategy must deal with a number of constraints deriving from the country's situation: (a) population density; (b) population growth; (c) land-locked situation; (d) lack of natural resources; and (e) a largely non-monetarized economy.

6. Burundi's population density of 176 inhabitants per km<sup>2</sup> in 1984 makes it the second most densely populated country in Africa. This high population density, exacerbated by a high growth rate of 2.7 per cent, has resulted in a race against the clock between the increase in food resources and the increase in population. Pressure on land has caused farms to be parcelled out, their average size being 1.8 hectares of which only 0.89 hectares are under cultivation.

7. During the period 1972-1982, the increase in food production did not keep pace with population growth (2.2 per cent as compared with 2.65 per cent) and this situation deteriorated further in 1983 and 1984. However, 1985 saw the beginnings of an economic upturn and the added value of food production increased by 5 per cent, far outstripping population growth.

8. As a landlocked country, Burundi has absolutely no access to the sea. This increases transport costs for imports and restricts export opportunities. In the long run, the adverse effects of this situation will be mitigated only by covering increasingly the country's needs through local production and through the establishment of a new foreign trade structure for Burundi which would give preference to trade with neighbouring countries.

9. The limited size of the national economy, which includes a large non-monetarized sector, is a constraint on the development of the industrial sector. Burundi's population is sufficiently large to make it a sizeable market, and one which will expand as the structures established several years ago for supporting and encouraging the industrial sector develop. It must be borne in mind, however, that this market will continue to be too small to maintain self-sustaining growth. An economic policy of subregional integration will therefore have to be pursued. Burundi is already a member of the various technical commissions responsible for setting up projects aimed at such integration, principally in the areas of industry, communications and agricultural development.

10. Lastly, the structure of the subsistence economy, which generates very little trade, and limited purchasing power, which creates little incentive to increase production, are fundamental obstacles to the development of the agricultural sector.
11. The Fourth Four-Year Economic and Social Development Plan for Burundi, 1983-1989, pursues the same overall objectives as the Third Plan, namely:
  - (a) transformation of Burundi's economic structures;
  - (b) equitable distribution of the factors of production;
  - (c) equitable distribution of income;
  - (d) mobilization of the resources needed for production;
  - (e) alleviation of hunger and malnutrition;
  - and (f) enhanced educational opportunities.
12. At its first national congress, the Party for Unity and National Progress (UPRONA) decided to give priority to agriculture and food self-sufficiency. The second party congress, held in 1984, established the country's overall political, economic and social priorities for the coming five years.
13. In order to develop agriculture and attain food self-sufficiency, the Government is seeking to make arable land more widely available, change cultivation methods, diversify export crops and mobilize the rural population.
14. The Government considers that its primary objective of food self-sufficiency must be achieved not only through the implementation of a set of development activities centred on the intensification of agriculture, but also through the creation of non-agricultural employment in both rural and urban areas and the application of a population policy.
15. Agricultural development will yield surpluses which can be used to promote the industrial sector and cottage industries. In past years, the industry and cottage industry sector did not develop adequately despite the action taken by the Government to encourage investments in that sector. Its contribution to the gross domestic product remains small, even though, in recent years, there has been a substantial increase in the sector's added value. The industrial policy to be pursued will focus mainly on export promotion and import substitution, encouraging the establishment of small- and medium-sized industrial units which use local raw materials. Thus, agriculture will play a leading role in the promotion and development of industry. With the establishment of a broad programme to stabilize and revitalize the national economy, this policy is already being put into practice.
16. On 1 July 1986, the Government began an important structural adjustment programme financed by the World Bank, Japan and Switzerland. The basic aim of this programme is to overcome the country's present economic difficulties and lay the foundations for sustained growth in the medium term by making use of the country's comparative advantages and relying on the private sector. In order to attain these goals, important economic measures are being or will be introduced:
  - (a) Reform of the incentive structure by means of exchange rate import liberalization and export promotion policies, in order to encourage export activities and effective import substitution;

(b) Rationalization of public spending in order to, inter alia, reduce the budget deficit, increase the efficiency of public spending and programme the volume of public investment at a level compatible with available resources;

(c) Changes in monetary and credit policy;

(d) Improvement of external debt management;

(e) An industrial policy aimed at enhancing the efficiency of the sector, in particular by increasing the role of the private sector and eliminating economic distortions;

(f) Reform of the public enterprise sector, including the rehabilitation, privatization and closure of non-viable public corporation; and

(g) An agricultural policy aimed at encouraging the production and enhancing the quality of exports, based on an institutional framework which makes it possible to maximize the impact of the resources allocated to the sector.

