



**PEACEBUILDING FUND (PBF)
BURUNDI**

FINAL REPORT

Recipient Un Organization:

UNDP

Priority Area: Political dialogue

PBF Project No: PBF/EMER/5

New Atlas No: 66700 (60801)

PBF Project Title: Support to the Dialogue between the Burundi Government and Palipehutu-FNL and to the Facilitation process/Political Directorate

Report Number.: 5

Reporting Period :

March 2008 – 30 December 2010

Project budget:

Peacebuilding Fund: : \$1,000,000

Original Project Cost: US\$ 507,000

Cost-extension (Dec 08): US\$ 493,000

New Total Project Cost: US\$ 1,000,000

List Implementing Partners:

Project Coverage/Scope:

National coverage

Abbreviations and acronyms:

BINUB : United Nations Integrated Office in Burundi

- SSA & SA: Security Sector Reform and 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
- DDR: Disarmament, demobilization and reintegration

Project Duration/Closed Project:

Start Date:

- 30 Mar. 2008 (operational start: 21 Mar. 2008)

End date:

- Original: 21 Sep. 2008
- Revised (Dec 08): 31 Dec. 2009

Budget revisions/extensions:

- No-cost extension requested through Dec 2010

Project Closure:

- **Project is currently operationally closed**

NARRATIVE REPORT

I. Purpose

The project **purpose** was to support the implementation of the Comprehensive Ceasefire Agreement between the Government of Burundi and the Palipehutu-FNL.

1.1. Objective and outputs

The original **objectives** of the project were: to enhance the capacity and credibility of the newly established Political Directorate as a supporting mechanism for the Facilitator's work towards a full and sustainable implementation of the Comprehensive Ceasefire Agreement between the Government of Burundi and the Palipehutu-FNL; and to create a conducive environment for meetings of all concerned and for the return of the Palipehutu-FNL leadership to Burundi, including removing any logistical impediments.

The **expected outputs** were a strengthened Political Directorate which is able to provide a 'safe space' environment conducive to meetings and talks between the main stakeholders in the Burundi peace process in Tanzania, Uganda and South Africa; and logistical and technical support for removing impediments to a return of the Palipehutu-FNL leadership to Burundi.

1.2. Links with the 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.

1.2. Principle implementing partners

All project activities were implemented by UNDP/Burundi, through the United Nations Integrated Service center. The BINUB Security Sector Reform and Small Arms joint section closely followed the political aspect of the project.

II. Resources

2.1 Non-PBF Financial resources

No funding other than through the PBF Emergency Window has been made available to the project.

2.2. Budget Revisions

A 6 months cost extension of US\$ 493,000 through 21 March 2009 had been granted in December 2008 in order to support the implementation of the outcomes of the December 4th Summit Declaration. The need for the support of this Emergency Window fund is greater than ever after the signing of the Declaration of the Summit of the Heads of State and Government of the Great Lakes Region on the Burundi

Peace Process. A no-cost extension was granted through 31 December 2009 in order to continue supporting the process towards Annual Report 2010 PBF Emergency Window 5 (00060801) Page 3 of 7 the full implementation of the Comprehensive Ceasefire Agreement (CFA) between the Government of Burundi and Palipehutu-FNL, and another no-cost was requested through December 2010 in order to ensure that the gains of the peace process are made irreversible through the 2010 electoral year.

2.3. National staff

An administrative and financial assistant was recruited to support the implementation of this project throughout the 2010 year. This is also part of the strategy of reinforcing national capacities as part of the exit strategy of BINUB.

2.4. International staff

In UNDP, project was directly under the responsibility of the Deputy Country Director, while operational activities (procurement) were supervised by the Director of the Service Center. The head of the BINUB SSR & SA integrated section and the Deputy Executive Representative of the Secretary General followed the political aspects of the project. An international staff member was recruited to assist the work of the Political Directorate and the African Union (as co-chair of the Political directorate) - in support to the Facilitation and the Partnership for Peace in Burundi (PBB) at a critical time and throughout the 2010 electoral year – with note taking and other administrative tasks.

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 through BINUB's Security Sector Reform and Small Arms joint section with the Head of this section performing the role of project manager, within the framework of the integrated approach. However, for the sake of operational facilities in atlas, the Director of the Service Center was also designated as the project manager.

The project manager is responsible for:

- 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

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 US\$ 30,000 – US\$ 100,000 procurement was referred. Procurement exceeding US\$ 100,000 was referred to UNDP HQs for review and approval.

3.3. Evaluations

Minutes of meetings of the Political Directorate serve as regular evaluation of progress made in the implementation of the Ceasefire Agreement and Peace Process.

IV. Results

4.1. Project progress in relation to planned outcomes and outputs

The main objective of the project which was the establishment of a conducive environment for political dialogue between the Government and Palipehutu-FNL was fully achieved, since a comprehensive ceasefire was signed between the two parties. The PBF emergency window funding allowed timely support to the process towards implementation of the residual tasks from the Comprehensive Ceasefire Agreement (CFA) between the Government of Burundi and Palipehutu-FNL, and in ensuring that the gains of the peace process are made irreversible through the 2010 electoral year. The third formal Partnership for Peace in Burundi (PBB) meeting held on 30 November 2009 at BINUB highlighted outstanding issues in the peace process, such as the VIP protection for the FNL, and the way forward. At this final PBB meeting, BINUB was asked specifically to continue play the catalytic role it had been playing throughout the process, without disempowering the Burundian parties, and this PBF emergency window funding, allowed to cover a critical gap and to mobilize other complementary donor contributions from Belgium and Switzerland in support of the implementation of residual tasks from the Peace Process, with key outcomes including:

- **Enhanced capacity of the African Union (as former co-chair of the Political Directorate) as a supporting mechanism for the Facilitator's work towards implementation of residual tasks from the Peace Process** between the Government of Burundi and the Palipehutu-FNL via technical, secretarial, and logistical support, creating an environment conducive dialogue. This support ensured proper monitoring of residual tasks and ensured gains of the peace are irreversible, and that a conducive environment was created for the 2010 electoral period.

