



**PEACEBUILDING FUND (PBF)
BURUNDI
FINAL REPORT**

Recipient Un Organization:

UNDP

Priority Area: DDR

Project No.: PBF/EMER/8 (BDI10 00071014)
New Atlas Project No: 00071014
New Atlas Award No: 00049687
Project Title: Support to Disarmament, Demobilization and Reintegration Process in Burundi (Assembly, Project #00070987)

Disarmament & Verification) (DDR Phase 1)

Report Number.: 4

Reporting Period :

May 2009 – December 2010

Project budget:

Peacebuilding Fund EMER/8: \$ 1,000,000

Other:

German funds:\$ 600,000

Swiss funds: \$ 60,000

TOTAL BUDGET: \$ 1,660,000

List Implementing Partners:

Project Coverage/Scope:

National coverage

Abbreviations and acronyms:

BINUB: United Nations Integrated Office in Burundi

- DDR: Disarmament, demobilization & reintegration
- FNL: Forces Nationales de Libération (National Liberation Forces)
- SSA-SA: Security Sector Reform & Small Arms
- PD: Political Directorate
- CFA: Comprehensive Ceasefire Agreement
- JVMM: Joint Verification and Monitoring Mechanism
- WB/MDRP: World Bank Multi-Country Demobilization and Reintegration Program
- AU-STF: African Union Special Task Force
- PNB: National Police of Burundi
- FDN: National Defense Force of Burundi

Project Duration/Closed Project:

Start Date: 6 May 2009

End date: 31 December 2010

Budget revisions/extensions: Request for nocost extension Dec 2010

Project Closure: Project is operational closed since January 2011

NARRATIVE REPORT

I. Purpose

The project **purpose** is to help ensure full implementation of the 2006 Comprehensive Cease Fire Agreement by enabling support to the first phase of DDR of the FNL. In addition to assembling, verification and disarmament, this phase will render effective the separation of the armed branch of the Movement from its political wing, which is a pre-requisite for the registration of the FNL as a political party, and allow for the peaceful return of adults associated with FNL combatants to their own communities.

1.1.Objective and outputs

The main **objective** of the project is to **cover critical operational gaps of Phase I of the DDR Process in order to ensure a coherent and consistent implementation of the DDR process and mitigate the risks associated with this phase.** The project supports the timely and successful completion of Phase I of the DDR Process in Burundi, and by guaranteeing full transparency in the management of funds to lay a solid foundation for the implementation of the Government-led second phase, supported by the World Bank. The project further supports the development of the third stage, in close consultation with the relevant national and international stakeholders.

BINUB/UNDP has already been supporting the Facilitation (and BINUB/UNDP participated in an integrated Facilitation/African Union/BINUB/UNDP logistics team) in the establishment and running of Rubira Assembly Area (with the PBF Emergency Window Fund covering medical expenses and UNDP contributing approximately \$750,000 in late December 2008 to feed the FNL elements assembled).

Expected **outputs** include the **rigorous processing of 11,000 adults associated with FNL combatants so that the former leaves pre-assembly areas and receives the support required for a peaceful return to their communities.** These associated adults include 1,000 associated women who will also receive support for reinsertion into their communities, in a manner respectful of gender standards. This project will also ensure that the Assembly Area where these adults are to be assembled has the adequate services, logistical facilities and technical capacity to ensure timely verification of all FNL elements transiting through the assembly area.

1.2.Links with PBF priority plan for Burundi

The PBF priority plan for Burundi highlights the need for full and sustainable implementation of the Comprehensive Ceasefire Agreement signed between the Government of Burundi and the Palipehutu-FNL leadership of 7 September 2006, to which this project directly contributes.

In addition, the Peacebuilding Commission, in its 16 December 2008 conclusions, “calls on the international community to urgently extend the necessary logistical, material and financial support for the establishment of the designated Assembly Areas for cantonment and other preparatory tasks for the immediate commencement of the

disarmament, demobilization and reintegration process”. Furthermore, the chair of the Peacebuilding Commission (PBC) reiterated in his 26 March 2009 address to the Minister of Foreign Affairs of Burundi that “the PBC stands ready to support both short term and longer term needs for the DDR process”.