#### C. Technical co-operation priorities

17. The Fourth Plan includes an ambitious investment programme of \$230 million a year (\$100 million more than what was spent during the Third Plan). Anticipated external financing accounts for 70 per cent of this programme and technical assistance is an important element.

18. Thus, for 1984, the development assistance report gives a total of \$72 million spent on technical assistance by external sources, representing 55 per cent of total aid and about \$30 per capita, which is a considerable sum.

19. Despite major efforts to improve training and strengthen institutions during the Fourth Plan and preceding plans, technical co-operation requirements for the medium term will remain considerable in most socio-economic sectors. Since the education and training system was rudimentary when Burundi became independent in 1962, most of the country's qualified staff are young, and considerable gaps remain in several areas. More than half of those employed in the structured sector are considered to have a level of training lower than that required for their job.

20. Technical co-operation priorities have thus far been defined in terms of requirements for the implementation of investment projects under the socio-economic development plan. A more specific assessment of technical co-operation needs, which should focus on the long-term goals of institution-building, has not been carried out.

21. The Government, with the assistance of the United Nations Development Programme (UNPD) and the International Labour Office (ILO) (BDI/78/005), is strengthening human resources planning so that, in the preparation of the next five-year plan, available human resources will be taken into account when programme goals are set; and training and technical assistance requirements will be more clearly defined.

22. The Government, in co-operation with UNDP, is currently making an assessment of the use of national human resources and of technical assistance as part of the National Technical Co-operation Assessment and Programmes (NATCAP). This assessment has been in progress since January 1986 and concerns the efficiency and impact of the various procedures for identifying, programming and implementing technical co-operation programmes, and the identification of needs in the areas of training and outside expertise, measures to strengthen institutional structures, and the use of national human resources. In its initial stages the study is directed at agriculture, planning and administrative management. Its results could not be incorporated as such in the identification of priorities for the fourth country programme in view of the timetable for consideration and submission of the programme. Nevertheless, it is understood that some of the NATCAP recommendations will be of use in the ongoing implementation of the programme and in the formulation of projects.

23. The definition of technical co-operation priorities is also facilitated by consultations in the agriculture and education sectors - consultations for which UNDP provides technical assistance financed by the Netherlands Trust Fund (NTF) and which should lead to the identification of sectoral programmes. As a starting point, several sectoral and subsectoral studies have been carried out analysing each sector's potential, constraints and priority activities and strategies. In each sector, institution-building was seen to be essential to improved programme management in various areas such as the restructuring and equipment of the livestock production service, or the improved planning and financial management of education.

24. Better use of national human resources, institution-building and national self-reliance are in fact major concerns both of the Government of Burundi and of the principal donors. Far too many technical co-operation projects do not allow nationals to subsequently take charge.

25. Finally, the medium-term priority goals of technical co-operation consist in placing more emphasis on the training of national human resources and on institution-building, and in supporting the Government's strategy, as described above, with a view to introducing economic change, improving planning, strengthening public administration, achieving food self-sufficiency and diversifying the productive sector.

#### D. Aid co-ordination arrangements

26. According to the annual report on development co-operation prepared by the UNDP Burundi office, in 1984 Burundi received foreign aid amounting to some \$132.5 million, of which \$72.5 million was for technical assistance. According to the 1984 report, this assistance came from bilateral sources (53.8 per cent: Belgium, France, the United States of America and the Federal Republic of Germany being the principal donors), multilateral sources (39 per cent: World Bank, United Nations, European Development Fund (EDF), and others) and non-governmental organizations (7.2 per cent). The main sectors benefiting from this aid were agriculture - 18.4 per cent; transport and communications - 18.4 per cent;

education - 20.9 per cent; natural resources - 12.6 per cent; and health/water - 14.9 per cent.

27. The Government, more specifically the Ministry to the Presidency with responsibilities for the Plan, co-ordinates the aid. Several measures are being taken to further enhance the co-ordination of aid and make it more effective and better suited to the country's development needs. Since total per capita aid is high and the country is small, and since the sectors in which aid is a priority are concentrated in a limited number of areas, there is a danger of some competition among the different aid sources. The policies defined in the development plans, and the sectoral programmes which underlie them, require that both domestic and foreign resources be better allocated. To that end, the Government has created a mechanism for following up and co-ordinating foreign aid, in the context of the round tables and bilateral and multilateral consultations, with a view to mobilizing sufficient resources and allocating those resources to priority areas.

