



PEACEBUILDING FUND (PBF)
Burundi

ANNUAL REPORT

<p>Recipient UN Organization: UNDP</p>	<p>PBF Priority Area (where applicable): N/A – Emergency Window</p>
<p>PBF Project No: PBF/EMER/5 MDTF Atlas No: 00066700 PBF Project Title: Support to the Dialogue between the Burundi Government and Palipehutu-FNL and to the Facilitation process/Political Directorate</p>	<p>Report Number: No. 3</p>
<p>Reporting Period: 1 January 2009 – 31 December 2009</p>	<p>Project Budget: Peacebuilding Fund: \$1,000,000 USD Original Project Cost: \$507,000 USD Cost-extension (Dec 08): \$493,000 USD New Total Project Cost: \$1,000,000 USD</p>
<p>List Implementing Partners:</p> <ul style="list-style-type: none"> • BINUB 	<p>Project Coverage/Scope: National coverage</p>
<p>Abbreviations and acronyms:</p> <ul style="list-style-type: none"> • 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 	<p>Project Duration/Closed Project:</p> <p>Start Date:</p> <ul style="list-style-type: none"> • 30 Mar. 2008 (operational start: 21 Mar. 2008) <p>End date:</p> <ul style="list-style-type: none"> • Original: 21 Sep. 2008 • Revised (Dec 08): 31 Dec. 2009 <p>Budget revisions/extensions:</p> <ul style="list-style-type: none"> • No-cost extension requested through June 2010 <p>Project Closure:</p> <ul style="list-style-type: none"> • Project is currently active

I. Purpose

The project **purpose** is 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** are 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.

1.3. Principle implementing partners

All project activities are implemented through BINUB's Security Sector Reform and Small Arms joint section.

2. 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 the full implementation of the Comprehensive Ceasefire Agreement (CFA) between the Government of Burundi and Palipehutu-FNL, and another no-cost extension will be requested through October 2010 in order to ensure that the gains of the peace process are made irreversible.

2.3. National staff

A national staff member was recruited to support the work of the Office of the Facilitation and Joint Verification & Monitoring Mechanism (JVMM) through the provision of logistical support. His contract was extended from the original 24 November 2008 closing date to 31 May 2009 due to the mandate of the Facilitation Office expiring at this date.

2.4. International staff

The head of the BINUB SSR & SA integrated section, funded by DPKO (in-kind contribution), serves as the project manager (with the Deputy Executive Representative of the Secretary General as an alternate). 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 of the Facilitation and the Partnership for Peace in Burundi (PBB) at a critical time – with note taking and other administrative tasks.

3. 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. The head of the SSR & SA section is the project manager. The UNDP Burundi CO provides technical programmatic assistance as well as procurement of services and goods.

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 is referred. Procurement exceeding US\$ 100,000 is referred to UNDP HQ 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, and record the various contributions of this fund to the work of the Political Directorate and the peace process.

4. Results

4.1. Project progress in relation to planned outcomes and outputs

The PBF emergency window funding allowed timely support to the Facilitation at critical moments, which contributed to maintaining the momentum in the peace process created by the 4 December Summit of the Heads of State and Government of the Great Lakes Region in Bujumbura, and Declaration, with key outcomes including:

- **The change in name of Palipehutu-FNL in compliance with Burundian law as agreed in 4 December Declaration which was made possible through the organization consultations that took place on 4 January 2009 and with support from the Facilitation and this project.** FNL Chair Rwasa, accompanied by the movement's senior leadership, conducting a series of meetings with an estimated 1,850 FNL members in five provinces. The vast majority of the movement accepted the principle of a change of the movement's name in line with legal requirements for political party accreditation, leading to 9 January Rwasa landmark declaration stating that the movement had changed its name from "Parti pour la Libération du Peuple Hutu- Forces Nationales de Libération" (Palipehutu-FNL) to "FNL". The removal of the ethnic reference lifted one of the principal points of contention that had blocked progress in the implementation of the Comprehensive Ceasefire Agreement, and allowed the accreditation of FNL as a political party.
- **Enhanced capacity of the Political Directorate as a supporting mechanism for the Facilitator's work towards full and sustainable implementation of the Comprehensive Ceasefire Agreement (CFA) between the Government of Burundi and the Palipehutu-FNL via technical, secretarial, and logistical support, creating an environment conducive to negotiation.** This includes the milestone decisions and developments brought by the 8 April Pretoria meeting of the Political Directorate in South Africa.
- **Timely financial and logistical support to the Facilitation/JVMM to enable the timely launching of the DDR process as well as address contingencies in**

order to begin moving the Palipehutu-FNL combatants into the Assembly Areas as soon as possible as per Article 4 of the 4 December Summit Declaration. On 16 March, this permitted the beginning of formal assembly of the FNL with a first wave of 3,475 elements voluntarily disarmed and transported to Rubira assembly area.

