

71014  
EMER/8.



**PEACEBUILDING FUND  
EMERGENCY WINDOW  
PROJECT DOCUMENT COVER SHEET**

|  |   |
|--|---|
| <b>Recipient UN Organization:</b> UNDP Burundi   | <b>National Ministry or other National Entity (if applicable)</b>   |
| <b>Project Contact:</b> Mr. Youssef Mahmoud<br>Address: BINUB, Bujumbura, Burundi<br><br>Telephone: +257 22 20 5333<br><br>E-mail: <a href="mailto:mahmoud@un.org">mahmoud@un.org</a>  | <b>Project Title:</b> Support to Disarmament, Demobilisation and Reintegration Process in Burundi (Assembly, Disarmament & Verification) (DDR Phase 1)  |
| <b>Project Number:</b><br>To be completed by UNDP MDTF Office  | <b>Project Location:</b> Burundi  |
| <b>Project Description:</b><br>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 registration of FNL as a political party   | <b>Total Project Cost:</b> \$2,704,289<br><b>Peacebuilding Fund:</b> \$1,000,000<br><b>Government Input:</b><br><b>Other:</b> expected matching contributions from donors and UNDP/BCPR of another \$1.7 million.<br><b>Total:</b> \$2,704,289<br><br><b>Project Duration:</b> 2 months from date of approval |
| <b>Main Goal and Key Immediate Objectives:</b><br><br><p>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 funding will support the timely and successful completion of Phase I of DDR Process in Burundi, guarantee full transparency in the management of funds, and thus lay a solid foundation for the implementation of the World Bank supported Government-led second phase and the development of the third stage, in close consultation with the relevant national and international stakeholders.</p> <p>BINUB/UNDP has already been supporting the Facilitation (and participated in an integrated Facilitation/African Union/BINUB/UNDP) in the establishment and running of Rubira Assembly Area (PBF Emergency Window Fund covering medical expenses and UNDP contributing about \$750,000 in late December 2008 for feeding FNL elements assembled). The institutional framework for this funding envelope will therefore be provided by existing structure from a previous Emergency Window submission of March 2008 and its subsequent cost-extension of December 2008</p> |   |
| <b>Outputs and Key Activities:</b><br><br><ul style="list-style-type: none"> <li>- Adults associated with the FNL properly registered in pre-assembly areas receive the support required for their return in their communities (see for details of justifications in subsequent section);</li> <li>- Women associated with the FNL are properly reintegrated into civilian life with due respect to gender standards;</li> <li>- Rubira Assembly Area has the adequate services, logistical facilities and technical capacities to ensure timely processing verification of all FNL elements transiting through the assembly area.</li> </ul> <p>Key activities would include:</p>   |   |

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## 1. SITUATION ANALYSIS

### 1.1. General Context

#### 1.1. The Burundi Peace Process

A first Disarmament, Demobilization and Reintegration (DDR) process took place in Burundi from 2004 to 2008 under the National Demobilization, Reinsertion and Reintegration Program (PNDRR) financed by the Multi-country Demobilization and Reintegration Programme (MDRP) supervised by the World Bank on behalf of the contributing donor countries. This program had supported the dismantling of nearly 30,000 militia forces (Government-affiliated *Gardiens de la Paix* & rebel/CNDD-FDD-affiliated *Militant combattants*) and the demobilization, reinsertion and reintegration of nearly 27,000 combatants – including 3,261 children associated with armed forces – from six different Armed Political Parties and Movements (APPMs) when the MDRP closed on 31<sup>st</sup> December 2008. However, one rebel movement – the Palipehutu-FNL – had remained outside of the peace process and could therefore not be demobilized as part of the program.