28. During the third country programme, UNDP helped the Government to organize the February 1984 round table, as well as sectoral consultations in the areas of education and rural development. The sectoral consultations, in particular those in the education and training sector, helped to improve aid co-ordination, in particular by mobilizing external assistance to support and finance a coherent sectoral development programme. This process made it possible to conduct an in-depth analysis of the education sector as well as exchanges of views on sectoral development strategy between the Government donors.

29. The informal consultation procedures among donors are an important element for the co-ordination of aid. Because of the country's size, virtually all UNDP projects are linked with other sources of aid. For example, in the agricultural sector there are frequent consultations on both sectoral orientation and individual projects with the World Bank, EDF, the United States Agency for International Development (USAID) and Belgium.

30. UNDP support can help to attract other donors, as in the case of the special public works project (BDI/81/016) in which UNDP technical assistance is helping to realize investments financed principally by EDF, Belgium, UNCDF and the Netherlands. The projects for human settlements and the Centre for Basic and Advanced Vocational Training (BDI/85/006) involve considerable cost-sharing by the Swiss Government and EDF. Under the previous country programme, UNDP support for the co-operative movement at the level of central services and certain regions helped the Government to find and co-ordinate funding for specific activities or for specific regions.

## II. THE COUNTRY PROGRAMME

### A. Assessment of the previous programme

31. One of the main characteristics of the third country programme as originally formulated was the broad range of sectors receiving UNDP assistance, which consisted principally of some 46 projects, 21 of which were small scale (less than

\$400,000). UNDP resources were distributed among the following 12 sectors: general policy and planning issues - 0.7 per cent; natural resources - 18.1 per cent; agriculture, forestry and fisheries and rural development - 23.3 per cent; industry - 10.4 per cent; transport and communications - 3.6 per cent; human settlements - 4.4 per cent; health - 2.5 per cent; education - 21.1 per cent; employment - 4.8 per cent; social conditions - 0.8 per cent; science and technology - 5.3 per cent.

32. Over the years, however, the ongoing programming process and the reduction of IPF resources have permitted some reorientation of available resources towards a more limited number of priority sectors.

33. During the third country programme, some 31 projects - 10 of them small scale - were actually financed. By the end of 1986, the programme was limited to five sectors of the economy, with special emphasis, by order of importance, on rural development and agriculture, education and training, and planning. The new programme also aims to concentrate resources in certain areas.

34. When we examine the results achieved under the current programme, we find that the execution of the programme has been satisfactory in so far as the activities envisaged at the beginning of the programme are concerned. The impact of the programme on institution-building and human resources development has been limited, however, and most projects have done no more than provide direct support for the Government's development programmes. In fact, only seven of the 18 most important programmes implemented were originally formulated and conceived with institution-building as their principal aim. The primary function of the other projects was direct support. Institution-building, and training to permit nationals to take over projects, will be major concerns of the new programme. For example, while phase I of the tick control project (BDI/81/021) was too isolated from its institutional context, phase II will be better integrated into the Department of Animal Health and there will be more counterpart staff and functions.

35. With regard to project substance, all the projects contribute to Burundi's socio-economic development. It is not clear in some cases, however, that the projects were aimed at a major bottle-neck. The economic justification and the priority to be accorded under a sectoral or national development strategy could, in some cases, have been more fully defined and specified when projects were being formulated. Moreover, most of the projects require a well-defined strategy for their respective sectors. UNDP will be taking a more active part in project formulation and implementation, concentrating in particular on questions of sectoral strategy and the complementarity of other ongoing activities.

36. Some other projects address the major constraints facing the country but have not fulfilled their goals, one example being project BDI/85/005 for the preservation and processing of foodstuffs. This poor performance can be attributed to the fact that these projects were poorly designed from the start and the extension and dissemination systems used were not completely appropriate to the project environment.



37. Of the 18 projects studied, 10 contribute to the first priority of improving planning and economic management. The goal of one project was food self-sufficiency and three projects directly benefited the disadvantaged population. Under the new programme, six projects will be aimed directly at the latter goal.

