

2008 Annual Report



PEACEBUILDING FUND (PBF)
Burundi

ANNUAL PROJECT NARRATIVE PROGRESS REPORT

REPORT COVER PAGE

<p>Recipient UN Organization: UNDP</p>	<p>PBF Priority Area (where applicable): N/A – Emergency Window</p>
<p>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</p>	<p>Report Number: No. 1</p>
<p>Reporting Period: 21 March (start) - 31 December 2008</p>	<p>Project Budget: PBF-funding: Original budget US \$507,000 + approved US \$493,000 adjustment/extension = US \$1,000,000 Other funding: \$0</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: 21 Mar. 2009 <p>Budget revisions/extensions:</p> <ul style="list-style-type: none"> • Cost- extension granted in December 2008 for US\$493,000 in order to support the implementation of the outcomes of the December 4th Summit Declaration <p>Project Closure:</p> <ul style="list-style-type: none"> • Project is currently active

NARRATIVE REPORT FORMAT

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 objectives of the project are: 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 was granted in December 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. The expected closing date of the project is now 21 March 2009 (no-cost extension will likely be requested depending on advances in the peace process).

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 December 2008 (due to the mandate of the Facilitation expiring at this date—an extension of the mandate of the Facilitation would prompt us to consider a further extension to the contract of this national staff).

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 - in support to the Facilitation at a critical time - with note taking and other administrative tasks. The person arrived in Bujumbura on 30 November 2008 for an initial period of 6 months through the expected closing date of this project.

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 HQs for review and approval.

3.3. Evaluations

No assessments, evaluations or studies have as yet been undertaken.

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 resulted in renewed momentum in the peace process, with key outcomes including:

- The recommencement of the peace process in Burundi through the return of Palipehutu-FNL leadership, including Palipehutu-FNL's Chairperson Agathon Rwasa, from Tanzania to Bujumbura in May 2008, creating renewed momentum for the process.
- The environment conducive to communication facilitated by the Political Directorate (PD)—evidenced by the fact that both Government and Palipehutu-FNL representatives were able to participate meaningfully in the meetings of the PD in Bujumbura. Moreover, the two parties have started to engage in a series of face to face meetings, the logistics of which are supported by the PD through this fund. This support allowed the parties to meet among themselves, not only in Bujumbura, but also in the provinces, providing the necessary flexibility for a sustained meeting calendar to maintain momentum.
- The enhanced capacity of the PD 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 and logistical support, creating an environment conducive to negotiation.

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 project progress toward achievements of medium-term outcomes by creating the environment conducive to progress in the implementation of the Comprehensive Ceasefire Agreement (CFA). In particular, a new political momentum was created that led to the signing of the 4 December 2008 Bujumbura Declaration, setting new deadlines for the change in name of the Palipehutu-FNL and effective start of the Disarmament, Demobilization and Reintegration (DDR) process. The DDR of the FNL is not only the last step in the implementation of the 2006 Comprehensive Cease Fire Agreement, but will also render effective the separation of armed branch from political branch, which is a pre-requisite for registration of FNL as a political party and subsequent participation in 2010 elections.

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:

- In view of the need to urgently reactivate the CFA implementation process and the postponement of the Facilitator's scheduled tour of the region, the Political Directorate (PD) undertook a mission to Pretoria, South Africa to meet with the Facilitator Charles Nqakula. This visit was made possible by the chartering of a MONUC plane from Burundi to South Africa and was instrumental in preparing

the repatriation of the process with the return of Palipehutu-FNL leadership, including Palipehutu-FNL's Chairperson Agathon Rwasa, from Tanzania to Bujumbura in May 2008.

