

INDEPENDENT EXTERNAL EVALUATION

PEACEBUILDING FUND PROJECTS IN BURUNDI

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LIST OF ACRONYMS

ABELO	Association Burundaise des élus locaux/ Burundian Association of Local Elected Officials
ALPC	Armes Légères et de Petit Calibre/ Small Arms and Light Weapons
BINUB	Bureau intégré des Nations Unies au Burundi/ United Nations Integrated Office in Burundi
CNDD-FDD	Le Parti Conseil National Pour la Défense de la Démocratie – Forces de Défense de la Démocratie
CNIDH	Commission Nationale Indépendante des Droits de l’Homme/ The National Independent Commission on Human Rights
CNTB	Commission Nationale des Terres et autres Biens/ National Land Commission
CSCP	Cadre Stratégique de Consolidation de la Paix
CTDC	Technical Commission of Civil Disarmament/ Commission Technique de Disarmement Civil
DERSG	UN Deputy Executive Representative of the Secretary-General
DfID	Department for International Development (United Kingdom)
DPA	Department of Political Affairs (United Nations)
DPKO	Department of Peacekeeping Operations (United Nations)
DRC	Democratic Republic of the Congo
DSA	Daily Subsistence Allowance
ERSG	Executive Representative of the Secretary General
EU	European Union
FDLR	Forces démocratiques de libération du Rwanda/ Democratic Forces for the Liberation of Rwanda
FDN	Forces Nationales de Défense/ National Defense Forces
GoB	Government of Burundi
HIMO	Haute Intensité de Main d'Ouvre (High Intensity Labor Activity)
IDPS	Internally Displaced Persons
JSC	Joint Steering Committee
M&E	Monitoring and Evaluation
NGOs	Non-Governmental Organizations
ODA	Official Development Assistance
OECD-DAC	Organization for Economic Cooperation – Development Assistance Committee

OHCHR	Office of the High Commissioner for Human Rights (United Nations)
OIOS	Office for Internal Oversight Services (United Nations)
OLUCOM	L'Observatoire de lutte contre la corruption et les malversations économiques et financiers (an anti-corruption NGO)
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
PNB	Police Nationale du Burundi/ Burundian National Police
PRSP/CSLP	Poverty Reduction Strategic Plan/ Cadre Stratégique de Lutte Contre la Pauvreté
SNR	National Intelligence Service
SSR	Security Sector Reform
ToR	Terms of Reference
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP/PNUD	United Nations Development Programme/ Programme des Nations Unies pour le développement
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNIMT	United Nations Integrated Management Team

EXECUTIVE SUMMARY

1. Introduction

In early 2007, the UN Post-Conflict Fund (PBF) allocated \$35 million USD to support the consolidation of peace in Burundi through a process that was jointly managed by the UN Integrated Office in Burundi (BINUB) and the Burundian Government (GoB). Burundi and Sierra Leone were the first two countries selected to receive support from the United Nations Peacebuilding Fund (PBF).

This independent evaluation was conducted in October and November 2009 by a team of one international lead consultant and two Burundian consultants. Over a period of 5 weeks in Burundi, the team visited each PBF project in at least two provinces, conducted over 240 interviews and focus groups with a sample of all relevant stakeholders, and conducted extensive document review. While this is not an impact evaluation due to the very short period of time allocated in the Terms of Reference, the evaluators were able to gather sufficient data to assess outcomes for each project, judge the likelihood that each project achieved its overall goal and objectives, recommend ways to sustain project results, and consolidate the lessons learned and corresponding recommendations from Burundi's pioneering experience with the PBF.

This evaluation is based on the core understanding from the peacebuilding literature that peacebuilding is largely experimental. Peacebuilding aims to promote individual, organizational, institutional, and cultural change in a context where this change has not been previously attempted or, if attempted, has been unsuccessful. It tries to achieve this type of change in a highly complex and dynamic environment, where the players and their positions are in continuous flux. Consequently, peacebuilding best practice states that all peacebuilding programs should regularly investigate and monitor whether their programmatic assumptions hold true in this dynamic context. It thus becomes particularly important to emphasize programmatic monitoring and adaptation for peacebuilding success. Furthermore, because the ultimate goal of peacebuilding is sustainable change at the national level, its contribution depends on the willingness of national actors to buy-into and to sustain the proposed change. Partnership, national capacity building, and ownership are therefore likely to be critical for peacebuilding success. **These characteristics set peacebuilding apart from standard humanitarian and development programming, and have implications for the capacity and systems of organizations implementing peacebuilding programs, including those funded by the PBF.**

2. Burundi and PBF Support

In Burundi, both peacemaking and war making coexisted for more than 15 years. The civil war began in 1993 after the assassination of the country's first democratically elected president, and continued to some degree until the final rebel group – the FNL – demobilized and began being integrated into the government and armed forces in 2009. A multi-stage peace process began soon after the war broke out, resulting in the Convention on Government in 1994; the Arusha Peace and Reconciliation Agreement in 2000; the installation of the transitional government in 2001; the Pretoria Protocol on Political, Defense and Security Power Sharing in 2003; peaceful democratic elections in 2005; ceasefire agreements with the FNL in 2006 and 2008; and the transformation of the FNL into a political party in 2009. With all rebel groups finally now

integrated into the Burundian government, Burundi is preparing for democratic elections in mid-2010.

The PBF funding was allocated to Burundi at a time when the capacity for both national and international institutions to deliver sustainable services to the population remained relatively weak and funding scarce. Furthermore, the relationship between the UN and the GoB was strained, partly due to the decision by the government to ask the UN's first mission to Burundi – the UN Operation in Burundi (ONUB) – to leave at the end of 2006, just as the PBF funds were being negotiated. **This institutional weakness and tension had an important influence on the selection, design, and implementation of the PBF projects.**

The PBF funded 18 projects in four main areas: Governance and Peace; Strengthening the Rule of Law in the Security Forces; Strengthening Justice and Promoting Human Rights; and Land Issues. Although the original intention was to complete these projects within one year, in actuality they lasted between 16 to 32 months, with some still ongoing at the time of this evaluation. They were implemented by six Recipient UN Organizations – OHCHR, UNDP, UNDPKO, UNFPA, UNHCR, UNIFEM – and the relevant GoB ministries or offices, although the UN controlled procurement and financial administration itself. In addition to these 18 projects, the PBF also funded two shorter-term projects with emergency window funding (for example, the Immediate Response Facility (IRF)) in March 2008 and May 2009, for a total contribution of US\$ 37 million.

3. Overview of Findings

The allocation of PBF funding to Burundi presented both an opportunity and a challenge. The opportunity was the ability to use the immediately available \$35 million earmarked for urgent peacebuilding activities in Burundi and to break new ground in how the UN thinks about and practices peacebuilding. **The PBF in Burundi did just that, developing several truly innovative peacebuilding projects that made an important contribution to peace consolidation in Burundi.** This opportunity was tempered by the challenge that neither the UN nor the GoB had the necessary guidelines, systems, or staff capacities to effectively support the selection and implementation of peacebuilding projects. As a result, **both the UN and GoB experienced a steep learning curve and invested an enormous amount of time in the entire PBF process, with insufficient guidance or support.** In some cases, this made the PBF projects take precedent over other activities that may have been equally or even more important.

Overall, and despite the challenges, the PBF still made some important contributions to peace consolidation in Burundi and improved the relationships between the UN and the GoB, as well as between selected individuals within the GoB and Burundian civil society. It provided urgent funding to key institutions and processes in the security, governance, and justice sectors; increased the national capacity to manage conflict peacefully; and moreover will likely to have some effect on the potential causes of violence in the near future through several of these interventions. It supported projects that other bilateral and multilateral donors believed to be too risky, filling critical funding gaps and catalyzing funding of follow-up activities in some of these areas by other donors. Furthermore, the PBF supported the strategic and operational integration of the UN system under the leadership of the Executive Representative of the Secretary General (ERSG), which increased the power and leverage of the UN, put more weight

behind the ERSG's important political and strategic efforts to consolidate peace in Burundi, and gave BINUB essential resources needed to fulfill the Security Council mandate.

In spite of these successes, the PBF projects lacked overall strategic guidance. After the initial project selection, the Joint Steering Committee (JSC) focused on the details of project design and implementation, not on whether the projects were achieving their strategic goals or contributing to the consolidation of peace. The Strategic Framework provides insufficient strategic guidance because it was developed after the Priority Plan and reads as a project-by-project justification, not an overall strategic document. Furthermore, with the exception of the projects that targeted on the National Defense Forces, there was no strategic coherence between projects within each sector, and little effort to achieve an aggregate complementary impact. In other words, the PBF in Burundi employed a purely project-focused approach, with no real programmatic guidance or strategy.

The projects varied significantly in their effectiveness. This evaluation found that seven out of 18 projects were both effective in contributing to their project-specific goals and the goals of the PBF: the Dialogue Forums, the Land Disputes Project, a portion of the Local Public Services Project, the Military Barracks Project (including the Displaced Families Project), the Morale Building Project, the National Intelligence Service Project, and the Transitional Justice Project. The relative success of PBF projects can be explained by variation in project selection, design, and implementation, providing important lessons learned for future PBF support. Below, the primary findings and lessons learned in each of these areas are summarized.

3.1. Project Selection

The selection of PBF projects in Burundi suffered from the general lack of conceptual clarity in the Peacebuilding Support Office (PBSO) and in the JSC (and specifically the Committee of Experts) in Burundi as to which types of projects were most appropriate for PBF funding. It should be noted that this conceptual ambiguity also exists in most of the UN documents about peacebuilding, and much of the academic literature on peacebuilding. After many hours of debate, the Committee of Experts selected 18 projects in a wide range sectors. While these projects could all arguably qualify as peacebuilding projects, this evaluation found that they were in fact not all appropriate for the timeframe and expected outcomes of PBF funding. **The experience of the PBF projects in Burundi therefore offers important conceptual clarification on peacebuilding, and on the PBF's comparative advantage.**

This evaluation found that the PBF has a comparative advantage in funding interventions that: i) target institutions critical to the prevention of violence in the near future and that are ready for peacebuilding intervention; ii) fill a critical or temporal funding gap (i.e., respectively, gaps created because other donor restrictions prevent them from funding it, or other donors are unable to fund at that time) and; iii) enable national actors to sustain project outcomes.

The comparative advantage of the PBF describes a more narrow definition of peacebuilding than is generally accepted within the UN or even in most policy and academic literature on the subject. As a result, it is important that the PBF not be seen as the primary vehicle through which the UN does peacebuilding in countries emerging from large-scale violent conflict. Instead, all UN entities operating in post-conflict countries should examine how their projects and programs contribute to the immediate and long-term consolidation of peace (i.e.,

peacebuilding), and how they can be sensitive to the interaction between their interventions and the conflict dynamics (i.e., conflict sensitive).¹

The PBF projects that do not fit all the criteria outlined above include those intending to deliver an immediate peace dividend – the Women’s Project, the Youth Project, the Local Public Services Project, and the Small Business Project. The primary issue with these projects is that they did not target and strengthen institutions that are critical to the prevention of violence escalation in the near future. Secondly, the desired project scope and outcomes could not be achieved during the short timeframe provided by PBF funding, and may have been more effectively supported by longer-term funding streams. These projects point to a problem with the concept of a peace dividend as it was used in Burundi, and is often used elsewhere.² **If a project aims to provide a peace dividend but does not achieve results that are sustainable by the individuals or organizations targeted by the project, then it can very easily become a peace disappointment.**

The PBF projects in Burundi show that selection should be based on an analysis of the readiness and capacity of the target national institutions to sustain the type of change being promoted by the PBF project or program. If there is no willingness in the target institution to implement the particular project/program proposed, then the project/program is not likely to deliver the desired results. In several cases, the idea for the project originated directly from the government ministry or department that was the beneficiary of the project, which led to immediate buy-in and support for the PBF project. If a project does not have complete buy-in, then the UN and the government counterparts should allocate significant effort to create buy-in and support for the project throughout the project cycle. Another option for incomplete buy-in is to have variable start dates for PBF projects in order to allow greater time to create buy-in and support from national institutions.

3.2. Project Design

All PBF projects in Burundi suffered from two significant design flaws: the absence of planning for the sustainability of results after the PBF supported ended; and the absence of monitoring and evaluation plans for each project. While, the inability of BINUB to fully staff its Joint Monitoring and Evaluation Unit (JMEU) certainly reduced the mission’s M&E capacity, this deficit was deepened by the lack of programming and monitoring experience among many of the staff implementing PBF projects.³ Even after these design flaws were recognized, the UN was largely unable to correct them. The JSC repeatedly requested data on project outcomes and plans for sustainability of results, which most of the projects did not deliver.

In addition to these common design flaws, **several projects suffered from notable misalignment between the project goals, objectives, activities, timeframes, and resources.** For these projects

¹ FEWER, International Alert, and Saferworld (2004) *Conflict Sensitive Approaches to Development, Humanitarian Assistance and Peacebuilding: A Resource Pack* (London: International Alert).

² Some of the results of the Women’s Project, the Small Business Project, and the Local Public Service Project are being sustained by collaboration between national institutions and the UN.

³ As staff were recruited to the JMEU they did work hard to provide support to the PBF projects. They created a database that records quantifiable results from each project. Nonetheless, this data does not provide the full picture of project results, and needs to be complemented by a baseline for each program/project, more realistic goals and objectives, an assessment of each project’s implicit theory of action or change, S.M.A.R.T. indicators, and good monitoring practices.

– the Anti-Corruption Project, the Disarmament Project, the Youth Project, the Women’s Project, and the Decisions and Judgments Project – it was virtually impossible to achieve the desired results within the resource and time constraints, or with the specific activities specified in the project design.

Several other projects – Anti-Corruption, Decisions and Judgments, National Independent Human Rights Commission – **targeted national institutions that were not ready for the type of reform proposed by the project.** Consequently, they did not have the necessary national support or buy-in to achieve the type of change expressed in the project goal. Ideally, project staff would have adjusted the project design to better fit with the reality, but this did not happen, nor did many staff feel they had the authority to adjust the original design. It would have undoubtedly also been helpful if UN and GoB leadership had advocated for greater institutional buy-in, which did not take place in these projects.

Those projects that were most effective focused on capacity building and transfer as a core element of programming. PBF projects/programs are short-term but aim to achieve behavioral, organizational, institutional, or cultural change. As a result, their success depends on the willingness of other national and international actors to sustain the change that they begin. In Burundi, the projects that were able to achieve change that is likely to be sustained by national actors, usually with international support, were designed specifically to strengthen national capacity to sustain the change that the project initiated.

3.3. Project Implementation

3.3.1. Organizational Procedures

All PBF projects suffered from important implementation challenges. The challenge most commonly cited by UN staff was significant delays in procuring goods. This was caused by three factors: i) UNDP did not have the capacity or staff to procure such a large number of different type of goods in a short period of time; ii) procurement timeframes were not taken into account in project design; and iii) many staff implementing PBF projects were unfamiliar with UNDPs procedures and procurement regulations, leading to further delays and misunderstandings. In response, the UN significantly increased its procurement capacity and created and staffed a new procurement unit. While this addressed many of the procurement challenges, because of the short timeframe of the PBF projects, this change came too late to undo the delays and confusion caused by the initial lack of capacity.

Implementation was skewed to favor spending money over achieving outcomes. The amount that each project spent was monitored regularly, while the outcomes of each project were not. This encouraged staff to focus on spending the money and implementing the project as designed, not on spend money in ways that were the most efficient or effective or to develop innovative approaches to problems encountered during implementation.

BINUB’s unique structure also posed both implementation opportunities and challenges. BINUB was integrated under the leadership of the ERSG, who wore multiple hats (Representative of the Secretary General, Resident Coordinator, Humanitarian Coordinator, and Resident Representative of UNDP). While this structure helped to create some project teams that combined the political, programmatic, and technical knowledge necessary to implement their PBF project, it also made the UN system even more complex and confusing for many staff. Staff reported to several different bosses and had to understand and navigate many different

UN bureaucracies and institutional cultures. Many staff reported that this complexity further complicated project implementation and contributed to implementation delays.

3.3.2. Partnership

The most effective PBF projects were enabled by a relatively equal partnership and continuous dialogue between the national and international partners during the design and implementation of the project. When national and international counterparts felt an equal stake in the project and were committed to working together as a team, their collaboration delivered good results. When they did not, the project suffered.

Effective projects also integrated non-governmental partners, civil society, beneficiaries, and/or community members in the design, implementation, and monitoring of the project. These external actors provided invaluable input and feedback about the relevance of the project to the context and the effectiveness of its activities, and helped these projects achieve much greater accountability to the intended beneficiaries.

3.3.3. Capacities

Implementation was made more challenging by the fact that many staff implementing PBF projects lacked sufficient programming or monitoring experience in general, and only a few had significant experience with peacebuilding programming. While BINUB brought in consultants to offer some general training, this was short-term and did not offer the type of ongoing support that many project staff needed. In addition, there was no training of staff in the specific challenges and opportunities of peacebuilding programming. The effective projects worked in large part because their staff had the relevant experience and worked hard to learn on the job what they did not already know.

Effective projects had both national and international staff who were committed to the project and possessed the necessary technical, programmatic, political, and (in some cases) monitoring knowledge. These teams were able to implement complex, high-pressure PBF programs and adjust to new opportunities and unsuspected challenges that arose during the implementation process.

The projects that were most affected by implementation challenges included the Youth Project, the Police Project, the Women's Project, the Micro-Enterprise Project, and the Local Tribunals Project. In each of these projects, significant problems occurred in the selection of beneficiaries, the discrepancy between the expectations raised by the project and the capacity of the project to delivery on these expectations, the quality of the goods delivered by the project, and/or poor quality relationships and collaboration between national and international partners.

4. Conclusion

PBF programming aims to achieve results that catalyze individual, organizational, institutional, and cultural change. Burundi's experience with the PBF shows that the UN can engage in new and innovative approaches to peacebuilding and that this engagement can have an important positive impact on the drivers of peace. Nonetheless, it also shows that innovative programming requires different staff capacities and organizational procedures than those required for standard development and humanitarian programming. Making the most of the PBF's comparative advantage also requires innovation and the adaptation of organizational systems

and staff capacity, as well as effective results-based monitoring to create downward accountability and enable adjustment when these experimental approaches do not unfold as foreseen.

5. Recommendations

5.1. Recommendations for the Joint Steering Committee in Burundi

1. Sustain the results of PBF projects that have recently closed.

- Continue to invest GoB and UN resources in strengthening the capacities built through these projects to capitalize on the initial investment made by the PBF projects.
- Advocate with international and civil society actors to build on and deepen the positive results from PBF projects.
- Follow the specific recommendations for each project contained in Annex VI.

2. Apply lessons learned from the first round of PBF projects to the P3P/3C PBF project.

- Develop S.M.A.R.T. indicators to monitor project results, and regularly gather information during project implementation on the project's contribution to these indicators.
- Engage civil society and partners in project monitoring and create a forum where they can regularly provide and discuss their findings during the project implementation process.
- Build national capacity to sustain the results of the project.
- Advocate with other actors to capitalize on the capacity and results achieved by the PBF project in future interventions and programs.

3. Increase the efficiency and strategic focus of JSC meetings.

- Focus JSC meetings on strategic decisions, not detailed project monitoring.
- Reduce the number of documents that JSC members are required to read and the number of meetings that they are required to attend.
- Consider holding JSC meetings in downtown Bujumbura, or reimbursing participants for the cost of transportation to JSC meetings.
- Increase the capacity of the Technical Secretariat and the Joint Monitoring and Evaluation Unit to provide necessary technical and programmatic support and ensure quality control of PBF interventions prior to their discussion by the JSC.

4. Improve incentives for staff to regularly visit PBF and other UN interventions around the country.

- Consider removing Phase IV restrictions since there is no longer fighting between warring parties in the country.

5.2. Recommendations for the Peacebuilding Support Office (PBSO)

1. Alter some of the principles that govern the allocation of PBF funding and support to Burundi.

Program selection and focus

- Do not support interventions that simply aim to provide peace dividends, without strengthening the capacity of national actors to sustain these dividends. Without sustainability of results, peace dividends can quickly become peace disappointments.
- Ensure that a significant portion of PBF funding directly goes to beneficiaries, not simply to the UN or the government.
- Support coherent, flexible strategic programs and processes, not diverse, unconnected projects. In addition, examine which types of interventions can benefit multiple constituencies (i.e., training and dialogue) and which target groups should be integrated across all interventions (i.e., women, youth). Not only do unconnected projects waste an important opportunity to aggregate impact, they are also often unable to adapt to changes in the context, instead focusing on delivering a pre-determined list of activities.
- Allow for differential start dates and variable timeframes of projects. Because all PBF interventions and the institutions that they target are different, all project timeframes should not be the same, nor should they all begin at exactly the same time.
- Do not promise an exact funding amount before the details of the intervention are worked out. Ensure that the funding amount provided matches with the requirements of the PBF intervention.

Partnership

- Encourage all PBF interventions to involve civil society and communities in their design, implementation, and monitoring. This increases national capacity, increases the relevance of the intervention, provides valuable information on results, and promotes more effective and sustainable outcomes.
- Regular communication with other national and international actors should be a core aspect of PBF programming.
- Investigate ways in which the results derived from the JSC process and relationships can be continued after the PBF support has ended.

Reporting and success criteria

- Develop less cumbersome, but more effective, reporting guidelines. Reporting should be based on results-based management principles and all reports should be cumulative, providing intermediary data on results, justifying expenditures, and analyzing the relationship between results and the overall goal of the intervention. Consider requiring reports on a bi-annual, rather than a quarterly, basis.
- Do not judge the success of PBF projects in terms of the funding catalyzed, which does not necessarily encourage good peacebuilding programming. Instead, focus on catalytic programming that aims to support critical change in the drivers of peace in the country concerned.

Capacity

- Assess the capacity of all Recipient UN Organizations to implement the specific type of programming articulated in the proposal. PBF programming differs in the timeframe and desired outcomes from standard humanitarian or development programming, and will

most likely require different staff skills and organizational systems and procedures. This evaluation has found that it is important to have project teams that combine local/national, political, peacebuilding programming, technical, and monitoring knowledge.

- Identify and deploy resource people who can offer training and help to select, design, implement, and monitor PBF projects. Short-term visits are likely to be insufficient. Instead, sustained peacebuilding support capacity within each recipient country is likely to be necessary to ensure that PBF interventions are effectively designed and implemented.

2. Develop well-researched *Guidelines on PBF Program and Project Selection.*

These guidelines should clearly specify the comparative advantage of the PBF and how to select corresponding interventions. These guidelines are important for helping the JSC and Recipient UN Organizations to determine what types of interventions should be selected as PBF programs and what should be funded through other sources. The guidelines should include:

- i. instructions on how to do an effective analysis of the drivers of conflict and peace, of the institutions and processes that are ready for short-term peacebuilding interventions, and of the key points of leverage within these institutions;
- ii. instructions on the type of participatory processes that can be utilized to engage various stakeholders in the identification of drivers of peace and conflict, and capacity analysis of target institutions;
- iii. instructions on what type of information should be included in the Priority Plan, how it should relate to the Strategic Framework, and how to make both documents into living strategic documents;
- iv. clarification of the similarities and differences between programs that fit with the PBF comparative advantage and other types of peacebuilding interventions, conflict sensitive development programming, and normal humanitarian and development programming; and
- v. instructions on how to carry out a capacity assessment of the Recipient UN Organizations' and partners' ability to carry out each program or intervention. This is necessary to ensure that those responsible for managing and administering the funds and implementing programs can meet the demands of effective PBF programming.

3. Develop well-researched *Guidelines on PBF Program Design and Implementation.*

These guidelines should include a description of the characteristics of effective PBF programs. This evaluation finds that the PBF is most effective when it supports strategic programs that represent a critical and/or temporal funding opportunity and:

- i. combine several complementary interventions to strengthen the capacity of an institution that is a clear priority for the prevention of violence escalation in the near future, and that is ready for and has consented to the proposed intervention;
- ii. include capacity building of the target institution as an integral part of the program design and implementation;

- iii. follow peacebuilding best practice in program design and implementation (i.e., conduct a capacity assessment of target institution/process; articulate theory of how the intervention aims to influence institution/process and corresponding outcomes; monitor incremental progress toward outcomes; adjust both theory and programming approaches if intention and outcome do not align; and maintain the focus on sustaining results through transfer and linkages to other interventions and programs);⁴
- iv. are implemented by a combined national and international team that exhibit good teamwork and have the technical, political, programmatic, and monitoring skills necessary to achieve the specific program goals and objectives;
- v. include civil society and non-governmental organizations in the implementation and monitoring of the program; and
- vi. advocate with other national and/or international actors to sustain the project results once the PBF project has ended.

4. Develop well-researched *Guidelines on PBF Monitoring and Evaluation*.

These guidelines should specify the best practice in peacebuilding monitoring and evaluation and include clear instructions for UN staff on:

- i. how to design results-based monitoring systems for PBF programs and develop appropriate indicators;
- ii. how to monitor PBF programs and include communities and civil society in the monitoring process;
- iii. how to communicate this information clearly and concisely in reports to the JSC and PBSO;
- iv. how to adjust program approaches in response to data about the alignment between projects goals, objectives, and intermediary outcomes;
- v. what the standard criteria for evaluation of PBF projects should be, so that staff are aware of what they will be evaluated against; and
- vi. how to prepare for and support evaluation missions, including guidelines on what timeframes and resources are necessary to achieve different evaluation results; guidelines for staff of the characteristics and principles of independent evaluation; and principles of draft circulation, feedback, and final evaluation dissemination.⁵

5. Develop well-researched *Guidelines on PBF Roles and Responsibilities*.

These guidelines should clarify the roles and responsibilities of all actors involved in PBF funding and programming.

⁴ Susanna P. Campbell (2008), "When Process Matters: The Potential Implications of Organizational Learning for Peacebuilding Success," *Journal of Peacebuilding & Development* 4, 2:20-32; Cheyanne Church and Julie Shouldice (2003), *The Evaluation of Conflict Resolution Interventions: Part II: Emerging Practise & Theory* (Londonderry: INCORE); Cheyanne Church and Mark Rogers (2006), *Designing for Results: Integrating Monitoring and Evaluation into Conflict Transformation Programs* (Washington, DC: Search for Common Ground); Reflecting on Peace Practice (2008), *Reflecting on Peace Practice: Participant Training Manual* (Cambridge: CDA Collaborative Learning Projects).

⁵ In addition to the five weeks for which all three consultants were paid, the lead evaluator gave over 200 hours off contract to analyze the data and draft and edit the final report.

5.3. Recommendations for Recipient UN Organizations

1. **Conduct an assessment of your capacity to support the implementation of effective PBF programming in line with the requirements listed below, and address the gaps in capacity that this assessment reveals.**

Staffing

- All relevant program staff should be trained and supported in designing, implementing, monitoring, and reporting on peacebuilding programs.
- Teams implementing PBF programs need to be able to integrate a complex skill set, including the appropriate national, technical, programmatic, political, and monitoring knowledge.
- Work with PBSO either to train all relevant staff in the particular requirements of PBF programming, to develop a job profile appropriate for PBF programming, and/or to develop a surge capacity of staff that can be deployed to train and support staff implementing PBF programs. One-time visits or training sessions are likely to be insufficient. Instead, sustained support and reinforcement is necessary to ensure that the staff has the necessary guidance to implement and monitor complex PBF programs. Several of the staff members who worked on PBF projects in Burundi and in other countries would be valuable assets to other countries venturing down this road.

Reporting

- Financial reporting mechanisms should require a clear justification of expenditures that explains how and why money was spent in a particular way, not just that the money was spent in line with the original proposal. This justification is necessary to help explain alterations in the original program design and to encourage PBF programs to adapt to changes in the context to better achieve program goals.

Procurement

- Procurement procedures and expertise should support the shorter timeframes of many PBF projects and the different types of goods that may need to be procured for PBF projects. The procurement needs of PBF projects may differ significantly from those required by normal humanitarian or development programs.

Programming and Monitoring

- Incentives should exist to encourage regular field visits by all levels of program staff to monitor program implementation and intermediary results. Because of the experimental nature of many peacebuilding interventions, regular monitoring of outcomes is extremely important to reduce the potential negative outcomes of projects and increase the likelihood that they will achieve the desired results.
- Ensure that programming procedures are flexible enough to support programs that adapt to contextual changes, and to achieve better the intended outcomes of PBF programs, which aim to create individual, organizational, institutional, or cultural change in complex, dynamic environments.

5.4. Recommendations for new allocations of PBF support

1. **Base program selection on a participatory process that includes the below steps.** Articulate the findings from this process in the Priority Plan, and update it as the context and programming approach changes. The Priority Plan should be a living strategic document and serve to keep all stakeholders focused on the same strategic objectives and priorities.
 - Understand the context through an assessment of the drivers of conflict and peace in the country, and selection of the drivers that are likely to directly influence the escalation of violence in the next few years.
 - Understand the interventions that are ripe for PBF support through an analysis of the various types of peacebuilding interventions that may address the selected drivers (i.e., institutions or processes), and an analysis of the readiness of the selected institutions and processes for the different types of peacebuilding interventions possible, and the likelihood that the results would be sustained.
 - Understand which interventions other donors are likely to support through an analysis of the funding climate for the selected drivers of conflict for which there is also institutional readiness. Select corresponding programs that other donors are not able to support because of funding restrictions (i.e., critical funding gap) or are not able to support in the near future (i.e., temporal funding gap).
 - Understand the capacity of the UN and partners to implement effectively the intervention by doing a transparent capacity assessment. If the capacity is not available or cannot be found to implement the program, then it should not be selected.
2. **This evaluation recommends that PBF support to other countries aims to achieve a lighter footprint in terms of the mechanisms created, and a heavier footprint in terms of new types of partnerships, procedures, and staff capacities for PBF programming.**

Mechanisms

- The JSC should be a strategic group that examines the coherence and strategy of the projects, not the detailed expenditures of each project. This would require that each project produce higher quality reports and proposals, and that the Technical Secretariat and Program Directors ensure the quality of the program implementation, monitoring, and reports in order to reduce the burden on the JSC, and ensure effective quality control.
- Do not create a Technical Monitoring Committee for each project, or group of similar projects. In Burundi, these groups have had varying degrees of effectiveness and did not interface effectively with the JSC. Instead, ensure quality control of the projects by the UN and government counterparts, and establish a small group of external stakeholders that will provide continuous feedback and advice on the program implementation and are integrated into program decision-making processes. Ensure that these groups interface effectively with the JSC, and consider including members of these groups on the JSC. The monitoring mechanisms developed for the National Intelligence Service and Cadre de Dialogue projects in Burundi provide good examples of these monitoring systems.
- The Technical Secretariat should play an active role in ensuring the quality control of, technical assistance to, and strategic focus of the work being done by the PBF projects.

The JSC should not be responsible for quality control, but should serve as a Board of Directors that is responsible for strategic decisions, solving serious problems or disagreements between stakeholders, and overseeing the quality of the work, but micromanaging the projects or programs, as was the case in Burundi.

- It is unnecessary to create Management Units for each project, as was done in Burundi, but it is critical that joint national and international teams carry out the program design, implementation, and monitoring, and that they have the sufficient skills to do so. This partnership brings much of the added value of the PBF programs and can play an important role in ensuring national buy-in and sustainability.

Partnership

- To enable real appropriation of PBF programs and projects by national institutions and actors, Recipient UN Organizations need to prioritize joint decision-making and collaboration with national partners during the implementation process; consider financial compensation to enable national counterparts to dedicate time and energy to monitoring and overseeing the projects; support more joint training for national and international counterparts; and develop ways of managing project funds that give equal responsibility to both national and international counterparts.
- To increase the relevance and accountability of PBF programs to the country context, include civil society organizations and community members in the design, implementation, and monitoring of PBF programs.
- Because PBF programs build on what came before them and aim to be sustained by what comes after them, effective implementation of PBF projects requires advocacy, cooperation, and communication with other actors who can sustain the program results. As a result, significant staff time should be dedicated toward communication and advocacy with other national and international actors.

Procedures

- Ensure that organizational procedures are appropriate to support the particular requirements of PBF programming (i.e., quick delivery, complex politically sensitive programming, participatory design and implementation, and good programming practices). These procedures may not need to be applied to the whole organization, but need to be available to be “called up” to support both efficient and effective implementation of PBF programs or projects.
- Match the pressure to spend with equal pressure to monitor intermediary outcomes and results. It is necessary to improve accountability for how money is spent (i.e., efficiency) and what it achieves (i.e., effectiveness), not just the amount that is spent (i.e., deliverable). This evaluation recommends that the UN develop more transparent and accessible monitoring mechanisms that link expenditures to project outputs and outcomes.

Staff Capacities

- Ensure that the teams responsible for implementing PBF projects have the necessary combination of skills – local, programmatic, political, technical, and monitoring – to support effective PBF programming.

3. Ensure that the program designed can be implemented in the timeframe specified, and with the available institutional resources.

- Do an effective needs and capacity assessment with the intended beneficiaries during the program design process. Include relevant stakeholders and potential partners in the program design process.
- Funding amounts should only be confirmed once the program design is completed. Promising funding amounts prior to the completion of program design can lead both to unnecessary spending and inadequate funding.
- Individuals who design the program should also be involved in its implementation so that they understand the basic thinking behind the program design and are able to adjust the original design during the program implementation process.

4. Ensure that program implementation adapts to the context and that staff and other stakeholders engage in regular monitoring of intermediary results.

- Staff in charge of program implementation should be given the flexibility to change and adapt the program design if it does not seem to be delivering the desired outcomes or results. This may require an adjustment to the normal project delivery mentality and corresponding monitoring and implementation systems.
- PBF programs should employ best practice in peacebuilding design, monitoring, and evaluation by articulating the theories of change about how the peacebuilding projects will contribute to consolidating peace. This should also be in line with the strategy articulated in the Priority Plan, and should assist in the development of mechanisms to monitor the contribution of intermediary outcomes to this strategy and the desired results. Monitoring intermediary outcomes may require more time of staff, but the experience of the PBF in Burundi shows that this additional allocation of time is necessary for effective implementation.
- Include all stakeholders in the regular monitoring and evaluation of the project, to create downward accountability to those who the project aims to benefit.
- Set realistic expectations with beneficiaries, partners, and staff for what can actually be accomplished, and by when.

5. Conduct regular independent external evaluations of PBF interventions to:

- i. increase the likely contribution of PBF projects and programs to the drivers of peace in the country;
- ii. learn from the innovative approaches taken by many PBF projects and programs;
- iii. encourage a culture of learning in relation to UN peacebuilding; and
- iv. increase the accountability of PBF programs and projects to the intended beneficiaries.