38. As in other African countries, women play an important role in the economy, particularly agriculture in which they are the majority of the work force. Only two projects directly addressed the integration of women in development, but several other projects also benefited women either directly or indirectly. A special effort will be made during the fourth programme to devote special attention to the role of women in project formulation and implementation, particularly with rural development projects (such as the special public works programme, food growing in marshland areas, and the processing of foodstuffs) in which women would be the direct beneficiaries. Training projects such as the Centre for Basic and Advanced Vocational Training also address women's needs.

39. The successful efforts to find and harmonize various sources of financing will continue under the new programme.

#### B. New programme proposal

40. On the basis of the foregoing considerations as to the impact and results of the third country programme, the Government wishes to consolidate the activities and concentrate the assistance planned for the fourth cycle in three main sectors of activity:

- (a) Strengthening of the productive base;
- (b) Economic planning; and
- (c) Human resources development.

41. Three important criteria guided the formulation of the programme. First, the continuity of UNDP assistance in some areas where past experience provided an important basis on which to pursue development activities. Second, all the major projects had been evaluated in depth and their objectives reviewed and, in most cases, reoriented. Third, the overall objectives of the programme were reoriented in keeping with the country's changing needs and its current development strategy.

42. The financial resources available for the new programme are estimated at \$37,834,000, of which \$28,627,000 are provided by indicative planning figure (IPF) (from which 1 million borrowed for the third cycle must be deducted). The rest of the financial package comes from the operational funds placed under the authority of the Administrator, cost-sharing with bilateral donors and other parallel financing arrangements outside the United Nations. As a result, the new programme will comprise fewer projects and these will focus more on certain target sectors, particularly the agricultural sector.

### Productive base and food system

43. The continuing dependence of Burundi's economy on coffee exports, which account for 70 to 95 per cent of export earnings, makes its performance subject to the vicissitudes of the world coffee market. The economy is, moreover, still essentially a subsistence economy and the rural sector remains vulnerable to climatic conditions.

44. In recent years - until 1985 - the situation on the world coffee market has been generally unfavourable. Climatic conditions in Burundi have also caused problems. This has resulted in a deterioration in several macroeconomic indicators, including a slow-down in the growth of GDP (1.4 per cent a year between 1982 and 1985), increased budget deficits and a deterioration in the balance of payments.

45. These fundamental problems of Burundi's economic structure can be solved only by strengthening and expanding its productive base in the medium-term. Two key elements of this strategy are to maintain food self-sufficiency, which may be jeopardized by population pressures, and to diversify the economy.

### Food crops

46. Population growth and the increase in areas under cultivation are taking place in a context which reflects, and is accelerating, a growing crisis in the traditional food system:

(a) Uncontrolled deforestation, which has an adverse impact on soil, climate and water resources;

(b) Reduced livestock production and thus a reduced supply of animal protein and manuring potential;

(c) Extension of cultivation to marginal land which is susceptible to erosion and has little agricultural value;

(d) Further reduction of land reserves and thus of fallow land.

The basic indicators are clear: calorie intake is declining; food production is no longer automatically keeping pace with population growth. All in all, there is less and less room for manoeuvre.

### Development of food growing in marshland areas (BDI/85/005)

47. This project was formulated and approved in July 1986, its main objective being the development of rice production in the marshlands of the three provinces of Karuzi, Muyinga and Kirundo. It contributes to the Government's overall objective of increasing food crop production in order to achieve food self-sufficiency. The marshlands, which cover an area of 112,000 ha., represent a potential that so far has been relatively underutilized. Approximately half of the marshland area is cultivated only during the dry season and it is only since 1980

that it has begun to be cultivated during the rainy season. This project is based on the experience gained in the rural engineering training project (BDI/81/019), which ended in 1986 and which strengthened the Department of Rural Engineering and trained technicians from the field. The UNDP contribution is estimated at \$1,600,000 during the new programme. Particular attention will be given to the role of women to ensure that the development of the marshlands benefits women, who are responsible for food production.

#### Agrometeorology (BDI/86/0021)

48. The Government is trying to establish an early warning system in the area of agricultural production in order to ensure food security. To do this, it is necessary to step up the collection of agrometeorological data at the national level, the processing and analysis of such data and their timely dissemination to users. The Government is therefore requesting that the agrometeorology component of the hydrometeorology project (BDI/86/003), which began in 1982, be extended. This component was reformulated in detail by an evaluation mission held in 1986. The proposed UNDP contribution is estimated at \$750,000.