1.3.Principle implementing partners

Project activities are implemented jointly by **BINUB’s Security Sector Reform & Small Arms (SSR-SA) integrated section and UNDP’s Early Recovery Unit**. While SSR-SA is leading phase I of the project—consisting of the provision of support for return (first instalment of return assistance, issuance of return kits and transport back to communities) for “adults associated with the FNL” in equity with the previous 2004-2005 DDR program—the second phase of the project (second installment of return assistance provided in the communities of return, and Annual Report 2010 PBF Emergency Window 8 (00071014) Page 3 of 19 opportunities for socio-economic reintegration at the community level) will be led by UNDP’s Early Recovery Unit in conjunction with the Ministry of National Solidarity.

The Government of Burundi’s Ministry of National Solidarity is actively involved in different aspects of the project, particularly in this second phase of the program, but also in conjunction with UNIFEM and female FNL members in the identification and verification of Women Associated with the Armed Group (WAAG) and ensuring that gender aspects are properly addressed throughout the project in accordance with Security Council Resolution 1325.

II. Resources

The Peacebuilding Fund contributed \$1,000,000 to the Emergency Basket Fund, which was spent on “return indemnities” for these adults associated (men and women) as well as on operations and staffs necessary for the rigorous processing of these adults associated.

About \$587,159 was spent on “return indemnities” (i.e. covering the 100,000 FBU return indemnity paid in two installments for approximately 7,222 of the adults associated with FNL combatants) and another \$69,521.51 on operational costs (logistics/warehouse for distribution of return kits, gas/transport of adults associated to payment point and back to their communities, communication, verification process including fingerprinting, etc.) and \$ 107,168.1 in personnel costs (database managers, interpreters, logisticians and security). The remainder of the budget (7% of \$1,000,000) was charged by UNDP to cover the Management Support Services Fee as per the grant agreement.

Additional sources of funding for the Emergency Basket Fund include:

- German funds: USD \$ 600,000
- Swiss funds: USD \$ 60,000

III. Implementation and Monitoring Arrangements

3.1. Implementation Arrangements

The project is executed and implemented through UNDP's 'direct execution' (DEX) modality, in accordance with UNDP financial, procurement and administrative rules and regulations. Through the modality, UNDP is responsible for project management including delivery of project inputs and their conversion into outputs.

The project is implemented within the integrated framework through BINUB's Security Sector Reform and Small Arms joint section, managed by the head of the section assisted by his deputy (UNDP), and supported by the section's program officer and UNDP's operations officer. The UNDP Burundi CO provides technical programmatic assistance as well as procurement of services and goods.

Management of the project includes:

- Coordination and implementation of project activities
- Development and revision of work plans, including budget revisions
- Requests for payment and procurement
- Documentation and inventory
- Coordination of national and international partner interventions
- Preparation of financial and narrative reports

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3.2. Procurement procedures

Goods and services are procured in accordance with UNDP procurement rules and regulations. The United Nations Integrated Service Centre in Bujumbura organizes bid evaluation committees and operates the joint Local Contracts Committee to which procurement between USD \$ 30,000 – \$ 100,000 is referred. Procurement exceeding USD \$ 100,000 is referred to UNDP HQ for review and approval.

3.3. Evaluations

Final report on the socio-economic profile of adults associated with ex-combatants in order to support the design and implementation of UNDP-supported socio-economic reintegration projects in communities of return.

Weekly, monthly and annual reports on the monitoring of armed violence in areas of return of adults associated with ex-combatants in order to evaluate the impact of the program and subsequent UNDP-supported socioeconomic reintegration projects.