5.5. Recommendations for follow-up research

1. Conduct the following in-depth studies in Burundi:

- Evaluate the projects that made the most significant contribution to peace consolidation in Burundi to learn specific programmatic lessons and judge their potential replicability (i.e., the Dialogue Forums, the Land Disputes Project, a portion of the Local Public

Services Project, the Military Barracks Project (including the Displaced Families Project), the Morale Building Project, the National Intelligence Service Project, and the Transitional Justice Project).

- Evaluate the gender sensitivity of the PBF projects and what lessons can be learned from this.
- Assess the sustainability and impact of the PBF projects one to two years after projects have closed.

1. INTRODUCTION

In 2007, the United Nations Peacebuilding Fund (PBF) awarded Burundi \$35 million to support critical peacebuilding activities intended to prevent the country from relapsing into war. Along with Sierra Leone, Burundi was one of the first two countries to receive support from the PBF. A great deal has already been learned from Burundi and Sierra Leone's experiences, including those captured in two overall evaluations of the PBF, one in 2008 and one in 2009. This evaluation aims to contribute to the continued learning through an in depth assessment of Burundi's experience with the PBF. In line with its ToR (see Annex V), this evaluation analyzes the PBF's contribution to peace consolidation in Burundi, and assesses the mechanisms put in place to support the PBF projects. It identifies the strengths and weaknesses in the implementation of 17 of the PBF projects in line with specific evaluation criteria. It makes recommendations to sustain the results of these projects and to increase the relevance and efficiency of the 18th PBF project. Finally, it synthesizes the lessons learned from Burundi's experience with the PBF so that they can be shared with both national and international stakeholders.

The structure of the report proceeds as follows. In the rest of the introduction, we provide background information on the PBF in Burundi, background on the objectives and operating principles of the PBF, and a brief analysis of the relationship between the PBF and peacebuilding best practice. Second, we provide an overview of the research design and methods used in this evaluation. Third, we discuss our findings in relation to the Relevance of the Projects, which includes an analysis of how each of the projects contributes to peace consolidation in terms of offering a peace dividend, catalyzing capacity in key institutions, and reducing the likelihood of violent conflict escalation in immediate future. Fourth, we discuss our findings in relation to the Efficiency and Transparency of the PBF projects. Fifth, we analyze the PBF Management and Implementation Mechanisms. Finally, we conclude and summarize this evaluation's recommendations. The Annex contains a more detailed description and analysis of 17 of the PBF projects, brief biographies of each evaluator, a selected bibliography, the Terms of Reference for this evaluation, and the Evaluation Plan.

1.1. Overview

The PBF funded 18 projects in a variety of areas, which are described in more detail in the main text, in Annex II, and Annex VI. The areas and main aim of each project are synthesized below.

- Governance and Peace: strengthening anti-corruption institutions; increasing democratic culture through a national dialogue process; promoting women's participation in reconciliation and reconstruction; increasing the participation of youth in community level social cohesion; promoting the role of small businesses in peacebuilding; improving local public services; and socio-economic reintegration of crisis-affected populations.
- Strengthening the Rule of Law in the Security Forces: civilian disarmament; rehabilitation of military barracks; training and awareness-raising in the National Intelligence Service of the rule of law; and training to improve relations within the military and between the military and the population.
- Strengthening Justice and Promoting Human Rights: establishing an Independent National Human Rights Commission; clearing the backlog of judicial decisions and

judgments to decrease extrajudicial violence; and increasing access to justice through the construction of local tribunals.

- Land Issues: facilitating the peaceful resolution of land disputes

In addition to these 18 projects, the PBF also funded two shorter-term projects with emergency window funding (for example, the Immediate Response Facility (IRF)) in March 2008 and May 2009, for a total contribution of US\$ 37 million. They were implemented by six Recipient UN Organizations – OHCHR, UNDP, UNDPKO, UNFPA, UNHCR, UNIFEM – and the relevant GoB ministries, although the UN controlled procurement and financial administration itself.

1.2. Background on Burundi and the PBF

Burundi's civil war began in 1993, on the heels of the assassination of its first democratically elected president, Melchior Ndadaye. For the next seven years, the Burundian Armed Forces and the two main rebel groups – the CNDD-FDD and the FNL – fought for control of the Burundian state. At the same time, many of the actors involved in the conflict participated in a peace process that led to the signing of the Arusha Agreement on Peace and Reconciliation in Burundi in August 2000. Nonetheless, the two rebel groups remained outside of this initial agreement, and sporadic fighting continued. Even so, the country moved forward with the implementation of the Arusha Agreement, which led to the creation of a transitional government in 2001 and the beginning of serious institutional reforms. In 2003, the Pretoria Protocol on Political, Defense and Security Power Sharing was signed and the integration into the government and military of largest rebel group, the CNDD-FDD, began. In 2005, its leader, Pierre Nkurunziza, was democratically elected as Burundi's president. As President Nkurunziza was pushing the country toward development, intermittent conflict continued until the remaining rebel group, the FNL, finally demobilized and began its integration into the government and armed forces in 2009. Burundi is currently preparing for democratic presidential, parliamentary, and communal elections in mid-2010.

The PBF promised its support just as Burundi's new president was attempting to bring the dividends of peace to the country. Both the Burundian Government and the UN viewed this support as a real opportunity in an environment where non-humanitarian funding still appeared scarce, but the needs and hopes of the people were great. Moreover, PBF funding was allocated to Burundi at a time when the capacity of both national and international institutions to deliver sustainable results to the population remained relatively weak. During the war, neither the government nor the international community had invested in their capacity to deliver sustainable social services. Once President Nkurunziza was elected and the country began to make a real transition towards its post-war period, the domestic and international pressure to deliver "peace dividends" and transition toward the development phase mounted. Fulfilling these demands required a significant change in approach by both the government and the international community. The PBF funding inserted itself into this institutional climate, where all actors desired greater resources, but did not necessarily have the absorption capacity or planning and programming infrastructure to deliver the desired results with these new resources. Because most countries that the PBF supports will have similar institutional stories, this is a common challenge that the PBF should be prepared to address both through institutional assessments and through surge capacity.

Not only did institutional capacity pose a challenge, the relationship between the international community and the Burundian Government was also strained at the time when PBF funding was

allocated. At the end of 2006, the UN's first peacekeeping mission in Burundi – the United Nations Operation in Burundi (ONUB) – was asked to leave by the Burundian Government. UN staff and the newly created Integrated UN Integrated Office in Burundi (BINUB) worked closely with the government to recreate some element of trust. The PBF provided a carrot that the UN could use to improve these relationships as well as an opportunity to rebuild relationships by working together closely on the selection, design, implementation, and monitoring of the PBF projects. While, the PBF did have an important impact on some relationships between the UN and the government, some relationships remained tenuous, leading to the GoB's request for the head of BINUB, the Executive Representative of the Secretary General (ERSG), Youssef Mahmoud, to leave at the end of 2009. These institutional and relational challenges affected the selection, efficiency, and effectiveness of the PBF projects.

1.3. Understanding Peacebuilding

The UN has already learned from Burundi's experience with the PBF by integrating several of its lessons learned into PBF guidelines, which were not very well developed when Burundi received the PBF funding. Nonetheless, as we argue below and on the subsequent pages, these guidelines remain insufficient to replicate the best practices that were employed by Burundi's most successful PBF projects.

1.3.1. Characteristics of PBF projects and programs

In December 2005, the General Assembly requested that the Secretary-General establish a multi-year standing peacebuilding fund.⁶ According to the revised 2009 Terms of Reference for the PBF, it supports "interventions of direct and immediate relevance to the peacebuilding process and contribute towards addressing critical gaps in that process, in particular for which no other funding mechanism is available."⁷ The intended outcome of this support is to: i) catalyze new and more sustained funding sources for peacebuilding; ii) mobilize national stakeholders in support of peacebuilding; and iii) directly contribute to the sustainability of the peacebuilding process. To achieve these outcomes, the PBF is guided by several operational principles: transparency, flexibility, operational speed, accountability, catalytic effect (on funding), effectiveness, needs-based allocations, and national ownership. It applies these principles to activities that fall within the following scope:

Activities designed to respond to imminent threats to the peace process, support for the implementation of peace agreements and political dialogue, in particular in relation to strengthening of national institutions and processes set up under those agreements;

Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peacebuilding activities;

Activities undertaken in support of efforts to revitalize the economy and generate immediate peace dividends for the population at large;

⁶ Resolution adopted by the General Assembly, *The Peacebuilding Commission*, A/res/60/180, New York: UN General Assembly, 30 December 2005.

⁷ Report of the Secretary-General, *Arrangements for the Revision of the Terms of Reference for the Peacebuilding Fund*, A/36/818, New York: UN General Assembly, 13 April 2009, p. 5.

Establishment or re-establishment of essential administrative services and related human and technical capacities which may include, in exceptional circumstances and over a limited period of time, the payment of civil service salaries and other recurrent costs.⁸

The scope, operational principles, and intended outcomes of the PBF present both a significant opportunity and several challenges to recipient countries. The opportunity is that if all of the principles are followed and the intended outcomes are achieved, the PBF will likely have supported effective peacebuilding programming that follows many of the principles of peacebuilding best practice. One challenge is that there is no general guidance in the UN about how to do this type of programming, the types of staff skills that it requires, how it should be implemented differently from “normal” programming, or what support systems and organizational procedures are necessary. The second challenge is that the scope of activities could arguably include most activities being implemented by the UN in a post-conflict country, offering no indication for Joint Steering Committees of how to select the types of projects that are likely to achieve the PBF’s desired outcomes.

The broad scope of potential PBF activities articulated in the 2009 ToR reflects a general problem that the UN faces in relation to peacebuilding. In 2007, the Secretary-General’s Policy Committee produced the following definition:

Peacebuilding involves a range of measures targeted to reduce the risk of lapsing or relapsing into conflict by strengthening national capacities at all levels for conflict management, and to lay the foundations for sustainable peace and development.⁹

This definition reflects the general understanding of peacebuilding that is accepted by many other multilaterals, bilaterals, NGOs and academics. It is an all-encompassing concept that is distinguished by its overall aim – to increase peaceful conflict management options, and to help establish the foundations for sustainable peace – and the standard list of activities that tend to accompany this overall aim. The *2009 Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict* provided a widely accepted standard list of activities that are believed to achieve these aims: support basic safety and security, support political processes, support the provision of basic services, support the restoration of core government functions, and support economic revitalization.¹⁰

The problem is that there is often an inherent assumption that by implementing projects and programs that are within the scope of peacebuilding activities, one builds a foundation for sustainable peace. This assumption is false. It is very difficult to understand whether or not a single activity actually contributes to sustainable peace because this is so far in the future for many countries and there are many different ways in which a state and society can sustain peace. There is therefore not one model for building sustainable peace. The liberal democratic

⁸ Ibid.

⁹ Conceptual basis for Peacebuilding for the UN system adopted by the Secretary-General's Policy Committee in May 2007.

¹⁰ *Report of the Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict*, A/63/881-S/2009/304, New York: UN General Assembly and Security Council, 11 June 2009, p. 6, para. 17.

model – rule of law, market oriented economy, and liberal democracy – is often promoted as the ideal model, and yet no external model can be simply transposed on another country. Each country that succeeds in sustaining peace does so by adapting and creating its own institutional model. This is what is meant by national and local ownership. Because there is no one model of the types of institutions that sustain peace, and the success of any intervention depends on how it feeds into a longer-term nationally led process, there is no guarantee that implementing a standard peacebuilding activity will lead to sustainable peace. Peacebuilding success is contextually determined.

1.3.2. Peacebuilding best practice and the PBF

Peacebuilding aims to achieve individual, organizational, institutional, and/or cultural change. It aims to alter the aspects of society that led to violence and civil war, and address the damage caused by the violence and civil war. To help interveners enable complex change in national institutions, peacebuilding has developed several important best practices.

First, peacebuilding should be based on a thorough analysis of a particular context and capacities. Before one can help to alter the behaviors of individuals, organizations, institutions, and cultures, one must understand what these behaviors are and where they come from. One must understand the context that one is trying to change. Conflict analysis is a common tool that organizations use to try and understand the context, although many organizations applying these tools often fail to accurately understand and identify national and local capacities. Furthermore, this analysis will often reveal numerous needs and an additional analysis is necessary to identify those institutions that are most important for the immediate prevention of violent conflict, as well as those that are ready for peacebuilding interventions and have the capacity to sustain the results. Institutions and processes that do not fit into either of these categories may be best supported by longer-term conflict sensitive development programming, rather than shorter-term peacebuilding programming.¹¹

Second, peacebuilding is fundamentally experimental and should be accompanied by regular monitoring and questioning of its relevance to the changing context. Once a peacebuilding intervention is designed based on the initial conflict analysis, it must regularly be monitored as to whether or not this intervention is unfolding in the way that was predicted in the design, and whether it is having the expected intermediary outcomes. Even for short-term interventions, this type of monitoring is very important because it allows flaws to be detected in the design and/or changes in the context require changes in the design to be noticed. Just because a peacebuilding intervention worked in one context does not mean that it will work in another context, and it is imperative to be prepared to adjust expectations and design in relation to the context. Posing simple questions to beneficiaries, non-beneficiaries, and partners will often reveal important oversights in the design that can be easily corrected if detected early enough.

Third, because the ultimate success of peacebuilding interventions is determined by what national and local actors do with the results, national and local involvement at all of the phases

¹¹ There is, of course, an ongoing debate about the duration of peacebuilding programming. Nonetheless, donor funding for peacebuilding programming is often shorter in duration than funding for development programming. As a result, this evaluation has found that distinctions should be made between outcomes that are immediately achievable through short-term funding, and those that require a longer sustained effort to achieve the desired results. The PBF occupies fulfills the former criteria.

of the intervention is critical. National ownership, however, should not be limited to one national actor, but include multiple actors who have a stake in the outcome of the intervention.

While the PBF operating principles do reflect these three basic best practices, they do not offer sufficient clarity as to how to select and develop interventions that fit these criteria. Nor do they discuss the relationship between the operational criteria and the programmatic focus of PBF interventions. Thus, while the PBF offers a real opportunity to engage in innovative and high-quality peacebuilding programming, as we saw in several of the PBF projects in Burundi, it lacks sufficient guidance to make this type of programming the norm.

2. RESEARCH DESIGN AND METHODOLOGY

This evaluation has characteristics of both *summative* and *formative* evaluations. It is summative in that it aims to understand the overall contribution of the PBF projects to peace consolidation in Burundi and the effectiveness and efficiency of 17 PBF projects and the implementation and decision-making mechanisms employed. It aims to extract general lessons from this assessment, and make them available to other countries receiving PBF funding. It is formative in that it aims to provide recommendations to improve the projects that had not yet closed and to improve the sustainability of the results of all projects. Because of significant time and resource constraints it should be viewed as an evaluation of the PBF projects in Burundi as a whole, not as a thorough summative or formative evaluation of each individual PBF project. Furthermore, this is not an impact evaluation, which would have required much more time to gather quantifiable and representative data and would have only been possible after all PBF projects had been completed.

The evaluation team was composed of one lead international consultant and two national consultants who brought together the diverse experience necessary to evaluate the PBF portfolio in Burundi. As explained in more detail in Annex I, the international consultant is a specialist in peacebuilding theory, programming, and organizational learning; has over ten years of experience investigating peacebuilding effectiveness in Burundi; and is trained in multiple social science research methodologies. The two national consultants bring together decades of experience in peacebuilding programming, M&E of community development programs, community organizing, rights-based advocacy, and public administration.

The evaluation team worked closely together in Burundi for five weeks in October and November 2009 to design the evaluation, review documents, conduct interviews with over 240 individuals from all stakeholder groups, visit PBF projects in five provinces (i.e., Ngozi, Bujumbura Rural, Bubanza, Makamba, and Bururi), draft the preliminary findings, and present these findings to the project teams and the JSC. In addition, the lead consultant worked over 200 additional hours unpaid to analyze the data and draft and revise the final report.

2.1. Evaluation Approaches and Data Gathering Techniques

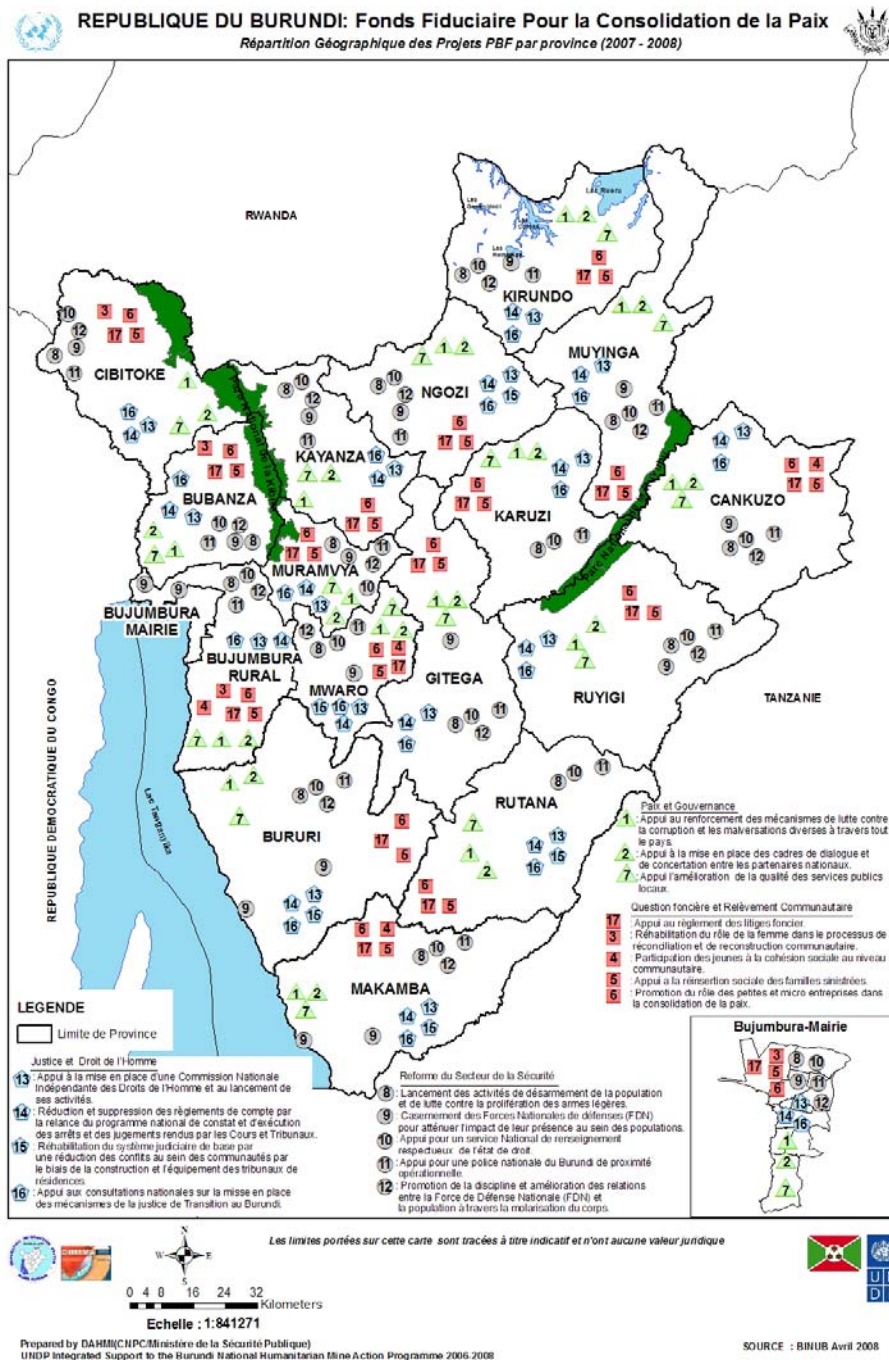
Because of significant time and data constraints (listed below) compared to the broad scope of activities and mechanisms to be evaluated, this evaluation qualifies as a shoestring evaluation. The PBF projects were implemented in all 17 provinces in the country (see Map 1) and aimed to benefit a broad range of target groups through different types of interventions in multiple sectors. The ToR for this evaluation also called for data on several levels (see The ToR and Evaluation Research Plan in Annex IV & V). First, for each of the 17 projects, we were asked to

assess Relevance, Efficiency, Transparency, Responsibility, Effectiveness, Catalytic Effects, Capacity Building, and National Ownership. Second, we were asked to investigate the collective contribution that projects made at the sectoral level (i.e., governance and peace, rule of law in the security sector, human rights and justice, and land issues). Third, we were asked to evaluate the relevance of the PBF project selection and outcomes to the guiding PBF documents (i.e., Strategic Framework and Priority Plan), the guiding documents for UN-Government cooperation (i.e., PRSP/CSPL, Peace Agreements, Security Council Resolutions). Fourth, we were tasked with evaluating the effectiveness of the PBF management and implementation mechanisms.

To maximize the amount of valid data that could be collected on these four levels over a short period of time, we employed several different evaluation approaches and data gathering techniques. To gather data at all levels, we conducted semi-structured interviews with 133 individuals, and held focus group discussions with 109 beneficiaries across our target sample groups (see Table 1). All interviews were conducted with the agreement that their content was not for attribution. We selected interviewees using several different sampling techniques: for the PBF Advisory Groups and Management we used Stratified Purposeful Sampling; for Personnel/Staff and Partners we used Purposeful Sampling, focusing on key staff and partners operating in the areas we selected for field visits; for Observers we used Stratified Snowball and Purposeful Sampling; and for Beneficiaries we used Stratified Purposeful Random Sampling whenever possible, and otherwise used Stratified Convenience Sampling. We also used observation techniques in the JSC and other UN meetings and engaged in substantial document review (see Bibliography in Annex III).

For the project-level analysis, we applied a modified theory-based evaluation approach, using data derived from the semi-structured interviews, focus groups, and project reports to examine the connections between program inputs, activities, implementation process, outputs, and immediate outcomes. We had insufficient time to interview a representative sample of beneficiaries, much less a control group, for all 17 projects. Nonetheless, to gather a range of perspectives on each project, we interviewed beneficiaries, partners, project staff, and some observers at several locations in two different provinces. For field visits, we initially selected Ngozi and Bujumbura Rural as the two provinces to visit because they represent the best case and worst case respectively for the immediate consolidation of stable peace in the country. Their selection would give us the two ends of the spectrum of outcomes of PBF projects. Even when the war continued, Ngozi often represented an oasis of calm and relatively economic prosperity. Bujumbura Rural, on the other hand, was a focal point of fighting, attacks on civilians, and destruction throughout the war. Once we began to conduct field visits and gathered better information about the location of each project, we added field visits to Makamba, Bururi, and Bubanza to ensure that we had a variety of perspectives on each project (See Evaluation Plan in Annex IV for full description of field visits). In addition to these interviews in the provinces with beneficiaries, partners, project staff, and some observers, we also interviewed over 70 beneficiaries, partners, project staff, members of PBF advisory groups, and observers in Bujumbura city. Furthermore, we reviewed project documents, reports, and assessments for each project. Once we gathered all of this data, we used content analysis to evaluate each project according to our evaluation criteria as well as the relationships between causal chain implicit in each project design.

Map 1: Geographic Distribution of PBF Projects Prepared by BINUB



To understand the sectoral level contribution of the PBF projects, we included several questions in our interview protocol to this effect, reviewed project documents, analyzed existing reports and analyses of the Burundian context, and used our extensive knowledge of the Burundian peacebuilding context. With this information, we analyzed the relationship between the project results that we could verify and key drivers of conflict and peace in Burundi. To understand the

relevance of the PBF projects to the guiding PBF and UN documents, we analyzed the content of the relevant documents (see Table 3) and included several questions about this relationship in our interview protocol.

To understand the effectiveness of the PBF decision-making and implementation mechanisms, we compared the findings across approximately 104 interviews with relevant project personnel/staff, management, advisory groups, partners, and observers. To understand the efficiency and effectiveness of the JSC and supporting structures, we posed open questions to approximately 90 staff, JSC members, PBF Management, and observers contained in this group. We then used content analysis to investigate the overall strengths and weaknesses of these mechanisms and to understand the likely relationship between these mechanisms and project outcomes.

Table 1: Distribution of Interviewees Across Stakeholder Groups*

	PBSO	PBF Advisory Groups	PBF Management	Personnel	Partners	Observers	Beneficiary Interviews	Beneficiaries in Focus Groups	TOTAL
PBF General	4	14	7			7			32
A-1 – Anti-Corruption				3	1	2		30	36
A-2 – Dialogue Forums		1		6	2	3	2		14
A-3 – Women		1		2	5	3	5		16
A-4 – Youth				4	3		6	16	29
A-5 – Displaced Families		1		3		2	2	10	18
A-6 – Small Businesses				3	2	1	1	10	17
A-7 – Local Public Services				5		1	7	5	18
A-8 – Socio-Economic Reintegration				1		1			2
B-1 – Disarmament		1		4		3	2	4	14
B-2 – Military Barracks		1		2		8	1	16	28
B-3 – National Intelligence Service		1		3		3			7
B-4 – Police				5		4			9
B-5 – Morale building				4		2		5	11
C-1 – CNIDH				1		2			3
C-2 – Decisions and judgments		1		2		3	2	3	11
C-3 – Local Tribunals		1		2		3	3		9
C-4 – Transitional Justice		1		2		2			5
F-1 – Land Disputes				5	2	2		10	19
TOTAL	4	23	7	57	15	52	31	109	298

* The total values may exceed the actual number of interviewees (142) because some interviewees represented several stakeholder groups.

2.2. Constraints

This evaluation faced several significant constraints. First, the time allocated for the evaluation was highly insufficient for the scope of the ToR. The ToR provided only four weeks for the evaluation team to review all relevant documents, design the evaluation, for the lead evaluator

to train the other two evaluators, and for the evaluators to carry out the interviews, finalize the report, and present the findings to the JSC. In response to a request from the lead evaluator, the BINUB team that contracted the evaluation extended the ToR for one more week, and permitted to lead evaluator draft the report outside of Burundi while no longer under UN contract.

The time remained highly inadequate to understand the full outcomes and contribution of each PBF project. With the breadth of information we were able to gather, we were able to examine the likelihood that the projects achieved their outcomes, but were not able to investigate all potential outcomes or verify the accuracy of results reported by the project teams. We were also unable to write up a full context analysis or conduct a complete analysis of sectoral level change and fully investigate the relationship between the PBF projects and this change. A complete summative or impact evaluation would have required at least a representative sample of beneficiaries from each project, a baseline study for each project and sector, and ideally a control group where possible. It would have also required much more time for statistical analysis of the data.

Second, the available data on each project was scarce. We were unable to benefit from existing data on the outcomes of each project because the large majority of PBF projects only gathered data on inputs and outputs, not outcomes. Furthermore, many projects did not have a full list of beneficiaries, and the information that did exist or had not been centralized by the Technical Secretariat or JMEU. In many cases, this made it impossible for us to select beneficiaries randomly or to fully understand our potential sample and the scope of each project. Finally, there were many independent reports and studies conducted by projects that had not been centralized by the Secretariat or JMEU, which we had to gather as we went from one interview to the next. The absence of this consolidated data led to delays once the evaluation had begun because the evaluators had to spend time, with a great deal of support from the Technical Secretariat and JMEU, gathering documents in addition to arranging field visits and conducting interviews.

Third, we experienced delays in our field visits because of a lack of preparation and because of the barriers to field visits caused by the fact that several provinces surrounding Bujumbura are still in Phase IV, even though the fighting has stopped. While we were able to arrange the visits, it was an arduous process that took a lot of time of each consultant. We could see how such a process would discourage staff from going to the field.

Fourth, we were supposed to coordinate our evaluation with another evaluation being conducted simultaneously by UNDP consultants. While the team was very cooperative, it took quite a bit of time out of our already tight schedule to meet with them and coordinate meetings. In the end, the timeframes of the evaluations did not match and it is unclear to what degree this collaboration benefitted either final product.

Fifth, many of the projects were not finished at the time of the evaluation, and there was confusion between PBSO and BINUB as well as among all projects as to whether this was a formative, summative, or impact evaluation. There were multiple stakeholders involved in commissioning and reviewing this evaluation, many of whom had very different expectations and understandings of what would be required to achieve the desired outcomes. The evaluation team did its best to clarify expectations and deliver a good product. Normally, the expectations

would have been negotiated by the lead evaluator before signing the contract, but no time was available for this type of negotiation. The lead evaluator was sent the contract less than a week before the evaluation had to begin. One recommendation of this evaluation is that PBSO establish clear standards and guidelines for evaluation preparation, the different types of evaluations and corresponding resources required, and evaluation distribution.

3. RELEVANCE OF PBF PROJECTS

The first criterion for evaluation is relevance. This evaluation investigates relevance on two levels: relevance of projects to guiding documents, and relevance of projects to key drivers of conflict and peace in Burundi. This corresponds respectively to the standard understanding of relevance used in development evaluation, which takes the priorities of the donor as the main point of departure. It also corresponds to the more expanded understanding of relevance used in peacebuilding evaluation, which takes the relationship between the priorities of the donor and the evolving context as the main point of departure.¹² The ToR for this evaluation focuses primarily on the first understanding of relevance, asking for an examination of the relevance of the projects in relation to the priorities and policy defined in the following guiding strategic documents: The Peacebuilding Commission's Support to Burundi; The Peacebuilding Fund: The Strategic Framework for Peace Consolidation; and The Priority Plan for Peace Consolidation. Nonetheless, the ToR implicitly includes the definition of relevance that used for peacebuilding evaluation when it states that these guiding documents identify actions that are relevant and critical for peace consolidation and are not covered by other funding mechanisms. The evaluation thus requires an exploration of the degree to which the selected projects, and their corresponding guiding documents, contribute to both peace consolidation and towards filling funding gaps.

We therefore examine the relevance of the PBF projects in two steps. First, we examine the degree to which the selection of the projects corresponds to the relevant strategic and policy documents and to gaps in funding. Second, we examine the degree to which the overall and sectoral strategies articulated in the guiding strategic documents – and the projects designed to meet these strategies – have contributed, thus far, to peace consolidation as articulated in the guiding PBF documents.

¹² The OECD-DAC provides the following guidance for evaluating the relevance of development assistance: Relevance examines the “extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor. In evaluating the relevance of a program or project, it is useful to consider the following questions: To what extent are the objectives of the program still valid? Are the activities and outputs of the program consistent with the overall goal and the attainment of its objectives? Are the activities and outputs of the program consistent with the intended impacts and effects?” *DAC Criteria for Evaluating Development Assistance*, http://www.oecd.org/document/22/0,2340,en_2649_34435_2086550_1_1_1_1,00.html. The OECD-DAC provides the following description of questions that should be asked when examining the relevance of conflict prevention and peacebuilding activities and policies: “Does the intervention relate in a meaningful way to current, key driving factors of the (potential) conflict? Are the assumptions or theory of change on which the activity is based logical or sensible in this context at this time? Are outputs consistent with the objectives of reducing or preventing conflict?” OECD-DAC, “Encouraging Effective Evaluation of Conflict Prevention and Peacebuilding Activities,” *OECD Journal on Development* 8, no. 3 (2007). The major difference is that the peacebuilding guidelines ask the evaluator to look beyond the strategy to examine the relevance of the strategy and the corresponding activity to the evolving context.

3.1. Relevance of Project Selection to Strategic Peacebuilding and other Guiding Documents

Because Burundi was one of the first two countries to receive funding from the PBF, the development of the strategic documents and the selection of the projects did not benefit from the guidance or clarity of processes that exists today. The guidance provided to Burundi indicated that once a country was deemed eligible for PBF funding, the national authorities and the UN presence in the country should analyze the critical gaps in funding and develop “a short-term priority plan which contains a select number of critical interventions to strengthen and sustain the peacebuilding process.”¹³ This Priority Plan is meant to provide strategic guidance for the PBF support to Burundi, and the basis of approval of this support. In an ideal scenario, the Priority Plan would be based on a joint analysis of the immediate priorities for peacebuilding conducted by the government and the UN. It would help to determine how much funding is needed from the PBF, and “serve as the strategic framework for PBF interventions against which the review and approval of projects is delegated to the country level, and progress and impact are measured by the JSC [Joint Steering Committee].”¹⁴ While this order of events and strategic purpose of the Priority Plan are clearly articulated in the current version of the Guidelines for Application to the PBF, this guidance was not available when the Priority Plan for Burundi was developed, nor was this order of events followed.

The process in Burundi followed almost the exact opposite order as is currently prescribed in the PBF guidance (See Table 2). First, based on a strategic document developed by the UN, the funding envelope of \$35 million was announced. Second, projects ideas were produced that could correspond to the aim of peace consolidation and the major sectoral goals put forward by the PBC Burundi Configuration. Many of these project ideas were drawn from the 2006 PRSP, which lacks a thorough conflict analysis or identification of peace consolidation priorities. Third, the potential projects were debated and selected, and many refused, by the Expert Group, and the Priority Plan was finalized following a consultative process. Fourth, funding was allocated to each project based on the overall project concept articulated in the Priority Plan, not on the details of each project. Fifth, the Strategic Framework for Peace Consolidation, which was the guiding document for the PBC configuration in Burundi, was developed. Sixth, the project proposals were developed over several months. As a consequence of this inverse process and the lack of clear guidance from PBSO, both the selection and the implementation of the PBF projects lacked an overall strategy focusing on the critical priorities that would prevent Burundi from falling back into violent conflict in the immediate future.

Although there is a high degree of alignment between the PBF project objectives and the strategic documents that are supposed to guide it, neither the Priority Plan nor the Strategic Framework have sufficient strategic coherence, nor are they based on an explicit conflict analysis. They also do not offer a clear justification of the peace consolidation character of the identified priorities. There may have been an implicit strategy and analysis, but it is not clearly visible in these documents. The Priority Plan and the Strategic Framework for Peace Consolidation largely read as justifications for each specific project, rather than an analysis of

¹³ Report of the Secretary-General, *Arrangements for establishing the Peacebuilding Fund*, A/60/984, New York: UN General Assembly, 22 August 2006, p. 5, para. 3.3.

¹⁴ Peacebuilding Support Office (PBSO), *Guidelines for Applying to the United Nations Peacebuilding Fund (PBF)*, New York: UN Peacebuilding Support Office, October 2009, p. 10.

the peace consolidation priorities within each sector or the key priorities that would prevent relapse into violent conflict in the near future. While a strategic analysis did exist in the heads of several people involved in key PBF projects and in the management of the PBF mechanisms, it was not articulated in the core documents. As a result, the alignment between a project and a key peace consolidation priority depended on the degree to which the project targeted this priority in the first place, and the willingness and ability of the individuals managing the project to continue to align with the priority. Of course, the confusion among all involved in the PBF projects – both at the country level and in New York – around the definition of peace consolidation, and what does and does not qualify as a priority, also influenced the ability of people implementing and overseeing the PBF projects to maintain their strategic alignment.