#### Promotion of agricultural production (BDI/80/003)

49. The project for promoting agricultural production through the processing of foodstuffs and the introduction of draught animals figures prominently among those proposed by the Government in this sector. The new activities will follow up those already carried out under the project for the preservation and processing of foodstuffs, which ended in 1985. The approach and the type of activities to be carried out under the new project will be completely different from those for the old project, however.

50. The main objective of the new project will in fact be to develop rice and manioc processing technology and to analyse the needs of users and the market that exists for the finished product. Reducing the work-load of the women who process the foodstuffs will be an important aspect. The project also provides for a related study on the establishment of a national animal draught centre. The proposed UNDP contribution is estimated at \$1,100,000.

#### Linkages

51. The marshland food growing programme will be executed in close co-ordination with the EDF and World Bank integrated rural development projects in the regions concerned. The agrometeorology project (BDI/81/402) will help to establish a food security system which will supplement other activities, notably the food reserve contribution financed by EDF. The foodstuff processing project (BDI/85/008) will be co-ordinated with the United Nations Children's Fund (UNICEF) programme on appropriate technology, extension and training in the field of rural development and with the activities of the Caisse centrale de co-opération économique of France.

#### Livestock production

52. Until now, agriculture and livestock production have been regarded as two entirely separate sectors. In recent decades, however, with increasing land

settlement encroaching on grazing areas, the two sectors have become increasingly interdependent. The present alarming decline in the number of large livestock could result in a gradual loss of soil fertility, lower production indicators and rates of land use, and the allocation of fewer resources to the subsector.

53. This situation, which was analysed in the sectoral study carried out by UNDP in 1985, highlights the need to:

(a) Set up a recovery programme and mobilize the necessary financial and human resources to carry out this programme;

(b) Devise the priorities of the livestock production subsector, in particular by encouraging increased production within the family farm, as part of an integrated system of agriculture and livestock production; and

(c) Define the development strategies for the main, most densely populated areas.

#### Tick control (BDI/85/011)

54. In its second phase, this project, approved in January 1986, aims to apply in the field the results of research into the ecology and spread of ticks conducted under the first phase of the project. This pilot operational phase will apply the principles of the strategic seasonal tick-control campaign to 30 cattle dips - to be repaired - situated in the natural areas where the above-mentioned studies were carried out. The proposed UNDP contribution is estimated at \$575,000.

#### Strengthening of livestock production services

55. In the same context, the Government is proposing a new project based on the analyses and recommendations contained in the UNDP sectoral study. The aim of this new project will be primarily to strengthen the livestock production services of the Ministry of Agriculture and Livestock Production. The proposed UNDP contribution is estimated at \$1,400,000.

#### Forestry

##### Forestry training (BDI/78/003)

56. The country's forestry personnel requirements are estimated at 140 technicians and 72 engineers between now and 1990, and a further 160 technicians and 54 engineers between 1991 and the year 2000. Although engineers have to be trained abroad, technicians are trained in Burundi in several specialized schools. In its current form, the forestry training project (BDI/78/003) approved in 1979 will end in 1987 when the training of national counterpart staff abroad is completed. The new project is designed to supplement the local training of forestry technicians who will take over from the experts providing training at the Agricultural Institute.

57. The country's vegetation cover is only 3 per cent, the rural population's timber needs are not being met and afforestation measures to protect against soil

erosion are still insufficient. Despite the Government's efforts, the country still lacks protective woodlands and lumber and timber. The fourth plan therefore includes a large number of reafforestation projects.

58. This project is designed to increase the number of forestry training staff at the Burundi Agricultural Institute and to expand the staff of the Department of Water and Forests and the State and semi-public reafforestation offices and agencies in order to implement the national reafforestation programme. This programme aims to plant an area of 83,000 ha. and improve a further 45,000 ha. of natural forest by the year 2000. The UNDP contribution is estimated at \$194,000.

#### Labour-intensive public works (BDI/81/016)

59. This project, which is designed to promote paid employment while creating socio-economic infrastructures, also includes a major reafforestation programme. Approved in July 1982 by the Ministry of Agriculture and Livestock Production, the project is intended to provide the necessary technical assistance to implement the expanded programme of labour-intensive public works, the investment component of which is being covered by several sources of foreign funding. Project activities, which are a follow-up to the pilot programme carried out since 1977, also focus on the construction and repair of rural roads and tracks, anti-erosion works, and training in return for special efforts. Women benefit from the jobs created, particularly those involving the upkeep of forestry nurseries.