- **Security of senior FNL party members ensured through the 2010 electoral period (through the end of September 2010) by VIP Protection Unit of the Burundian National Police protecting** after AUSTF VIP unit withdrawal from Burundi on 30 December 2009, as per the decision taken at the 30 November meeting of the Partnership for Peace in Burundi. Limited logistical support was Annual Report 2010 PBF Emergency Window 5 (00060801) Page 5 of 7 provided with complementary funding from Switzerland. As a result, the security of the three FNL VIPs (Party President Agathon Rwaso, Vice-President Alfred Bagaya, and Secretaire-General Rubin) was properly ensured during the whole pre-electoral

(Jan-April 2010) and during the electoral period (May-September 2010). No incident and/or attempts against the lives of the three VIPs were to be reported during the Jan-Sept 2010 period.

- **The FNL transformation into a political party is confirmed** by the 2010 electoral process with limited financial support complementary funding from Belgium permitting the maintenance of FNL Party Headquarters in Bujumbura and two safe and secure residences of FNL VIPs, as per the decision taken at the 30 November meeting of the Partnership for Peace in Burundi, and in line with earlier decisions taken by the international community in previous meetings of Special Envoys (including 10 June 2008 Magaliesberg and 4 December 2008 & 17 January 2009 Bujumbura summits).

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

The support of this Emergency Window fund to the African Union and the peace process has been instrumental throughout the 2010 electoral period, in ensuring continuity after end of the mandate of the PBB in monitoring the situation with a view to ensuring the gains of the peace process are irreversible, and that a conducive environment is created during the 2010 electoral period. This project also ensures that UNDP/BINUB has the means to address some of the immediate needs as they arise in the course of an unpredictable peace process, towards its successful completion.

4.3. Key Outputs Achieved in the Reporting Period

Some of the key outputs achieved by the project, and that participated to the above-mentioned outcomes include:

- Support the capacity of the African Union (as former co-chair of the Political Directorate) as a supporting mechanism for the Facilitator's work towards implementation of residual tasks from the Peace Process via technical, secretarial, and logistical support.
- Limited logistical support (with complementary funding from Switzerland) to the VIP Protection Unit of the Burundian National Police in charge of protecting senior FNL party members through the 2010 electoral period (through the end of September 2010) after AUSTF VIP unit withdrawal from Burundi on 30 December 2009.
- Limited financial support (with complementary funding from Belgium) permitting the maintenance of FNL Party Headquarters in Bujumbura and two safe and secure residences of FNL VIPs through the 2010 electoral period as part of the support to FNL transformation into a political party.

4.4. Constraints, potential delays and lessons learnt

The Government of Burundi's Ministry of Public Security/Burundi National Police (PNB) changed the composition of the police Protection Unit at various points during the project, replacing certain policemen previously trained as part of the Joint

Government-FNL Protection Unit by policemen from other PNB units, which resulted in concerns raised by the FNL VIPs. However, as mentioned above, the composition of the unit and its operational aspects are the full responsibility of the Ministry of Public Security and the National Police (PNB), and the issue was resolved through direct discussions between the FNL VIPs and the PNB. Following the disappearance of FNL President Agathon Rwaso on 23rd June 2010, it was decided in consultation with the donors and the broader International Community, that no change would be made to the support to the police Protection Unit and maintenance of FNL party headquarters, and that instead of three FNL VIPs, only the two remaining would be protected. Similarly, the breakaway by some FNL members led by Emmanuel Miburo in August 2010 did not affect the implementation of the project, which was aimed at enabling the Government of Burundi to shoulder its responsibility of ensuring adequate physical protection of FNL VIPs that came out of the transformation of FNL from a rebel movement to a political party, and this only for the duration of the 2010 electoral process.

Impact of key partnerships on results achievement

Key partners for the implementation of this project were:

- The political directorate which had the political responsibility of the cease-fire negotiation process;
- The African Union office in Burundi which co-headed the process;
- The Burundi National Police and in particular the VIP Protection Unit;
- Switzerland and Belgium as complementary donors in support of the project.

V. LESSON LEARNT

The project progress was evaluated through the meetings of the political directorate. The lesson learnt was that this type of mechanism is conducive to ownership of the process and the outcome. Subsequently, the result positively impacted the electoral process. Nevertheless, the withdrawal of the opposition from the process after the proclamation of the communal results showed the necessity to pursue and reinforce political dialogue.

A strategic link was developed between the project and the one supporting the electoral cycle (PACE). It appeared that reinforcing the capacities of political actors for dialogue is part of the electoral cycle, especially in a post conflict environment.

IV. RESULT SUSTAINABILITY

The project outcome's impact on the political realm was evidenced by the FNL participation in the electoral process as a full political party. It is however obvious, after the withdrawal, that the political context is still fragile and that there is a need to build on the results in the future assistance in the sector of political governance.