In addition to the high degree of strategic alignment between the PBF projects, Burundi's Priority Plan, and the Strategic Framework, there is also alignment between these documents and the other key documents guiding cooperation between the UN and the Burundian Government: the Poverty Reduction Strategic Plan (PRSP), the UNDAF+ (i.e., UN Integrated Peacebuilding Support Strategy in Burundi (2007-2008), the Security Council Resolutions mandating BINUB (i.e., 1719 and 1791), the Arusha Agreement, and the Global Ceasefire Accord. These documents all built on one another, both conceptually and sequentially. Burundi's comprehensive peace agreement – the Arusha Agreement on Peace and Reconciliation, signed in 2000 – provided the basic institutional analysis and framework to guide the cooperation between the government and the international community, both during the transition (2000-2005) and after the 2005 elections. The Global Ceasefire Accord later supplemented this agreement. In 2006, both the PRSP and Security Council Mandate 1719 established the basis for cooperation between the UN, and the broader international community in the case of the PRSP, and the Burundian Government. The initial selection of the PBF projects was largely based on the analysis and needs identified in these two documents. The UNDAF+, or UN Integrated Peacebuilding Support Strategy in Burundi (2007-2008), was developed and finalized during the same month, March 2007, as was the Priority Plan for Peace for Peace Consolidation. The Strategic Framework for Peace Consolidation was based on the analysis and priorities outlined in Priority Plan, and finalized in June 2007.

Nonetheless, not all of the PBF projects responded to the priorities outlined in the Priority Plan or other strategic documents. Five projects were not included in the original Priority Plan – Displaced Families, Small Businesses, National Intelligence Service, and the two Emergency Window Projects. The need for the Displaced Families Project was identified during the implementation of the Military Barracks Project, which required that families living in the barracks be removed and resettled before the barracks could be rehabilitated. The Small Business Project and National Intelligence Service Project were both added by the expert group and mission leadership. In addition, the focus of the Women's Project was not well defined in the Priority Plan, and the focus of the Local Public Services Project was on elected officials, not public services as had been indicated in the project document. The final Local Public Services Project that was implemented combined both elements. There was also one project in the Priority Plan on the distribution of laws that never actually became a PBF project. Four projects were in the Priority Plan but not in the Strategic Framework: Youth, Local Public Services, CNIDH, and Land Disputes.

Table 2: PBF Burundi Timeline

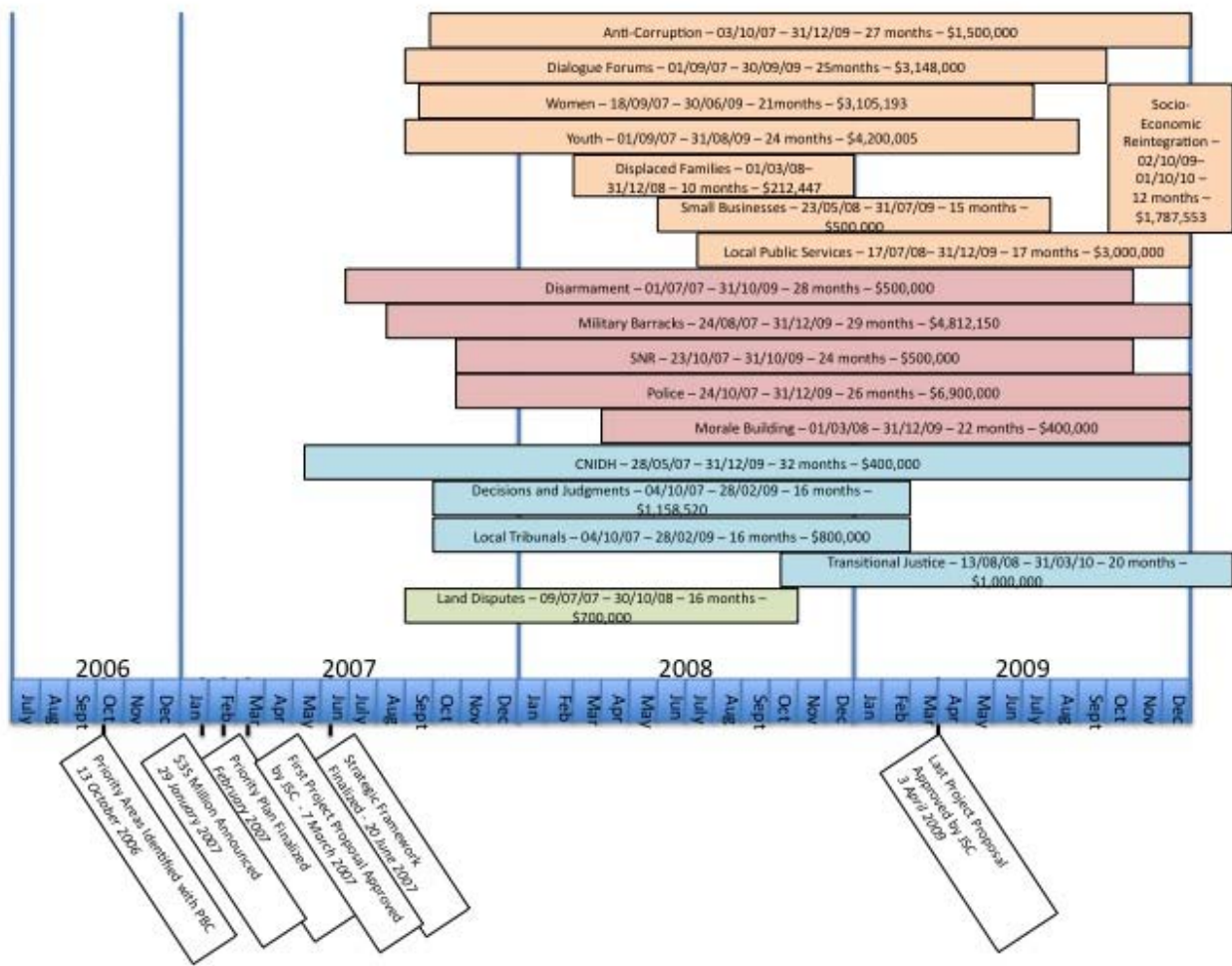


Table 3: Alignment between PBF Project Objectives and Key Documents

PBF Project	Arusha Agreement (2000), Global Ceasefire Accord	Security Council Mandate (1719 & 1791) ¹⁵	Priority Plan (3-07) & Strategic Framework (6-07)	UNDAF+ 2007-2008 (3-07), PRSP 2006	Gap in Funding
Governance and Peace					
A-1 – Anti-Corruption	Arusha	1719	Priority Plan; Strategic Framework	PRSP; UNDAF+	Temporal Gap
A-2 – Dialogue Forums	Arusha	1719; 1791	Priority Plan; Strategic Framework	UNDAF+	Critical Gap
A-3 – Women	Arusha	1719; 1791; 1325	Priority Plan; Strategic Framework	PRSP; UNDAF+	Temporal Gap
A-4 – Youth	Arusha		Priority Plan	UNDAF+	Temporal Gap
A-5 – Displaced Families					Temporal Gap
A-6 – Small Businesses				UNDAF+	Temporal Gap
A-7 – Local Public Services	Arusha	1719	Priority Plan (local elected officials component)	PRSP; UNDAF+ (local public administration component)	Complementary
A-8 – Socio-economic Reintegration	Arusha		Priority Plan; Strategic Framework	PRSP; UNDAF+	Complementary
Strengthening Rule of Law in the Security Sector Services					
B-1 – Disarmament	Arusha; Ceasefire Accord	1719	Priority Plan; Strategic Framework	PRSP; UNDAF+	Temporal Gap
B-2 – Military barracks	Arusha; Ceasefire Accord		Priority Plan; Strategic Framework		Critical Gap
B-3 – National Intelligence Service (SNR)					Critical Gap
B-4 – Police	Arusha; Ceasefire Accord	1719	Priority Plan; Strategic Framework	PRSP; UNDAF+	Critical Gap
B-5 – Morale building	Arusha; Ceasefire Accord	1719	Priority Plan; Strategic Framework	PRSP; UNDAF+	Temporal Gap
Strengthening Justice and Promotion of Human Rights					
C-1 – CNIDH	Arusha	1719	Priority Plan	PRSP; UNDAF+	Temporal Gap
C-2 – Decisions and judgments	Arusha	1719	Priority Plan; Strategic Framework		Temporal Gap
C-3 – Local Tribunals	Arusha	1719	Priority Plan; Strategic Framework		Complementary
C-4 – Transitional Justice	Arusha	1719; 1791	Priority Plan; Strategic Framework	PRSP; UNDAF+	Critical Gap
Land Issues					
F-1 – Land Disputes	Arusha	1719	Priority Plan	PRSP; UNDAF+	Temporal Gap

¹⁵ Security Council Resolution 1719 established the mandate for BINUB, and Resolution 1791 extends this mandate. The projects that are marked with 1791 were explicitly mentioned in this Resolution.

The fact that projects were not included in the Priority Plan or were not well defined therein, should not be a mark against them. Peacebuilding aims to take advantage of critical opportunities for innovative and targeted intervention, which cannot always be planned. As will be discussed in further detail below, normal project planning and implementation logic is not best suited for projects that aim to have a truly catalytic effect on the war-to-peace trajectory.

Ten PBF projects were not mentioned in the PRSP – Dialogue Forums, the Youth Project, the Small Business Project, Military Barracks (and the accompanying Displaced Families Project), the National Intelligence Service Project, the Decisions and Judgment Project, the Local Tribunals Project, and the two Emergency Window Projects. The fact that these projects do not correspond to the PRSP is potentially positive because it indicates that they may have been developed specifically to respond to the criteria put forward for the PBF funding. This was true for the National Intelligence Service Project, the Dialogue Forums, the Military Barracks, and the two Emergency Window Projects.

Although the overall goal of most projects was aligned with the Priority Plan and Strategic Framework, the project design for the majority of projects and corresponding activities were insufficient to achieve the desired goal. The results and corresponding indicators outlined for each project did not adequately address the larger goal, and thus provided no systematic way of monitoring progress toward this goal. Consequently, most projects lost their linkage with their larger strategic aim to the degree that it was articulated in the Priority Plan and Strategic Framework. This discrepancy is discussed in greater detail in the below discussion of the contribution of each project, and in the more detailed description of each project in Annex VI.

3.1.1. Funding Gaps

The PBF also aims to support peacebuilding priorities for which other funds were not available. To what degree were the PBF supported projects both critical to peace consolidation and unable to be filled by other funding sources? As Table 3 shows, not all PBF projects filled a critical funding gap, defined here as a priority for peace consolidation that was not likely to be funded by the ODA of other donors. Some projects filled a temporal gap, which means that there was not any funding available for that project at that point in time. Other projects offered complementary funding to that which other donors had already allocated in order to enable countrywide coverage.

Nine projects filled a **critical funding gap** that would not have been filled by the ODA or by other donors. All donors and observers, and many project staff, interviewed for this evaluation agreed that the PBF should definitely support projects that fall within the critical funding gap category. These are projects that bilateral donors are unlikely to support, particularly with ODA funding, either because they are considered to be too political or because the outcomes are considered to be too risky and uncertain. The PBF projects that fall into this category are the Dialogue Forums; Rehabilitation of Military Barracks; Morale Building of the National Army; National Intelligence Service Capacity Building and Training; Equipment of the Police; Transitional Justice; and the two Emergency Window Projects. In the case of the Military Barracks Project and the Morale Building Project, the PBF funding helped to build the confidence of other donors (i.e., Dutch and Belgians) that funding these projects could achieve the desired results, which led to catalytic funding.

Nine projects filled a **temporal funding gap**, understood as the type of project that would likely be supported by another donor but was not supported at the time that the PBF funding was allocated. Although donors were included in the Joint Steering Committee of the PBF projects, the donors interviewed for this evaluation said that they were not consulted during the project selection phase, and thus did not have the opportunity to indicate whether or not they might be willing to fund these projects in the future. Thus, it was current funding arrangements, not future ones, which determined the temporal funding gap. Donors interviewed for this evaluation indicated that they would be willing to fund the types of projects in this category, if not these specific projects. The projects included in this category are: the Anti-Corruption Project; the Women's Project; the Youth Project; the Small Business Project; the Disarmament Project; the Displaced Families Project; CNIDH; the Decisions and Judgments Project; and the Local Public Services Project.

Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF. On the other hand, several donors also questioned if it was feasible to identify their future priorities one or two years ahead of time in order to ensure both that a gap existed and that catalytic funding would be available to build on the results of the PBF project. Furthermore, others questioned whether or not projects in this category, which were not already covered by other donors, were really priority projects. If they were priorities, they said, wouldn't they have been covered?

Three projects were **complementary to other donor funding** in the same area: Local Public Services, Socio-Economic Reintegration; and Local Tribunals. In the case of these projects, PBF funding complemented funding that was being provided by other donors and enabled countrywide coverage. Among those interviewed, there was much doubt as to whether these projects should be priority areas for PBF funding if other donors were also willing to fund them, even if the PBF funding was disbursed more quickly.

3.1.2. Conclusion: Development of PBF Strategy and Project Selection

While the PBF projects largely corresponded to strategies and priorities outlined in the Priority Plan and the Strategic Framework, and to the guidance for project selection provided by the PBSO to Burundi, neither these documents nor the guidance provided by PBSO were sufficiently strategic to ensure the selection of projects that would target "critical interventions to strengthen and sustain the peacebuilding process." As is discussed in detail below, while several of the PBF projects constituted critical interventions that have strengthened and sustained the peacebuilding process, many of them have not, either because of their focus or because they were poorly implemented. In addition, the promise of funds before the projects were selected, or the details of the projects were worked out, encouraged the selection and development of projects in order to spend the money, rather than the development of a targeted strategy to prevent the country from relapsing into conflict in the near future, and by extension the provision of the necessary funding to support its implementation. Several important lessons emerge from this analysis.

Lesson 1: Do not promise a particular funding amount before the peace consolidation strategy and the implementation details are worked out. Burundi was promised the funding envelope before the Priority Plan or the details of the projects were finalized. While this order of events has not been followed in the subsequent countries that have received PBF funding, current

procedures still allow the funding envelope to be provided in response to the Priority Plan, not to each individual project proposal. Ideally, project proposals would be written and then funded accordingly. If the funding is promised before the project details are worked out, then it creates an incentive to find ways to spend money rather than produce the most efficient project proposal.

The need to think through what it would take to achieve a strategic goal should not preclude flexibility in implementation or an adjustment in the strategy. Instead, thinking through the details of an intervention is critical to ensuring that it is achievable within the timeframe, the necessary human resources are available, the organizational systems are capable of meeting the demand, and the necessary assessment and monitoring approaches are in place. As will be discussed in further detail below, none of these aspects were sufficiently considered in the development of the Burundi PBF projects, which had real consequences for their relevance, effectiveness, and efficiency.

Lesson 2: Focus peace consolidation strategy development on the comparative advantage of the PBF. PBF funding arrives in a country at a time when the needs are enormous and the funding is still scarce, particularly in the countries that the PBF supports. The tendency is therefore for the recipients to produce a shopping list of their copious needs, rather than developing a targeted strategy that selects the specific interventions that the PBF is best placed to support. One barrier to developing this type of strategy in Burundi, as outlined in the two recent evaluations of the PBF, is that the comparative advantage of the PBF is only now being clarified by PBSO. The work being done by PBSO to develop a new results frameworks also goes in this direction, although it includes interventions that may go beyond PBF's comparative advantage, gives no indication as to how priority results should be selected in each context, nor does it provide criteria for determining the comparative advantage of PBF funding in a particular country context.

This evaluation has found that the **PBF has the clearest comparative advantage in supporting interventions that fill three criteria:** i) they target institutions critical to the prevention of violence in the near future and that are ready for peacebuilding intervention; ii) they fill a critical or temporal funding gap (i.e., respectively, gaps created because other donor restrictions prevent them from funding it, or other donors are unable to fund at that time) as indicated in Table 3; and iii) they enable national actors to sustain project outcomes. Some interviewees argued that interventions that target an urgent Temporal Gap should make sure to focus on activities that would catalyze change – such as policy or organizational reform – and be in an area that donors and/or the government were interested in funding, but just unable to support at that particular point in time and/or in that particular way.

Lesson 3: Break the bureaucratic tendency to divide up the pie. Develop a few strategic programs focused on peace consolidation priorities, not many separate peacebuilding projects. There was no explicit, overall strategy that indicated how the PBF projects in Burundi would collectively contribute to peace consolidation. Instead, the strategic documents – the Priority Plan and Strategic Framework for Peace Consolidation – provided a problem statement and risk analysis for each project, but did not provide an overall strategy. They did not link the projects together nor did they link them to other initiatives being carried out by other actors. Only the security sector had an overall analysis of the problem that it aimed to address. As is

discussed in further detail below, even this analysis was lost in translation between the strategy and the implementation of several of the security sector projects (i.e., Police and Disarmament).

The tendency in all bureaucracies – whether they are in governments or international organizations – is to divide up the financial pie among the various departments and units. While this may serve the interest of each individual unit, and keep the peace within the organization, it is not likely to deliver the best outcomes or impact, particularly in the case of peacebuilding. Peacebuilding programming seems to be particularly subject to this bureaucratic tendency, as almost anything can be argued to contribute to peace in a post-conflict context. The lack of a clear definition of peacebuilding in the UN and the claim that everyone does it, but no one specializes in it, speaks to this trend and challenge. It is critical that the PBF fund not be used to make up for the conflict insensitivity of the UN's regular programming. Instead, **the UN should ensure that all activities carried out in conflict and post-conflict environments are conflict sensitive, and use the PBF funding to support critical catalytic initiatives that will prevent the country from backsliding into conflict in the immediate future.**

In the case of Burundi, the proliferation of PBF projects in the UN and government ministries required the creation of a complex management infrastructure that consumed both time and money. Furthermore, several of projects lacked a clear strategic focus on peace consolidation even to the extent that it was articulated in the Priority Plan. This resulted both from the lack of overall strategic guidance in the document, and from the fact that the strategic leadership of the PBF projects, both in the government and the UN, could understandably not allocate sufficient time (in addition to managing government ministries and the UN Mission) to ensure that all 18 projects maintained their strategic focus. In many cases, staff fell into standard project implementation patterns that they used for non-PBF projects, a tendency that was supported by personnel, programming, procurement, and reporting systems that were developed to support normal development or humanitarian programs, not peacebuilding programming.

In order to increase the likely impact of PBF funding by enabling several initiatives to address the same strategic issue from multiple directions, and to increase the innovative nature of the initiatives supported by the PBF by focusing on strategic results not project deliverables, **this evaluation recommends that future PBF support focuses on a few strategic programs, rather than multiple unconnected projects.** These programs do not all have to address the same problem, but they need to show how they are either complementary with one another and/or with other peace consolidation efforts by other actors. An additional option is that currently employed by the Emergency Window Project, where targeted funding is available for immediate and strategic needs. Why not use this same formula for the implementation of strategies outlined in the Priority Plan? In this case, funding would be allocated in principle to support an overall strategy, and then made available as key opportunities and needs appear to implement this strategy.

Lesson 4: The PBF should support interventions that catalyze change and capacity, not only funding. There is a risk that PBF interventions focus too much on filling funding gaps, and on generating continued funding (i.e., catalytic effect). The PBF projects in Burundi show that filling funding gaps should be a secondary consideration. First, interventions should be identified that will catalyze the *capacity* and *actions* that help to consolidate peace and prevent a relapse into violent conflict. Once these interventions are identified, then funding gaps in relation to these priorities should be identified, and programs/projects prioritized on this basis. If one begins by

focusing on funding gaps, initiatives may end up being supported that are a priority for no one precisely because they are not really important.

The PBF projects in Burundi show that the most effective interventions included a strategy for the sustainability of results as part of the overall design. In other words, **both capacity building and advocacy for additional funding, where necessary, must be critical elements of the project/program design and implementation.** The contribution of a project is greatly reduced if its only outcome is continued funding, rather than new capacity to use this funding more effectively.

The multi-donor evaluation recommended that an analysis be conducted of the overall landscape donor funding (both currently and in terms of future intentions) before PBF funding is allocated. While this type of activity would certainly be useful, many donors may not be able to provide a clear indication of their funding priorities two years ahead of time, much less after that, nor may all of the donors be up and running in the country and ready to disburse funds, even if they intend to support specific areas. Consequently, any overview of who is doing and supporting what types of activities is likely to be incomplete, although still useful as an analytical and coordination tool.

Lesson 5: Ensure that the peace consolidation strategy is living, not ‘lost in the translation’ to projects. The challenge of developing a strategic peace consolidation document is that it can quickly become irrelevant as the context changes and the strategies are adjusted in response. As a result, the strategic document guiding the peace consolidation efforts should be regularly revisited, assessed, and revised. Unfortunately, this is not required of the Priority Plan and did not happen in Burundi. Once the Priority Plan was developed and the projects selected, the majority of projects focused on implementation and delivery during a short time period, not on the achievement of results or alignment with the overall peace consolidation strategy. The Joint Steering Committee focused on project implementation, not strategic alignment, and there was no explicit connection between the revisions of the Strategic Framework and the implementation of the PBF projects. Consequently, for a large number of projects, the strategy that did exist at the beginning was lost in the translation from strategy to project. This is partly due to the project design, which in many cases did not make a specific link to the broader strategy. It is also due to the unwillingness or inability of the people implementing the project to adjust project activities to align better with the overall strategic purpose of the project.

Ideally, the strategic focus of PBF projects/programs can and should be maintained through several mechanisms. First, the Priority Plan should build on an overall analysis of the conflict and peace drivers, and identify the specific approach that will be taken by the PBF projects/programs in line with its comparative advantage. It should also identify how the PBF projects/programs will link with complementary efforts by international or national actors to increase the aggregate impact of their efforts. Second, the Priority Plan should be a living document and should be revised as new analysis appears, lessons are learned through project/program implementation, and adjustments in the project/program approach are made as a result. This analysis and strategic adjustment should be discussed and decided in the Joint Steering Committee, which should focus on the strategic level, not the day-to-day project level monitoring. Third, project/program staff should be given the flexibility to change and adapt the project design if it does not seem to be delivering the desired outcomes or results. This would

require an adjustment to the normal project delivery mentality and approach, and to monitoring and implementation systems, which is discussed in further detail below.

Fourth, future PBF projects should employ best practices in peacebuilding design, monitoring, and evaluation by articulating the theories of change about how the peacebuilding projects will contribute to consolidating peace in line with the strategy articulated the Priority Plan, and by developing mechanisms to monitor the contribution of the intermediary project outcomes to this strategy and the desired results. Monitoring intermediary outcomes may require more staff time, but the experience of the PBF in Burundi shows that this additional allocation of time is necessary for effective implementation.

Lesson 6: Avoid the tendency to develop unrealistic project/program goals. The aims of many of the projects were much greater than any project or program of one to two years could achieve. For example, the Anti-Corruption Project aimed to “rebuild trust between the state and the citizens” through improving anti-corruption mechanisms. The Local Tribunals Project, which aimed to increase the independence of the judiciary, in effect increased the visibility of the judiciary, but not the independence. **Project goals should be realistic and achievable, but focused on contributing to a clearly articulated peace consolidation strategy.** This is necessary for the project/program to bridge the gap between an ideal vision of peace and the capacity of the project/program to influence that outcome.

Lesson 7: When selecting projects, ensure that the implementing agencies have the necessary capacity and procedures to implement the project the timeframe, and that the necessary human and financial resources are available. The number one lesson conveyed by project and management staff was that they did not have the necessary human resources or organizational systems to implement the projects within the timeframe. Significant delays and some negative outcomes for several projects (i.e., Police, Displaced Families, Youth) were caused by the delayed delivery of procured supplies and the absence of the necessary technical expertise and management personnel. In addition, the UNDP systems through which the PBF projects were administered were intended for development projects, not short-term peacebuilding projects with high levels of procurement and short timeframes, and therefore contributed to the delays. As was noted in both of the other PBF evaluations, there was no analysis of UNDP’s systems and capacity to administer these projects, or of DPKO staff’s capacity to manage and implement the projects under its responsibility. These capacity gaps led to significant delays in delivery and basic mistakes in program design, monitoring, and evaluation that could have easily been corrected with some revisions to procedures, which BCPR at UNDP has been undertaking, and the right technical expertise and support.

3.2. Relevance of project design, implementation, and results to peace consolidation

The PBF aims to support projects that target critical peace consolidation priorities in a way that produces a positive impact on the peace process that can be sustained by other funding and/or national institutions. The achievement of these three aims – contribute to peace consolidation, sustainable capacity, and additional funding – requires a particular approach to program design and implementation. This evaluation has found that **five aspects of design and implementation determined the relative contribution of the PBF projects to peace consolidation:** i) the degree to which the project targets a peace consolidation priority; ii) the readiness of that priority for the particular intervention; iii) the quality of the bargain and dialogue between national and

international actors during the project design and implementation; iv) the capacity of the implementing actors to combine technical, programmatic, and monitoring skills with political analysis; and v) the capacity and willingness of the implementing actors to advocate for support for the sustainability of project results. Table 4 outlines how these factors vary between the PBF projects.

Two additional related factors influenced the degree to which the PBF projects contributed to peace consolidation. First, as is discussed in further detail below, the organizational systems and procedures used to manage and administer the PBF were not prepared or generally suited for this type of programming, which caused significant delays in delivery and general confusion. Second, as was indicated within the OIOS and multi-donor trust fund evaluations, the PBF and the UN in general still lack clear definitions for the key concepts that the PBF aims to support. In the implementation of the PBF activities in Burundi, this led to a great deal of confusion as to what was meant by “catalytic effect,” or even by “peace consolidation” or a “peace dividend.” More confusion arose as to how best to ensure that the projects achieve all desired effects. Partly as a result, several of the projects resulted in neither catalytic funding, nor a clear peace dividend, nor in sustainable peace consolidation results. Those projects that led to both catalytic funding and sustainable results were focused on areas that were considered by most interviewees to be critical for peace consolidation and had an implementation strategy that focused on sustainability by national actors from the initial stages.

We evaluate the contribution of the PBF projects to peace consolidation in terms of three potential categories of contribution: **peace dividend; catalyze capacity in key institution; and potential to prevent escalation of violent conflict in immediate period** (See Table 4). Whether a project qualifies as a *peace dividend* or not depends on the perception of the beneficiaries that we interviewed, and whether they saw it as a dividend of peace, or a peace disappointment. The *key institutions in which capacity is, or is not, catalyzed* are identified as those that are considered to be critical for immediate peace consolidation in the Arusha Agreement, the Constitution, and the Security Council Mandate. Because of the comprehensiveness of these documents, this leaves a large variation of potential institutions. To catalyze capacity does not just refer to training or the raising of awareness, but rather to the transfer of change and capacity to those within the target institution. In addition, it can refer to the creation of new key institutions. *Potential to prevent the escalation of conflict in the immediate period* refers to a significant impact on capacity or behavior that is likely to prevent Burundi from sliding back into conflict in the next five years, drawing on the often cited study by Paul Collier. In most cases, this capacity is difficult to judge as the major potential incidence of violent conflict – elections – has not yet occurred and thus the capacity of these institutions and individuals to prevent it is not yet known. Furthermore, something that is prevented is a non-event, and thus difficult to know whether or not it would have happened regardless of the actions of the PBF projects. Not all projects, implicitly or explicitly, aimed to achieve all three types of outcomes on peace consolidation, although three in the security sector did.

While a detailed description of each project and our evaluation of it are contained in the Annex VI, and an overview is provided in Annex II, we also provide a brief analysis of the contribution of projects by sector. We describe the relative contribution of the project to its overall aim and in comparison with the standards set by the other PBF projects.

3.2.1. Governance and Peace

The projects within Governance and Peace are most logically broken down into two separate sectors: those projects that focus on the governance institutions and those that focus on socio-economic issues. In addition, one project – Displaced Families – is listed under Governance, but is really a complement to the security sector project to rehabilitate barracks and will be discussed there.

1.1.1.1. Governance projects

The projects that focus on governance institutions – Anti-Corruption, Dialogue Forums, and Local Public Services – do not fall under one unified strategy; rather, each is justified by its own separate strategy in the Priority Plan. Consequently, the contribution of the three projects is not connected or mutually reinforcing.

The project in this sector that has potentially made the most important contribution to peace consolidation is the Dialogue Forums Project. The contribution made by this project is not likely to be through the implementation of the action plans that participants worked so hard to develop, but rather through the contribution that the project made to the reputation and role of the Burundian facilitators and the relationships and dialogue between the participants, and possibly through the creation of follow-up fora. We were unable to evaluate the degree to which relationships did change and dialogue actually ensued, which would have required at least 100 interviews for this project alone and ideally a baseline study. Nonetheless, all participants that we interviewed and the large majority of observers argued that the Dialogue Forums Project made an important contribution to peace consolidation, more than most other PBF projects. Furthermore, the project contributed to building the capacity of the Burundian facilitators who were implicated in the project, one of whom was selected as the head of the Independent National Electoral Commission.

On the critical side, several interviewees suggested the Dialogue Forums Project could have been more effective as an overall program and process that informed the other PBF projects, rather than a \$3 million project its own. Furthermore, the project did not consult directly with the population, which the participants in the closing session of the project recommended as an important area for future action. Finally, the project may have distracted both the UN and the participants from the normal political process that occurred in the state institutions, although the purpose of most dialogue projects is to complement formal institutions, not detract from them. We were not able to find a clear indication of how this project detracted from formal institutional negotiations, although the politics that play out through these formal institutions certainly played out through the Dialogue Forums as well, as is usually expected in dialogue processes.

The Local Public Services Project was also very much appreciated by both beneficiaries and observers whom we interviewed, and served as a peace dividend that seemed to change both capacity and behavior. Out of all of the projects that aimed to provide a peace dividend, this one seems to be the most successful at doing so. The components of the project that focused on local elected officials and rehabilitation of the Registry Office also have the potential to make a positive impact on the upcoming elections, and possibly to address a driver of conflict or peace. Nonetheless, the sustainability of much of the project is unclear. The government has not committed resources to reinforce the capacity built through this project and to address the larger needs of the provincial level administration, which is closely linked to the effectiveness of

the local level offices. Furthermore, much of this project did not fill a critical funding gap as it is also funded by other donors and UNDP, and therefore may not have been the most important candidate for PBF funding.

The Anti-Corruption Project built the capacity of the anti-corruption brigades, led to an increase in the number of anti-corruption cases being addressed by the court system, and raised awareness among the population of the reality and problems of corruption. Nonetheless, the problem of corruption in Burundi continues to increase, as indicated in Transparency International's recent report, and the contribution of this project to the larger problem of corruption is seriously stymied by a flawed legal and institutional anti-corruption framework.

3.2.1.1. Socio-economic peacebuilding projects

The three projects that aimed to link socio-economic development and peacebuilding were included under the Governance and Peace sector – the Women's Project, the Youth Project, and the Small Businesses Project. They each aimed to provide a peace dividend to the population by enabling individuals and small groups to become more economically independent.

The Women's Project helped several women's groups to achieve economic independence, which had a very positive impact on some of the women as well as their families. Nonetheless, the impact of the project depended on the quality of the recipient identification process and on the capacity of the recipients to use the money effectively. Here, we found that in the push to spend the money during the timeframe, the project team did not spend enough time carefully identifying recipients and monitoring their progress. As a result, several organizations included on the list did not fit the criteria, did not use the money in the way intended, and did not repay the loan. A portion of the women's groups who did fit the criteria have also not repaid the loans, which was in part because of the false perception that the funds provided were a humanitarian handout rather than a loan that had to be repaid. Even though the project has closed, UNIFEM continues to attempt to recuperate the outstanding loans. In addition, from the data available to us, the vulnerable women's contribution to "peacebuilding" in a more direct way than through the economic empowerment did not seem to be a not a main focus of the project.¹⁶

In sum, the Women's Project improved the economic independence of some of the groups of vulnerable women that they targeted, enabled women who would not be able to access micro-finance grants to access them. Nonetheless, the project only touched a small percentage of the population in need of assistance and did not build significant capacity organizations or institution that could have greater reach. It strengthened the capacity of several micro-finance institutions, but not the larger array of institutions that could address the numerous other factors influencing the vulnerability of women. If all goes well, it is possible that the continued provision of these loans to vulnerable women by these microfinance organizations will continue to increase the economic independence of some Burundian women. The project therefore provided a mid-level peace dividend, which is being sustained by the continued support and cooperation by UNIFEM with the micro-finance institutions supported by the project. In addition, the project improved the knowledge of gender-based violence within the community

¹⁶ To this end, the project trained 114 women in leadership and conflict resolution and helped to increase the awareness of sexual and gender-based violence among community organizations and the police, although the impact of this awareness raising and the sustainability of the community based groups that it supported are unclear from the data available to us.

and police, although the degree to which this contributed directly to decreases in violence is unclear. The project would have most likely had a much more significant impact if it had taken place over a longer period of time, been more targeted toward one key result (rather than implementing so many different activities targeted toward different results), been implemented throughout the country, and employed much more rigorous beneficiary identification and monitoring approaches.

The Youth Project and the Small Business Project did not have the same degree of success at delivering peace dividends, as did the Women's Project or the Local Public Services Project. The Youth Project provided economic opportunities to over 14,000 youth through high-intensity labor, sanitation activities, skills training, infrastructure reconstruction projects, and micro-credit grants. Nonetheless, the Youth Project did not directly focus on the relationship between the community and the youth. It also experienced serious problems with beneficiary identification and monitoring of the work of several of its partners, which led to local level corruption (as reported by several beneficiaries in different locations), and disappointment among several targeted youth who never received the promised payment or tool kit. Youth did report that the project contributed to increasing their awareness of their potential, if not actual, capacity to contribute to consolidating peace. In sum, for many of beneficiaries of this project with whom we spoke, it was a peace "disappointment," not a peace dividend. It did not target those youth who might have been most at risk for contributing to renewed conflict – demobilized ex-combatants – but targeted vulnerable youth in general. Many interviewees saw this as a missed opportunity.

The Small Business Project contributed to the creation of a market for artisans, which two government ministries and UNDP have pledged money to support, and which has the potential to have an important impact on the growth of these small businesses. That said, this project created disappointment among most of its targeted beneficiaries because it provided training but not start-up funding. Even though the project design did not indicate that it would provide start-up funding, many beneficiaries assumed that it would partly because of poor communication by consultants conducting a study for the project. The result of the project was that artisans had more knowledge, but not the means with which to apply this knowledge. The project also helped to create community level structures to support these artisans, but did not provide any means to support or reinforce these structures. As a result, other than the artisans market and the cooperation between two government ministers to support this market, the project has not had a significant positive impact on most of its target audience and was a peace disappointment to many of them with whom we spoke.