60. The Government is requesting an extension in order to complete the installation of basic infrastructures in Ruyigi and Muramvya provinces. This proposal includes the creation of additional economic and social infrastructures in Ruyigi province, the protection of catchment areas in that province through the reafforestation of ridges and hillsides (3,500 ha.), the conservation and improvement of pastureland (3,500 ha.), and the planting of forage and soil-retentive grass on anti-erosion ditches on arable land (3,600 ha.). Lastly, it includes a small access-road infrastructure component in Muramvya province (5.5 km.). The proposed UNDP contribution is estimated at \$2,100,000.

#### Linkages

61. The Burundi Agricultural Institute trains forestry technicians who will work on the large-scale reafforestation programmes financed by other major donors (Fund for Aid and Co-operation of France (FAC), Belgium and the World Bank). The project BDI/81/016 provides the technical staff for a vast investment programme which includes: the Danish International Development Agency (DANIDA), EDF, UNCDF, Belgium, the Federal Republic of Germany and, in the future, the Netherlands. A parallel project for small-scale works and reafforestation has also been submitted to the Arab Gulf Programme for United Nations Development Organizations (AGFUND) for financing.

#### Fisheries/fish farming

62. Fisheries are an important activity for Burundi both economically and socially. Fish is an important source of animal protein (34 per cent of total

animal protein consumption) and the country's least expensive source of such protein.

#### Development of fisheries and fish-farming

63. In the fisheries fish-farming subsector, there is a proposal for a project which also derives from the sectoral study. This project, the details of which have yet to be worked out, could include the formulation of a general plan for development of fisheries and fish-farming (to be incorporated into the five-year plan, 1988-1992) and the strengthening of the Fisheries Department through the creation of a unit responsible for the design, execution and monitoring of the fisheries and fish-farming development programme. The proposed UNDP contribution is estimated at \$1,800,000.

#### Linkages

64. The fisheries project will be co-ordinated with activities undertaken at the regional level by the Food and Agriculture Organization of the United Nations (FAO) and with those being carried out by the Peace Corps, the Centre canadien d'études et de coopération internationale (CECI) and various NGOs in the area of fish-farming in Burundi.

#### Small and medium-sized industries

65. One major constraint on development is the structure of the economy, which is largely based on subsistence agriculture (see paras. 5-16). Development of the non-agricultural sector is therefore an essential stage in the effort to promote trade, specialization and diversification.

#### Industrial Development and Promotion Centre (BDI/81/008) (continued)

66. The promotion of small and medium-sized industries will be the subject of a new project to be implemented under the auspices of the Ministry of Commerce and Industry as a successor to the Industrial Development and Promotion Centre project (BDI/81/008). The new project, which has yet to be worked out, should aim to improve the promotion of investment projects for small and medium-sized industries, expand and diversify assistance to enterprises and contribute to the basic and advanced training of qualified staff. The sectoral objective is to provide momentum to the private sector as the principal agent of industrial development. The estimated UNDP contribution is \$2,600,000.

#### Mining training (BDI/86/005)

67. The Government is asking UNDP to finance certain small-scale activities in the mining research sector. The project is the outcome of the research carried out under the mining research project, which was financed by UNDP up to the end of 1986 and was most recently concerned with small-scale prospecting for gold and tin. The UNDP contribution will be \$600,000.

### Linkages

68. The promotion of small and medium-sized industries fits very neatly into the structural adjustment programme financed through the World Bank, which is intended to increase the efficiency of the industrial sector and give priority to the role of the private sector.

### Rural communications

#### Telecommunications (BDI/86/008)

69. A small rural telecommunications project is being proposed, the aim of which will be to provide the necessary expertise to establish a telecommunications network inside the country. The UNDP contribution will be \$400,000.

### Programmed reserve

70. A reserve of \$2,958,000 is programmed for the execution of projects in the areas of agricultural development, forestry and rural engineering, possibly with the participation of UNCDF and the World Food Programme (WFP), as well as other projects which might emerge from the ongoing sectoral consultations.

### Economic planning

71. The fourth plan recognized the need to ensure better development planning and better co-ordination of agricultural development activities within natural regions, in order to make external resistance more coherent and effective.

72. One of the major objectives will be to transform urban centres into development poles and then to promote migration from heavily populated areas to thinly populated areas and, lastly, relocate the very scattered rural population in villages linked to the development poles. This objective can be achieved only in the long term.