IV. Results

4.1 Project progress in relation to planned outcomes and outputs

The PBF Emergency Window contribution, along with other donor contributions from Germany and Switzerland, to this Emergency Basket Fund, has allowed for the timely return of the approximately 11,000 estimated adults associated with FNL combatants to their communities of origin and this within the 2-month period (May-July) originally dedicated to the project. This is in line with the 8 April 2009 agreement between the Government and the FNL to integrate 3,500 combatants into the national

security and defense forces, to formally demobilize 5,000 verified FNL combatants via the World Bank-supported national Transitional Demobilization and Reintegration (D&R) Project, and to support a projected 11,000 “adults associated” with the FNL (including 1,000 associated females as an affirmative action measure in light of UN Security Council resolution 1325) to return to their communities.

4.2. Project progress towards achievement of medium-term outcomes as a result of achieved short-term outputs during the reporting period

The short-term outputs achieved during the reporting period (as highlighted in the next paragraph) contributed to progress towards the achievement of medium-term outcomes, in as much as the return of all these associated adults to their communities has already resulted in improved security in the areas surrounding the pre-assembly sites – as indicated by armed violence statistics monitored -, and has offered the possibility of a dignified and honorable return to their communities for those FNL who were neither eligible for integration into defense and security forces, nor for the national World Bank-supported Transitional D&R Project.

As stated earlier, this short term first phase of support for return, although contributing to some of the abovementioned medium-term outcomes, is only meant to prepare for a most important second phase of supporting the participation of associated adults (as well as other participants from the return communities) in activities leading to sustainable development and peace as well as national reconciliation. This program is indeed conceived as a limited “assistance”, taking into account the imperative of peace consolidation in the national and international context as well as the imperative for Burundi to concurrently support all “vulnerable” groups through different existing and future development programs at the community level.

4.3. Key outputs achieved in the reporting period

During the reporting period, key outputs included: Annual Report 2010 PBF Emergency Window 8 (00071014) Page 5 of 19.

- ❖ Production of lessons learned documents at the request of UN (DPKO and UNDP) to draw on best practices from the operation of disengagement of adults associated in Burundi, including:
 - After-Action Review: Disengagement of men and women associated with the ex-armed movement in Burundi – an innovative approach beyond DDR, February 2010
 - UNDP Success Story: Support to Disarmament, Demobilization and Reintegration Process in Burundi: Emergency Basket Fund in support of the disengagement of Adults Associated with FNL combatants
- ❖ Finalization of the analysis of data collected during the process in order to analyze the socio-economic profile of adults associated towards the design and implementation of adequate socio-economic reintegration programs;
- ❖ Continued monitoring of armed violence and security impact at community level of the disengagement and subsequent return into communities of adults associated with ex-combatants.

4.4 Constraints, potential delays and lessons learnt

No major constraints were faced during the reporting period.

4.5 Impact of key partnerships on results achievement

This socio-economic reintegration phase of the project was made possible through partnerships with UNDP's Early Recovery unit and the Government of Burundi's Ministry of National Solidarity, which were actively involved in planning the processing of adults associated in collaboration with international partners, and this as part of planning for the second phase of the project and in order to ensure that opportunities for sustainable socio-economic reintegration of these associated adults are available at the community level.

IV. RESULT SUSTAINABILITY

The key planned outcome and real challenge of this project will be the durable reintegration of all these returning associated adults to their communities, with opportunities for socio-economic reintegration at the community level for these 11,000 associated adults (including 1,000 women), through both existing & new programs/projects coordinated by the Ministry of National Solidarity.

A National Strategy for Socio-Economic Reintegration of War-Affected People has been prepared by the Ministry of National Solidarity and planning for community-based projects is being undertaken by **UNDP's Early Recovery Unit** in conjunction with national and international actors, focusing on the dimension of socio-economic reintegration. A joint UNDP-FAO survey of socio-economic reintegration and job opportunities is being conducted, and highly labor intensive (HIMO) projects are being launched, along with other socio-economic reintegration projects centered on community facilities. It is important not to separate associated adults from their communities of origin as this may hinder integration in the long term. Priority needs to be given to the communities and local authorities where associated adults, returnees and displaced persons choose to return. Targeting local entrepreneurs in competitive business environments can also generate employment opportunities. Facilitating access to knowledge is both one of the most fundamental benefits of community-based approaches for economic recovery and one of the most important determinants of their success.