3.2.2. *Strengthening Rule of Law in the Security Sector*

The PBF projects in the security sector were much more coherent and mutually reinforcing than those in any of the other sectors receiving PBF funding. This is particularly true for the projects that were targeted at the National Defense Forces (FDN) – the Military Barracks Project, Morale Building, and the Displaced Families Project. Combined together, these three projects pushed forward the reform of an institution that has been a critical driver of peace in the country, and which could be a significant driver of renewed conflict if it does not function according to republican principles. These projects therefore made a high contribution to catalyzing key institutional capacity and gave the population a high peace dividend by decreasing the abuses that the military committed against the population with whom we spoke. In addition, by strengthening the professionalism of the FDN and the relationships between the former military

and rebels within the institution, the people with whom we spoke reported that it improved relationships and could contribute to the possible prevention of renewed conflict and violence. For these results to be reinforced and sustainable, the FDN needs to continue this work, which it is doing in part with the support of the Dutch, and should look to find external sources of verification and monitoring of their progress.

The Disarmament Project contributed to catalyzing key institutional capacity by advocating for and enabling the creation of the disarmament law and the national disarmament plan, and to the implementation of this plan. Nonetheless, our interviews with people in several different locations lead us to conclude that the project did not attain its objective of increasing the security of the population. Many of those who have disarmed do not feel more secure, both because of the increased fears of violence in the lead-up to the 2010 elections and because the disarmament was not uniform, leaving some communities that did disarm with a greater sense of insecurity. Furthermore, several interviewees from different groups reported that the majority of the weapons turned in were old and not in current use. Consequently, the project has a medium rating for its contribution to catalyzing institutional capacity, and a low rating for preventing the escalation of violence.

The National Intelligence Service (SNR) project had an important impact on a previously opaque and much feared institution of the state. It helped the SNR to develop a code of conduct and to train its staff in responsible intelligence. During the period of the project, the SNR became much more open to visits by human rights organizations and the number of abuses by SNR staff against the population decreased significantly according to statistics gathered by human rights observers. As a result, the SNR project made an important contribution to catalyzing key institutional capacity and providing a peace dividend to the population. The contribution of the project was made possible by a new openness in the SNR that was itself catalyzed by the advocacy of national and international human rights advocates and international donors. Nonetheless, the SNR remains an institution that is feared for its human rights abuses and political agenda and is not subject to external regulation or control.¹⁷ Thus, the overall contribution of the project to the potential prevention of the escalation of future conflict is low.

The Police Project had real potential to increase the capacity of an institution that is critical to the continued success of peace consolidation and to prevent the escalation of violence in the near future. While the distribution of some of the uniforms and the equipment to the police did increase their positive visibility and their capacity to respond to the needs of the population, the fact that a significant portion of the uniforms were of bad quality had a negative outcome on the visibility of the police and on the reputation of the UN. While the project has worked hard to rectify the original problem, and is in the process of ordering new uniforms, the initial set of poor quality uniforms provided by manufacturer had an effect that was the opposite of what the project intended. **This project shows how important it is for the UN to ensure that the right technical capacity is available to implement and support PBF projects, which are very often of a highly sensitive nature and may be different from those that Recipient UN Organizations are used to implementing.**

¹⁷ International Crisis Group, "Burundi: Garantir un Processus Electoral Credible," *Africa Report* No. 155, 12 February 2010.

3.2.3. Justice and the Promotion of Human Rights

The four projects that fall under the Justice and Human Rights sector were all implemented independent of one other. Two projects – CNIDH and the Transitional Justice Project – aimed to create institutions that are critical to the protection of human rights and the advancement of transitional justice in Burundi. The two justice projects addressed “low hanging fruit” in the justice sector, and did not attempt to catalyze reforms or structural changes in the sector.

The National Independent Commission on Human Rights (CNIDH) has still not been established. The PBF project that intended to create it has purchased the equipment that the commission is supposed to use, some of which is currently used by the OHCHR. This equipment is held as a carrot for the eventual formation of the commission. The fact that the law to create the commission has been developed, and revised, is a statement that progress is being made, awareness is being raised, and some degree of institutional capacity is being catalyzed, although this project cannot declare any real results until the commission is actually created. Furthermore, there is no guarantee that the commission will be created or that its eventual form will contribute to the protection of human rights.

It was not possible for us to evaluate the actual content of the Transitional Justice Project consultations because they are not available to anyone outside of the project due to their political sensitivity. Nonetheless, the fact that the project is advancing and consultations are taking place in an inclusive and representative (i.e., gender, ethnicity, region) fashion makes an important contribution to advancing the idea and hope for – and catalyzing the institutional formation of – transitional justice mechanisms. It also involves the community in the peace process in an unprecedented way, offering a visible peace dividend. The final impact of this project depends on how the results of the consultations are used, and whether they do or do not lead to the creation of a Truth and Reconciliation Commission and special tribunal. Regardless, the report of the consultations is sure to catalyze expectations, and the way that the government manages these expectations will determine whether or not the final contribution of the project is positive or negative.

The two justice projects – Decisions and Judgments, and Local Tribunals – contributed to the reduction of part of the backlog of cases in provinces most affected by the war and to local communities’ access to justice. Neither of these projects, however, addressed the structural or policy barriers to a more independent and effective judicial system.

The Decisions and Judgments Project offered a peace dividend to the population by helping to clear backlogged cases in the region that had been most affected by the conflict and thus had the greatest backlog. This was a temporary solution that had been applied by the Ministry of Justice in the past, and did not make any sustainable changes to the justice system. This project therefore provides a medium-level peace dividend and makes a low level potential contribution to preventing the escalation of future violence.

The Local Tribunals Project significantly increased the visibility of local level courts and thus the access that the population has to judgments. Nonetheless, these courts remain dependent on the local administrators for resources, which compromises their independence, and are not able to execute many of their judgments because they lack transportation. Additionally, the project did not consult sufficiently with the population or the local judges before it began construction, and instead privileged cooperation with the Ministry of Justice and another donor (the EU). This

led to the construction of waiting rooms that are too small for their purposes and court buildings that were not of the ideal quality because of the lack of supervision of the reconstruction process. Nonetheless, because of the importance of the visibility of the courts for the population's access to justice, this project provided a mid-level peace dividend. The fact that other donors were simultaneously funding it, however, shows that it was not a critical funding priority and may not have needed to receive PBF funding.

3.2.4. Land Issues

The Land Conflicts Project contributed to catalyzing important institutional capacity by supporting the capacity of the National Land Commission (CNTB) and supporting the resolution of over 2,250 land disputes in areas where refugees are returning. This provided a high peace dividend to the population there and a high level contribution to the actual and potential prevention of the escalation of violent conflict. The degree to which it catalyzed institutional capacity is only mid-level, however, as the CNTB's coverage is limited only to the areas where UNHCR works, and it is not able to cover all of the areas where its services are needed. In addition, the sustainability of the decisions made by the CNTB and UNHCR's other partners depends on the degree to which they are recognized by the formal justice system, which is still uncertain.

3.2.5. Conclusion: Design and Implementation of PBF Projects

Overall, the PBF projects made an important contribution to peace consolidation in Burundi, although the contribution of each project was far from uniform. The readiness of the target institutions, the implementation partnership, the skills employed in the implementation, and the sustainability strategy of the project led to important differences in the contribution of each project. The ToR for this evaluation listed national ownership, capacity development, sustainability of results, and catalytic effects as separate criteria for evaluation. We have grouped these criteria within our assessment of the overall contribution of each project to peace consolidation, as our analysis shows that projects that achieved national ownership and capacity development, when balanced with technical quality assurance, were those that were most likely to achieve both a catalytic effect on peace consolidation and have sustainable results.

Our analysis of the relative contribution of the PBF projects to peace consolidation in Burundi points to several important lessons that are relevant for the design and implementation of future PBF interventions.

Lesson 8: Target PBF projects toward national and local institutions that may be able to sustain the results, with or without additional funding. It is much more likely that PBF projects will achieve the dual goals of building national capacity and catalyzing key actions if they target their support toward national institutions – of the state, civil society, and the community – that can sustain the results. **Support for the creation and/or reinforcement of institutions that are likely to play a critical role in peacebuilding has, on its own, a catalytic impact because it creates and/or transforms capacity in critical institutions, or enables the creation of critical institutions whose existence will sustain the results.** A targeted, temporary peace consolidation intervention cannot create something by itself (nor for that matter, can a longer-term peacebuilding intervention). Instead, it can support a critical process that will hopefully lead to the creation of institutions (i.e., Dialogue Forums, Transitional Justice Consultations). Or, it can support change in existing institutions where there is the will for these changes (i.e., National

Defense Forces, National Intelligence Service). Where the institutions are resistant to the changes proposed by the project, a consultation, dialogue, and/or advocacy process is necessary to investigate if this readiness can be encouraged (i.e., Dialogue Forums, CNIDH, and Transitional Justice).

Several other projects show that **an assessment of institutional capacity to sustain the results should be conducted during the design process, and be directly addressed in the project design** – Anti-Corruption Project, Police Project, the Land Disputes Project, and the Justice Projects. While it is obvious that the PBF projects will not, and should not, address all of the needs of these institutions, a clear analysis of the types of institutional changes necessary to achieve the desired impact on peace consolidation is essential for the targeting of the PBF project toward an intervention that is likely to catalyze change (i.e., reform of laws, building individual capacity and reinforcing institutional capacity simultaneously as in the example of training + code of conduct + enforcement mechanisms). It also enables advocacy to be targeted, and provides an entry point for other actors to complement and carry on the work of the PBF-supported intervention.

Several projects did not target the national or local institutions that were capable of sustaining the results – part of the Women’s Project, the Youth Project, and part of the Small Business Project – and as a result have not achieved very sustainable results, nor been able to catalyze change or form the key institutions able to sustain the results. The Local Public Services Project, on the other hand, did target local institutions that can sustain some of the results, but the direct contribution of these institutions to immediate peace consolidation is not yet clear. None of these projects made the transition from more people to key people that research by the Reflecting on Peace Practice Project has found to be essential for the effectiveness of peacebuilding projects.

Lesson 9: The contribution of a PBF intervention depends on the readiness of the target institution for the intervention, and the capacity of the intervention to help to increase this readiness. This lesson is directly linked to the above lesson, but is worth specifying because of the importance that it places not only on the identification of the institution, but also on the advocacy, dialogue, and relationship between the project and the target institution. Implementing a PBF project/program is not the same as implementing a normal development or humanitarian project or program. By their nature, PBF interventions should be strategic and political, and should be accompanied by the high level advocacy and dialogue that enables them to support, transform, and even contribute to creating the institutions that are critical to peace consolidation. That said, because the success of a catalytic project depends on both the readiness of the national institution to implement the project and on the capacity of the international interlocutor to effectively engage with the national institution, not all initiatives are equally feasible.

Lesson 10: Allow for variable start dates and timeframes for PBF projects/programs. Starting all projects at the same time and limiting their duration to one year is not likely to deliver the best results. If one buys the argument that PBF projects should be targeted toward the specific needs and capacities of the institutions in which they aim to catalyze change, then starting all projects at the same time and finishing them all within one year is illogical. For some PBF projects, such as those supported by the Emergency Window Project, a period shorter than one year may be appropriate. For projects such as the Transitional Justice or CNIDH Projects that

require a great deal of advocacy and institutional preparation, a longer timeframe may be desirable. In terms of four of the projects that aimed to deliver peace dividends – the Women’s Project, the Youth Project, the Local Public Services Project, and the Small Business Project – this evaluation has not found compelling evidence that they should have been supported by the PBF, as the peace dividends that they did provide could have just as easily, and possibly more sustainably, been provided by development actors who could have built capacity to sustain outcomes over a longer period of time (e.g., 4 or 5 years). If the PBF does decide that it wants to continue to support this type of programming, then it needs to allow for longer timeframes, ensure that good programming and monitoring practice is employed, and ensure that these projects are targeted toward institutions that can sustain the results.

Lesson 11: The most effective PBF projects are enabled by a relatively equal partnership and continuous dialogue between the national and international partners during the design AND implementation of the project. Although, the UN-governmental partnership was never completely equal because the money was administered by the UN, the projects that were most effective all exhibited a strong partnership and collaboration between the national and international parties engaged in the design and implementation of the project. The projects that were too dominated by the international actor(s) did not build significant national buy-in, capacity to sustain the results, and/or did not address key barriers within national institutions. The projects that were too deferential toward the national actor(s) lacked important technical expertise, which in several cases contributed to unsatisfactory outcomes.

Lesson 12: Effective PBF programming is fundamentally experimental. It is not standard development or humanitarian programming, but combines Political, Technical, Programming, and Monitoring skills and aims to achieve catalytic results. This type of programming requires regular communication, feedback on intermediary results, and open discussion and learning so that one can understand if the project is delivering the desired intermediary results and adjust the approach, and even the goals, accordingly. This approach enables and supports effective implementation, capacity building of all parties, and strategic reflection on the sustainability of the project throughout the project lifecycle.

Lesson 13: Include representatives of all stakeholders in the regular monitoring and evaluation of the project, to create “downward accountability” to those who the project aims to benefit. Several projects – the Dialogue Forums, SNR, the Local Public Service Project, and the Land Issues Project – developed their own inclusive M&E systems and consultative processes that increased the accountability and effectiveness of the projects. Nonetheless, the monitoring capacity – in terms of outputs, outcomes, and financial reporting – of most PBF projects was far below what it should have been, particularly for complex peacebuilding programming. This is in part because of lack of staff in key M&E positions for much of the project cycle, as well as a general tendency in the UN (and specifically in the UNDP and DPKO systems used to monitor most of the projects) to privilege monitoring of delivery over outcomes or efficiency. Many of the projects did not report on intermediary outcomes or their contribution to their desired results, even when they had clearly made them. **Our interviews with beneficiaries demonstrated that they generally felt that they had not been consulted and that their needs were not taken into account in the project design or implementation.** A more inclusive and participatory monitoring system would have provided this valuable information to the project teams when it was still possible to make corrections in the design and implementation. **To ensure that PBF projects reach the people, and not just the government and the UN, it is**

essential that non-governmental organizations, communities, and civil society are involved in the implementation and monitoring of PBF projects/programs, as was the case in some, but certainly not all, of the PBF projects. It is important to note, however, that the short timeframe of the PBF projects and the constant pressure to spend the money and to show results discouraged many staff from doing satisfactory needs assessments or monitoring. Several of these lessons were learned and applied to the final PBF project, which benefitted from the long delay and conducted needs assessments, although its monitoring and evaluation framework still needs to be made more conflict sensitive.

Table 4: Relevance of Project Design, Implementation, and Results to Peace Consolidation

PBF Project	Overall goal	Institutional Readiness/ Degree of effort to increase readiness	National-international bargain	Combination of Capacities	Results	Sustainability of results	Relevance of design and implementation to overall goal	Actual contribution to peace consolidation
Governance and Peace								
A-1 – Anti-Corruption	Rebuild trust between the state and the citizens by improving the transparency and reinforcement of the mechanisms for fighting corruption and related offences in the whole country.	Medium/Low	Tilted toward international	Technical Programmatic	<p>Increased investigation and litigation of corruption cases at local level, which, as of September 2009, enabled 45 complaints to be addressed, 278 files transmitted to the public prosecutor of the anti-corruption court, 332 files transmitted by the public prosecutor to the anti-corruption court, 60 people convicted of corruption;</p> <p>A total of 375,000,000 FBU was recovered and reimbursed to the public treasury;</p> <p>Increased awareness with the community was facilitated about what constitutes corrupt actions, and increased willingness was created to denounce corruption;</p> <p>Increased material capacity of anti-corruption court, anti-corruption brigade, and anti-corruption NGO (OLUCOM) was built through the provision of 26 computers, 3 cars, 10 photocopiers, 10 faxes, and other communication equipment.</p> <p>8 regional enforcement agencies were established, out of 9 planned originally.</p>	<p>Institutional capacity built;</p> <p>Follow-up funding available to pursue goal.</p>	<p>Low relevance of design to goal – did not target key institutions or laws;</p> <p>Medium quality implementation with no adjustment to design or strategic focus.</p>	<p>Medium – Catalyze Institutional Capacity</p> <p>Key institutional reforms missing;</p> <p>Degree of corruption in Burundian institutions increased over period as reported by Transparency International.</p>
A-2 – Dialogue Forums	Promote democratic culture and restore trust among national partners through permanent and inclusive dialogue.	Medium/High	Balanced between national and international	Political Technical Programmatic Monitoring	<p>A basis of dialogue was established between key partners in democratic process;</p> <p>The project helped to improve the relationship and dialogue between the CNDD-FDD and other political stakeholders (i.e., media, political parties, civil society), which was very tense at the time that the project</p>	<p>Institutional change enabled;</p> <p>Institution creation enabled;</p> <p>Individual change enabled;</p> <p>Follow-up funding available for new institution.</p>	<p>High relevance of design to goal;</p> <p>High quality implementation with important involvement of participants and civil society.</p>	<p>High – Catalyze Institutional Capacity</p> <p>Medium – Potential to Prevent Escalation</p> <p>Critical institutional and cultural change catalyzed.</p>

					<p>started. This relationship is still often tense, but the project increased the communication and dialogue between these actors;</p> <p>The project contributed to unblocking the discussion in parliament about the electoral law, which, in turn, contributed to the creation of an electoral law that satisfied all parties;</p> <p>The National Independent Electoral Commission was able to function more effectively, the head of which was a former facilitator for the Dialogue Forums;</p> <p>A permanent forum for dialogue among 38 political parties, including the FNL was established;</p> <p>National capacity was built to engage in and facilitate complex political negotiation and dialogue.</p>			
A-3 – Women	Strengthen the role of women within their households and communities through their effective participation in peacebuilding in Burundi.	Low/Low	Tilted toward international	Technical Programmatic	<p>Select groups of vulnerable women were given economic independence and their self-esteem was improved. 899 micro-projects were enabled to be developed by women’s associations with the guarantee provided by the project, and 1,667 of the benefitting women were provided with emergency assistance kits that helped them to participate in the micro-credit projects;</p> <p>The awareness and capacity of the police of the need to protect women against gender-based violence was increased through training of their gender focal points.</p> <p>The livelihood of vulnerable women was improved through the construction of 2,751 cement ovens.</p> <p>The knowledge that vulnerable women had of leadership and sexual and gender-based violence was increased through training 114 women leaders.</p> <p>The submission of 748 cases of sexual and gender-based violence to the judicial authorities was supported, and</p>	Individual capacity built; Follow-up funding available for micro-finance aspect.	Medium relevance of design to goal because of insufficient reach and focus to make difference in problem; Medium quality of implementation – beneficiary identification and monitoring weakness.	Medium – Peace Dividend Coverage and critical institutional capacity building insufficient.

					help was provided to improve the functioning of women's associations charged with protecting women from sexual and gender-based violence.			
A-4 – Youth	Greater self-fulfillment among the youth who are self-reliant and able to fully participate in peacebuilding within their communities.	Low/Low	Tilted toward international	Programmatic	The economic opportunities available to select groups of youth were increased, including: 9,295 youth, 41 percent of which were girls who reforested 2,768 hectares of forest, protecting 1,031 hectares of forest against erosion; 130 youth, 47 percent of which were girls who were trained in the production of plants; 4,258 youth, 42 percent of which were girls who rehabilitated infrastructure; 738 youth, 53 percent of which were girls who carried out sanitation activities; and increased the probability that 1,217 youth, 35 percent of which were girls, would find jobs by training them in professional trades. 200 of these youth found apprenticeships in their trade; Opportunities were increased for youth who benefitted from 1,092 micro-credit projects, 33 percent of which benefitted girls.	Uncertain	Low relevance of design to goal; Low quality implementation because of problems with partner and beneficiary identification and monitoring.	Low – Peace Dividend Provided community and youth with temporary peace dividend; Focus of implementation not targeted at peace consolidation priority; Coverage and individual/institutional capacity building insufficient; Implementation poorly monitored; Created disappointment in beneficiaries.
A-5 – Displaced Families	Allow the rehabilitation of barracks by providing support to the reinstallation and social reintegration of displaced families living in barracks.	Medium/High	Tilted toward national	Technical Programmatic	The rehabilitation of barracks was made possible by the removal of most (724 out of 995) families from them; The benefitting families have generally been able to live independently from the barracks, and integrate in communities with the support of the money provided by the project; The displaced families and their new communities both felt greater physical security.	Individual and family capacity built	High relevance of design to goal; Medium implementation because of unequal application and disregard for important gender concerns.	Medium – Catalyze Institutional Capacity Important for success of barracks project; Negative impact because of unequal removal of families, and inability to address issue of widows.
A-6 – Small Businesses	Promote the role of small and micro enterprises in peacebuilding.	Low/Medium	Tilted toward international	Programmatic	The visibility of select vulnerable small businesses was increased; Relationships between some of the small businesses that participated in the project were built; A marketplace for small businesses to sell their products was established, and two Ministers engaged	New institution built; Follow-up funding available.	Low relevance of design to goal; Low quality implementation without strategic identification or follow-up.	Low – Peace Dividend Implementation not strategic; Created disappointment

					(Commerce & Tourism) in rehabilitating and managing the space, and including it in their annual budget.			
A-7 – Local Public Services	Improve the quality of communal services and the collaboration between local actors in a way that favors the use of communes as an instrument of reconciliation and harmonization of their interests.	High/Low	Balanced between national and international	Technical Programmatic Monitoring	<p>Confidence was built and the quality and capacity of local level administration was significantly improved, including the public records office, and local elected officials in 15 percent of communes through i) the rehabilitation, equipping, and training 14 communal offices as of September 2009, with 5 remaining to rehabilitated in 2009; and ii) the organization of 62 workshops on the roles and responsibilities of the local administration and public records office, in which 2,919 various stakeholders participated;</p> <p>The project created the Burundian Association of Local Elected Officials (ABELO) to support and enable responsible and responsive elected communal officials, including a specific focus on female elected officials. The institution is widely respected and is increasingly becoming self-sustainable;</p> <p>The knowledge and accountability of elected local officials in all communes in the country was increased, and the needs of local elected female women officials were specifically addressed.</p>	<p>Institutions strengthened and created;</p> <p>Individual behavior change enabled;</p> <p>Follow-up funding unclear</p>	<p>High relevance of design to goal, although key institutions (i.e., at the provincial level) in decentralization chain were not addressed;</p> <p>High quality implementation with sufficient skilled staff and a focus on assessment and monitoring.</p>	<p>High – Peace Dividend</p> <p>High – Catalyze Institutional Capacity</p> <p>Follow-up and sustainability unclear if government is not able to make this support a priority;</p> <p>Key institutions in chain not addressed, nor planned to be addressed</p>

PBF Project	Overall goal	Institutional Readiness/ Degree of effort to increase readiness	National-international bargain	Combination of capacities	Results	Sustainability of results	Relevance of design and implementation to overall goal	Actual contribution to peace consolidation
Strengthening Rule of Law in the Security Sector Services								
B-1 – Disarmament	Improve the security of populations by pilot activities of civil disarmament and promote the culture of peace and non-violence.	Low/Medium	Tilted toward international	Technical Programmatic	The project supported the development of a national plan (2009-2013) for the management and control of small arms; The development and dissemination of the content of the disarmament law (No 1/14) was supported; The project contributed to improving the management of arms and arms storage within the military and police; The disarmament of part of the population was supported through the voluntary return of 210 arms, 1,084 cartridges, and 26 magazines.	Institutional capacity built; Follow-up funding uncertain.	Low relevance of design to goal because of political dimension and size of problem; Medium quality implementation.	Medium – Catalyze Institutional Capacity Low – Potential to Prevent Escalation Disarmament took place and law created, but population disarmed does not feel more secure because of unequal application of law.
B-2 – Military Barracks	Reduce the violations of human rights towards the civil population and start to improve the discipline and professionalism of FDN.	High/Medium	Balanced between national and international	Political Technical Programmatic Monitoring	23,700 troops but in barracks; The conditions within the 17 rehabilitated barracks were improved; There was a perceived reduction in human rights abuses by military against the communities in which they were based; There was an increased independence of population from military; There was an increased control and management of soldiers.	Structure rehabilitated; Population-military relationship changed; Maintenance ensured by FDN; Funding for additional barracks available from Dutch.	High relevance of design to goal; High quality implementation that included community and important gender innovations.	High – Catalyze Institutional Capacity; Medium – Potential to Prevent Escalation High – Peace Dividend Military no longer living in population in areas where barracks were rehabilitated; Greater cohesion between former rebels and army now in FDN.
B-3 – National Intelligence Service	Enable the SNR to fully assume its responsibility regarding the security of state institutions, as well as the safety of people and their property, in strict compliance with the rule of law.	High/Medium	Balanced between national and international	Political Technical Programmatic Monitoring	The project contributed to improving the transparency of detention centers at SNR; The communication between human rights organizations and the SNR was improved. The human rights abuses committed by the SNR against the population were reduced A code of conduct was established for	Behavior of institution changed; Capacity of individuals and institution built; Fundamental political and legal issues left unaddressed, sustainability uncertain; Follow-up funding	Medium relevance of design to goal because SNR remains political tool; High quality implementation with key involvement of civil society.	High – Catalyze Institutional Capacity Low – Potential to Prevent Escalation High – Peace Dividend Important project in that it helped to increase transparency and improve human rights protection of key state institution, but institution

					the SNR and the knowledge of SNR personnel and observers was improved of these principles through the training of approximately 250 people.	uncertain.		remains highly politicized, unaccountable, and still commits violations.
B-4 – Police	Permit the transformation of the PNB into a community police force that has the ability to provide security for persons and property within the framework of respect for republican principles and human rights.	Medium/Low	Tilted toward national	Programmatic	<p>The visibility and professional appearance of part of the police was improved, through the provision of uniforms;</p> <p>The communication capacity of part of the police was improved through the provision of VHF radios and training in their usage;</p> <p>The transportation capacity of part of the police was improved through the provision of cars;</p> <p>The rapid response capacity of police was improved, in particular of those charged with civil protection.</p>	<p>New uniforms in good condition are self-sustaining;</p> <p>Unclear how cars and communication equipment will be maintained;</p> <p>Additional funding for more equipment uncertain, although other donors are funding police training.</p>	<p>Low relevance of design to goal because provision of equipment does not change behavior or transform capacity alone;</p> <p>Low quality implementation resulting in decreased confidence of police wearing poor quality uniforms.</p>	<p>Medium – Catalyze Institutional Capacity;</p> <p>Low – Potential to Prevent Escalation;</p> <p>Low – Peace Dividend</p> <p>Important area of intervention for peace consolidation, but project design is too narrow and poorly implemented, leading to a negative impact on the image of the police and the UN.</p>
B-5 – Morale building	Promote the creation of a professional and republican army in harmony with the whole population, and capable of performing its mission at the national and international levels.	High/Medium	Balanced between International and National	Political; Technical; Programmatic.	<p>The project developed a Military Penal Code;</p> <p>The project developed a Military Code of Conduct:</p> <p>Knowledge was increased in the FND of code of conduct and other desired behaviors including modules on gender, HIV/AIDS, leadership, International Humanitarian Law, and Hygiene;</p> <p>Changes in behavior were perceived among those military members who were trained;</p> <p>The capacity was developed within FDN to continue to train recruits.</p>	<p>Training sustainable through training of trainers and distribution of manuals;</p> <p>Additional funding available from Dutch.</p>	<p>Medium relevance of design to goal because goal is so vast and cannot be accomplished through training alone;</p> <p>Medium quality implementation because of delays in delivery of manuals and training.</p>	<p>High – Catalyze Institutional Capacity</p> <p>Medium – Potential to Prevent Escalation</p> <p>Training comprehensive, and well appreciated by all who received it. Durability of contribution will be indicated by the maintenance of cohesion in FDN during elections.</p>

PBF Project	Overall goal	Institutional Readiness/ Degree of effort to increase readiness	National-international bargain	Combination of capacities	Results	Sustainability of results	Relevance of design and implementation to overall goal	Actual contribution to peace consolidation
Strengthening Justice and Promotion of Human Rights								
C-1 – CNIDH	Fight against the violations of human rights, combat impunity and promote the culture of peace.	Low/Medium	Tilted toward international	Political Technical	The awareness was increased among the civil society, government and international community of the importance of and need for a CNIDH; Draft laws for the creation of the CNIDH were written and revised; The process began to establish the CNIDH.	No sustainable results; Only results thus far are the development of laws for the CNIDH and the awareness raised of need for CNIDH; The CNIDH has not yet been created.	Medium relevance of design to overall goal; Medium implementation of design because huge barriers to results remain.	Low – Catalyze Institutional Capacity Low – Potential to Prevent Escalation The establishments of the law for the CNIDH and lobbying for its creation have catalyzed some degree of institutional capacity, although if the CNIDH is not created, then this contribution will be negated. This project has not to date contributed to prevent the escalation of violent conflict.
C-2 – Decisions and judgments	Help citizens fully enjoy their rights by strengthening the work of the judicial institution in order to avoid the use of extra judicial means and by contributing to the return of trust in justice and in peacebuilding within Burundi.	High/Low	Tilted toward national	Technical Programmatic.	The project enabled 1,621 cases to be judged, 402 judgments to be executed, and the registration of 2,115 new cases for which 712 judgments were made and 133 executed.	Institutional capacity built, but not changed; Temporary result, which is not sustainable because financial and structural problems still exist.	Low relevance of design to overall goal because it does not address structural or political barriers; Low quality implementation and insufficient monitoring.	Medium – Peace Dividend Low – Potential to Prevent Escalation The cleared backlog of cases showed some results to population, but did not make any structural changes to continue to address new cases in a more effective and efficient way.
C-3 – Local Tribunals	Guarantee the independence of the magistracy via the construction and equipment of 32 courts at the low level.	Medium/Low	Tilted toward national	Programmatic	17 local tribunals were built and equipped with PBF funds; A significant increase in access to local courts was facilitated.	Visibility of justice increased, and this is sustainable, but independence of magistracy has not been addressed by this project; Complementary funding available from Govt and EU, but no additional funding planned for	Low relevance of design to overall goal because it does not address the barriers to judicial independence; Low quality implementation because of insufficient consultation with magistrates and oversight.	Medium – Catalyze Institutional Capacity Medium – Peace Dividend An important new capacity has been built through new local level courts, which increases access to justice, but does not significantly increase independence of judiciary because of structural barriers to independence. The increased

						sustainability of results.		visibility is an important and sustainable peace dividend. Poor quality implementation and monitoring decreased potential impact.
C-4 – Transitional Justice	Involve the Burundian population in the process of national reconciliation in collecting its views on the modalities of setting up of transitional justice mechanisms.	Low/High	Balanced between national and international	Political Technical Programmatic Monitoring	A representative part of the population is implicated in a proportionally representative process of consultations in each province (13 out of 17 completed) for the establishment of transitional justice mechanisms; There was an improved understanding among the population and observers implicated in consultations; The process of transitional justice was advanced.	Sustainability of results depends on political decision, which is as of yet undetermined; Consultations have built pressure to sustain results.	High relevance of design to overall goal (which is an output, not goal); High relevance of implementation to the goal.	Medium – Catalyze Institutional Capacity Medium – Peace Dividend The consultations are an exercise that is intended to catalyze institutional capacity, but have not yet done so because they are not yet complete. However, just the fact that they are taking place around the country in a systematic way is an important peace dividend. If the report from the consultations does not lead to the creation of transitional justice institutions, then positive contribution will be negated.
Land Issues								
F-1 Land Disputes	Promote peaceful coexistence within the population through the stable reintegration of displaced persons.	Medium/Medium	Balanced between national and international	Political Technical Programmatic Monitoring	The project enabled over 3,000 cases of land conflict to be addressed, 19 percent amicably resolved, 49 percent resolved by the CNTB, 21 percent passed to another authority, and 11 percent could not be reconciled; The establishment of a community based system for resolving land conflicts was supported; A study of all government land was completed; The capacity of the CNTB was reinforced.	Created and reinforced institutional and individual capacity; Results temporarily sustainable, but sustainability will depend on recognition by formal system; Additional funding provided by UNHCR.	High relevance of design to overall goal; High quality implementation.	Medium – Catalyze Institutional Capacity High – Potential to Prevent Escalation High – Peace Dividend Important institutional capacity created and reinforced through CNTB, however its decisions still need to be recognized by formal institutions to prevent future conflict; High contribution to preventing future escalation through the number of land conflicts resolved; Important peace dividend in the resolution of these land conflicts, although numerous potential land conflicts remain.

4. EFFICIENCY AND TRANSPARENCY OF PROJECTS

Efficiency evaluates the relationship between outputs and inputs, providing a comparative analysis of the value provided for the money spent. At the broadest level, \$35 million is not much to pay for the achievement of important peace consolidation results supported by BINUB's overall effort that have already helped to strengthen and reinforce institutions that are critical for peace consolidation, and may contribute to preventing the country from sliding back into war. Compared to the hundreds of millions of dollars of aid provided to Burundi that may not directly support peace consolidation, this is money well spent. Nonetheless, these results could most likely have been achieved with much less money and fewer projects.

The first challenge facing the efficiency of the PBF projects is that the projects were designed to spend the \$35 million that had already been promised. As Table 2 shows, \$35 million was promised to Burundi before the Priority Plan was finalized and before the projects were developed. Consequently, project design was motivated both by the best way to achieve the desired results and by the best way to spend the money during the time period. This tension carried on throughout the implementation phase, and in many cases the focus was skewed toward spending money rather than delivering results. The amount spent was monitored, but how it was spent and the results achieved were not.