73. In the short term, the Government wants to promote and initiate productive activities in rural areas. To do so, it will have to encourage industrialization in rural areas which are already densely populated while encouraging part of the population concerned to emigrate to less populated areas. Regional and urban planning works will therefore, as a matter of priority, have to address the geographical aspect of economic and social development.

74. Lastly, a policy of regional physical planning will have to be defined which emphasizes the geographical aspect of problems while, at the same time, a long-term land usage plan will have to be implemented and investment guidelines established.

75. The fourth plan emphasizes repeatedly the need to establish a policy for optimum utilization of the country's human resources and calls for a particular effort with respect to human resources planning based on the compilation of employment statistics and forecasts of manpower requirements and availability.

Regional planning (BDI/85/007)

76. This project, which started in 1986, will continue until 1989 at least and is intended principally to strengthen the regional planning and national physical planning unit, which provides support to the provinces by allowing them to take their place in the different phases of the planning process, particularly during preparation of the fifth plan. Another objective of the project is to develop a blueprint for national physical planning to serve as a basis for the preparation of the fifth plan.

77. The training of the national staff assigned to the project is particularly important. The UNDP contribution proposed for this component under the new programme is estimated at \$1,173,000.

Human resources planning (BDI/78/005)

78. The overall aim of this project, which was approved in May 1978, is to set in place the instruments for an employment planning and promotion policy. Although the project finished at the end of 1986, the Government is proposing to UNDP that some activities be continued in order to complete ongoing tasks, including those relating to the processing of employment data and specific surveys carried out as part of the next five-year planning process. The proposed UNDP contribution is \$480,000.

Development of urban centres (BDI/85/010)

79. This new project is being requested by the Government as a logical successor to the national physical planning project which ended in 1986. The project includes provision for a programme of training in the use of planning tools for administrators and technicians from some 20 urban centres and the execution of a number of projects identified by the local authorities, during their training, as examples of the development of urban centres programme. The UNDP contribution is estimated at \$550,000.

Geography Institute of Burundi (BDI/81/014)

80. Following the provision of geodesy assistance to the Geography Institute of Burundi, the Government intends to promote the Institute's cartographic activities in support of development projects, in particular as a service to agriculture. The proposed UNDP contribution is estimated at \$970,000.

Linkages

81. For the development of urban centres project (BDI/85/010), an investment component for the execution of pilot projects in the field is planned which would draw on assistance from UNCDF. It is also probable that other multilateral agencies, such as the World Bank and FAO, or bilateral agencies will be interested. This project is also closely linked to the project for the development of major secondary centres, financed by the World Bank, and the project for support to the regional offices of FAO. Lastly, WFP assistance for local components of



this project is to be negotiated. The regional planning project (BDI/85/007) was originally designed to fit in with already existing FAO assistance.

#### Human resources development

82. In 1984, Burundi had a population of 4,515,000 and an annual population growth rate of approximately 2.7 per cent. Some 30 per cent of the population are illiterate; the school enrolment rate is around 45 per cent, and 80 per cent of the population live in rural areas.

83. The national human resources development policy rests essentially on the provision of training which best matches the qualifications obtained to the needs of the national economy and the distribution throughout the country of development action programmes geared to manpower availability.

84. The problem of a skilled labour force has always been a major constraint on development. Since the first years of national independence, Burundi has made considerable efforts to reorganize the educational system and establish schools, trying as far as possible to ensure that education is better adapted to the country's requirements. Twenty years later, however, deficiencies remain and education is still traditional in approach. Gaps and defective links between training systems have been noted which are largely the result of an incorrect interpretation of the employment market and of training opportunities. A major imbalance can be observed between the qualifications offered by job-seekers and employment opportunities in general, and this imbalance is increasingly pronounced among managers, high-level technicians and the skilled technical labour force.

85. In order to mitigate these shortcomings and to make qualified and competent staff available to the production system, the Government has for some years been trying to establish adequate training structures.

86. With regard to pre-employment instruction, it has been decided that the educational system should be brought into line with the economy needs and hence that training programmes should be adapted to the qualifications and fields of specialization required by the labour market. In this effort to match training to employment, the identification of imbalances will make it possible to draw up appropriate training programmes. It is from this standpoint that the fourth plan advocates the following:

- (a) Establishment of new technical schools and diversification of the technical and vocational education systems;
- (b) Extension and improvement of existing schools;
- (c) Encouragement and development of higher education in a non-university context for the training of lower-level qualified staff;
- (d) Establishment of the Faculty of Applied Sciences for the training of higher-level technical staff;
- (e) Promotion of scientific research.