On 7 September 2006 a Comprehensive Ceasefire Agreement was signed between the elected government of Burundi and the last active rebel group – the Palipehutu-FNL –, but it soon broke down and the Palipehutu-FNL withdrew from the Joint Verification and Monitoring Mechanism (JVMM) in July 2007, leading to resumption of hostilities in April 2008. On 26 May 2008, the Government and the Palipehutu-FNL issued a Joint Statement for Cessation of all hostilities following the return of FNL delegation including FNL's Chairperson Agathon Rwasa to Bujumbura earlier in May 2008 allowing the work of the JVMM and Joint Liaison Teams to resume. The South African Facilitator succeeded in securing the first substantive meeting between President Nkurunziza and FNL leader Agathon Rwasa on 18 August 2008.

The Great Lakes Region Heads of State Summit of 4 December 2008, the subsequent name change from Palipehutu-FNL to constitutionally compliant name "FNL" in early January, and the Bujumbura Declaration of 17 January 2009, created political momentum conducive to effective DDR of this last armed group in Burundi. 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 the armed branch of the Movement from its political wing which is a pre-requisite for registration of FNL as a political party (their application was submitted on 30 January 2009).

Although the pre-assembly process began in July 2008, the formal assembly process accelerated following the 13-14 March visit of the Facilitator Minister Nqakula, with a first batch of 3,475 FNL elements being moved from Bitwe pre-Assembly Area to Rubira Assembly Area on 16 March. All 3,475 FNL were registered in two weeks time, and Verification process commenced on the week of 30<sup>th</sup> March but was halted due to contestations from the FNL. The FNL also submitted a comprehensive list of 733 weapons on 23 March, which is currently being used for calculation of (provisional) integration quotas into Defense and Security Forces, and verification of FNL weapons stocks in pre-assembly Areas commenced on 30 March. Finally, the FNL released a first batch of 112 children from Rugazi and Rubira Assembly Areas on 2 April, and a subsequent batch of 228 children from Pre-Assembly Areas in Bubanza, Cibitoke, Bujumbura Rural and Kayanza provinces was separated and transferred to Gitega Demobilization Centre on 10 April.

Furthermore, the Facilitation, international community as well as the Government have anticipated that a large number of FNL individuals who appear on the certified list of 21,100 submitted by the FNL in August 2008 that will go through the DDR verification process will neither be integrated into Defense and Security Forces nor eligible for demobilization through the World Bank-supported Transitional Demobilization and Reintegration (D&R) Project. This leaves a sizeable category of FNL elements who, while not strictly combatants, have been legitimately associated with the armed wing of the FNL and appear on the certified

## 2. PROJECT JUSTIFICATION

### 2.1 The 2009 DDR of FNL

#### 2.1.1 The three phases of the 2009 DDR process (see paragraph)

Following the closure of the World Bank-led Multi-Donor Reintegration Program (MDRP) on 31 December 2008, efforts have been initiated to develop a strategy articulated by three interrelated components to ensure the effective implementation of the DDR process. :

- a. Assembly, disarmament and verification – run by the Facilitation Office/Joint Verification Monitoring Mechanism (JVMM) and monitored and assisted by the African Union Special Task Force (with the expected support from the international community through a UNDP - administered financial mechanism- see Section 3. below) .
- b. Demobilization, reinsertion and reintegration (D&R) – run by the Technical Coordination Team of the National Commission for Demobilization, Reinsertion and Reintegration (with financial support from the World Bank through its Transitional Demobilization and Reintegration Project
- c. Sustainable socio-economic reintegration at the community level that would ensure an integrated transition between the end of the individually-targeted reintegration assistance provided by the World Bank and existing or projected community development programmes run by the Government with support from development agencies such as UNDP, bilateral and other multilateral agencies.

This three part process requires considerable co-ordination since each phase of the process has a different lead and different funding mechanism and must dovetail with subsequent phases. While the World Bank is supporting the Government of Burundi with a Transitional Demobilization & Reintegration project (already \$10 millions in IDA and another \$6-8 millions in donor pledges) for the second phase, the Facilitation Office has been largely working on the basis of ad hoc support from donors, leading to defective planning, poor accountability, and limited ability to react to contingencies/emergencies arising along the Assembly, Disarmament & Verification process.