4.1. Cost efficiency

Cost efficiency asks whether results were achieved with the least amount of money possible. Ideally, a measurement taken of the ratio between the money spent and the value added would arrive at the cost efficiency of a given result. Unfortunately, this is not feasible for the PBF projects for two reasons. First, the added value is not easily comparable between the projects because they each intervene in different domains, use different approaches, and face different degrees of difficulty in attaining their desired results. Second, the exact added value of each project is not measurable because there was no baseline study, and no monitoring of incremental outcomes or results.¹⁸ Consequently, peacebuilding and development evaluation frameworks recommend that cost efficiency be determined by comparing the projects to other ways in which the money could have been spent to achieve the same or better results.¹⁹

Given these constraints, our evaluation of the cost efficiency would ideally take place on at least three levels. First, one would compare projects of a similar amount to investigate the relative value added. We do this below. The problem with this approach is that if the overall cost efficiency of the PBF projects is low, which is the case for the PBF projects, then the relative cost efficiency of one project in comparison with others is likely to be lower when compared to the larger universe of potential peacebuilding projects. Second, one would investigate a detailed

¹⁸ According to Church and Rogers, "The bulk of baseline studies focus on the intended outcomes of a project... A conflict assessment is an exploration of the realities of the conflict and an analysis of its underlying causes. An assessment can be done at any time, independently of a program or as a part of an existing program... In a sense, an assessment is the basis from which the programming will be designed. Conversely, a baseline identifies the status of the targeted change before the project starts but after it has been designed. [Its purpose is to] establish the status of the intended changes as a point of comparison." Cheyanne Church and Mark Rogers (2006), *Designing for Results: Integrating Monitoring and Evaluation in Conflict Transformation Programs* (Washington, DC: Search for Common Ground) 62-63.

¹⁹ UNDP, *Handbook on Planning, Monitoring, and Evaluating for Development Results*, <http://www.undp.org/evaluation/handbook/>.

expenditure report and narrative of each project to examine the cost efficiency of the expenses for each project. Unfortunately, this type of financial data is not readily available for each project, as projects are not required to provide a detailed expenditure report that justifies the expenditures. In spite of this, some projects closely monitored their expenses in details, while others did not. **In line with the financial management systems of the administering entities, the monitoring of PBF projects expenditures focused on the amount of money spent, not what the money was spent on and whether it was cost efficient. As we discuss below, this discourages transparency, cost-efficiency, and accountability for results.** A third way that one could evaluate cost efficiency is by comparing the amount that goes directly to the beneficiaries with the amount that is spent on overhead, staff, and transportation costs. With the available data, we provide this analysis in Table 5.

4.1.1. Overall cost efficiency

As Table 5 below shows, approximately 17 percent of the funds administered by UNDP (in addition to the 7 percent administration cost) went to support the operation and staff of the project. The other 83 percent went purchased goods and sub-contracted partners (construction companies, facilitators, communications companies) intended eventually to benefit the beneficiaries, although few products were distributed directly to the beneficiaries. Only the Youth Project and the Women’s Project distributed goods directly to the beneficiaries, but these projects were managed by UNFPA and UNIFEM respectively and are thus not included in the Table 5. That said, 17 percent is a relatively acceptable percentage to support the operation of the projects, taking into account that the international staff were paid for by the administering agency, not the project. What is less clear is to what degree the 83 percent directly benefitted the project beneficiaries and whether this money could have been spent more cost efficiently. Our interviews and review of the expenditures by project revealed that the pressure to spend money quickly led in many cases to the tendency to purchase more expensive goods or not to engage in innovative programming that would have taken more time, but may have cost less money. **Consequently, the overall approach taken by PBF is generally not cost efficient.** This tendency was compounded by the absence of results-based monitoring frameworks, and a general tendency of all projects to report on inputs and outputs, not outcomes or impact.

4.1.2. Comparative cost efficiency by funding amount

Table 6 synthesizes our analysis of the relative added value of projects with similar budgets, and is explained in further detail below.

\$500,000 and Under - Out of those projects that were \$500,000 or under – Displaced Families, Small Businesses, Disarmament, National Intelligence Services (SNR), Morale Building, and the National Independent Human Rights Commission (CNIDH) – the SNR and Morale Building resulted in the clearest contribution to peace consolidation. Compared to the other projects, they provided good value for money. The Displaced Families Project also provided good value for money in that it was by far the cheapest project and achieved its intended result of enabling the success of the Barracks Project. Nonetheless, the project provided cash grants for the families to equip their own houses instead of hiring an association to oversee their rehabilitation, which would have been the more effective way to support sustainable reintegration. It would have been more costly, however, in terms of time and financial resources. The project closed with 30 percent of its budget remaining, which means that additional financial resources were available and could have been used in other ways. The Small Businesses Project was not cost-efficient compared to the other projects because it did not

achieve sustainable results with the majority of the money spent. The most visible results are likely to come through the artisans market that it established at the end of the project, to which the remaining 35 percent of the budget has been allocated. The CNIDH has not yet been cost efficient, as it has not yet been established. If it is established, however, and if its establishment contributes to improving the protection of human rights of Burundians, then it is likely to be quite cost efficient. The Disarmament Project was moderately cost efficient. It supported the development of a law and raised awareness of the need to disarm, which led to voluntary disarmament. It did not lead, however, to an increased sense of security in the population, its ultimate aim.

\$500,000 - \$2,000,000 – Out of the projects in this category, the Land Disputes Project and Local Tribunals Project were the most cost efficient. The Land Disputes Project enabled 3,000 land disputes to be addressed, the majority of which resulted in peaceful solutions. The efficiency of this project derives in part from the fact that it was used to jumpstart a UNHCR project that UNHCR continued with its own funding. As a result, the value of its inputs was amplified by their continuing use by UNHCR and its partners to address land disputes. The Local Tribunals Project was also relatively efficient in that it significantly increased the visibility of and access to justice in the areas where it worked. The only critique is that it may have been too efficient – adopting the government’s courthouse plan that was the smallest, but not necessarily the most suited to the needs of the people, in order to increase the number of courthouses built. The Transitional Justice Project has the potential to be cost efficient, but this will ultimately depend on the result of the consultations and how the report is received and acted upon. The project has used the resources to cover the entire country with consultations, which is an achievement, although it has simultaneously requested additional funding from other projects, as well as other donors, to expand the consultations to include Diaspora. Consequently, the cost effectiveness cannot be judged on the basis of either the budget listed above or the results achieved to date. The Anti-Corruption Project has a low level of efficiency, primarily because over 50 percent of its budget was spent on equipment and overhead costs. Although most of the equipment was distributed to partners, there is no guarantee that these partners will be able to maintain this equipment or that this equipment will continue to serve the purpose of the project. The Decisions and Judgments Project also had a low level of cost efficiency. It contributed to increasing the number of cases processed and judged, but did not significantly change the systems and institutions that enable access to justice and prevent impunity. Furthermore, it spent half of its budget on transportation and office equipment that is not likely to be well maintained, or necessarily used for the intended purpose. Consequently, while it used the money to make an immediate impact, the sustainable contribution of this activity is uncertain, as is the sustainable added value of the investment. The final project, Socio-Economic Reintegration, only began implementation in October 2009, and cannot be judged in terms of efficiency or effectiveness.

Table 5: Expenditures by Category for 13 projects administered by UNDP

	Disarmament	Decisions and Judgments	CNIDH	Military Barracks	Anti-Corruption	Local Tribunals	Dialogue Forums	Police	SNR	Morale Building	Displaced Families	Small Businesses	Local Public Services	TOTAL
Non-Recurrent Payroll IP Staff	0	67	0	78	187	0	595	65	65	0	0	0	0	1,057
ALD Employee Costs	0	0	0	286,558	0	0	327	0	0	0	0	0	307	287,192
International Personnel	0	0	0	0	10,046	0	30,608	0	19,825	0	0	79,270	9,901	149,650
Local Personnel	2,682	4,413	0	5,910	41,329	0	96,367	0	10,106	0	0	41,887	19,140	221,834
Admin Personnel	24,048	103,698	0	170,476	111,557	8,869	308,920	250,183	93,619	53,244	0	-2,247	119,119	1,241,486
UN Volunteers	0	0	0	0	0.00	0	52	0	0	0	0	0.00	0	52
Travel	23,276	46,206	3,931	48,612	109,808	5,719	167,205	108,577	91,912	61,447	3,148	38,992	487,084	1,195,917
Service Contracts (Sub-contracts)	73,096	207,507	32,200	3,502,930	246,038	618,466	1,771,301	2,421,190	34,365	67,090	141,483	121,870	1,281,398	10,518,934
Equipment	35,089	601,999	147,599	110,249	519,916	56,413	262,398	533,020	47,672	17,825	0	47,008	248,737	2,627,925
Materials and Goods	59,755	3,463	1,242	249,378	3,736	0	12,056	6,443	1,650	13,422	0	3,743	6248	361,136
Communications Equipment	455	2,974	0	4,772	271	0	7,620	974,272	0	7,978	0	410	6129	1,004,881
Publications and Supplies	35,454	632	167	220	24,936	0	2,565	3,364	19,361	1,531	0	10,261	378	98,869
Micro-Capital Grants	0	0	0	420	0	0	2,171	0	0	0	0	0	0	2,591
Hospitality/Catering	0	2,532	0	0	0	0	1,870	0	0	0	0	0	0	4,402
IT Equipment	0.	67	29,558	1,817	4,979	0	135	516,228	102,393	10,918	0	0	120,935	787,030
Rental and Maintenance of Premises	2,514	22,916	0	575	11,774	0	16,085	124	15,717	0	0	0	0	69,705
Equipment Maintenance	37,542	21,188	0	20,541	25,032	0	40,461	13,052	2,839	22,259	20,486	3,089	8,007	214,496
Reimbursement Costs	0	0	0	0	0	0	26,855	0	0	0	0	0	0	26,855
Professional Services	0.	0	0	0	0	0	0	14,303	0	0	0	0	0	14,303
Audio Visual & Print Production Costs	0	9,328	0	0	8,215	317	499	10,095	2,007	0	0	1,594	0	32,055
Contributions	0	0	0	0	10,074	0	0	0	0	6,489	0	0	0	16,563
Miscellaneous	4,198	9,374	4,228	20,295	13,585	5,131	33,288	11,899	11,087	34,146	0	335	6147	153,713
General Management Services	24,207	100,412	22,675	265,404	71,549	48,017	179,251	302,963	17,698	7,896	9,565	0	93,860	1,143,497
TOTAL	322,323	1,136,785	241,603	4,688,241	1,213,038	742,935	2,960,639	5,165,783	470,322	304,251	174,683	346,217	2407398	20,174,143

\$3,000,000 - \$7,000,000 – For the projects in this category, the cost efficiency is on average lower than the projects in the other two categories because of the amount of money that had to be spent in the same amount of time. The Military Barracks Project was the most cost efficient in this category, enabling 23,000 troops to be placed into rehabilitated barracks of a good quality. The Women’s Project was relatively cost efficient in terms of providing money directly to beneficiaries, as one third of the funding went directly to guarantee loans to disadvantaged women. Nonetheless, many of these women thought that the loans were grants, and the micro-credit agencies have not yet succeeded in recuperating all of the loans made. UNIFEM is conducting an audit and continues to try and address this problem, but it is unclear whether or not this money will achieve its intended purpose. The Dialogue Forums were only moderately cost efficient, even though they made a critical contribution to peace consolidation in Burundi. \$3,148,000 is a high price for a dialogue project that takes place within one small country, and it is very likely that the same results could have been achieved for significantly less. The Local Public Service Project also added value to the administrators, local elected officials, and population who directly benefited from it. Nonetheless, it is likely that this project could have achieved these same results with less funding. As with many of the other projects, the provision of computers and cars may have been unnecessary for the outcomes desired, and the capacity and willingness of the recipients to maintain this equipment is far from certain. The Youth Project and the Police Project were both relatively cost inefficient, primarily because they both had negative impacts, and in the case of the Youth Project, this was accompanied by local level corruption, which resulted from their inability to effectively manage and monitor the way that the large amounts of money in their budgets were being spent.

Table 6: Comparison of cost efficiency among projects with similar budget totals

Project	Budget	Delivery Rate (30 Sept. '09)	Results	Relative Cost Efficiency (within category)
\$500,000 and Under				
A-5 Displaced Families	\$212,447	70 percent	Facilitation of the rehabilitation of barracks by the removal of most (724 out of 995) families from them. Benefitting families have generally been able to live independently from the barracks, with the support of the money provided by the project, and been able to integrate in communities. Creation of a feeling of greater security for the displaced families and their new communities.	Medium
B-5 Morale Building	\$400,000	72 percent	Developed Military Penal Code. Developed Military Code of Conduct. Increased knowledge in the FND of code of conduct and other desired behaviors including modules on gender, HIV/AIDS, leadership, International Humanitarian Law, and Hygiene. Perceived change in behavior among military members who were trained. Development of capacity within FDN to continue to train recruits.	High
C-1 National Independent Commission on Human Rights (CNIDH)	\$400,000	74 percent	Rasied awareness among civil society, government and international community of the importance of and need for a CNIDH. Development of draft laws for the creation of the CNIDH. Process begun to establish the CNIDH.	Low
A-6 Small Businesses	\$500,000	65 percent	Increased visibility of the select vulnerable small businesses. Built relationships between some of the small businesses who participated in the project. Established a marketplace for small businesses to sell their products, and engaged two Ministers (Commerce & Tourism) in rehabilitating and managing the space, and including it in their annual budget.	Low
B-1 Disarmament	\$500,000	75 percent	Supported the development of a national plan (2009-2013) for the management and control of small arms. Supported the development and dissemination of the content of the disarmament law (No 1/14). Contributed improving the management of arms and arms storage within the military and police. Supported the disarmament of part of the population through the voluntary return of 210 arms, 1,084 cartridges, and 26 magazines.	Medium
B-3 National Intelligence Service (SNR)	\$500,000	82 percent	Contributed to improving the transparency of detention centers at SNR. Contributed to improving the communication between human rights organizations and the SNR. Contributed to the reduction of human rights abuses committed by the SNR against the population. Established a code of conduct for the SNR and improved the knowledge of SNR personnel and observers of these principles through the training of approximately 250 people.	High
\$500,000 - \$2,000,000				
F-1 Land Disputes	\$700,000	100 percent	Enabled over 3,000 cases of land conflict to be addressed, 19 percent amicably resolved, 49 percent resolved by the CNTB, 21 percent passed to another authority, and 11 percent could not be reconciled. Supported the establishment of a community based system for resolving land conflicts.	High

			Completed a study of all government land. Reinforced the capacity of the CNTB.	
C-3 Tribunals	\$800,000	88 percent	17 local tribunals built and equipped with PBF funds. Significant increase in access to local courts.	High
C-4 Transitional Justice	\$1,000,000	97 percent	A representative part of the population is implicated in a proportionally representative process of consultations in each province (13 out of 17 completed) for the establishment of transitional justice mechanisms. Improved understanding among population and observers implicated in consultations. Advancement made in the process of transitional justice.	Undetermined
A-1 Anti-Corruption	\$1,500,000	81 percent	Increased investigation and litigation of corruption cases at local level, which, as of September 2009, enabled 45 complaints to be addressed, 278 files transmitted to the public prosecutor of the anti-corruption court, 332 files transmitted by the public prosecutor to the anti-corruption court, 60 people convicted of corruption. A total of 375,000,000 FBU was recovered and reimbursed to the public treasury. Increased awareness of community about actions that are corrupt and increased willingness to denounce corruption. Increased material capacity of Anti-corruption Court, Anti-corruption Brigade, and anti-corruption NGO (OLUCOM) through provision of 26 computers, 3 cars, 10 photocopiers, 10 faxes, and other communication equipment. Establishment of 8 regional enforcement agencies, out of 9 planned.	Low
C-2 Decisions and Judgments	\$1,158,520	99 percent	Enabled 1,621 cases to be judged, 402 judgments to be executed, and the registration of 2,115 new cases for which 712 judgments were made and 133 executed.	Low
\$3,000,000 - \$7,000,000				
A-7 Local Public Services	\$3,000,000	66 percent	Built confidence in and significantly improved the quality and capacity of local level administration, public records office, and local elected officials in 15 percent of communes through i) rehabilitating, equipping, and training 14 communal offices as of September 2009, with 5 remaining to be rehabilitated in 2009; and ii) organizing 62 workshops on the roles and responsibilities of the local administration and public records office, in which 2,919 various stakeholders participated. Created the Burundian Association of Local Elected Officials (ABELO) to support and enable responsible and responsive elected communal officials, including a specific focus on female elected officials. The institution is widely respected and is increasingly becoming self-sustainable. Increased the knowledge and accountability of elected local officials in all communes in the country, and specifically addressed the needs of locally elected female officials.	Medium
A-3 Women	\$3,105,193	99 percent	Gave select groups of vulnerable women economic independence and improved their self-esteem. Enabled 899 micro-projects to be developed by women's associations with the guarantee provided by the project, and provided 1,667 of the benefitting women with emergency assistance kits that helped them to participate in the micro-credit projects. Increased the awareness and capacity of the police of the need to protect women against gender-based violence through training of their gender focal points. Improved the livelihood of vulnerable women through the construction of 2,751 cement ovens. Increased the knowledge that vulnerable women had of leadership and sexual and gender-based violence through training 114 women leaders. Supported the submission of 748 cases of sexual and gender-based violence to the judicial authorities by assisting with the improvement of the functioning of women's associations charged with helping to protect women from sexual and gender-based violence.	Medium
A-2 Dialogue Forums	\$3,148,000	91 percent	Established a basis of dialogue between key partners in the democratic process. Helped to improve the relationship and dialogue between the CNDD-FDD and other political stakeholders (i.e., media, political parties, civil society), which was very tense at the time that the project started. This relationship is still often tense, but the project increased the communication and dialogue between these actors. Contributed to unblocking the discussion in parliament about the electoral law, which, in turn, contributed to the creation of an electoral law that satisfied all parties. Contributed to the effective functioning of the National Independent Electoral Commission, the head of which was a former facilitator for the Dialogue Forums. Established a permanent forum for dialogue among 38 political parties, including the FNL.	Medium

			Built the national capacity to engage in and facilitate complex political negotiation and dialogue.	
A-4 Youth	\$4,200,005	89 percent	<p>Increased the economic opportunities available to select groups of youth, including: 9,295 youth, 41 percent of which were girls, who reforested 2,768 hectares of forest, protecting 1,031 hectares of forest against erosion; 130 youth, 47 percent of which were girls, who were trained in the production of plants; 4,258 youth, 42 percent of which were girls, who rehabilitated infrastructure; 738 youth, 53 percent of which were girls, who carried out sanitation activities; and increased the probability that 1,217 youth, 35 percent of which were girls, to find jobs by training them in professional trades. 200 of these youth found apprenticeships in their trade.</p> <p>Increased opportunities for youth who benefitted from 1,092 micro-credit projects, 33 percent of which benefitted girls.</p>	Low
B-2 Military Barracks	\$4,812,150	79 percent	<p>Enabled 23,700 troops to be put in barracks.</p> <p>Improved conditions within the 17 rehabilitated barracks.</p> <p>Perceived reduction in human rights abuses by military against the communities in which they were based.</p> <p>Increased independence of population from military.</p> <p>Increased control and management of soldiers.</p>	High
B-4 Police	\$6,900,000	65 percent	<p>Improved the visibility and professional appearance of part of the police, through the provision of uniforms.</p> <p>Improved the communication capacity of part of the police, through the provision of VHF radios and training in their usage.</p> <p>Improved the transportation of part of the police, through the provision of cars.</p> <p>Improved the rapid response capacity of police, in particular those charged with civil protection.</p>	Low

4.2. Timeliness of delivery

Efficiency also measures the timely delivery of the projects. On this measure, all PBF projects, except for the Emergency Window Projects, scored very low. Projects that were intended to last 12 months lasted from 16 to 32 months (See Table 2). Over one third of the projects remained open in November 2009. The systems of DPKO, UNDP, UNFPA, and UNIFEM were not up to the task of delivering \$35 million worth of goods and services within one year. As the OIOS and multi-donor evaluations both noted, there was no assessment of the organizational capacity to deliver these projects prior to the allocation of funding, nor was there a significant effort to increase that capacity prior to the allocation of funding. The PBF funding therefore led to a flurry of hiring and procurement that could not be maintained by any of the implementing or administering agencies. UNDP's systems are not designed to support short-term high delivery projects, and both the capacity in Burundi and the overall systems caused significant delays. The staff of DPKO was not trained in this type of programming and was often unfamiliar with UNDP systems. Consequently, many of them had to learn on the job, which created delays, misunderstanding, and in some cases significant implementation errors. The delayed delivery also created suspicion among many of the beneficiaries with whom we spoke who were uncertain as to whether the promised services would ever arrive.

As has been indicated throughout this report, timeliness of delivery is not one of the most important criterion by which PBF projects should be judged. Nonetheless, it is a criterion by which we were asked to evaluate the PBF projects, and it is important to have an accurate appraisal of the likely timeframe of an intervention, as well as mechanisms to adjust this appraisal as circumstances change. Furthermore, a clear deadline and pressure to deliver on a timeline is important, as long as it is balanced with equal pressure to deliver results.

4.3. Transparency

The ToR of this evaluation requested that we also investigate the transparency of the use of PBF funds. While the funds were used in a transparent way that complies with the organizational systems of those administering them, the use of funds was not presented in a way that is easily understandable to anyone outside of the project, or even with the government counterparts of the project. No justification of expenditures was required. The only justification required was whether or not the money had been spent. In addition, many national directors expressed frustration with the opaque way that the funding was managed and the lack of control or input that they had over the allocation of funds. For them, this showed that the PBF projects were not a truly equal partnership. In sum, while the PBF projects were transparent in terms of their alignment with the financial systems of the administering agencies, these systems are not set up to allow staff to easily monitor their own budget and staff were not required to explain budgetary allocations or decisions in either a final financial report or a narrative that could be easily understood by non-project staff.

4.4. Conclusion: Efficiency and Transparency of PBF Projects

The circumstances under which the PBF projects in Burundi were implemented led to generally inefficient programs. First, because the funding envelope was promised before the project proposals were designed, the project design was motivated in part by the need to spend a particular amount of money not find the right amount of money to achieve a particular result. Second, the systems through which the projects were implemented did not have the capacity to deliver at the rate indicated in the proposal, leading to significant delays. Third, staff were pressured to and held accountable for spending money more than they were pressured to or

held accountable for delivering results, leading to less innovation in programming, which takes time, and more concern with spending funds. The challenges that staff faced in implementing efficient projects was brought up in almost all interviews, reinforcing the fact that **an essential lesson from the PBF support to Burundi is the necessity of aligning the timeframe, expected results, monitoring mechanisms, and implementation arrangements so that the PBF funding can support both efficient and effective initiatives.**

Lesson 14: Match the pressure to spend with equal pressure to achieve results. The pressure to spend the funds created a great deal of stress, which had the positive impact of encouraging people to work hard and the negative impact of encouraging many of them to ignore programming best practice, and focus on delivery over effectiveness. If the PBF is most concerned about delivering results, then systems need to be developed to monitor both the intermediary outcomes and the amount spent. **It is necessary to improve accountability for how money is spent (i.e., efficiency) and what it achieves (i.e., effectiveness), not just the amount that is spent (i.e., deliverable).** This evaluation recommends that the UN develop more transparent and accessible monitoring mechanisms that link expenditures to project outputs and outcomes.

Lesson 15: If PBF projects aim to achieve a different type of outcome than is normally achieved by either development or humanitarian actors, then they need to be supported by different organizational systems that are capable of supporting these outcomes. The project development, monitoring, and procurement systems of the managing and administrative agencies of the PBF projects were not suited to the timeframe or even the type of programming being attempted. This was a particular problem with the procurement of supplies for all of the projects, creating significant delays and frustrations. In UNDP, amounts over \$100,000 have to go to NY for approval, which created significant delays as UNDP does not have emergency procedures to handle these cases. Significant consideration needs to go into thinking through the types of systems and skills that are needed to support the design and implementation of PBF projects, and these systems and skills need to be put in place to support the efficient and effective implementation of these projects. **All UN entities managing and administering PBF projects must develop staff profiles (i.e., that enable the creation of teams that combine political expertise, peacebuilding programming expertise, local knowledge, knowledge of the relevant operating systems, and monitoring knowledge) and operational systems geared toward the specific needs of PBF funding.**

Lesson 16: Set realistic expectations with beneficiaries, partners, and staff of the purpose of PBF interventions and what they can expect, and by when. The delays in the implementation of the PBF projects not only had an impact on the overall efficiency of the projects, but also on the effectiveness of the projects. In several cases, the delay in the project implementation increased suspicion of the project's real intention and even contributed to unsatisfactory outcomes. The PBF should support and encourage realistic project timeframes in order to reduce suspicion and disappointment. In addition, many partners and beneficiaries did not understand the timeframe or particular requirements of PBF projects, which created a great deal of confusion. If the PBF wants to support projects that prevent the immediate escalation of violent conflict and consolidate the capacity of national institutions to sustain peace, then significant effort has to be put into explaining how PBF projects are different from normal humanitarian or development projects/programs. This was noted by the other two evaluations, but is so critical that it deserves repeating.

5. MANAGEMENT AND IMPLEMENTATION MECHANISMS

The PBF projects were accompanied by innovative management and implementation mechanisms that sought to enable a real partnership between the government and the UN, and to some degree with the civil society and the international donors. In a June 2007 memo, the Joint Steering Committee described the five management and coordination mechanisms that would be established for the PBF projects: the Joint Steering Committee and Expert Group; the Technical Monitoring Committees; the Project Directors from the UN and government; the Management and Coordination Units; and the Technical Secretariat.

On the positive side, the PBF management and implementation mechanisms had the positive impact of enabling the national and international actors concerned to discuss openly important issues in relation to the projects, addressing many potential conflicts that could have derailed the project implementation. On the negative side, the Joint Steering Committee (JSC) spent most of its time on the details of project proposals and reports, although it was unable to ensure the quality of all proposals and reports, rather than on the strategic focus of the projects. In addition, the number of mechanisms, frequency of meetings, and number of people involved in the management and implementation of the PBF projects made the mechanisms very heavy and, in the case of the JSC and Technical Monitoring Committees in particular, consumed a great deal of time and energy of their high-profile members. We discuss each of the mechanisms in more detail below.

5.1. The Joint Steering Committee

The Joint Steering Committee (JSC) is composed of eighteen representatives from the government, five of whom were in the Expert Group, which was in charge of selecting the projects; thirteen representatives from the UN; and fifteen observers, including nine international donors and six civil society representatives. The JSC is in charge of: i) ensuring that projects conform to the Priority Plan; ii) approving projects presented to the JSC and allocating the required resources; and iii) examining and approving periodic reports on the advancement and impact of the projects. All decisions are taken by consensus.

The JSC and the Expert Group played a very important role in the conceptualization and oversight of the PBF projects and in significantly **improving the relationships and collaboration between the UN and the Burundian Government, and between selected individuals within the Burundian Government and Burundian civil society**. The mandating of BINUB and the allocation of PBF funding followed a period of tense relations between the UN in Burundi and the Burundian government that led to the end of ONUB's mandate.²⁰ While confidence-building work took place prior to the establishment of the PBF mechanisms, the PBF funding contributed to further improving the relationships between the government and the UN by providing fora for open discussion and debate. The inclusion of civil society as active observers in the JSC also helped to decrease the mistrust between the participating members of civil society and government.

²⁰ Stephen Jackson, "The United Nations Operation in Burundi (ONUB) – Political and Strategic Lessons Learned," Independent External Study, New York: United Nations Peacekeeping Best Practices, 2006.

The majority of interviewees saw an important added value in the JSC, primarily because of the open and honest discussion, dialogue, collaboration that it enabled between the government, the UN, international donors, and civil society. It was established as a venue where everyone was equal due to the fact that it was co-chaired by a representative from the UN and from the government. The major criticism of the JSC was that the meetings focused too much on the details of the projects and not enough on the overall strategy of the PBF projects in Burundi. Because the JSC meetings focused on the details, members were often given a great deal of documents to read prior to meetings, which consumed their time and energy. People that we interviewed wondered whether such high-level political representatives were right people for this purpose. The JSC is composed of high-level people, many of whom also occupied political posts, and who were not accustomed to dealing with the details of project implementation, nor should they have been. Over time, the attendance to the meetings dwindled in part because of the focus of the meetings on project details, and not on strategic issues relevant to peace consolidation or peacebuilding in Burundi. Nonetheless, there were a couple of high-level international donors who took the time to look through each project in detail and raise any concerns openly in the meeting. The vast majority of interviewees was grateful for this effort, and believed that it made an important contribution to improving the quality of the PBF projects.

While the PBF projects were quite good at ensuring good UN-government collaboration, and included international donors as observers in the JSC and in the Technical Monitoring Committees, the collaboration between the PBF projects and other donors' aid coordination systems in Burundi was relatively weak. During the interviews conducted for this evaluation, most donors and observers were very curious about the PBF projects and what they were actually doing or accomplishing. They often felt out of the loop, in part because many of them did not see the added value in attending the highly technical JSC meetings or did not want to play a larger role. In addition, PBF projects did not consistently engage with or reach out to other donors, who could potentially provide additional funding to sustain project results. While engagement with other donors may not have seemed important for the PBF projects during their implementation stage, it is critical for the sustainability of the results of the PBF projects, which often requires support from other donors.

Both the JSC and the Technical Monitoring Committees focused on the details of the project, no mechanism was left with which to examine how projects within each sector might complement one another. There was very little real cross-fertilization between projects or any examination of how projects could work together to achieve an aggregate impact or contribute to a common result. This type of cross-fertilization only took place in the projects that supported the National Defense Forces, as they were designed this way, and implemented by the same individual who designed them.

5.2. The Technical Monitoring Committees

Ten Technical Monitoring Committees were established to oversee eighteen projects, with some projects in a similar domain sharing a committee. The role of the Technical Monitoring Committees was to provide strategic supervision of the implementation of the projects, approve of work plans, regularly monitor project performance, resolve disagreements, and facilitate coordination between the project and national and international actors implicated in the implementation of the projects. The members of the committee included representatives of the

partner organizations; the committee was co-chaired by the government ministry and UN entity responsible for the project.

The value added of the Technical Monitoring Committees seemed to vary greatly between projects. In several cases, the members of the committee played an important role in improving the quality of the project design and an active role in monitoring the implementation. In other cases, the members were not very invested in the success of the project and/or did not have the technical expertise to monitor or improve the project implementation. Furthermore, project staff empowered and responded to their Technical Monitoring Committees to different degrees. The JSC, not the Technical Monitoring Committees, had the final say on whether the project was or was not meeting the expected standards. Nonetheless, the JSC did not interface well with the Technical Monitoring Committees, who submitted their reports directly to the Committee of Experts. Furthermore, international staff careers are determined by the UN entity that signs their contract, not by the JSC or the Technical Monitoring Committee, which in some ways disempowered both mechanisms. This is particularly visible with the sustainability plans of each project. Even though the JSC and many of the Technical Monitoring Committees raised the issue of how projects would sustain their results at an early stage, many projects have still not produced sustainability plans. The first priorities for most staff were implementing the activities and spending the money, which the administering UN entity and PBSO monitored closely. Although the minutes of the JSC meetings show that even though its members requested information about outcomes, instead of just outputs, it was not often provided.

Furthermore, the Technical Monitoring Committees were supposed to provide strategic oversight of the projects, which varied greatly from one project to the next. As discussed earlier, there was insufficient strategic oversight of the PBF projects in general because the Priority Plan did not include an overall strategic analysis, and the JSC focused on the details of project implementation, which was in line with its ToR. Given the weakness of the general strategic vision and oversight of the PBF projects, the role of the Technical Monitoring Committees in providing strategic oversight was likely to be limited. The Technical Monitoring Committees did provide strategic oversight primarily in the projects that were overtly political – the Dialogue Forums, Transitional Justice consultations, and the SNR – but it is not evident that they played this role in the other projects.

5.3. Project Direction, Project Administration, and Management and Coordination Units

In addition to the JSC and the Technical Monitoring Committees, the PBF projects mobilized over 100 staff to carry out the management and implementation – 73 local staff with a UN contract; 17 international UN staff paid by their respective department, program, or fund; and 11 national directors from each relevant government ministry. Each project had a National Director from the responsible government ministry and an International Director from the responsible UN entity. Fifteen of the projects – excluding the Land Issues Project, the Human Rights Commission Project, and the Disarmament Project – had Management and Coordination Units.

The National Director and the International Director are co-responsible for the general supervision and direction of the implementation of the project. The National Director is also responsible for making sure that the necessary inputs from the ministry were available in time. The relevant ministry was responsible for ensuring that each Management and Coordination

Unit had an office space. The UN department, program, or fund responsible for the management and/or administration of the project is accountable to its headquarters for the financial management of the project, and the programmatic aspects in conformity with its rules and regulations. Each UN department, program, or fund engaged in the management and/or administration of the project was responsible for designating and funding an international staff to manage, implement, and coordinate the project.

The Management and Coordination Unit of each project is in charge of the implementation and monitoring of the project and is composed of an international Project Manager paid by his/her UN department, program, or fund; a Burundian Project Coordinator responsible for supervision and management of the Management and Coordination Unit paid by the project; a Burundian Finance Officer paid by the project; and a Burundian Project Officer paid by the project. In most cases, projects also hired additional staff members to support the logistics and monitoring of the project that were also paid with project funds.

For the individuals and organizations engaged in implementing PBF projects in Burundi, the PBF funds presented both an important opportunity and a significant challenge. On the one hand, they presented an opportunity to make crucial contributions to the consolidation of peace in Burundi. On the other hand, they presented the challenge of simultaneously managing an increasingly complex organizational structure, which combined government and “integrated” UN capacities, and implementing innovative peacebuilding activities, which were often outside of the primary area of expertise of both international and national implementing partners. The majority of actors interviewed for this evaluation reported that they learned a great deal from this experience, lessons which they hoped this evaluation would share.

The creation of a Management and Coordination Unit for each project consumed precious resources and often created jealousies within the government ministries that they were supposed to support. While the majority of people interviewed agreed that management units were necessary, they often recommended that other options be considered that would support more effective government ownership of project implementation and more efficient use of resources. Many of the National Directors said that because they did not feel that the implementation of the PBF projects was truly an equal partnership because the UN controlled the resources and in many cases the Project Manager and UNDP administration made important decisions about the project without consulting or notifying them.

The majority of the national and international staff who worked on the PBF projects reported that they gained a great deal from the experience, and that it significantly increased their own knowledge and capacity. That said, many of the national and international staff managing and implementing the projects did not have significant experience with programming, either in terms of the principles of good programming or the specific rules and systems of the organizations in which they were working. The process of selecting staff was complex for several reasons. First, the selection of many national staff was based on their political affiliation as well as their skill level. Second, the pool of international staff was limited because DPKO does not have this necessary profile – of someone with the necessary political, programming, and/or technical experience – in its roster, and the recruitment process is thus very slow. UNDP may have the right profile of staff through BCPR, but the recruitment systems are meant for development programs not emergency programs, and are therefore even slower. Consequently, not all necessary posts were staffed, and those individuals with the requisite expertise often did

not necessarily fill the posts that were filled. In several cases, this contributed to the mediocre implementation and monitoring of projects, which not only lacked a strategic focus as indicated above, but also failed to monitor critical outputs and outcomes, leading to unintended negative outcomes in several cases.