- Meetings held in Magaliesburg, South Africa, with the participation of both representatives of the Palipehutu-FNL and Government of Burundi with the group of special envoys to Burundi 9-10 June 2008, made possible by the chartering of a MONUC plane from Burundi to South Africa. One of the outcomes of this meeting was the signing of the Magaliesburg Declaration, which became one of the cornerstones of the peace process.
- Seminar held by ACCORD in Pretoria and Durban, South Africa. This seminar was suggested by the Facilitator with the purpose of jointly training Palipehutu-FNL and Government of Burundi representatives in negotiation and conflict resolution techniques. Emergency window funds supported the participation of a Burundian facilitator (from the Burundi Leadership Training Program) as well as the daily expenses of Palipehutu-FNL and Government participants.
- Reports and memorandums produced by both parties made possible by similar equipment delivered to both the Palipehutu-FNL and the Government of Burundi. The equipment donated includes laptop computers, printers, scanners, copy machines and stationeries. These equipments allowed the two parties to properly participate in the work of the PD and the Joint Verification and Monitoring Mechanism (JVMM). In particular, these equipments allowed the Palipehutu-FNL to produce, *inter alia*:
 - Verification lists of 18,000 names, then 21,000 names submitted to the JVMM in August 2008
 - A number of Memorandums submitted to the PD by the different parties, including the 17 September 2008 FNL Memorandum
 - Various correspondences between the two parties and to the Political Directorate

It is important to note that all support, logistical and material, given to the two parties was done at the request of the Facilitation and the PD in response to specific requests from the Government and the Palipehutu-FNL, and allowed to create or maintain momentum at key moments of the process.

4.4. Constraints, potential delays and lessons learnt

- Delays in the implementation of the Facilitator's Revised Programme of Action and JVMM Programme of Action
- Ongoing discussions between the two leaders with the support of the PD on outstanding issues such as integration in State institutions and registration as a political party
- DDR process of Palipehutu-FNL that has not yet started due to the lack of a list compliant with the WB/MDRP conditions and a yet to be finalized Force Technical Agreement (FTA)
- Challenges providing sustenance for 2,155 Palipehutu-FNL elements currently residing in the Rugazi assembly area

4.5. Impact of key partnerships on results achievement

Key partnerships include:

- The African Union Special Task Force (AU-STF) currently bears primary responsibility for the security of the JVMM operations, i.e. the assembly and disarmament of FNL combatants. The AU-STF is however scheduled to finish its mandate on 31st December 2008, and for its approximately 850 troops to return home, which raises some serious concerns.
- Similarly, the South African-led AU-STF has been providing security/close 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.
- In recent developments, the World Bank / MDRP representative to Burundi announced its organization will support the continuation of the DDR process beyond the end of the MDRP set for 31st December 2008, which includes the DDR of Palipehutu-FNL/Rwasa combatants. This new information will also indirectly affect the credibility of the Facilitation and PD.

V. Future work plan

Despite sustained efforts by the South African Facilitator, the Regional Initiative, the African Union and BINUB, the peace process has still not been completed. Yet, if the armed movement remains outside the coming 2010 electoral process, it would be a potential significant spoiler and might be able to rally others to destabilize the situation. Supporting the work of the Facilitation is therefore more important than ever, and the recent signing of the December 4th Summit Declaration represents a major breakthrough in the peace process but also puts greater pressure on the Emergency Window fund to support the Facilitation and the parties in the immediate actions to be taken.

This is the reason for which a 6-month cost extension of US\$493,000 through 21 March 2009 was granted (with a possible additional no-cost extension dependant on peace process) in order to support the implementation of the outcomes of the December 4th Summit Declaration.

In particular, the Declaration of the Summit of the Heads of State and Government of the Great Lakes Region on the Burundi Peace Process calls for (1) the immediate establishment of a new Assembly Area in the already identified Rubira site and (2) the registration of the movement as a political party under a name compatible with the relevant constitutional provisions, after the Palipehutu-FNL explains to its constituency the need to change its name if it is to be registered as a political party, with a 31 December 2008 deadline. Both these urgent actions require the immediate mobilization of support, which only the Emergency Window Fund would be in a position to give under such short notice.

The Emergency Window Fund will furthermore continue to support work of the national staff Logistician in the Office of the Facilitation and JVMM through 31st December 2008 (due to the expiration of the mandate of the Facilitation on this date – with possible

renewal) as well as of an international staff note taker with the Political Directorate. The former of whom arrived in Suva on 30 November 2008 for an initial period of 6 months through the new expected closing of this project.

Due to the unpredictable nature of the peace process, it is difficult to foresee either detailed expenses or specific activities for a future work plan, aside from continuous support to the work of the Political Directorate and Facilitation. Developments in the near future will drive the response and nature of activities to be undertaken.

In the upcoming period, the goal is to ensure that the momentum in the peace process created by the December 4th Summit Declaration is maintained. This Emergency Window fund will ensure that the means are available to continue actively supporting the Facilitator and Regional Initiative's efforts to re-energize the peace process.