- **Assist the FNL to transform into a political party** in line with decisions taken by the international community in previous meetings of Special Envoys (including 10 June 2008 Magaliesberg, and 4 December 2008 as well as 17 January 2009 Bujumbura summits).
- **Handover of senior FNL members VIP protection responsibilities from AUSTF VIP Protection Unit to the Burundian National Police on 28 December 2009**, just ahead of AUSTF full withdrawal from Burundi on 30 December 2009, was made possible by the training of Joint Burundian PNB Protection Team by South African instructors during December 2009 as part of this VIP Protection interim arrangement, the logistics of which were supported by this project.

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

The first half of 2009 was characterized by significant and irreversible advances in the peace process, witnessing the implementation of decisions of the 4 December Declaration, the beginning of the transformation of the FNL into a political party and the release of FNL prisoners, followed by rapid implementation of decisions taken on 8 April Pretoria meeting of the Political Directorate, particularly as regards the disarmament, demobilization and reintegration (DDR) process, but also with the appointment of senior FNL members to civil service posts.

However, the peace process has still not been completed and the full implementation of the 2006 Ceasefire agreement required, during the second half of 2009, continuous engagement of the Political Directorate under the leadership of the Partnership for Peace in Burundi (PPB) launched in Bujumbura on 27 May as a successor mechanism to the Facilitation Office.

The support of this Emergency Window fund to the Political Directorate and the peace process has been instrumental through 31 December 2009, which is also the end of the mandate of the PBB, whose main purpose is to monitor the situation with a view to ensuring the gains of the peace process are irreversible, and that a conducive environment is created ahead of 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 in the reporting period, and that participated to the above-mentioned outcomes include:

- **Support to the Facilitation towards making possible the 4 January 2009 Palipehutu-FNL consultation process** that led to the change in name;
- **Support to the organization of Political Directorate meetings,**
 - ✓ Including a key **8 April Pretoria meeting made possible by the chartering of a MONUC plane** from Burundi to South Africa.
 - ✓ Continuous secretarial support with full time international staff in charge of note taking and other administrative tasks;
- **Support the Facilitation in finalizing establishment of Rubira Assembly Area, and removing of last hurdles to the timely start of the DDR process** (assembly, disarmament and verification phases) including by addressing unforeseeable emergencies as they arose. This includes the following outputs:
 - ✓ Pre-financing of \$314,728 pledged by Belgium in order to allow for the Facilitation to establish Rubira Assembly Area in a timely manner with the logistical and technical support from BINUB, AU and others
 - ✓ Buying of emergency medicine and medical supplies necessary at Rubira Assembly Area (AU-STF provided medical personnel to dispense these in a professional manner with rigorous reporting)
 - ✓ Occasional emergency feeding operations in pre-assembly areas to allow for specific Facilitation-JVMM operation (verification of weapons list)
 - ✓ Continuous logistical support to the Facilitation Office with full time national staff in charge of logistics and other administrative tasks (through the closing of Facilitation Office on 31 May 2009);
- **Provision of seed funding for the timely establishment of an Emergency Basket Fund to support the timely return of the 11,000 estimated adults associated with FNL combatants** to their communities in line with the 8 April 2009 agreement between the Government and the FNL. (See separate report on PBF EMER/8 Project 00071014);
- **Assist the FNL to transform into a political party** in line with decisions taken by the international community in previous meetings of Special Envoys (including 10 June 2008 Magaliesberg and 4 December 2008 and 17 January 2009 Bujumbura summits),
 - ✓ by pre-financing (of 40,000 euros contribution from Belgium) a six-month multidisciplinary training course for 50 FNL leaders in management and public affairs that concluded on 7 August 2009. This training was conducted by the Research & Training Center for Peace (CERFOPAX), supported by the UNESCO Chair at the University of Burundi. The course, conducted by diverse national and international experts, focused on capacity building in the

areas of rule of law, human rights, communication and conflict resolution techniques, as well as administrative and financial management. The objective was to support the integration of the FNL leadership into public institutions following the 4 Dec. 2008 Summit of the Heads of State and Government of the Great Lakes Region;