Integration of the UN under BINUB brought both benefits and drawbacks. In the best cases, it enabled the combination of political, technical, and programmatic knowledge, which in combination with the knowledge and buy-in of national partners supported the implementation of projects that were both catalytic and sustainable. In the worst cases, the national and international actors did not collaborate effectively or understand one another, staff received mixed messages from different management, and none of the systems seemed to function as efficiently or effectively as they might on their own.

While the large majority of PBF projects had significant procurement requirements, there was no analysis of the capacity of the UN entity responsible for procurement in Burundi – UNDP – to engage in this level of procurement. In addition, many of the staff implementing PBF projects were unfamiliar with UNDP’s procurement systems and had unrealistic expectations about delivery rates both in the project design and in the understanding of those in charge of project management.

In spite of the challenges faced, all UN entities that participated in the management and implementation of PBF projects indicated that this experience also had a positive impact on their organization and how it approached peacebuilding programming. For UNIFEM, it provided them with an economic component to their normal training and advocacy toolbox. For UNFPA, it helped them to think about the conflict sensitive element in their programs. For UNDP, it helped them to think through a more inclusive approach to coordination.

5.4. Participation and compensation

A final challenge for all of these mechanisms is that many of the participants were not compensated for their participation. The National Directors and the participants in the JSC and the Technical Monitoring Committees did not receive extra compensation. The meetings of the JSC took place at BINUB office on the edge of town. For the governmental and civil society representatives, this required that they pay for their transport in addition to taking the time out from their regular jobs for the meeting. While this may seem insignificant, it was clearly a deterrent for many to attend the meetings. Holding the meetings in town, or reimbursing fuel costs, would have helped to equalize the opportunity cost. When the National Directors would go on field visits with the Project Coordinators or other project staff, they would receive a Daily Subsistence Allowance (DSA) that was a fraction of what was received by the project staff who were lower in the hierarchy but paid in accordance with international rates. While these issues are always difficult to address, an effort should be made to address them in a way that corresponds to all stakeholders’ needs and concerns.

5.5. Technical Secretariat

The role of the Technical Secretariat of the PBF projects was to support the JSC and reporting requirements. Many people commented that the Technical Secretariat could and should have played a more active role in the quality control of, technical assistance to, and strategic focus of the work being done by the PBF projects. This would have reduced the work of the JSC and improved the quality of many of the projects.

The absence of staff in the Joint Monitoring and Evaluation Unit and the absence of a head of the unit certainly contributed to the dearth of support for any monitoring and evaluating of the projects to this day. While BINUB searched continually for staff to fill the Unit, human resources rules and regulations made it very difficult. That said, even with the current staffing, significant consideration should be given to the role and purpose of the Technical Secretariat, not only in supporting the JSC, but also in helping to support and monitor the quality of the PBF projects themselves. Interviewees argued that there should have been much better quality control of documents going into the JSC sessions, fewer documents for people to read, and more of a strategic focus of sessions on how the PBF projects contribute to peace consolidation. The Technical Secretariat has an important role to play in insuring that all of these aspects are improved.

5.6. Conclusion: Management and Implementation Mechanisms

The PBF broke new ground in Burundi, supporting the establishment of coordination and implementation mechanisms that enabled an unprecedented degree of collaboration and partnership between the UN and the Burundian Government. Both the Burundians and internationals participating in the various PBF mechanisms reported that they benefitted a great deal from the experience, both in terms of the relationships built and knowledge gained. The JSC also played a critical conceptual role – in developing mechanisms, concepts, and lessons that would serve as a baseline for the PBF experience, and enable subsequent countries benefitting from the PBF to build on the lessons learned from Burundi's experience. In addition to the lessons that have already been learned, below we highlight several important lessons that can be learned from the PBF implementation and management mechanisms in Burundi.

Lesson 17: As the two global PBF evaluations remarked, the various PBF mechanisms did not leave a “light footprint” in Burundi. Several interviewees argued that the PBF infrastructure took critical national and international players away from more important functions and roles, and did not deliver proportional benefit. **This evaluation recommends that PBF support to other countries aim to achieve a lighter footprint in terms of the mechanisms created, and a heavier footprint in terms of the skills, capacities, and systems used to implement PBF funding.**

First, the JSC should be a strategic group that examines the coherence and strategy of the projects, not the detailed expenditures of each project. This would require that each project produce higher quality reports and proposals, and that the secretariats and sectors oversee this quality to reduce the burden on the JSC. The JSC should be thought of as a Board of Directors, which is responsible for general oversight and strategic decision-making, but does not have to engage in the high levels of quality control because this has been done before it reaches them.

Second, it is unnecessary to have the Joint Steering Committee and the Technical Monitoring Committees as separate entities. Instead, each project should follow models similar to those used by the Dialogue Forums and the SNR, where key stakeholders or civil society organizations worked very closely with the management unit to monitor and assess the project, helping to enable the project to operate as a learning organization. While this may have been the original idea behind the Technical Monitoring Committees, it did not work in all cases because the committees did not feel the same sense of responsibility for or commitment to the project in all cases. Those projects where there was a relatively equal bargain between the international and national counterparts were also those with Technical Monitoring Committees that were highly engaged in the project, and thus effective. Instead of requiring a monitoring committee, it is

more important for each project to benefit from the continuous feedback and advice of key stakeholders who are committed to and made responsible for the project. How this happens should depend on who the stakeholders are and what the program or project objectives are.

Third, this evaluation also recommends significantly reducing the number of projects funded at one time by PBF funds. Instead of 18 projects, we recommend three to six programs, with less funding that would aim to achieve strategic results and support targeted coherent initiatives to that end. Consequently, there would be no need for the high number of staff employed by the PBF funds in Burundi, nor for the number of Management and Coordination Units. What is essential, however, is that the teams that are responsible for implementing PBF projects have the necessary combination of skills – programmatic, political, technical, and monitoring – to support the particular type of programming that catalytic peacebuilding programming requires. In addition, different organizational procedures must be created to support the particular requirements of PBF programming. These procedures do not need to be applied to the whole organization, but need to be available to be “called up” to support both efficient and effective implementation of PBF programs or projects.

Lesson 18: It is necessary to continue to refine PBF mechanisms and approaches to create equal partnership between national and international counterparts, including non-governmental organizations, civil society organizations, and community-based organizations, both during the design and the implementation of PBF projects or programs. While government counterparts exercised a great deal of ownership of the project selection and development process, in most cases they did not act as equal partners in the implementation process. This is in part because they often had other roles and responsibilities at their ministry and could not dedicate the time. It was in part because some national counterparts were more focused on political issues than on the programmatic issues on which the projects tended to focus. It was also because the national counterparts did not have control over the project resources and/or the Project Manager did not make an effort to include them in the discussions of resource utilization or other important decisions in the project implementation. To enable real appropriation of PBF programs and projects, implementing agencies need to prioritize joint decision-making and collaboration during the implementation process; consider financial compensation to enable national counterparts to dedicate time and energy to monitoring and overseeing the projects; support more joint training for national and international counterparts; and develop ways of managing project funds that give equal responsibility to both national and international counterparts.

Lesson 19: Burundi’s experience with the PBF shows that the UN can engage in new and innovative approaches to peacebuilding and that this engagement can make an important contribution to peace consolidation. Nonetheless, it also shows that **if PBF goes through normal organizational systems and routines, as is advised in the 2009 PBF ToR, then it is likely to result in ordinary projects, not innovative peace consolidation approaches.** Through the PBF projects, the UN in Burundi made important advances in organizational change and peacebuilding, often by finding “work arounds” for normal systems and procedures. **Making the most of the PBF’s comparative advantage requires innovation and the adaptation of staff skills and organizational systems, as well as effective results-based monitoring** to create downward accountability and enable adjustment when innovative approaches do not unfold as foreseen. To resolve this, either each entity implementing PBF projects needs to develop the requisite skills and systems, or the UN needs to create a surge capacity of experts in this area who

understand the programmatic and operational requirements of PBF projects. Several of the staff working on PBF projects in Burundi would be valuable assets to other countries venturing down this road.

Lesson 20: Establish mechanisms to ensure that the push for speed and delivery is balanced by the push for outcomes and a clear contribution to peace consolidation. Several projects established mechanisms that helped to achieve this balance. The SNR project required that a civil society organization evaluate each of the training sessions at each stage, and that the release of the next tranche of funding be conditional upon the approval of this contribution by the technical monitoring committee. The Dialogue Forum ensured that the Technical Monitoring Committee was composed of key representatives of each stakeholder group. This committee attended each dialogue session, met in-between the sessions to evaluate and discuss them, and prepared its own evaluation report of the Dialogue Forum's work. The contribution of the Technical Monitoring Committee of the other projects to their outcomes depended on the members of the committee, some of whom were more forceful and committed than others.

Lesson 21: Effective implementation of PBF projects is an exercise in advocacy, cooperation, and communication, not in implementing a predetermined list of activities. PBF projects insert themselves within an ongoing institutional change process, and aim to catalyze critical change and capacity that will positively influence that process. Thus, an important role of the people implementing PBF projects is to engage with those who were involved in the process before the PBF project began, and those who will ensure that the results of the PBF project will be sustainable. While the PBF projects were generally good at ensuring the engagement and buy-in of governmental partners, the majority of them were much less effective at engaging civil society, communities, or international donors.

6. CONCLUSION AND RECOMMENDATIONS

The PBF support to Burundi made an important contribution to peace consolidation in the country. It provided quick targeted funding to contribute to several critical drivers of peace – fostering open political dialogue, reform of the security forces, management of land conflicts for returning refugees, access to justice, and the formation of transitional justice mechanisms. It filled critical funding gaps that other donors were not willing or able to fill, and even catalyzed funding by other donors for activities that they had previously deemed risky. It strengthened the UN's capacity, helping to make it an important and influential actor in Burundi and providing urgent support needed to help it fulfill its Security Council mandates. It helped to improve the strained relationships between the UN and the GoB, as well as between civil society and GoB representatives who participated in the JSC. It also built the capacity of most national, and some international, actors who were actively involved in the PBF projects.

In spite of these clear successes, the PBF projects presented a steep learning curve for the international and national actors involved. As a result, there were noticeable problems in the selection, design, implementation, and monitoring of many of the projects, which in several cases led to unsatisfactory, and even negative, outcomes. These deficits were due in part to the weak capacity of all national and international institutions involved at the time that the funding was allocated, the strained relationships between national and international actors, and the

absence of clear guidance or instructions from PBSO or Recipient UN Organization Headquarters as to how PBF projects were different from other types of programming, and what processes, procedures, and capacities were necessary as a result.

The variation in focus, design, and implementation of the PBF projects in Burundi provides sufficient data to furnish important lessons for how to address these challenges. Three overarching lessons stand out from the rest: the PBF's comparative advantage; the importance of including non-governmental organizations, civil society, and communities throughout the PBF program cycle; and the necessity of adapting standard capacities, routines, and procedures to meet the specific challenges and opportunities of implementing PBF-funded interventions.

First, the PBF has a comparative advantage in funding interventions that: i) target institutions critical to the prevention of violence in the near future that are ready for peacebuilding intervention; ii) fill a critical or temporal funding gap (i.e., other donor restrictions prevent them from funding it, or other donors are unable to fund at that time); and iii) enable national actors to sustain project outcomes. Not all peacebuilding interventions, by far, will comply with these criteria. This evaluation therefore recommends that the PBF focus on funding those that do. In addition, other funding sources should fund longer-term peacebuilding programming and conflict-sensitive development programming. The need for good peacebuilding programming is much greater than what the PBF can support, and the added value of the PBF will be wasted if it does not focus on the innovative, highly political, short-term, and timely programming that it has the comparative advantage to assist.

Second, both the UN and host governments in countries emerging from civil war tend to be highly centralized organizations that may lack strong relationships with civil society, non-governmental organizations, and communities. The PBF projects that were most successful in achieving their outcomes were able to overcome this trend by integrating civil society, non-governmental organizations, and communities into project design, implementation, and monitoring. In addition, several community members who had either benefitted from PBF projects, or observed the projects, strongly requested that they be involved to a greater extent in project monitoring, as they really wanted the best possible outcomes and were frustrated when they saw money wasted or not used in the most effective way. The inclusion of civil society, non-governmental organizations, and communities throughout the PBF project cycle not only provides highly valuable data, it also increases national capacity to and investment in sustaining outcomes. Thereby fostering badly needed downward accountability and local ownership, both of which can be perceived as important peace dividends.

Third, most successful PBF projects were those that differed significantly from traditional humanitarian and development programming, and embodied peacebuilding best practices. They were experimental and innovative. They addressed an important politically sensitive need, and built the capacity of national institutions to sustain the results. They adapted to changes in the political climate at the same time that they addressed likely root causes of conflict and peace. In many cases, they listened to and learned from beneficiaries and observers, and they adjusted their approach in response. Innovative and adaptable programming requires organizational systems and staff capacities that can support and enable this innovation and adaptation. As a result, normal development, humanitarian, and even peacekeeping systems and staff profiles are not likely to encourage effective peacebuilding programming. For the UN to capitalize on the opportunity offered by the PBF to engage in effective and timely peacebuilding programming, it

needs to develop corresponding systems, procedures, and capacities. Without these changes, success may too often occur in spite of the organization and its systems rather than as a result of them.

6.1. Recommendations for the Joint Steering Committee in Burundi

1. Sustain the results of PBF projects that have recently closed.

- Continue to invest GoB and UN resources in strengthening the capacities built through these projects to capitalize on the initial investment made by the PBF projects.
- Advocate with international and civil society actors to build on and deepen the positive results from PBF projects.
- Follow the specific recommendations for each project contained in Annex VI.

2. Apply lessons learned from the first round of PBF projects to the P3P/3C PBF project.

- Develop S.M.A.R.T. indicators to monitor project results, and regularly gather information during project implementation on the project's contribution to these indicators.
- Engage civil society and partners in project monitoring and create a forum where they can regularly provide and discuss their findings during the project implementation process.
- Build national capacity to sustain the results of the project.
- Advocate with other actors to capitalize on the capacity and results achieved by the PBF project in future interventions and programs.

3. Increase the efficiency and strategic focus of JSC meetings.

- Focus JSC meetings on strategic decisions, not detailed project monitoring.
- Reduce the number of documents that JSC members are required to read and the number of meetings that they are required to attend.
- Consider holding JSC meetings in downtown Bujumbura, or reimbursing participants for the cost of transportation to JSC meetings.
- Increase the capacity of the Technical Secretariat and the Joint Monitoring and Evaluation Unit to provide necessary technical and programmatic support and ensure quality control of PBF interventions prior to their discussion by the JSC.

4. Improve incentives for staff to regularly visit PBF and other UN interventions around the country.

- Consider removing Phase IV restrictions since there is no longer fighting between warring parties in the country.

6.2. Recommendations for the Peacebuilding Support Office (PBSO)

1. Alter some of the principles that govern the allocation of PBF funding and support to Burundi.

Program selection and focus

- Do not support interventions that simply aim to provide peace dividends, without strengthening the capacity of national actors to sustain these dividends. Without sustainability of results, peace dividends can quickly become peace disappointments.
- Ensure that a significant portion of PBF funding directly goes to beneficiaries, not simply to the UN or the government.
- Support coherent, flexible strategic programs and processes, not diverse, unconnected projects. In addition, examine which types of interventions can benefit multiple constituencies (i.e., training and dialogue) and which target groups should be integrated across all interventions (i.e., women, youth). Not only do unconnected projects waste an important opportunity to aggregate impact, they are also often unable to adapt to changes in the context, instead focusing on delivering a pre-determined list of activities.
- Allow for differential start dates and variable timeframes of projects. Because all PBF interventions and the institutions that they target are different, all project timeframes should not be the same, nor should they all begin at exactly the same time.
- Do not promise an exact funding amount before the details of the intervention are worked out. Ensure that the funding amount provided matches with the requirements of the PBF intervention.

Partnership

- Encourage all PBF interventions to involve civil society and communities in their design, implementation, and monitoring. This increases national capacity, increases the relevance of the intervention, provides valuable information on results, and promotes more effective and sustainable outcomes.
- Regular communication with other national and international actors should be a core aspect of PBF programming.
- Investigate ways in which the results derived from the JSC process and relationships can be continued after the PBF support has ended.

Reporting and success criteria

- Develop less cumbersome, but more effective, reporting guidelines. Reporting should be based on results-based management principles and all reports should be cumulative, providing intermediary data on results, justifying expenditures, and analyzing the relationship between results and the overall goal of the intervention. Consider requiring reports on a bi-annual, rather than a quarterly, basis.
- Do not judge the success of PBF projects in terms of the funding catalyzed, which does not necessarily encourage good peacebuilding programming. Instead, focus on catalytic programming that aims to support critical change in the drivers of peace in the country concerned.

Capacity

- Assess the capacity of all Recipient UN Organizations to implement the specific type of programming articulated in the proposal. PBF programming differs in the timeframe and desired outcomes from standard humanitarian or development programming, and will most likely require different staff skills and organizational systems and procedures. This

evaluation has found that it is important to have project teams that combine local/national, political, peacebuilding programming, technical, and monitoring knowledge.

- Identify and deploy resource people who can offer training and help to select, design, implement, and monitor PBF projects. Short-term visits are likely to be insufficient. Instead, sustained peacebuilding support capacity within each recipient country is likely to be necessary to ensure that PBF interventions are effectively designed and implemented.

2. Develop well-researched *Guidelines on PBF Program and Project Selection.*

These guidelines should clearly specify the comparative advantage of the PBF and how to select corresponding interventions. These guidelines are important for helping the JSC and Recipient UN Organizations to determine what types of interventions should be selected as PBF programs and what should be funded through other sources. The guidelines should include:

- vi. instructions on how to do an effective analysis of the drivers of conflict and peace, of the institutions and processes that are ready for short-term peacebuilding interventions, and of the key points of leverage within these institutions;
- vii. instructions on the type of participatory processes that can be utilized to engage various stakeholders in the identification of drivers of peace and conflict, and capacity analysis of target institutions;
- viii. instructions on what type of information should be included in the Priority Plan, how it should relate to the Strategic Framework, and how to make both documents into living strategic documents;
- ix. clarification of the similarities and differences between programs that fit with the PBF comparative advantage and other types of peacebuilding interventions, conflict sensitive development programming, and normal humanitarian and development programming; and
- x. instructions on how to carry out a capacity assessment of the Recipient UN Organizations' and partners' ability to carry out each program or intervention. This is necessary to ensure that those responsible for managing and administering the funds and implementing programs can meet the demands of effective PBF programming.

3. Develop well-researched *Guidelines on PBF Program Design and Implementation.*

These guidelines should include a description of the characteristics of effective PBF programs. This evaluation finds that the PBF is most effective when it supports strategic programs that represent a critical and/or temporal funding opportunity and:

- vii. combine several complementary interventions to strengthen the capacity of an institution that is a clear priority for the prevention of violence escalation in the near future, and that is ready for and has consented to the proposed intervention;
- viii. include capacity building of the target institution as an integral part of the program design and implementation;

- ix. follow peacebuilding best practice in program design and implementation (i.e., conduct a capacity assessment of target institution/process; articulate theory of how the intervention aims to influence institution/process and corresponding outcomes; monitor incremental progress toward outcomes; adjust both theory and programming approaches if intention and outcome do not align; and maintain the focus on sustaining results through transfer and linkages to other interventions and programs),²¹
- x. are implemented by a combined national and international team that exhibit good teamwork and have the technical, political, programmatic, and monitoring skills necessary to achieve the specific program goals and objectives;
- xi. include civil society and non-governmental organizations in the implementation and monitoring of the program; and
- xii. advocate with other national and/or international actors to sustain the project results once the PBF project has ended.

4. Develop well-researched *Guidelines on PBF Monitoring and Evaluation*.

These guidelines should specify the best practice in peacebuilding monitoring and evaluation and include clear instructions for UN staff on:

- vii. how to design results-based monitoring systems for PBF programs and develop appropriate indicators;
- viii. how to monitor PBF programs and include communities and civil society in the monitoring process;
- ix. how to communicate this information clearly and concisely in reports to the JSC and PBSO;
- x. how to adjust program approaches in response to data about the alignment between projects goals, objectives, and intermediary outcomes;
- xi. what the standard criteria for evaluation of PBF projects should be, so that staff are aware of what they will be evaluated against; and
- xii. how to prepare for and support evaluation missions, including guidelines on what timeframes and resources are necessary to achieve different evaluation results; guidelines for staff of the characteristics and principles of independent evaluation; and principles of draft circulation, feedback, and final evaluation dissemination.²²

5. Develop well-researched *Guidelines on PBF Roles and Responsibilities*.

These guidelines should clarify the roles and responsibilities of all actors involved in PBF funding and programming.

²¹ Susanna P. Campbell (2008), "When Process Matters: The Potential Implications of Organizational Learning for Peacebuilding Success," *Journal of Peacebuilding & Development* 4, 2:20-32; Cheyanne Church and Julie Shouldice (2003), *The Evaluation of Conflict Resolution Interventions: Part II: Emerging Practise & Theory* (Londonderry: INCORE); Cheyanne Church and Mark Rogers (2006), *Designing for Results: Integrating Monitoring and Evaluation into Conflict Transformation Programs* (Washington, DC: Search for Common Ground); Reflecting on Peace Practice (2008), *Reflecting on Peace Practice: Participant Training Manual* (Cambridge: CDA Collaborative Learning Projects).

²² In addition to the five weeks for which all three consultants were paid, the lead evaluator gave over 200 hours off contract to analyze the data and draft and edit the final report.

6.3. Recommendations for Recipient UN Organizations

- 1. Conduct an assessment of your capacity to support the implementation of effective PBF programming in line with the requirements listed below, and address the gaps in capacity that this assessment reveals.**

Staffing

- All relevant program staff should be trained and supported in designing, implementing, monitoring, and reporting on peacebuilding programs.
- Teams implementing PBF programs need to be able to integrate a complex skill set, including the appropriate national, technical, programmatic, political, and monitoring knowledge.
- Work with PBSO either to train all relevant staff in the particular requirements of PBF programming, to develop a job profile appropriate for PBF programming, and/or to develop a surge capacity of staff that can be deployed to train and support staff implementing PBF programs. One-time visits or training sessions are likely to be insufficient. Instead, sustained support and reinforcement is necessary to ensure that the staff has the necessary guidance to implement and monitor complex PBF programs. Several of the staff members who worked on PBF projects in Burundi and in other countries would be valuable assets to other countries venturing down this road.

Reporting

- Financial reporting mechanisms should require a clear justification of expenditures that explains how and why money was spent in a particular way, not just that the money was spent in line with the original proposal. This justification is necessary to help explain alterations in the original program design and to encourage PBF programs to adapt to changes in the context to better achieve program goals.

Procurement

- Procurement procedures and expertise should support the shorter timeframes of many PBF projects and the different types of goods that may need to be procured for PBF projects. The procurement needs of PBF projects may differ significantly from those required by normal humanitarian or development programs.

Programming and Monitoring

- Incentives should exist to encourage regular field visits by all levels of program staff to monitor program implementation and intermediary results. Because of the experimental nature of many peacebuilding interventions, regular monitoring of outcomes is extremely important to reduce the potential negative outcomes of projects and increase the likelihood that they will achieve the desired results.
- Ensure that programming procedures are flexible enough to support programs that adapt to contextual changes, and to achieve better the intended outcomes of PBF programs, which aim to create individual, organizational, institutional, or cultural change in complex, dynamic environments.

6.4. Recommendations for new allocations of PBF support

1. **Base program selection on a participatory process that includes the below steps.** Articulate the findings from this process in the Priority Plan, and update it as the context and programming approach changes. The Priority Plan should be a living strategic document and serve to keep all stakeholders focused on the same strategic objectives and priorities.
 - Understand the context through an assessment of the drivers of conflict and peace in the country, and selection of the drivers that are likely to directly influence the escalation of violence in the next few years.
 - Understand the interventions that are ripe for PBF support through an analysis of the various types of peacebuilding interventions that may address the selected drivers (i.e., institutions or processes), and an analysis of the readiness of the selected institutions and processes for the different types of peacebuilding interventions possible, and the likelihood that the results would be sustained.
 - Understand which interventions other donors are likely to support through an analysis of the funding climate for the selected drivers of conflict for which there is also institutional readiness. Select corresponding programs that other donors are not able to support because of funding restrictions (i.e., critical funding gap) or are not able to support in the near future (i.e., temporal funding gap).
 - Understand the capacity of the UN and partners to implement effectively the intervention by doing a transparent capacity assessment. If the capacity is not available or cannot be found to implement the program, then it should not be selected.
2. **This evaluation recommends that PBF support to other countries aims to achieve a lighter footprint in terms of the mechanisms created, and a heavier footprint in terms of new types of partnerships, procedures, and staff capacities for PBF programming.**

Mechanisms

- The JSC should be a strategic group that examines the coherence and strategy of the projects, not the detailed expenditures of each project. This would require that each project produce higher quality reports and proposals, and that the Technical Secretariat and Program Directors ensure the quality of the program implementation, monitoring, and reports in order to reduce the burden on the JSC, and ensure effective quality control.
- Do not create a Technical Monitoring Committee for each project, or group of similar projects. In Burundi, these groups have had varying degrees of effectiveness and did not interface effectively with the JSC. Instead, ensure quality control of the projects by the UN and government counterparts, and establish a small group of external stakeholders that will provide continuous feedback and advice on the program implementation and are integrated into program decision-making processes. Ensure that these groups interface effectively with the JSC, and consider including members of these groups on the JSC. The monitoring mechanisms developed for the National Intelligence Service and Cadre de Dialogue projects in Burundi provide good examples of these monitoring systems.
- The Technical Secretariat should play an active role in ensuring the quality control of, technical assistance to, and strategic focus of the work being done by the PBF projects.

The JSC should not be responsible for quality control, but should serve as a Board of Directors that is responsible for strategic decisions, solving serious problems or disagreements between stakeholders, and overseeing the quality of the work, but micromanaging the projects or programs, as was the case in Burundi.

- It is unnecessary to create Management Units for each project, as was done in Burundi, but it is critical that joint national and international teams carry out the program design, implementation, and monitoring, and that they have the sufficient skills to do so. This partnership brings much of the added value of the PBF programs and can play an important role in ensuring national buy-in and sustainability.

Partnership

- To enable real appropriation of PBF programs and projects by national institutions and actors, Recipient UN Organizations need to prioritize joint decision-making and collaboration with national partners during the implementation process; consider financial compensation to enable national counterparts to dedicate time and energy to monitoring and overseeing the projects; support more joint training for national and international counterparts; and develop ways of managing project funds that give equal responsibility to both national and international counterparts.
- To increase the relevance and accountability of PBF programs to the country context, include civil society organizations and community members in the design, implementation, and monitoring of PBF programs.
- Because PBF programs build on what came before them and aim to be sustained by what comes after them, effective implementation of PBF projects requires advocacy, cooperation, and communication with other actors who can sustain the program results. As a result, significant staff time should be dedicated toward communication and advocacy with other national and international actors.

Procedures

- Ensure that organizational procedures are appropriate to support the particular requirements of PBF programming (i.e., quick delivery, complex politically sensitive programming, participatory design and implementation, and good programming practices). These procedures may not need to be applied to the whole organization, but need to be available to be “called up” to support both efficient and effective implementation of PBF programs or projects.
- Match the pressure to spend with equal pressure to monitor intermediary outcomes and results. It is necessary to improve accountability for how money is spent (i.e., efficiency) and what it achieves (i.e., effectiveness), not just the amount that is spent (i.e., deliverable). This evaluation recommends that the UN develop more transparent and accessible monitoring mechanisms that link expenditures to project outputs and outcomes.

Staff Capacities

- Ensure that the teams responsible for implementing PBF projects have the necessary combination of skills – local, programmatic, political, technical, and monitoring – to support effective PBF programming.

3. Ensure that the program designed can be implemented in the timeframe specified, and with the available institutional resources.

- Do an effective needs and capacity assessment with the intended beneficiaries during the program design process. Include relevant stakeholders and potential partners in the program design process.
- Funding amounts should only be confirmed once the program design is completed. Promising funding amounts prior to the completion of program design can lead both to unnecessary spending and inadequate funding.
- Individuals who design the program should also be involved in its implementation so that they understand the basic thinking behind the program design and are able to adjust the original design during the program implementation process.

4. Ensure that program implementation adapts to the context and that staff and other stakeholders engage in regular monitoring of intermediary results.

- Staff in charge of program implementation should be given the flexibility to change and adapt the program design if it does not seem to be delivering the desired outcomes or results. This may require an adjustment to the normal project delivery mentality and corresponding monitoring and implementation systems.
- PBF programs should employ best practice in peacebuilding design, monitoring, and evaluation by articulating the theories of change about how the peacebuilding projects will contribute to consolidating peace. This should also be in line with the strategy articulated in the Priority Plan, and should assist in the development of mechanisms to monitor the contribution of intermediary outcomes to this strategy and the desired results. Monitoring intermediary outcomes may require more time of staff, but the experience of the PBF in Burundi shows that this additional allocation of time is necessary for effective implementation.
- Include all stakeholders in the regular monitoring and evaluation of the project, to create downward accountability to those who the project aims to benefit.
- Set realistic expectations with beneficiaries, partners, and staff for what can actually be accomplished, and by when.

5. Conduct regular independent external evaluations of PBF interventions to:

- v. increase the likely contribution of PBF projects and programs to the drivers of peace in the country;
- vi. learn from the innovative approaches taken by many PBF projects and programs;
- vii. encourage a culture of learning in relation to UN peacebuilding; and
- viii. increase the accountability of PBF programs and projects to the intended beneficiaries.

6.5. Recommendations for follow-up research

1. Conduct the following in-depth studies in Burundi:

- Evaluate the projects that made the most significant contribution to peace consolidation in Burundi to learn specific programmatic lessons and judge their potential replicability (i.e., the Dialogue Forums, the Land Disputes Project, a portion of the Local Public

Services Project, the Military Barracks Project (including the Displaced Families Project), the Morale Building Project, the National Intelligence Service Project, and the Transitional Justice Project).

- Evaluate the gender sensitivity of the PBF projects and what lessons can be learned from this.
- Assess the sustainability and impact of the PBF projects one to two years after projects have closed.

ANNEXES

ANNEX I: CONSULTANTS' BIOGRAPHIES

Susanna P. Campbell

Susanna Campbell is an expert in peacebuilding, conflict prevention, and conflict sensitivity. She is a Research Fellow at the Centre on Conflict, Development, and Peacebuilding at the Graduate Institute of International Studies in Geneva, and is currently completing her dissertation with The Fletcher School, Tufts University, on organizational factors that influence peacebuilding effectiveness.

Ms. Campbell has been investigating the capacity of international intervention to prevent violent conflict and build peace for the past fourteen years, including with: the Center for Preventive Action of the Council on Foreign Relations (New York, 1996-1999); the Forum on Early Warning and Early Response (FEWER) (London/Kenya, 1999-2000); UNICEF Burundi (2000-2002); and, since 2003, as an independent consultant for the International Crisis Group, International Alert, The World Bank Post-Conflict Fund, the National Defense University, Catholic Relief Services, UK Department for International Development (DfID), the Norwegian Ministry of Foreign Affairs, the World Bank Fragile and Conflict-Affected States Group, and the Integrated UN Office in Burundi/UN Peacebuilding Support Office.

Ms. Campbell has published numerous reports and articles on peacebuilding and statebuilding effectiveness, including those published by the Council on Foreign Relations, International Alert, International Crisis Group, *International Peacekeeping*, and the *Journal of Peacebuilding and Development*, and has contributed to several United Nations publications. She was a United States Institute of Peace Jennings Randolph Peace Scholar Dissertation Fellow (2008-2009).

Leonard Kayobera

Leonard Kayobera is an Agro-economist with more than ten years of experience in community development, and specifically in project monitoring and evaluation, program management, strategic planning, the production of periodic reports, financial and administrative management, and conflict resolution.

Mr. Kayobera received university training in Agronomy at the Faculté d'Agronomie à l'Université du Burundi (1991-1996) and a specialization in economic sciences at à l'Université Catholique de Louvain-La-Neuve en Belgique (2004-2005). Here also studied the design, monitoring, and evaluation of community development projects that integrate social and economic results.

Since 1 June 2009, Mr. Kayobera has been the Chief of Staff at the Ministry of Public Administration, Employment, and Social Security. From 1 September 2007 to 30 June 2009, he was the project manager for the PBF Women's project at UNIFEM. From 1 April 2004 to 30 August 2004, he was the director of IRC's youth program in Muyinga. From 1 October 2002 to the 31 December 2003, he supervised the agronomists for Care Burundi's project on Rehabilitation of Infrastructure and Reinforcement of Peace and Civil Society. From June 1998 to 30 September 2002, he was the head of Monitoring and Evaluation for DPAE Ngozi (Direction Provinciale de l'Agriculture et de l'Elevage).

Mr. Kayobera has published the following reports: Mémoire de DEA : “Filière café et dynamique agricole au Burundi : cas de la province Ngozi”; Mémoire de fin d’étude : « Etude agrostologique des parcours naturels du Bututsi : cas de Mahwa”. (E-mail: leokayobera@yahoo.fr)

Justine Nkurunziza

Justine Nkurunziza is a sustainable human development expert with 12 years of leadership experience in non-governmental organizations (NGOs). Her expertise is in gender and development; women’s leadership; protection and defense of children’s and women’s rights; conflict resolution and peacebuilding; and HIV and AIDS. She has worked with the ICRC, ActionAid International and USAID, in addition to her work with national NGOs.

Ms. Nkurunziza has worked as a community-level peacemaker in Burundi’s peace process, using dialogue, culture, games and sports to bring Burundian ethnic communities (Hutu and Tutsi) together and promote reconciliation. She has researched how to link the traditional Burundian institution “UBUSHINGANTAHE” with international NGO peace building and development work in an effort to contribute to a sustainable peace and development.

Ms. Nkurunziza plays a very active role in Burundi’s civil society and occupies top positions in some of the main civil society organizations for the defense of human rights, specifically girls and women rights. She is Vice President of the Forum for the Reinforcement of Civil Society, a coalition of 145 organizations, and Chief Commissioner of the Burundi Girl Guides Association. She is also the President of the Management Committee of “AMAHORO-AMANI” peace project in the Great Lakes countries: Burundi, Democratic Republic of Congo – North and South Kivu and Rwanda. This is a joint project of the World Organization of the Scout Movement (WOSM) and the World Association for Girl Guides and Girl Scouts Bureau (WAGGGS), implemented by the scouts and girls guides associations in the sub-region.

Ms. Nkurunziza is an independent trainer of women and young girls who would like to engage in politics in Burundi in various fields, especially in leadership. (E-mail: justinenkuru@yahoo.fr).