87. With a view to supplementing conventional training with on-the-job training, the Government has established a centre for the basic and advanced training of managerial and supervisory staff in both the public and private sectors. The results achieved thus far by the centre, in co-operation with UNDP, indicate that its activities should be continued and strengthened. With regard to cottage industries and small and medium-sized industries, several activities are in progress which also include on-the-job training. With this end in mind, the proposed establishment of two vocational training centres under the current country programme is a practical expression of the desire of the Burundi authorities to provide vocational training for young people with a view to making good the shortages of skilled technical manpower.

Faculty of Applied Sciences (BDI/81/004)

88. The aim of this project, which was approved in April 1982, is to launch and put into practice a training programme for planning engineers which meets the country's needs, and a programme to train a national teaching corps. The main activities of the project's current phase will be completed by the end of 1987.

89. Now that laboratory equipment has been installed, the Government is requesting that expert services continue to be provided for a period of four years (1988-1991), i.e. until the national counterparts who are gradually to take over from the international team during the period 1990-1991 return from training. The proposed UNDP contribution is estimated at \$2,700,000.

Centre for Basic and Advanced Training (BDI/78/007)

90. The object of this project, which was approved in January 1979, is to increase efficiency in the management of the civil service and State and semi-public corporations through the supplementary training of staff, continuous advanced in-service training, applied research on management structures, procedures and methods, and advisory services. The current phase will be completed at the end of 1986. The Government is requesting a further disengagement phase, the main objectives of which will be further training for the staff of the Centre who will take over from the experts, and improved civil service management for middle- and higher-level staff.

91. The new phase of this project will help to establish a system of basic and advanced management training for public and private corporations. Some of these basic and advanced management training activities will be geared to women and their career development. The proposed UNDP contribution is estimated at \$1,200,000.

Centre for Basic and Advanced Vocational Training (BDI/85/006)

92. The intention of this project, which was approved in September 1985, is to provide basic and advanced training to groups of skilled workers in the mechanical and building sectors over a period of three years (1986-1988). The Government plans to extend the Centre's activities over the period 1989-1991 in order to reach as many as 400 workers a year. The proposed UNDP contribution is estimated at \$1,360,000.

Economic management (BDI/86/012)

93. The Government wishes, by means of a new economic management project which has yet to be drawn up, to organize a system of short-term advanced training and medium-term basic training for middle- and higher-level staff of the country's public and private corporations. The UNDP contribution is estimated at \$1,500,000.

Linkages

94. With regard to the Faculty of Applied Sciences, UNDP is acting in conjunction with bilateral assistance provided by the Federal Republic of Germany and Canada. The objectives of the Centre for Basic and Advanced Training project are in line with the reforms of the programme of structural adjustment through rehabilitation of the public enterprise sector. The project is also receiving inputs from the United Nations Development Fund for Women (UNIFEM), volunteer services from CECI and the Peace Corps, and specific assistance from the World Bank and USAID. With respect to the Centre for Basic and Advanced Vocational Training, all the equipment was provided in the form of bilateral aid in kind from Austria, and EDF is financing the training component by means of fellowships and the expert services required for two workshops.

C. Unprogrammed reserve

95. The unprogrammed reserve amounts to \$1,381,000.

Annex

## FINANCIAL SUMMARY

## I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>A. UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance	599 000	
Fourth cycle IPF	28 627 000	
Subtotal IPF		28 028 000
Special Measures Fund	-	
Special programme resources	-	
Government cost-sharing	-	
Third-party cost-sharing	255 000	
Operational funds under the authority of the Administrator (UNFPA/UNCDF)	6 637 000	
UNDP special trust funds	-	
Subtotal, UNDP non-IPF funds	<u>        </u>	<u>6 892 000</u>
 <u>B. Other sources</u>		
Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise	-	
Parallel financing from non-United Nations sources: AGFUND, EDF, DANIDA	2 914 000	
Subtotal, other sources		<u>2 914 000</u>
TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u><u>37 834 000</u></u>

## II. USE OF RESOURCES

Ongoing projects	20 223 000	
New project proposals	12 871 000	
Programmed reserve	2 958 000	
Subtotal, programmed resources		36 052 000
Unprogrammed reserve		<u>1 782 000</u>
TOTAL USE OF RESOURCES		<u><u>37 834 000</u></u>

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