#### 2.1.2. Phase I of the DDR process

Timely completion of phase I of the DDR process (Assembly/Disarmament/Verification) is essential for the smooth implementation of the other phases. However, the 31<sup>st</sup> March deadline for the completion of the process was not met and the Facilitation office started downsizing/disengaging as early as 1<sup>st</sup> April 2009. At the 8 April meeting the Facilitation also signaled that it would reduce its staff and rely more heavily upon technical support from BINUB/UNDP by the close of April. Budget cuts to transport of FNL leaders has already begun and housing provided by the Facilitation will be dramatically cut by the end of April. Furthermore, the funding provided so far on an ad hoc basis by donors and the United Nations to the Facilitation for this first phase of the process is running out, while some improvements are still needed at Rubira Assembly Area and another an estimated 5 batches of about 3,500 FNL each are expected to be processed in the weeks to come. Already over \$1.5 millions (of which over \$1 million in food) has been spent on this first phase of the DDR process since April 2008 without the progress expected to match this investment.

#### 2.1.3. "Adults Associated with the FNL"

Based on existing eligibility criteria applying for the DDR process - weapon-combatant ratio and combatant verification status - it is highly expected that an important number of FNL included in the certified list will not be eligible for either integration into Defense & Security Forces or Demobilization through World Bank-supported Transitional Demobilization & Reintegration project. To ensure the application of same standards as in the past, this specific group will be considered as "adult associated with armed group" and be entitled to the same benefits as the former 'militants combattants'. This approach takes also into account the need to avoid any potential security risk due to an inappropriate handling of this group.

In this context, the international community<sup>1</sup> is considering a "return indemnity" for those "adults associated with the FNL" who could receive a 100 000 FBU indemnity that had been received by *Gardiens de la Paix* & rebel/CNDD-FDD-affiliated *Militant combattants* mentioned in the introduction. These non-combatant adults could later on benefit from an "easy entry/fast track" into existing community development projects. Those who were "non-eligible" for reasons outlined in Section 1.1 above will simply be taken home and would not

<sup>1</sup> See Minutes from Meeting of International Coordination Group on DDR, Friday 27 March 2009

### 3. ANALYSIS OF RISK AND ASSUMPTIONS

The failure or delay in implementation of DDR would carry multiple and significant political and security risks to the peace process that could jeopardise the hard-won agreements and delicate trust being built between the parties. These include:

- Delays in DDR and the integration of FNL elements into the security services, would affect the timetable for the FNL's registration as a political party and its ability to take part in the elections planned for 2010, which is a key incentive for the FNL to follow through the agreement to disarm and demobilise (the FNL had not yet been formally registered as a political party although its application was submitted to relevant national authorities on 30 January 2009).
- Moreover, delays or gaps in the DDR process might affect the credibility of the programme in the eyes of the beneficiaries, and discourage combatants from taking part, which could have security repercussions.
- The Government and the FNL had not yet reached an agreement on rank harmonization. This could pose challenges to the timely and smooth DDR implementation.
- The AU Special Task Force (AU-STF) is to drawdown its presence from Burundi. While contingency planning had been prepared, ability to respond to any unforeseen security threats and/or delays in DDR would be partially limited.
- Parallel to this the financial drawdown of the Facilitation creates an additional sense of urgency to complete the process and will place greater technical burdens on BINUB and UNDP.
- The lack of funds available for the pre-DDR phase. Approximately \$2.7m is required for the assembly, verification and disarmament phase for April and May 2009. Notwithstanding the PBF emergency funding contribution of \$1 million hereby requested, inability to access the remaining amount will negatively affect the project execution.
- The absence of an overarching and comprehensive national DDR strategy impedes effective coordination of efforts despite the successfully functioning of the International Coordination Group.
- The demobilisation and transitional reinsertion programme should commence fully and in a timely manner to ensure that there is no gap between the two stages of the process. This will require the fully functional TCT and World Bank trust fund as well as the establishment of coordination and planning mechanisms within an agreed and nationally endorsed strategic framework.