ANNEX II: TABLE OF PBF PROJECTS²³

GOVERNANCE AND PEACE								
Project #	A-1 Anti-Corruption	A-2 Forums for dialogue	A-3 Women	A-4 Youth	A-5 Displaced families	A-6 Micro-Enterprises	A-7 Local Public Services	A-8 Socioeconomic Reintegration
Full name	Support to reinforce mechanisms to combat corruption and embezzlement in Burundi	Support for the establishment of forums for dialogue and consultation between national partners	Rehabilitating Women's roles in the process of community reconciliation and reconstruction	Youth participation in social cohesion at community level	Support to social reintegration of displaced families living in barracks	Promoting the role of small and micro enterprises in peacebuilding	Support to the improvement of local public services	Support to the socio-economic reintegration of people affected by crises and to community recovery
Location	Burundi	Burundi	Bubanza, Bujumbura Mairie, Bujumbura Rural, Cibitoke	Bujumbura Mairie, Bujumbura Rural, Mwaro, Makamba, Cankuzo et Kayanza	Burundi	Burundi	Burundi	Bubanza, Bujumbura Rural, Cibitoke
Dates	03/10/07 – 31/12/09	01/09/07 – 30/09/09 <i>closed</i>	18/09/07 – 30/06/09 <i>closed</i>	01/09/07 – 31/08/09 <i>closed</i>	01/03/08 – 31/12/08 <i>closed</i>	23/05/08 – 31/07/09 <i>closed</i>	17/07/08 – 31/12/09	02/10/09-01/10/2010
Duration	27 months	25 months	21 months	24 months	10 months	15 months	17 months	12 months
Approved budget	\$1,500,000	\$3,148,000	\$3,105,193	\$4,200,005	\$212,447	\$500,000	\$3,000,000	\$1,787,553
Financial implementation rate 30/09/09	81%	91%	99 %	89 %	70%	65%	66%	31%
Goal	Rebuild trust between the state and the citizens by improving transparency and reinforcement of mechanisms of fighting against corruption and related offences in the whole country.	Promote democratic culture and restore trust among national partners through permanent and inclusive dialogue	Strengthen the role of women within their households and communities through the effective participation in the peacebuilding in Burundi.	Greater self-fulfillment among the youth who are self-reliant and able to fully participate in peacebuilding within their communities	Allow the rehabilitation of barracks by providing support to the reinstallation and social reintegration of displaced families living in barracks	Promote the role of small and micro enterprises in peacebuilding	Improving the quality of communal services and the collaboration between local actors in way which favors the use of commune as an instrument of reconciliation and harmonization of their interests	Encourage the socio-economic reintegration of people affected by the crises within a context of community recovery, greater local governance and national capacity building for reintegration.
Agency	UNDP/ BINUB Governance and Peace integrated section	UNDP/BINUB Governance and Peace integrated section	UNIFEM	UNFPA	UNDP/BINUB Governance and Peace integrated section	UNDP/BINUB Governance and Peace integrated section	UNDP/BINUB Governance and Peace integrated section	UNDP/BINUB Governance and Peace integrated section

²³ Table created by Carole Magnaschi, Reporting and Communications Officer, BINUB, November 2009.

STRENGTHENING OF JUSTICE AND PROMOTION OF HUMAN RIGHTS					PROPERTY/LAND ISSUES
STRENGTHENING OF THE RULE OF LAW IN SECURITY FORCES					
Project #	B-1 Disarmament	B-2 Military barracks	B-3 National Intelligence Service	B-4 Police	B-5 Morale building
Full name	Launch of civilian disarmament activities and the campaign against the proliferation of small arms and light weapons	Rehabilitation of military barracks to lodge members of the National Defense Force (FDN) in order to reduce the presence of soldiers amongst civilians	Support for a National Intelligence Service respectful of the rule of law	Support to the Burundi National Police to operate as a local security force	Promoting discipline and improving relations between the National Defense Force and the population through morale building of the military corps
Location	Burundi	Burundi	Burundi	Burundi	Burundi
Dates	01/07/07-31/10/09	24/08/07-31/12/09	23/10/07-31/10/09	24/10/07-31/12/09	01/03/08-31/12/09
Project Duration	28 months	29 months	24 months	26 months	22 months
Approved budget	\$500,000	\$4,812,150	\$500,000	\$6,900,000	\$400,000
Financial implementation rate 30/09/09	75%	79%	82%	65%	72%
Goal	Improve the security of populations by pilot activities of civil disarmament and promote the culture of peace and non-violence.	Reduce the violations of Human Rights towards the civil population and to start the basis to improve the discipline and professionalism of FDN.	Enable the SNR to fully assume its responsibility regarding the security of state institutions, as well as the safety of people and their property, in strict compliance with the rule of law.	Permit the transformation of the PNB into a community police force that has the ability to provide security for persons and property within the framework of respect for republican principles and Human Rights.	Promote the creation of a professional and republican army in harmony with the whole population, capable of performing its mission at the national and international levels.
Agency in charge	UNDP/BINUB SSR-SA integrated section	UNDP/BINUB SSR-SA integrated section	UNDP/BINUB SSR-SA integrated section	UNDP/BINUB SSR-SA integrated section	UNDP/BINUB SSR-SA integrated section

Project #	C-1 INCHR	C-2 Decisions and judgments	C-3 Local Tribunals	C-4 Transitional justice	F-1 Land disputes
Full name	Support to the establishment of an Independent National Commission of Human Rights and to the launching of its activities	Reduction of violence and deletion of settling of scores by the reopening of the national program of assessment and implementation of decisions and judgments done by courts, accompanied by the reinforcement of the legal institution	Promotion and rehabilitation of the judiciary at the local level towards conflict reduction within communities through the construction and provision of equipment for tribunals	Support to the national consultations on the establishment of mechanisms of transitional justice in Burundi	Support to the peaceful resolution of land disputes
Location	Burundi	Burundi	Bubanza, Cankuzo, Cibitoke, Makamba, Muramvya, Mwaro, Ngozi, Rutana	Burundi	Burundi
Dates	28/05/07-31/12/09	04/10/07-28/02/09 <i>closed</i>	04/10/07-28/02/09 <i>closed</i>	13/08/08-31/03/2010	09/07/07-30/10/08 <i>closed</i>
Project Duration	32 months	16 months	16 months	20 months	16 months
Approved budget	\$400,000	\$1,158,520.19	\$800,000	\$1,000,000	\$700,000
Financial implementation rate 30/09/09	74%	99%	88%	97%	100%
Goal	Fight against the violations of human rights, combat impunity and promote the culture of peace.	Help citizens fully enjoy their rights by strengthening the work of the judicial institution in order to avoid extra judicial means and contribute to the return of trust in justice and peacebuilding in Burundi.	Guarantee the independence of the magistracy via the construction and equipment of 32 courts at the low level.	Involve the Burundian population in the process of national reconciliation in collecting its views on the modalities of setting up of transitional justice mechanisms.	Promote a peaceful coexistence within the populations by a stable reintegration of vulnerable people.
Agency in charge	UNDP/BINUB Justice and Human Rights integrated section	UNDP/BINUB Justice and Human Rights integrated section	UNDP/BINUB Justice and Human Rights integrated section	UNDP/BINUB Justice and Human Rights integrated section	UNHCR

ANNEX III: SELECTED BIBLIOGRAPHY

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ANNEX IV: EVALUATION PLAN

Evaluation Plan

External Evaluation
Peacebuilding Fund Projects – Burundi

Susanna P. Campbell
5 November 2009

Overview of Research Approach

This report is a summative evaluation that seeks to take stock of the contribution of the PBF projects to the consolidation of peace in Burundi; to learn lessons from the innovative mechanisms and approach used in the design, implementation, and monitoring of the PBF projects; to investigate ways to sustain the achievements of these projects in terms of their contribution to peace consolidation in Burundi; and to learn lessons that may be applicable to the one PBF project that is only now entering its implementation phase. To this end, the evaluation will investigate four levels of analysis.

1. Country Level – This level will investigate the relevance of the Priority Plan for Peace Consolidation in Burundi and the Strategic Framework to the evolution of Burundi's war-to-peace transition. This level will also outline lessons learned and recommendations for how to ensure that the achievements of PBF continue to support peace consolidation in Burundi.
2. Macro Level – This level will investigate the contribution of each sector (i.e., governance and peace, security sector reform, justice and human rights, and land issues) to peace consolidation as articulated in the Priority Plan for Peace Consolidation in Burundi and the Strategic Framework for Peacebuilding in Burundi. It will also investigate the relationship between the different sectors; the degree to which the gaps in response identified in the Priority Plan were addressed by each sector; and the lessons learned and recommendations for how to sustain the achievements of each sector in relation to peace consolidation in Burundi as conceptualized in the UN strategic documents (i.e., CSCP, PPP, CSPL, UNDAF).
3. Meso Level – This level will investigate the contribution of the projects in each sector to the aims of that sector; the relationship between the projects within each sector; and the lessons learned and recommendations for how to sustain the achievements of the projects in terms of peace consolidation in each sector.
4. Micro Level – This level will investigate the contribution of each project to its objectives, the lessons learned within each sector and provide recommendations for how to sustain its achievements in relation to peace consolidation in Burundi.

Because of the limited time for this evaluation (undertaken during a five week period) and the absence of any baseline data, it will not be possible to do a detailed evaluation for each of the 18 peacebuilding projects. Instead, this evaluation will use document review, semi-structured

interviews, and observation to investigate the likelihood that the projects contributed to the micro-, meso-, macro-, and country level of analysis described above.

TABLE 1: Workplan

	Week 1		Week 2		Week 3		Week 4		Person(s)
Preparation									
Research design									Susanna
Document review									Susanna, Leonard, Justine
Consultations w/ collaborators									Susanna, Leonard, Justine
Arrange field visit and schedule interviews									Constance & Project/ Program Heads
Data Collection									
Bujumbura interviews with key project staff from all projects									Susanna
Interviews & focus groups in Buj. Rural									Justine
Interviews & focus groups in Ngozi									Leonard
Bujumbura Mairie interviews									Leonard
Bujumbura Mairie interviews									Justine
Report Production									
Data analysis & draft report writing									Susanna w/ support from Leonard & Justine
Draft report ready						End of week			Susanna w/ support from Leonard & Justine
Feedback on draft report									JMEU, DERSG, ERSG, PBSO first; then present to Comite de Pilogate 11 Nov.
Revise report									Susanna w/ support from Leonard & Justine
Report finalized								End of Week	Susanna (Contract ends on 18 Nov.)

SITE SELECTION

There are a total of 18 PBF projects, 14 of which aim to have a countrywide impact. In one month, it is impossible to study each project in all of its zones of intervention. Consequently, it is necessary to select sites for field research that will allow for comparison of sectoral outcomes and control the variation in context that is likely to impact project-level and sectoral-level outcomes. In addition, because of the large number of projects and the short amount of time to investigate these projects, it is important to prioritize time for field research over time for travel between provinces. Consequently, this research conducts site visits in three provinces: Ngozi, Bujumbura Rural, and Bujumbura Mairie. These provinces were chosen based the *Intensity Sampling* strategy, which selects cases that are rich in information but are not so extreme as to discredit the results. Only three out of 17 provinces in Burundi present the opportunity for

intensity sampling (Bujumbura Rural and Bururi, Ngozi, Rutana, or Makamba). From among these four, two were chosen that represent a most likely (Ngozi) and least likely (Bujumbura Rural) case of success of the PBF projects. The site selection rationale is explained in further detail below.

The three projects that do not cover the entire country take place in Bujumbura Rural (the Women's Project and the Youth Project) and in Bururi, Ngozi, Rutana, and Makamba (Tribunaux de Residence). The two projects that take place in Bujumbura Rural do not take place together in any other province. As a result, if Bujumbura Rural were not chosen as one of the sites, it would be necessary to replace it with visits to two other provinces just to get data on one project. This research will therefore use Bujumbura Rural as one of its primary field sites. The project in Ngozi (Tribunaux de Residence), takes place in three other provinces (Bururi, Rutana, and Makamba). This research has selected Ngozi as its other primary field site because it represents the opposite end of the spectrum as Bujumbura Rural in terms of the affect of the war on its citizens as well as its level of socio-economic development. Bururi, Rutana, and Makamba have not had the same degree of socio-economic development as Ngozi and have been more directly affected by the war in recent years, making them more similar to Bujumbura Rural than to Ngozi. As a result, the selection of Ngozi allows comparison of the most likely case for achievement of stability, while Bujumbura Rural represents one of the least likely cases. In relation to the overall goal of the Peacebuilding Fund – to consolidate peace in Burundi – this variation allows us to investigate the impact of Peacebuilding Fund projects on the two extremes: the most likely and least likely cases for peace consolidation. Certainly, the same type of analysis and case selection could be done for each PBF project, but given the scope of this evaluation (a summative evaluation that aims to focus on sector-level outcomes) and the time given to complete the evaluation (one month), it is not possible to select sites in relation to each project or even each sectoral objective. Nonetheless, Bujumbura Rural and Ngozi still provide sufficient variation to ensure that the evaluators can investigate the impact of different conflict patterns on the project and sectoral outcomes that occur in the four sectors covered by the PBF projects: Peace and Good Governance; Security Sector Reform and Small Arms; Human Rights and Justice, and Land Issues. In addition to Bujumbura Rural and Ngozi, the team will visit the projects that take place within the capital city of Bujumbura Mairie as well as the core project staff that are based there.

Interview schedule

The evaluation team is made up of one lead international consultant and two national consultants. In addition, the team is coordinating its research with an evaluation team from UNDP that is evaluating many of the same projects. The UNDP evaluation team, however, has one week less to complete its evaluation (three weeks for the UNDP evaluation as opposed to four weeks for the PBF evaluation). To ensure that the UNDP evaluators have access to the data collected on the PBF projects, the PBF evaluation team is prioritizing data collection on the 14 PBF projects managed by UNDP during the first week of data collection. The PBF team is producing the interview schedule (see Table 2) for the PBF projects in line with the selection criteria outlined in this Evaluation Plan. The UNDP team is building its schedule around the PBF meetings that interest the UNDP team. During the second week of data collection, the PBF team will seek to validate the results collected during the first week of interviews (25th – 31st October) and gather data on the projects that are not managed by UNDP.

As pictured in Table 2 below, during the first week (25th – 31st October) the consultants will conduct meetings with key project staff and partners as well as field visits to UNDP managed projects in Bujumbura Rural and Ngozi. In the second week (1st – 7th November), the evaluators will gather data on the remaining three UNDP managed projects (on Monday and Tuesday), finalize the field visits and interviews in Bujumbura Rural, Ngozi, and Bujumbura Mairie, and prepare the first draft of the report. Two evaluators, one for one day and the second for one-half day, will examine fourteen of the projects. The international consultant will conduct interviews on each project of a politically sensitive nature for at least one day per project. The four projects for which interviews and/or focus groups will only be conducted for one day or less include the three projects that are not countrywide, and would thus require the addition of another province to investigate significant variation in the environment in which the project is implemented, a project that only began implementation this month (for example, A-8 Support for Socio-economic Reintegration), and one project that is particularly politically sensitive (for example, SNR).

The projects that were selected for the field visits in Bujumbura Rural and Ngozi include those that actually implement activities at the provincial and community level, thus enabling data gathering on each of these projects in each province. There are nine projects that fall into this category, as indicated in table 3 below.

TABLE 2: Interview Schedule and Location

	Sun. Oct. 25	Mon. Oct. 26	Tue. Oct. 27	Wed. Oct. 28	Thurs. Oct. 29	Fri. Oct. 30	Sat. Oct. 31	Sun. Nov. 1	Mon. Nov. 2	Tue. Nov. 3	Wed. Nov. 4	Thurs. Nov. 5	Fri. Nov. 6	Sat. Nov. 7	Sun. Nov. 8
Justine	Office Practice Sessions w/ Susanna	Office Coaching & Preparation for Field Visits	Buj. Mairie B-2 Casernement (1/2 day)	Buj. Rural A-5 Familles deplacees	Buj. Rural A-6 Micro-Entreprises	Buj. Rural A-7 Serv. Publics Loc.	Buj. Rural C-2 Arrets et Jugements	Buj. Rural A-8 Reintegration Socioec. (1/2 day)	Office Writing & prep. for next week	Buj. Mairie A-1 Anti-Corruption	Buj. Rural F-1 Litiges Fonciers	Buj. Rural A-3 Femmes	Buj. Rural A-4 Jeunes	Buj. Mairie C-4 Justice de Transition B-5 Moralization	Interviews TBD & Analysis Writing
UNDP Team			Leonidas (w/ Justine)	Leonidas (w/ Justine)		Gabriel (w/ Justine)	Francois (w/ Justine)			Francois & Gabriel (w/ Justine)					
Leonard	Office Practice Sessions w/ Susanna	Office Coaching & Preparation for Field Visits	Office Preparation for Field Visits	Ngozi C-3 Tribinaux de Residence	Buj. Mairie B-2 Casernement	Buj. Mairie B-1 Desarmament	Buj. Mairie B-5 Moralization	Office Writing & prep. for next week	Buj. Mairie B-4 Police	Ngozi F-1 Litiges Fonciers (1/2 day)	Ngozi A-7 Serv. Publics Loc. C-2 Arrets et Jugements	Ngozi A-5 Familles deplacees A-6 Micro-entrepises	Buj. Mairie C-1 CNIDH	Interviews TBD & Analysis Writing	Interviews TBD & Analysis Writing
UNDP Team				Francois (w/ Leonard)	Leonidas (w/ Leonard)	Leonidas (w/ Leonard)		Leonidas (w/ Leonard)							
Susanna	Meetings with key Personnel & Advisory Groups in Bujumbura	Meetings with key Personnel & Advisory Groups in Bujumbura	Meetings with key Personnel & Advisory Groups in Bujumbura	Meetings with key Personnel & Advisory Groups in Bujumbura	Meetings with key Personnel & Advisory Groups in Bujumbura	Buj. Mairie B-3 SNR	Buj. Mairie C-4 Justice de Transition	Office Writing & prep. for next week	Buj. Mairie A-2 Cadre de Dialogue	Buj. Mairie B-1 Desarmament C-1 CNIDH (1/2 day)	Buj. Mairie A-1 Anti-Corruption B-4 Police	Analysis and Writing	Analysis and Writing	Analysis and Writing	Analysis and Writing
UNDP Team	Gabriel (w/ Susanna)	Leonidas (w/ Susanna)	Gabriel & Francois (w/ Susanna)			Leonidas (w/ Susanna)			Gabriel (w/ Susanna)						

TABLE 3: Visites sur terrain - Bujumbura Rural (Justine) & Ngozi (Leonard):

Project	Sector	UNDP Evaluator(s)	PBF Evaluator(s)	PBF allocation Evaluator(s) des journees	Agence(s) d'Execution	Zone D'Intervention
A-3 – Femme	Paix et Bonne Gouvernance		Justine	1 journee	UNIFEM/UNFPA	Bubanza, Buj. Mairie, Buj. Rural, Cibitoke
A-4 – Jeunes	Paix et Bonne Gouvernance		Justine	1 journee	UNFPA	Buj. Mairie, Buj. Rural, Mwaro, Makamba, Cankuzo, Kayanza
A-5 – Familles deplacees	Paix et Bonne Gouvernance	Leonidas	Justine & Leonard	1 journee Justine ½ journee Leonard	PNUD/BINUB Paix et Gouvernance	Tout le pays
A-6 – Micro- entreprises	Paix et Bonne Gouvernance		Justine & Leonard	1 journee Justine; ½ journee Leonard	PNUD/BINUB Paix et Gouvernance	Tout le pays
A-7 – Serv. Publics Loc.	Paix et Bonne Gouvernance	Gabriel	Justine & Leonard	1 journee Justine; ½ journee Leonard	PNUD/BINUB Paix et Gouvernance	Tout le pays
A-8 – Reintegration Socioeconomique	Paix et Bonne Gouvernance		Justine	½ journee	PNUD	Bubanza, Buj. Rural, Cibitoke (nouveau projet)
C-2 – Arrêts & Jugements	Justice et Droit de l'Homme	Francois	Leonard & Justine	1 journee Justine; ½ journee Leonard	PNUD/BINUB Droits de l'Homme et Justice	Tout le pays
C-3 – Tribunaux de Residence	Justice et Droit de l'Homme		Leonard	1 journee	PNUD/BINUB Droits de l'Homme et Justice	Bubanza, Cankuzo, Cibitoke, Makamba, Muramvya, Mwaro, Ngozi, Rutana
F-1 – Litiges Fonciers	Question Fonciere		Justine & Leonard	1 journee Justine; ½ journee Leonard	UNHCR	Tout le pays

TABLE 4: Visites sur terrain - Bujumbura Mairie:

Project	Sector	UNDP Evaluator(s)	PBF Evaluator(s)	PBF allocation Evaluator(s) des journees	Agence d'Execution	Zone D'Intervention
A-1 – Anti-corruption	Paix et Bonne Gouvernance	Francois & Gabriel	Justine & Susanna	1 journee Justine; ½ journee Susanna	PNUD/BINUB Paix et Gouvernance	Tout le pays
A-2 – Cadre de Dialogue	Paix et Bonne Gouvernance	Gabriel	Justine & Susanna	1 journee Susanna; ½ journee Justine	PNUD/BINUB Paix et Gouvernance	Tout le pays
B-1 – Desarmement	Reformes du Secteur de la Securite	Leonidas	Leonard & Susanna	1 journee; ½ journee Susanna	PNUD/BINUB SSR & Small Arms	Bubanza, Bujumbura Mairie, Bujumbura Rural
B-2 – Casernement	Reformes du Secteur de la Securite	Leonidas	Justine & Susanna	1 journee Leonard; ½ journee Susanna	PNUD/BINUB SSR & Small Arms	Tout le pays
B-3 – Services National de Renseignement (S.N.R)	Reformes du Secteur de la Securite	Leonidas	Susanna	1 journee Susanna	PNUD/BINUB	Tout le pays
B-4 – Police	Reformes du Secteur de la Securite	Leonidas	Leonard & Susanna	1 journee Leonard; ½ journee Susanna	PNUD/BINUB	Tout le pays
B-5 – Moralization	Reformes du Secteur de la Securite		Leonard & Susanna	1 journee Leonard; ½ journee Susanna	PNUD/BINUB SSR & Small Arms	Tout le pays
C-1 – Commission National Independante des Droits de l'Homme (CNIDH)	Justice et Droit de l'Homme		Leonard & Susanna	1 journee Leonard; ½ journee Susanna	OHCHR/BINUB	Tout le pays
C-4 – Justice de Transition	Justice et Droit de l'Homme	Francois	Justine & Susanna	1 journee Susanna; ½ journee Justine	PNUD/OHCDH	

RESEARCH METHODS AND INTERVIEWEE SAMPLE SELECTION

This evaluation will use semi-structured interviews, focus groups of beneficiaries, and document review as its primary data gathering methods. The details of the interview and focus group sample selection are provided below.

Group	Advisory Groups	Management	Personnel	Partners	Observers	Beneficiaries
Categories	Expert Group Joint Steering Committee Technical Follow-up Committee	Office of the ERSG Office of the DERSG Office of UNDP Director	Agency Representatives (UNIFEM, UNFPA, UNHCR) Section Chief Sector Chief Project Manager Project Coordinator National Director	Implementing partners in: Govt. NGOs Association Administration	Civil Society Government Local Administration International NGOs Donors UN Agencies	Categories dependent on objectives of each project
Description	Key advisory groups	Key people involved in overall management and oversight of PBF process and projects	Key personnel and managers responsible for implementation and oversight of individual PBF projects	Key partners in design and implementation. Will interview partners in Bujumbura Mairie, Bujumbura Rural, and Ngozi	People who witnessed the PBF projects but did not participate directly in their design, implementation, or evaluation.	Key project beneficiaries (varies for each project)
Variation sought	People who were more involved v. those less involved People supportive of PBF v. those critical of PBF	All key management and support staff	All key personnel	Partners in Buj. Rural Partners in Ngozi Partners in Buj. Mairie Talk to point person within each partner agency	Variation sought within each category in terms of the degree of support for PBF projects. Consistency sought in the experience that observers have with Burundi, with a bias toward those with longer-term experience.	Variation sought in terms of the different target groups of beneficiaries and their different positions of power.
Sampling method	Stratified Purposeful Sampling Stratified Purposeful Random Sampling	Stratified Purposeful Sampling	Purposeful sampling	Purposeful sampling	Stratified snowball sampling	Stratified Purposeful Random Sampling

INTERVIEW PROTOCOLS

At the beginning of the interview, we will give a brief reminder of who we are, the purpose of the interview, and the general interview process. We will remind the participant that the information they provide during the interview is confidential and briefly describe how information will be stored, used, and communicated (i.e., through our informed consent protocol outlined below).

Informed Consent Protocol

I will take notes during this interview. Only myself and the other evaluators will have access to the notes I take in this interview. Our observations will be combined and included in our reports, but your statements will not be attributed to you or your position. You will have the right to ask me to refrain from recording something that you do not want to be written down. All information that you provide to me will be used to provide the UN with an assessment of the lessons that have been learned from the Peacebuilding Fund Projects (PBF) that they have supported and to recommend ways to increase their impact as well as lessons that can be applied to PBF funding in other countries.

List of Potential Interview Questions

The interviews will be semi-structured. Not all questions will be asked of all interviewees and we will ask probing and follow-up questions as appropriate. In addition, a list of specific questions will be developed for each project in relation to the information already available for the project.

PROTOCOL I

Interview Protocol For Project <u>Personnel</u> and Implementation <u>Partners</u> in <u>Bujumbura Mairie</u>	
Interview Date: Interview Location: Interviewee: Interview Duration: Process Notes:	
Placement of individual	
1.1	What is your involvement with the PBF projects? - Probe: <ul style="list-style-type: none"> ○ Position ○ Duration of involvement
Context	
2.1	What do you think can help to consolidate peace in Burundi? - Probe: <ul style="list-style-type: none"> ○ Explain. ○ Is this the biggest priority, or are there other priorities as well?
Project Level	
3.1	How did this project aim to contribute to peace in Burundi?
3.2	In the project design, how did you think the project activities would lead to this larger aim? - Probe: <ul style="list-style-type: none"> ○ Can you specify the causal links between the two?
3.3	What changed during the course of project implementation? - Probes: <ul style="list-style-type: none"> ○ What caused this change? ○ How did you manage this change? ○ How do you think this change relates to the effectiveness of the project?
3.4	How were decisions made to adjust the project design or not?
3.5	What were the project results/outputs? - Probes: <ul style="list-style-type: none"> ○ Evidence? ○ How do they relate to the overall aim of the project?

3.6	<p>What were the project outcomes?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o Direct? o Indirect? o How do they relate to the overall aim of the project?
3.7	<p>How do you know that these are the project outcomes?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o What data do you have? o How did you gather the data? o How did you monitor the project?
3.8	<p>Did the project contribute to the consolidation of peace in Burundi?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, how?
3.9	<p>Does the impact of the project need to be sustained?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, how would you recommend that this be done?
3.10	<p>What would you do differently? What would you do the same way?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o In the goal selection? o In the project design? o In the project timeframe? o In the use of project resources? o In the project follow up?
3.11	<p>What is your impression of the way that UNDP managed and implemented the project?</p>
Sector Level	
4.1	<p>How was this project intended to contribute to the implementation of the strategic framework for peace consolidation?</p>
4.2	<p>Did the project contribute in this way?</p> <ul style="list-style-type: none"> - Probe: <ul style="list-style-type: none"> o How do you know? o Do you think it should have?
4.3	<p>Based on your understanding of what might help to consolidate peace in Burundi, was this the right focus of the project(s)?</p>
4.4	<p>How did the project interact with other projects and programs?</p> <ul style="list-style-type: none"> - Probe: <ul style="list-style-type: none"> o Other PBF projects?

	<ul style="list-style-type: none"> ○ Other UN programs? ○ Non-UN programs and projects? ○ Did it duplicate other efforts?
4.5	<p>What is the relationship between this project (or these projects) and the other strategic documents of the UN system?</p> <p>- Probe:</p> <ul style="list-style-type: none"> ○ PRSP ○ UNDAF
PBF Design and Management	
5.1	What do you think about the way in which the PBF priorities were selected?
5.2	What do you think about the way in which the PBF projects were designed?
5.3	What do you think about the way that decisions were made with regard to the PBF projects?
5.4	What do you think about the timeframe of the PBF projects?
5.5	What do you think about the monitoring, evaluation, and reporting mechanisms in place for PBF projects?
Lessons Learned	
6.1	<p>Based on your experience, what would you recommend to other UN Missions receiving support from the PBF?</p> <p>- Probes:</p> <ul style="list-style-type: none"> ○ What worked? ○ What did not work? ○ How would you address what did not work?
6.2	<p>Does the PBF add value?</p> <p>- Probes:</p> <ul style="list-style-type: none"> ○ If so, what? ○ If not, why not?
Further Information	
7.1	Anything else I should know?
7.2	Are there other people that you would recommend that I talk to? Are there other documents that I might not already have that I should have?

PROTOCOL I.I

Interview Protocol For Project <u>Personnel</u> and Implementation <u>Partners</u> in <u>Bujumbura Rural & Ngozi</u>	
Interview Date: Interview Location: Interviewee: Interview Duration: Process Notes:	
Placement of individual	
1.1	What is your involvement with the PBF projects? - Probe: <ul style="list-style-type: none"> ○ Position ○ Duration of involvement
Context	
2.1	What do you think can help to consolidate peace in Burundi? - Probe: <ul style="list-style-type: none"> ○ Explain. ○ Is this the biggest priority, or are there other priorities as well?
Project Level	
3.1	How did this project aim to contribute to peace in Burundi?
3.2	In the project design, how did you think the project activities would lead to this larger aim? - Probe: <ul style="list-style-type: none"> ○ Can you specify the causal links between the two?
3.3	What changed during the course of project implementation? - Probes: <ul style="list-style-type: none"> ○ What caused this change? ○ How did you manage this change? ○ How do you think this change relates to the effectiveness of the project?
3.4	How were decisions made to adjust the project design or not?
3.5	What were the project results/outputs? - Probes: <ul style="list-style-type: none"> ○ Evidence? ○ How do they relate to the overall aim of the project?

3.6	<p>What were the project outcomes?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o Direct? o Indirect? o How do they relate to the overall aim of the project?
3.7	<p>How do you know that these are the project outcomes?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o What data do you have? o How did you gather the data? o How did you monitor the project?
3.8	<p>Did the project contribute to the consolidation of peace in Burundi?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, how?
3.9	<p>Does the impact of the project need to be sustained?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, how would you recommend that this be done?
3.10	<p>What would you do differently? What would you do the same way?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o In the goal selection? o In the project design? o In the project timeframe? o In the use of project resources? o In the project follow up?
3.11	<p>What is your impression of the way that UNDP managed and implemented the project?</p>
Sector Level	
4.1	<p>How did the project interact with other projects and programs in this location?</p> <ul style="list-style-type: none"> - Probe: <ul style="list-style-type: none"> o Other PBF projects? o Other UN programs? o Non-UN programs and projects? o Did it duplicate other efforts?
Lessons Learned	
5.1	<p>What lessons have you learned from your involvement in the implementation of this project?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o What worked? o What did not work? o How would you address what did not work?

6.2	Does the PBF add value? - Probes: ○ If so, what? ○ If not, why not?
Further Information	
7.1	Anything else I should know?
7.2	Are there other people that you would recommend that I talk to?

PROTOCOL II

**Interview Protocol
For
People involved in PBF Decision-Making and Oversight
(but not project implementation)**

Interview Date:
Interview Location:
Interviewee:
Interview Duration:
Process Notes:

Placement of individual

1.1 What is your involvement with the PBF projects?
- Probe:
 ○ Position
 ○ Duration of involvement

Context

2.1 What do you think can help to consolidate peace in Burundi?
- Probe:
 ○ Explain.
 ○ Is this the biggest priority, or are there other priorities as well?

Project Level

3.1 What PBF projects did you work most closely with?
• Probe:
 ○ Describe your involvement with these projects?

3.2 How did these projects aim to contribute to peace in Burundi?

3.3 What changed during the course of project implementation?
- Probes:
 ○ What caused this change?
 ○ How did you manage this change?
 ○ How do you think this change relates to the effectiveness of the project?

3.4 How were decisions made to adjust the project design or not?

3.5 What are the project results that you are aware of?
- Probes:
 ○ Evidence?
 ○ Do you know how they relate to the overall aim of the project?

3.6	<p>What are the project outcomes that you are aware of?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o Direct? o Indirect? o Do you know how they relate to the overall aim of the project? o What evidence were you provided that these were the outcomes?
3.7	<p>Did the project contribute to the consolidation of peace in Burundi?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, how? o If not, why not?
3.8	<p>Does the impact of the project need to be sustained?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, how would you recommend that this be done?
3.9	<p>What would you recommend be done differently? What would recommend be done the same way?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o In the goal selection? o In the project design? o In the project timeframe? o In the use of project resources? o In the project follow up?
3.10	<p>What is your impression of the way that UNDP managed and implemented the project?</p>
Sector Level	
4.1	<p>How was this project intended to contribute to the implementation of the strategic framework for peace consolidation?</p>
4.2	<p>Did the projects contribute to the strategic framework for peace consolidation?</p> <ul style="list-style-type: none"> - Probe: <ul style="list-style-type: none"> o Why? Why not? o How do you know?
4.3	<p>Based on your understanding of what might help to consolidate peace in Burundi, was this the right focus of the project(s)?</p>
4.4	<p>How did the project interact with other projects and programs?</p> <ul style="list-style-type: none"> - Probe: <ul style="list-style-type: none"> o Other PBF projects? o Other UN programs? o Non-UN programs and projects? o Did it duplicate other efforts?

4.5	What is the relationship between these projects and the other strategic documents of the UN system? - Probe: ○ PRSP ○ UNDAF
PBF Design and Management	
5.1	What do you think about the way in which the PBF priorities were selected?
5.2	What do you think about the way in which the PBF projects were designed?
5.3	What do you think about the way that decisions were made with regard to the PBF projects?
5.4	What do you think about the timeframe of the PBF projects?
5.5	What do you think about the monitoring, evaluation, and reporting mechanisms in place for PBF projects?
Lessons Learned	
6.1	Based on your experience, what would you recommend to other UN Missions receiving support from the PBF? - Probes: ○ What worked? ○ What did not work? ○ How would you address what did not work?
6.2	Does the PBF add value? - Probes: ○ If so, what? ○ If not, why not?
Further Information	
7.1	Anything else I should know?
7.2	Are there other people that you would recommend that I talk to? Are there other documents that I might not already have that I should have?