- ✓ supporting the organization in Kayanza Province of a five-day workshop in August 2009 focusing on communication and cooperation. The workshop was conducted by the Burundi Leadership Training Program (BLTP) and hosted under PBF project Cadres de Dialogue. It drew together 25 members of the political and administrative FNL leadership and 10 participants representing other political parties. This initiative parallels 2005 BLTP dialogue and consultation workshops for armed political parties and movements, including the CNDD-FDD.
- **Continuous secretarial support to the Political Directorate (and the African Union as co-chair of the Political Directorate) with full time international staff in charge of note taking and other administrative tasks, including organization of an informal PBB meeting on 6 November and organization of a PPB meeting on 30 November 2009;**
- The Partnership for Peace in Burundi (PPB) meeting on 30 November 2009 mandated a Joint Technical Team (FNL, PNB, AUSTF VIP PU, RSA Embassy, and BINUB) facilitated by BINUB to analyze technical challenges and jointly plan the VIP Protection interim arrangement ahead of the full withdrawal of AUSTF VIP Protection Unit on 31 December 2009. This Emergency Window fund **supported the training of Joint Burundian PNB Protection Team by South African instructors during December 2009 as part of this VIP Protection interim arrangement.**

4.4. Constraints, potential delays and lessons learnt

The main challenge of the first part of DDR support process within the project came from the **closing of the Joint Verification & Monitoring Mechanism (JVMM) on 26 May and of the Facilitation Office on 31 May**, as well as withdrawal of the AU-STF (which was securing the DDR process) from Rubira and Rugazi assembly areas early June in preparation for their return to South Africa. But despite the closing of the Facilitation's Office, great progress was made in the DDR process thanks in part to the immediate establishment of a Joint Operations Centre to coordinate remaining DDR and related tasks including 'Associated Adults' operations; The Joint Operations Centre is chaired by a World Bank supported Technical Coordination Team coordinator, with representatives from the Government, FNL, African Union, national police and army, and BINUB.

Additional challenges also include the heightened tension between the FNL and Government at the end of August 2009, which make the case for continuous support by this project to the Political Directorate and Partnership for Peace in Burundi (PBB) through the end of its mandate on 31 December 2009, in order to ensure full implementation of the Ceasefire agreement.

4.5. Impact of key partnerships on results achievement

Key partnerships include:

- The African Union Special Task Force (AU-STF) had primary responsibility for the security of the JVMM operations, i.e. the assembly and disarmament of FNL combatants through 31 May 2009.
- Similarly, the South African-led AU-STF has been providing VIP protection to Palipehutu-FNL leader Agathon Rwasa and other members of Palipehutu-FNL leadership since their return from Tanzania to Bujumbura, providing a ‘safe space’ environment conducive to meetings and talks between the main stakeholders and allowing them to properly participate in the work of the PD and the JVMM. This VIP protection will remain for a few FNL leaders through 31 December 2009.

5. Future work plan

The Emergency Window fund (in support of the political Directorate and the Partnership for Peace in Burundi)’s main purpose is to ensure that gains of the peace process are irreversible, and that a conducive environment is created ahead of the 2010 electoral period. This project will also continue to ensure that BINUB/UNDP has the means to address some of the immediate needs as they arise in the course of an unpredictable peace process, particularly in the 2010 challenging electoral period towards its successful completion.

6. Risks

Tensions between FNL and Government continue to rise in the pre-electoral context, jeopardizing the finalization of implementation of 2006 Ceasefire Agreement and 4 April Pretoria decisions, and creating instability in the country.

7. Financial Report

PBF EMER/5 Contribution to Emergency Basket Fund: BDI10 00060801

Total Budget : \$1,000,000

Est. Total Expenditure as of 31 December 2009: \$644,781.00

Est. Balance on 1 Jan 2010: \$355,219.00

Detailed Expenditure : 2009

Category	Total expenditure in 2008 (USD)	Balance of new budget as of 1 Jan. 2009 (USD)	Total expenditure in 2009 (USD)	Balance of new budget as of 1 Jan. 2010 (USD)
Support Political Dialogue Process (Political Directorate/PBB/ Facilitation)	\$255,725***	\$236,945*	\$267,833***	
2 nd Assembly Area in Rubira (establishment & maintenance)		+		
Palipehutu-FNL consultations/ explanations change in name		\$493,000** (cost extension)	\$61,607	
DDR / Adults Associated contribution			\$15,530	
Support training of Joint Burundian PNB Protection Team by South African instructors - December 2009			\$15,100	
75100 Facilities & Administration (7% Management Support Services Fee)	\$14,330		\$6,923	
74599 UNDP Cost recovery charge bills	-		\$3,811	
74510 Bank charges	-		\$3,922	
Sub-total	\$270,055	\$729,945	\$374,726	\$355,219****

Resource Provision Concept:

* Budget balance as of 1 Jan. 2009 from original approved budget (US\$507,000) was US\$236,944.51 or 53% of total original budget

** The total new budget for 2009 includes the remaining US\$236,945 from original US\$507,000 as well as the US\$493,000 cost extension.

***These amounts include pre-financing of \$314,728 as emergency procedure to launch DDR process (Rubira assembly area) that will be reimbursed by bilateral donors (Belgium) in 2010

**** This is before reimbursement of \$314,728 Belgium fund. After reimbursement, the 2010 balance will effectively be \$669,947