## 6. LOGICAL FRAMEWORK

| Objectives  | Measurable indicators   | Means of verification   | Important assumptions/risks  |
|---|---|---|--|
| <p><b>OBJECTIVE</b></p> <p>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 to mitigate the risks associated with this phase.</p>  | <p>1<sup>st</sup> phase of DDR process (Assembly, Disarmament and Verification) is completed by May 2009 and all 21,100 FNL elements have been processed</p>  | <ul style="list-style-type: none"> <li>- ES-CNDRR/TCT database of ex-combatants and associated</li> <li>- Final narrative report</li> <li>- Field monitoring (international observers)</li> </ul> | <p>Continued progress in JMM discussions and negotiations between the FNL and Government over integrator quotas for FNL into Defense and Security Forces.</p>  |
| <p><b>OUTPUTS:</b></p> <ul style="list-style-type: none"> <li>- Adults associated with the FNL properly registered in pre-assembly areas receive the support required for their return in their communities (see for details of justifications in subsequent section);</li> <li>- Women associated with the FNL are properly reintegrated into civilian life with due respect to gender standards;</li> <li>- Rubira Assembly Area has the adequate services, logistical facilities and technical capacities to ensure timely processing verification of all FNL elements transiting through the assembly area, and eventually transformation into Demobilization Centre</li> </ul> | <p>Number of "adults associated with the FNL" having received their "return indemnity"</p> <p>Number of FNL elements having transited through Rubira Assembly Area</p> <p>Reduced time for processing (verification) of batches of FNL elements at Rubira Assembly Areas due to the timely addressing of logistical and technical constraints</p> <p>Potential controversy and security problems averted by the separate demobilization of mutually hostile armed groups</p>  | <ul style="list-style-type: none"> <li>- ES-CNDRR/TCT database of ex-combatants and associated</li> <li>- Final narrative report</li> <li>- Field monitoring (international observers)</li> </ul> | <p>Funds to cover critical gaps during Phase I are provided in a timely manner.</p> <p>Verification process at Rubira Assembly Areas proceeds at a normal pace to allow for next batches of FNL to be processed through Rubira Assembly Area</p> <p>Technical challenges imposed by the mobile registration of "adults and women associated" in pre-assembly areas</p> <p>Government issues decree on status of combatant and recognizes legal status for "adults associated with the FNL" (to receive "return indemnity").</p> <p>National Defense and Security Forces have the necessary transit camps in place and are ready to receive those FNL to be integrated into FON/PNB/SNA</p> <p>World-Bank supported Transitional Demobilization &amp; Reintegration program is ready to accommodate all ex-combatant (in waves) in Gtega Demobilization Center as well as start their effective demobilization.</p> <p>African Union Special Task Forces (AUSTF)'s mandate get extended through the end of the verification process at Rubira Assembly Area.</p> <p>Potential security risk posed by distribution of cash indemnities to "adults associated" in 6 pre-assembly areas and 2 assembly areas</p> |
| <p><b>ACTIVITIES:</b></p> <p>Provision of "return indemnities" for "adults associated with the FNL" in equity with past 2004-2005 DDR program.</p> <p>Conduct of a socio-economic reintegration survey of the above category of individual in order to develop a strategy for their socio economic reintegration at the community level.</p> <p>Identification and verification of Women Associated with Armed Group (WAAG);</p> <p>Logistical and technical support to running Rubira Assembly Area</p> <p>Address contingencies that could arise during this 1st phase of the process</p>   | <p><b>INPUTS:</b></p> <ul style="list-style-type: none"> <li>- Personnel to provide "return indemnities" and conduct socio-economic reintegration survey of those "adults associated with the FNL"</li> <li>- Items and personnel for maintenance of Rubira Assembly Area and processing of FNL elements including, gender-specific entry and exit kits, ID cards (after verification), food and medicine</li> <li>- Fuel for transport</li> <li>- Personnel and equipment for sensitization, training and Recreational activities ( Sports, games, theatre/music)</li> <li>- Other necessary items/ equipments as may be needed</li> </ul> | <ul style="list-style-type: none"> <li>- Financial and final narrative reports</li> <li>- Field monitoring (international observers)</li> </ul>   |  |

**7.2. Overall Project Budget breakdown (including \$1 million contribution from Peacebuilding Emergency Window Fund)**

| ITEMS  | Unit Price in USD   | Number                 | TOTAL COST | Existing Emergency Window Fund PBF | Funds needed | Month 1 Expenses  | Month 2 Expenses |
|--|---------------------|------------------------|------------|------------------------------------|--------------|-------------------|------------------|
| A. "RETURN INDEMNITIES" for "adults associated with the FNL"                                 | 85<br>(100,000 FBU) | 10,000 - 1,000 females | 935,000    | 200,000*                           | 735,000      | 300,000 + 267,500 | 467,500          |
| Subcontracting costs for payments [5% of total cost of the operation: 51,000 USD]            |                     |                        | 56,100     |                                    | 56,100       | 28,050            | 28,050           |
| B. SOCIO-ECONOMIC REINTEGRATION SURVEY of those "adults associated with the FNL"             | 600/month /person   | 30                     | 12,000     |                                    | 12,000       | 6,000             | 6,000            |
| C. INTERPRETERS for identification, registration & verification process                      | 600/month /person   | 40                     | 48,000     |                                    | 48,000       | 24,000            | 24,000           |
| D. PHASE I OOR PROCESS   |                     |                        |            |                                    |              |                   |                  |
| -MAINTENANCE of Rubira Assembly Area (incl. chemicals for toilets & tents rental)            | 25,000              | 2 months               | 50,000     |                                    | 50,000       | 25,000            | 25,000           |
| -LITRY KITS (tooth brushes/paste, plastic table sets, civilian clothing, blanket & towel)    | 30 /person          | 11,000                 | 330,000    | 100,000*                           | 230,000      | 100,000 + 65,000  | 165,000          |
| -EXIT KITS (cooking pots, travel bag, FM radio) for demobilized and "adults associated" only | 30 /person          | 11,000                 | 330,000    |                                    | 330,000      | 165,000           | 165,000          |
| -IDENTIFICATION/SCREENING, COUNSELLING & RETURNING support for WAAG, including specialist    | 175 /person         | 1,000                  | 175,000    |                                    | 175,000      | 87,500            | 87,500           |
| -ID CARDS  | .60/person          | 21,100                 | 12,660     |                                    | 12,660       | 12,660            | -                |
| -FOOD & COAL (including storage, transportation and distribution)                            | 2.5/pers /day       | 4,000 for 30 days**    | 300,000    |                                    | 300,000      | covered (UNDP)    | 300,000          |
| -MEDICINE & MEDICAL EXPENSES (for referrals to Military Hospital)                            | 50,000 /month       | 2 months               | 50,000     | 10,000                             | 40,000       | 10,000 + 25,000   | 25,000           |
| -WATER (tanking & treatment)   | 10,000 /month       | 2 months               | 20,000     |                                    | 20,000       | 10,000            | 10,000           |
| -ELECTRICITY (fuel for generator)  | 5,000 /month        | 2 months               | 10,000     |                                    | 10,000       | 5,000             | 5,000            |
| -TRANSPORT (fuel for trucks)   | 30,000 /month       | 2 months               | 60,000     |                                    | 60,000       | 30,000            | 30,000           |
| -SENSITIZATION & TRAINING (intra-team confidence building activities & leadership training)  | 25,000 /month       | 2 months               | 50,000     | 50,000*                            | -            | 25,000            | 25,000           |
| -RECREATIONAL ACTIVITIES (Sports, games, theatre/music)                                      | 5,000 /month        | 2 months               | 10,000     |                                    | 10,000       | 5,000             | 5,000            |
| E. MONITORING & EVALUATION   | 2,500               | 2 months               | 5,000      |                                    | 5,000        | 2,500             | 2,500            |
| F. UNFORESEEN CONTINGENCIES (3%)   |                     |                        | 73,613     | 0                                  | 73,613       | 34,807            | 36,806           |
| SUB-TOTAL  |                     |                        | 2,527,373  | 300,000                            | 2,167,373    | 1,120,017         | 1,407,356        |
| G. GENERAL MANAGEMENT SERVICES (7%)  |                     |                        |            |                                    | 176,926      |                   |                  |
| GRAND TOTAL  |                     |                        | 2,704,299  | 300,000                            | 2,344,299    |                   |                  |

\*The Emergency Window Fund could readily advance this cash remaining from existing project.

\*\*This figure of 4,000 corresponds to the capacity of Rubira Assembly Area, and cost is calculated on basis of past experience. It defers from current 6,000 figure, which includes the feeding of FNL elements assembled at Rugazi in addition to the feeding of those assembled at Rubira



PEACEBUILDING FUND  
EMERGENCY WINDOW

PROJECT/BUDGET REVISION SUBMISSION FORM

|  |  |
|--|--|
| <b>Recipient UN Organization:</b> UNDP   | <b>Country:</b> BURUNDI  |
| <b>Project Title:</b> Support of completion of Phase I of Disarmament, Demobilisation and Reintegration Process in Burundi | <b>PBF Project Number:</b> PBF/EMER/8<br><b>New Atlas Project Number:</b> 00071014 |
| <b>Total Project Cost:</b> \$2,704,289<br><b>Peacebuilding Fund:</b> \$1,000,000   | <b>Indirect Cost Percentage:</b> 7%  |

**1. Type of Project/Budget Revision requested\***

- Increase in project budget**      **Amount requested:**
- Extension of project duration**      **New end date:** 31 December 2009
- Movement of funds between project budget components**
- Change of project scope (provide details in a revised project document form)**

**2. Decision of the Head of the Peacebuilding Support Office:**

- Approved**
- Approved with modification/condition**
- Deferred**

**Reason/Comments**

This PBF Emergency Window contribution along with other donor funding, has - in line with the 8 April 2009 agreement between the Government and the FNL - allowed to support the timely and peaceful return of estimated/targeted 11,000 adults associated with FNL combatants within the 2-month period (May-July) originally dedicated to the project. Indeed, a total of 9,299 adults associated were transported from four assembly and pre-assembly areas back to their communities, after receiving a return kit and the first instalment of return assistance. However, the planning for the more complex reinsertion support to up to 1,000 women associated with the armed movement took a little longer in order to ensure special gender considerations and to give the option for women to open an account in a microfinance institution at no cost.

The 1<sup>st</sup> phase of the whole process was completed on 19 August with a total of 10,186 adults associated including 9,138 (90%) men and 1,048 (10%) women having benefited from the program. As the associated adults often lived off neighbouring villages and communities while gathered in pre-assembly areas, the impact of their departure from these areas and return to their communities is already being felt and has resulted in improved overall security in the Western provinces where the pre-assembly areas were located.

A (no cost) extension of project duration is now needed in order to complete the second phase of the project consisting in the payment of the second instalment of return assistance directly in their communities of return, while laying the foundations for the reinsertion and reintegration of these returning adults associated at the community level. This second phase is expected to be completed by November, allowing for the closing of the project by end of December.

**Jane Holl Lute**  
**Assistant-Secretary General for Peacebuilding Support**

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**Signature**

.....  
**Date**

**3. Action taken by the Executive Coordinator, MDTF Office, UNDP**

- Project/Budget Revision consistent with provisions of the UN-UNDP and UNDP- Recipient UN Organizations MOUs and the LOA with donors**

**Bisrat Aklilu, Executive Coordinator, MDTF Office, UNDP**

.....  
**Signature**

.....  
**Date**