PROTOCOL III

**Interview Protocol
For
Project Beneficiaries**

Interview Date:
Interview Location:
Interviewee:
Interview Duration:
Process Notes:

Placement of individual

1.1 | How were you involved with this project?

Context

2.1 | What do you think can help to consolidate peace in Burundi?
- Probe:
 ○ In your province/region?
 ○ Is this the biggest priority, or are there other priorities as well?

Project Level

3.1 | In your opinion, how did this project aim to contribute to peace in Burundi?

3.2 | How did you benefit from this project?

3.3 | How did others benefit from this project?

3.4 | Who did you see who did not benefit from this project?
- Probes:
 ○ Explain
 ○ Should they have benefited?

3.5 | Did the project contribute to the consolidation of peace in Burundi?
- Probes:
 ○ If so, how?
 ○ If not, why not?
 ○ Is there a difference between the priorities for peace consolidation that you provided above, and the priorities of this project?

3.6 | If you were the project boss, what would you do differently?
- Probes:
 ○ Beneficiaries?
 ○ Aims?

	○ Approach?
Sector Level	
4.1	<p>Did you see the relationship between this project and other projects?</p> <p>- Probes:</p> <ul style="list-style-type: none"> ○ If so, what did you notice? ○ Were they Government, UN, NGO, or other donor projects?
Further Information	
5.1	Anything else I should know?

PROTOCOL IV

Interview Protocol For Observers

Interview Date:
Interview Location:
Interviewee:
Interview Duration:
Process Notes:

Placement of individual

- 1.1 How have you observed the PBF project(s)?
- Probe:
 - Which projects?
 - Where?

Context

- 2.1 What do you think can help to consolidate peace in Burundi?
- Probe:
 - In your province/region?
 - Is this the biggest priority, or are there other priorities as well?

Project Level

- 3.1 In your opinion, did the PBF project(s) contribute to the consolidation of peace?

- 3.2 How did you see people benefit from this project(s)?

- 3.3 Who did you see who did not benefit from this project?
- Probes:
 - Explain
 - Should they have benefited?

- 3.4 If you were the project(s) boss, what would you do differently?
- Probes:
 - Beneficiaries?
 - Aims?
 - Approach?

Sector Level

- 4.1 Did you see the relationship between this project and other projects?
- If so, what did you notice?

4.2	<p>Did you see any relationship between this project(s) and the overall strategies of the Burundian Government and/or the UN?</p> <ul style="list-style-type: none"> - Probes: <ul style="list-style-type: none"> o If so, what did you notice?
Further Information	
5.1	Anything else I should know?

REPORT OUTLINE

Total length of main report = 45 pages

1. Executive Summary (8 pages)

- a. Synthesis of key points in report (purpose, methods, aims, findings, lessons learned/recommendations). (4 pages)
- b. Table summarizing all PBF Projects (3 pages)
 - i. This overview table will contain the following aspects, to allow for easy comparison between the projects and sectors: sectoral aim, project objective and expected results, resources, duration, partners, beneficiaries, coverage, actual results, outcomes/impact at project and sectoral level, relationship to other projects/strategies.

2. Background (3 pages)

- a. Background to PBF projects in Burundi
 - i. Brief description of origin of PBF and expected aims, outcomes, and mechanisms and relationship with other PBC mechanisms and UN mechanisms in Burundi. Emphasize innovative nature of this approach.
- b. Brief description of the purpose of the evaluation and research design and method used.
- c. Two sentence description of findings.
- d. Summary of flow of report.

3. Evaluation Design and Methodology (4 pages)

- a. Overall description of research design and constraints
- b. Case selection description
- c. Interviewee sampling strategy
- d. Collaboration with colleagues

4. Overall Findings: (20 pages)

- a. Country level - Relationship between the PBF approach and the consolidation of peace in Burundi
 - i. Relevance
 1. Contribution of aims of PBF projects to the consolidation of peace in Burundi.
- b. Macro level - Relationship between the 18 PBF projects and management and the achievement of aims in the Strategic Framework and other UN strategic documents
 - i. Relevance
 1. Contribution of the 18 projects to the CSCP, CSLP, and the UN integrated peacebuilding support strategy/UNDAF.
 2. Impact of changes in context and PBF approach on contribution.
 - ii. Effectiveness
 1. Achievement of desired outcomes on the Priority Plan for Peace Consolidation
 2. Role of macro-level PBF decision-making and management structures
 - a. (CCP, Group des Experts, Comites Techniques de Suivi, Secretariat Technique d'appui, Bureau d'appui a la consolidation de la paix, PBSO)
 - iii. Efficiency
 1. Efficiency of project development
 2. Appropriateness of inputs

3. Transparency and responsibility in use of funds
4. Timeliness of delivery and results v. realistic timeframe given for projects
5. Impact of changes in context on efficiency
- iv. Sustainability of outcomes and catalytic effects
 1. Development of capacities
 2. Catalyzing other activities
 3. National ownership of the mandate
 4. Role of different macro-level PBF structures (i.e., CCP) in supporting sustainability and catalytic effects
- c. Meso level – Sectoral Level
 - i. Table summarizing meso-level analysis
 - ii. Relevance
 1. Contribution of sectoral level outcomes to PBF Strategic documents and consolidation of peace in Burundi (i.e., to macro-, and country-level relevance)
 2. Impact of changes in context and sector-level approach on outcomes.
 - iii. Effectiveness
 1. Achievement of desired outcomes at the sectoral level.
 2. Role of PBF and implementing partner management and support structures in the achievement of desired outcomes.
 3. Impact of changes in the context and approach on sector-level outcomes.
 4. Relationship between PBF projects and outcomes.
 - iv. Efficiency
 1. Efficiency of project development
 2. Appropriateness of inputs
 3. Transparency and responsibility in use of funds
 4. Timeliness of delivery and results/outputs
 - a. Realistic timeframe given for projects?
 5. Impact of changes in context on efficiency
 - v. Sustainability of outcomes and catalytic effects
 1. Development of capacities
 2. Catalyzing other activities
 3. National ownership of the mandate
- d. Micro level – Project Level
 - i. Table summarizing micro level analysis
 - ii. Relevance
 1. Contribution of project level outcomes to sectoral level (i.e., meso level), PBF Strategic documents (i.e., macro level), and the overall consolidation of peace in Burundi (i.e., country-level).
 2. Impact of changes in context and project-level approach on outcomes.
 - iii. Effectiveness
 1. Achievement of desired outcomes at the sectoral level.
 2. Role of PBF and implementing partner management and support structures in the achievement of desired outcomes.

3. Impact of changes in the context and approach on sector-level outcomes.
4. Relationship between PBF projects and outcomes.
- iv. Efficiency
 1. Efficiency of project development
 2. Appropriateness of inputs
 3. Transparency and responsibility in use of funds
 4. Timeliness of delivery and results/outputs
 - a. Realistic timeframe given for projects?
 5. Impact of changes in context on efficiency
- v. Sustainability of outcomes and catalytic effects
 1. Development of capacities
 2. Catalyzing other activities
 3. National ownership of the project mandate

5. Lessons Learned and Recommendations (10 pages)

- a. Analysis and Design
- b. Management & Coordination
- c. Partners
- d. Implementation
- e. Outcomes
- f. Sustainability and catalytic effect

6. Annex:

- a. Terms of Reference
- b. Work plan
- c. Research Design and Methodology Tables (excluding interviewee names)
- d. Interview Protocols
- e. Selected Bibliography
- f. Synthesis reports for each PBF project (4 pages each)
 - i. Format:
 1. Problem/Need identified
 - a. Country level, Sector level, Project level
 2. Project Objective & Theory of Change
 3. Project Design
 4. Changes made in project design during implementation
 5. Project outputs
 6. Project outcomes
 - a. Project level, Sector level, Country level
 - b. Direct and Indirect
 7. Lessons learned
 8. Recommendations for increasing impact of project, and for future PBF projects

ANNEX V: TERMS OF REFERENCE



Evaluation externe des projets de consolidation de la paix

Note conceptuelle

CONTEXTE ET JUSTIFICATION

Le Burundi a souffert de plusieurs vagues de violence depuis son indépendance, les dates marquantes étant les années 1965 à 1969, 1972, 1988, 1991 ainsi que le coup d'État et la guerre civile qui s'en est suivi en 1993. La signature de l'Accord de paix d'Arusha de 2000, la tenue d'élections en 2005 et la signature de l'Accord de cessez-le-feu, entre le Gouvernement burundais et le dernier mouvement rebelle, le Palipehutu-FNL (renommé FNL en 2009) le 7 Septembre 2006 ont permis au Burundi de véritablement s'engager sur la voie de la consolidation de la paix et de la reconstruction socio-économique.

Le chemin de la consolidation de la paix est complexe et nécessite un appui soutenu de la Communauté Internationale. Le Conseil de Sécurité dans sa résolution 1719 (2006) qui a créé le BINUB, a mandaté celui-ci « de continuer d'aider le Gouvernement burundais à consolider la paix en renforçant les capacités nationales nécessaires pour s'attaquer aux causes profondes du conflit ».

Lors de sa réunion du 13 octobre 2006, la Commission des Nations Unies pour la Consolidation de la Paix (CCP) a déclaré le Burundi comme pays prioritaire pour les activités de la Commission. Le Gouvernement du Burundi avec l'appui des Nations Unies et en collaboration avec les autres partenaires a élaboré le Plan Prioritaire de Consolidation de la Paix. Ce plan définit les quatre domaines prioritaires qui répondent aux besoins liés à la réconciliation de la société burundaise, à savoir (1) la paix et la gouvernance, (2) la justice et les droits de l'homme, (3) la réforme du secteur de la sécurité et (4) la question foncière et le relèvement communautaire.

Dans le cadre de la mise en œuvre du Plan Prioritaire de Consolidation de la Paix, une enveloppe de 35 millions de dollars a été allouée au Gouvernement du Burundi par le Fonds de Consolidation de la Paix (PBF) pour 18 projets approuvés répartis dans les quatre domaines prioritaires ci-haut cités. Le choix des projets proposés a été fait sur la base de critères généraux notamment être catalytiques, propres à la pérennisation, de courte durée de mise en œuvre et d'impacts rapides etc. La mise en œuvre des projets a été attribuée au PNUD, OHCHR, UNHCR, UNIFEM et UNFPA. A lui seul le PNUD est responsable

de 14 projets et les autres agences ont chacune un projet. Le dernier projet à être adopté, à savoir le projet d'appui aux populations affectées par les crises, est en cours de démarrage.

Un peu plus de deux années après la date de démarrage des premiers projets, en juillet 2007, la quasi totalité de ceux-ci auront clôturés bien avant la fin de 2009. Il devient donc opportun d'entamer une évaluation des résultats et effets des projets dans l'optique de mieux définir les stratégies de pérennisation et d'appropriation des acquis des projets par le Gouvernement et ses partenaires au développement. Par ailleurs, le Burundi faisant partie d'un des pays pilotes ayant bénéficié de l'appui du PBF, et compte tenu des engagements par le Burundi avec la CCP, les enseignements tirés seront portés à la connaissance des partenaires nationaux et internationaux, ainsi que les pays bénéficiaires du PBF.

Ainsi en vertu de ce contexte qu'une décision du 18 juin 2009 du Comité de Pilotage Conjoint des projets PBF au Burundi qu'il a été demandé la tenue d'une évaluation externe des ces projets.

L'évaluation externe de fin de parcours a été précédée par plusieurs activités et missions d'évaluation et de suivi de la mise en œuvre des projets dans le courant de 2008 et 2009. La première évaluation indépendante a eu lieu en juillet 2008 par l'OIOS à la demande de la CCP. Menée dans plusieurs pays dont au Burundi, l'OIOS avait pour mandat d'évaluer le fonctionnement du PBF sur le terrain et les résultats obtenus et de proposer des améliorations à apporter à la structure d'accompagnement et de suivi. Cette mission s'est faite concomitamment à une mission conjointe entre MDTF et le Bureau d'appui des Nations Unies pour la consolidation de la paix (PBSO) qui visait à apporter un soutien technique sur les aspects procéduraux et opérationnels du PBF et de procéder à un examen de l'état d'avancement des projets PBF. En septembre 2008 le Comité de Pilotage Conjoint des projets PBF, centre de décision en matière de mise en œuvre et de suivi des projets de consolidation de la paix, a parrainé une série de visites de terrain afin d'évaluer l'état d'avancement des projets, de vérifier la véracité des rapports transmis par les équipes des projets pour mieux rendre compte à la CCP et aux partenaires. Enfin, en février 2009 le Département pour le développement international du Royaume Uni (DFID) a commandé et co-sponsorisé avec les principaux pays donateurs du PBF une étude indépendante visant à revoir les activités et opérations supportées par le PBF au niveau des pays bénéficiaires, les modes d'opérationnalisation Fonds et leurs efficacités en vue de faire de ce Fonds un outil efficace pour le relèvement et la consolidation de la paix.

Bien que la plupart de ces activités de suivi et d'évaluation ont servi les objectifs des organisations mandatrices, aucune n'a permis de mesurer de manière exhaustive les résultats et leurs effets au Burundi sur la base des critères et principes moteurs établissant et justifiant la mise en place et l'exécution des projets PBF.

Les présents termes de référence proposent une démarche d'évaluation plus exhaustive qui devrait permettre de mesurer la performance des projets PBF et leur valeur ajoutée en termes de résultats et de contributions concrètes en faveur de la consolidation de la paix. Ce projet d'évaluation externe des projets PBF coïncidera avec celle des effets du Programme du PNUD pour le Burundi 2005-2009 dans le cadre duquel les 14 projets sur 18 sont mis en œuvre par le PNUD et font partie intégrante du Programme de celui-ci.

OBJECTIF GLOBAL ET RESULTATS ATTENDUS

Objectifs :

Les objectifs de cette évaluation externe sont les suivants :

- Evaluer les performances des mécanismes mis en place pour la mise en œuvre des 18 projets PBF,
- Identifier les forces et les faiblesses de la mise en œuvre des projets PBF,
- Tirer et partager les enseignements et faire les recommandations pour mieux assurer la pertinence et l'efficacité des projets PBF au Burundi.
- Les résultats de cette évaluation pourront être utilisés par le Gouvernement du Burundi, les agences des Nations Unies récipiendaires des fonds PBF, le Comité de Pilotage, le PBSO, DPKO, DPA et les pays candidats au PBF dans le design des projets de consolidation de la paix et des mécanismes d'accompagnement dans le future.

Résultats attendus :

- Les performances ainsi que les contraintes majeures des différents projets et des structures d'appui sont connues et validées et les enseignements tirés portés à la connaissance des partenaires nationaux et internationaux.
- Les stratégies de pérennisation des acquis des projets sont mieux définies et partagées par les décideurs nationaux et internationaux.

PORTÉE ET CRITÈRES D'ANALYSE

L'évaluation des 17 projets sur les 18²⁴ utilisera d'une part un ensemble de critères génériques pertinents comme ceux prescrits par l'OECD/DAC (pertinence, efficacité, efficience etc.) et d'autre part des principes/critères directeurs (effets catalytiques, efficacités, appropriation nationale, vitesse de mise en œuvre, renforcement et développement des capacités etc.) prescrits par le PBF pour juger de la portée et de la valeur des effets attendus des projets. Les dimensions d'analyse couvriront les aspects stratégiques, programmatiques, opérationnels, communicationnels et les thématiques transversales comme les questions de Genre, la prise en compte des personnes vulnérables, l'environnement, etc.

De plus, l'évaluation s'appuiera sur plusieurs autres critères d'analyse, dont certains prévus par les termes de référence de l'évaluation PNUD. Les critères proposés ci-après dans ces termes de référence sont donc présentés à titre indicatif.

La pertinence :

L'analyse sur la pertinence fait référence aux priorités et la politique définies dans l'agenda de consolidation de la paix pour le Burundi, notamment le Cadre Stratégique de Consolidation de la Paix et le Plan Prioritaire de Consolidation de la Paix d'où découlent les projets PBF. Cet agenda indique clairement que les fonds du PBF appuient spécifiquement les actions pertinentes du processus de consolidation de la paix en contribuant à combler les besoins urgents et « gaps » identifiés dans les

²⁴ Le 18ème projet (PBF/BDI/A-8) « Appui à la réintégration socioéconomique des populations affectées par les crises et au relèvement communautaire dans les provinces de Bubanza, Bujumbura rural et Cibitoke » approuvé en mars 2009 et dont la mise en œuvre tout récente ne permet pas une évaluation concrète des effets. Toutefois, certaines dimensions pourraient faire l'objet d'analyse.

domaines qui ne sont pas couverts par d'autres mécanismes de financement. Les mécanismes de financement sont mis en place pour assurer le lien entre le Cadre Stratégique de Consolidation de la Paix (CSCP) et le Cadre Stratégique de Lutte Contre la Pauvreté (CSLP) du Gouvernement. Les autres questions d'analyse suivantes sont proposées :

- La mise en œuvre du Plan Prioritaire de Consolidation de la Paix où les projets PBF puisent leur justification a-t-il permis de répondre aux priorités et « gaps » en matière de consolidation de la paix ?
- Quel est le niveau de cohérence stratégique et/ou programmatique avec les instruments comme le CSCP, le CSLP, la Stratégie intégrée d'appui des Nations Unies à la consolidation de la paix²⁵ etc. ? Les effets des projets et les résultats obtenus étaient-ils bien définis en respectant les critères SMART (Spécifiques, mesurables, réalisables, pertinents et fixé dans le temps)²⁶
- Les projets PBF répondent-ils aux besoins prioritaires et aux « gaps » identifiés ? Les projets PBF sont-ils complémentaires à d'autres initiatives ou projets des partenaires au développement dans le pays ?

L'efficience :

L'efficience mesure les résultats obtenus (produit et services) dans la mise en œuvre des projets PBF en fonction des intrants utilisés. L'évaluation va tenter de répondre aux questions suivantes :

- Quelle était la lenteur ou la rapidité du processus d'élaboration et étude de faisabilité des projets ? Quel effet la vitesse du processus d'élaboration-approbation des projets a-t-elle eu sur la dynamique générale de mise en œuvre ?
- Les intrants des projets respectifs (personnel, équipement, etc.) étaient-ils appropriés (suffisants ou insuffisants) pour produire les résultats souhaités ?
- Les objectifs des projets étaient-ils réalistes au regard du temps alloué au projet ?
- Les capacités des agences étaient-elles bien évaluées pour garantir la mise en œuvre ? Les agences ont-elles développé les capacités de gestion professionnelle des projets ?
- L'environnement politique a-t-il affecté dans un sens ou dans l'autre l'efficience du mécanisme de mise en œuvre des projets PBF ?

L'Efficacité :

L'analyse de l'efficacité permettra de déterminer dans quelle mesure les activités réalisées ont pu atteindre leurs objectifs fixés conformément aux besoins identifiés et objectifs énoncés dans les documents de projet. L'évaluation répondra aux questions suivantes :

- Les résultats ont-ils été atteints comme prévu ?
- Dans quelles mesures les 17 projets ont-ils contribué aux objectifs du Plan Prioritaire de Consolidation de la Paix ?

²⁵ UN Integrated Peace Building Support Strategy in Burundi 2006-2008 ou UNDAF+ (adaptation du format standard de l'UNDAF, UN Development Assistance Framework)

²⁶ S-Specific; M-Measurable ; A-Achievable; R-Relevant and Realistic; T-Time-bound.

- Quelle était l'appréciation générale du rôle et de la qualité de l'encadrement des structures d'accompagnement des projets (Comité de Pilotage Conjoint, Groupe des Experts, Comités Techniques de Suivi, Secrétariat Technique d'appui, Bureau d'appui à la consolidation de la paix, PBSO, etc.) et dans le renforcement de l'efficacité de ceux-ci ?
- Dans quelle mesure les outputs/résultats des projets ont contribué à la réalisation de changements escomptés en faveur de la consolidation de la paix tels que définis dans le CSCP et le Plan Prioritaire ?
- Quelle était la compréhension et appréciation générale du rôle de la CCP et de la valeur ajoutée de son action ?

Pérennisation des acquis et effets catalytiques:

La pérennisation des acquis des projets découlant de la mise en œuvre des activités des projets est l'un des critères et principes moteurs en lien avec celui de l'appropriation nationale favorisant la capitalisation des effets des projets, ainsi que le potentiel catalytique de ceux-ci qui consiste à insuffler les efforts des autres acteurs vers les mêmes objectifs seront analysés. En s'appuyant sur ces critères, les questions suivantes seront demandées :

- Les résultats obtenus suite à la mise en œuvre des projets PBF seront-ils maintenus par les capacités nationales après la fin de ces projets ?
- La mise en place d'un mécanisme d'appui à la pérennisation après la fin des projets a-t-il fait l'objet de discussions et formalisation ?
- Dans quelle mesure la mise en œuvre des projets PBF a été catalytique pour les acteurs nationaux aux donateurs/partenaires au développement ?
- Quel a été le rôle des partenaires et notamment la CCP en matière d'appui aux efforts de pérennisation et recherche d'appuis catalytiques aux projets ?

Développement de capacités :

Les termes de références de la CCP font mention du fait que le PBF va financer les activités de consolidation de la paix qui contribuent directement à la stabilisation du conflit et au renforcement de la capacité des institutions nationales et locales du gouvernement. L'équipe va traiter la question suivante :

- Les projets ont-ils ciblé les acteurs et les institutions nationales qui jouent un rôle moteur dans le maintien et la consolidation de la paix dans le pays ?

Appropriation nationale et mandat :

La responsabilité principale des gouvernements dans l'identification des priorités et les stratégies dans la consolidation de la paix dans une situation de post-conflit est d'assurer l'appropriation nationale. Par conséquent, il est souhaitable que la question suivante soit posée :

- Quelles sont les dispositions prises pour assurer l'appropriation des projets PBF par la partie nationale ? Comment l'architecture des projets a contribué au renforcement du leadership national en matière de gouvernance de l'agenda de la consolidation de la paix ?

Transparence et responsabilité :

Selon les arrangements de gestion entre les parties gestionnaire de Fonds de Consolidation de la Paix (PBSO) et les agences de mise en œuvre ces dernières assurent la responsabilité programmatique et financière des fonds qui leurs sont attribués. Il serait important de demander :

- Dans quelle mesure la responsabilité de l'utilisation des fonds a été assurée selon les règles de l'art par les agences récipiendaires ?
- Dans quelle mesure l'analyse et l'octroi des fonds ont été transparents ?

METHODOLOGIE

L'évaluation sera conjointement conduite en utilisant l'approche participative pour assurer que les participants clés jouent un rôle et une grande responsabilité dans le processus afin d'assurer l'appropriation des résultats et recommandations.

Des grilles d'évaluation détaillées seront élaborées et utilisées par l'équipe d'évaluateurs. Ces grilles feront l'objet d'une annexe technique détaillée au rapport d'évaluation qui sera élaboré en concertation avec les agences des Nations Unies de mise en œuvre.

- **Revue de la documentation de référence**: L'équipe d'évaluation des projets procédera à la consultation de toute la documentation pertinente aussi bien nationale, des Nations Unies ou des partenaires du Burundi, les documents de programmes, les projets de consolidation de la paix et les autres projets, les différents rapports d'avancement des projets et autres documents sectoriels nationaux etc.
- **Consultations et visites de terrain** : Outre les revues et analyses des documents pertinents, l'équipe d'évaluateurs procéderont à des interviews individuelles et en groupes semi structurés. Des visites de terrains seront prévues pendant les quelles ils auront des contacts avec les bénéficiaires directes et indirectes.
- **Processus participatif** : La démarche d'évaluation sera participative dans le sens qu'ils y auront des consultations avec des représentants du Gouvernement, du BINUB, agences des Nations Unies d'exécution, équipe de projets, les partenaires au développement, des organisations de la société civile et des agences des Nations Unies concernées par les secteurs couverts et les représentants des bénéficiaires directes et indirectes. Pour certains projets (projets dans le secteur de la justice, celui sur les cadres de dialogues etc.) il faudra inclure des éléments d'analyse spécifiques et la collaboration avec les gestionnaires de projet est essentielle.
- **Analyse qualitative et quantitative** : Dans la mesure du possible, le travail d'évaluation combinera l'analyse qualitative et quantitative sur la base des informations et données primaires et secondaires recueillies au niveau des projets PBF (avec indicateurs de gestion, indicateurs de résultats en lien avec le cadre logique respectif des projets, et au niveau macro, méso et micro). L'analyse doit avoir une base empirique et démontrer ou non l'existence de changements en lien avec les projets PBF.
- **Complémentarité et partage d'information** : Chacun des membres de l'équipe échangera les informations requises chaque soir pour faire une triangulation du travail et du principe de complémentarité des efforts de travail.

LES DÉLIVRABLES ATTENDUS DES CONSULTANTS/ÉVALUATEURS EXTERNES :

Un rapport provisoire sera élaboré et présenté par les consultants au Comité de Pilotage Conjoint (CPC) pour avis et considérations qui seront prises en compte dans le rapport définitif. Celui-ci sera soumis aux différents partenaires et comprendra les éléments suivants :

- Le titre de l'évaluation ;
- Un résumé exécutif ;
- Une introduction ;
- Le design de l'évaluation et méthodologie ;
- Les résultats atteints des projets PBF au Burundi ;
- Les défis et les enseignements tirés de tout processus d'évaluation ;
- Conclusions et recommandations qui résument des constats faits. Une appréciation générale sur les forces et faiblesses des projets sera ressorti qui interpelle des aspects de planifications stratégiques et opérationnelles, de suivi, de mise en œuvre et d'accompagnement. Ceci aidera à améliorer l'exécution des futurs projets par le Gouvernement du Burundi, les agences des Nations Unies récipiendaires des fonds PBF, le Comité de Pilotage Conjoint, le PBSO, DPKO, DPA et les pays candidats au PBF dans le design des projets de consolidation de la paix;
- Références qui donnent les références importantes utilisées dans l'exercice de l'évaluation comme les documents du projet, les rapports pertinents des programmes/projets ;
- Annexes qui seront constitués de la grille d'analyse, des outils de collecte de données, tableaux, etc.;

DURÉE DE L'ÉVALUATION :

L'évaluation va commencer au courant du mois d'octobre 2009 pour durer un mois incluant l'analyse documentaire et la rédaction du rapport. La répartition du temps proposée est comme suit :

Semaine 1 : Revue et analyse documentaire des projets (rapports, plan prioritaire, évaluations, etc),

Semaine 2 : Rencontre avec les membres clés du Gouvernement, les agences des Nations Unies et les membres du Comité de Pilotage Conjoint,

Semaine 3 : Rédaction du draft du rapport et présentation au Comité de Pilotage Conjoint pour validation,

Semaine 4 : Restitution du rapport validé (définitif) au Gouvernement du Burundi, les Nations Unies et le PBSO, finalisation du rapport.

ÉQUIPE D'ÉVALUATION :

La mission d'évaluation sera conduite par un consultant international et deux consultants nationaux qui seront sélectionnés par le Comité de Pilotage (voir en annexe le profil requis pour le consultant). Ils seront accompagnés par l'Unité de Suivi et Évaluation du BINUB tout au long du processus.

GESTION DE L'ÉVALUATION ET SUPPORT LOGISTIQUE:

L'équipe d'évaluation rendra compte à la Représentante Exécutive Adjointe du Secrétaire Général des progrès dans l'exécution de l'évaluation. Le compte rendu sera basé sur les progrès en rapport au planning. Au besoin, et suivant la disponibilité de toutes les parties concernées, l'équipe d'évaluation

rendra compte au Comité de Pilotage via le Secrétariat Technique d'appui au Comité de Pilotage. L'appui logistique à l'équipe d'évaluation sera assuré par l'Unité de Suivi et Évaluation du BINUB en coordination et étroite collaboration avec le Secrétariat Technique d'appui au Comité de Pilotage.

COMMUNICATION :

Afin d'assurer une large diffusion pour une appropriation par les bénéficiaires et partenaires, différentes activités de communication autour des résultats et des recommandations du Rapport de l'évaluation des projets PBF seront organisées. Ainsi, le Rapport validé par le CPC sera restitué à différents niveaux (Gouvernement, UNIMT, Partenaires Internationaux, etc....) avec la participation des différents organes de presse dont la facilitation sera assurée par la Section Médias et Communication et le Bureau de la REASG.

**ANNEXE 1 :
PROJETS APPROUVÉS**

Domaine de priorité / Projet	Budget approuvé en US\$	Date de démarrage *	Date prévue pour la clôture	Taux d'exécution budgétaire au 30 sept. 2009
Paix et Gouvernance				
1. PBF/BDI/A-1 : Appui au renforcement des mécanismes de lutte contre la corruption et les malversations diverses à travers tout le pays	1,500,000.00	03.10.2007	30.09.2009	80.95%
2. PBF/BDI/A-2 : Appui à la mise en place des cadres de dialogue et de concertation entre les partenaires nationaux.	3,148,000.00	01.09.2007	30.09.2009	91.00%
3. PBF/BDI/A-3 : Réhabilitation du rôle de la femme dans le processus de réconciliation et de reconstruction communautaire	3,105,193.24	18.09.2007	Clôturé le 30 juin 2009	98.59 %
4. Participation des jeunes à la cohésion sociale au niveau communautaire.	4,200,005.21	01.09.2007	Clôturé le 31 août 2009	89.44%
5. PBF/BDI/A-5 : Appui à la réinsertion sociale des familles déplacées vivant dans les casernes militaires	212,447.00	01.03.2008	Clôturé le 31 décembre 2008	69.90% **
6. PBF/BDI/A-6 : Promotion du rôle des petites et micro entreprises et des microprojets dans la consolidation de la paix	500,000.00	23.05.2008	Clôturé le 31 juillet 2009	65.00% ***
7. PBF/BDI/A-7 : Amélioration de la qualité des services publics locaux.	3,000,000.00	17.07.2008	31.12.2009	65.70%
8. PBF/BDI/A-8 : Appui à la réintégration socioéconomique des populations affectées par les crises et au relèvement communautaire dans les provinces de Bubanza, Bujumbura Rural et Cibitoke	1,787,553	02.10.2009	01.10.2010	31.00%
Réformes du secteur de sécurité				
9. PBF/BDI/B-1 : Lancement des activités de désarmement de la population et de lutte contre la prolifération des armes légères.	500,000.00	01.07.2007	31.10.2009	75.00%
10. PBF/BDI/B-2 : Casernement des Forces Nationales de Défense (FDN) pour atténuer l'impact de leur présence au sein des populations.	4,812,150.00	24.08.2007	31.12.2009	78.63%
11. PBF/BDI/B-3 : Appui pour un Service National de Renseignement respectueux de l'état de droit.	500,000.00	23.10.2007	31.10.2009	82.24%
12. PBF/BDI/B-4 : Appui pour une police nationale du Burundi de proximité opérationnelle.	6,900,000.00	24.10.2007	31.12.2009	65.00%

Domaine de priorité / Projet	Budget approuvé en US\$	Date de démarrage *	Date prévue pour la clôture	Taux d'exécution budgétaire au 30 sept. 2009
13. PBF/BDI/B-5 : Promotion de la discipline et amélioration des relations entre la Force de Défense Nationale (FDN) et la population à travers la moralisation du corps.	400,000.00	01.03.2008	31.12.2009	71.77%
Justice et Droits de l'Homme				
14. PBF/BDI/C-1 : Appui à la mise en place d'une Commission Nationale Indépendante des Droits de l'Homme et au lancement de ses activités.	400,000.00	28.05.2007	31.10.2009	74.34%
15. PBF/BDI/C-2 Réduction et suppression des règlements de compte par la relance du programme national de constat et d'exécution des arrêts et jugements rendus par les cours et tribunaux, accompagné du renforcement des capacités de l'appareil judiciaire.	1,158,520.19	04.10.2007	Clôturé le 28 février 2009	99.00%
16. PBF/BDI/C-3 Réhabilitation du système judiciaire de base par une réduction des conflits au sein des communautés par le biais de la construction et l'équipement des tribunaux de résidence.	800,000.00	04.10.2007	Clôturé le 28 février 2009	88.40%
17. PBF/BDI/C-4 : Appui aux Consultations nationales sur la mise en place des Mécanismes de la Justice de Transition au Burundi	1,000,000.00	13.08.2008	31.03.2010	96.80%
Question foncière				
18. PBF/BDI/C-1 : Appui au règlement des litiges fonciers.	700,000.00	09.07.2007	Clôturé le 30 octobre 2008	100%

* La date de démarrage effectif coïncide avec celle de l'approbation du plan de travail par le Comité Technique de Suivi

** Avec l'approbation du Comité de Pilotage Conjoint, le solde du projet "Familles déplacées" a été transféré au projet "Moralisation"

*** Avec l'approbation du Comité de Pilotage Conjoint, le solde du projet "Petites et Micro entreprises" est déjà engagé pour la construction de l'espace exposition-vente du Musée Vivant de Bujumbura

ANNEX VI: SYNTHESIS AND ANALYSIS OF EACH PBF PROJECT

A-1 - Anti-Corruption Project

Project Description ²⁷ A-1 - Anti-Corruption					
Recipient UN Organization: BINUB/ UNDP		Priority Area: Good Governance			
National Authority: <ul style="list-style-type: none"> • Ministry of Good Governance • General Inspection and Local Administration 					
Project Number and Title:	PBF/BDI/A/1 Support to the reinforcement of the mechanisms of fighting against corruption and different types of embezzlement in the whole country				
Location	All the territory of Burundi				
Project Cost	US\$ 1,500,000				
Percent Spent by 30/9/09	81 percent				
Duration	12 months planned (27 months actual)				
JSC Approval Date	5 April 2007	Starting Date	3 Oct. 2007	Completion Date	31 Dec. 2009
<p>Project Description</p> <p>Illicit and bad acquisition of personal property by executive personnel of the Burundian political and administrative sphere is particularly attributable to democratic institutions. Corruption undermines the quality of good governance and denies legitimacy to the peace process. The implementation of this project will help to convince citizens and honest businessmen that conditions of equity and transparency complement healthy competition in economic and social relationships between citizens on one hand and between the state and citizens on the other. Moreover, successful implementation will sensitize the administration on the management of the public property and contribute to the development of social conditions that are favorable to peacebuilding.</p>					
<p>GOAL</p> <ul style="list-style-type: none"> • Rebuild trust between the state and the citizens by improving transparency and reinforcing mechanisms designed to fight corruption and related offences in the whole country. <p>Objective</p> <ul style="list-style-type: none"> • Make the brigade and anti-corruption court operational so that their duties can be performed correctly and effectively. 					
<p>PLANNED OUTPUTS, KEY ACTIVITIES, AND PROCUREMENT</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> • Pronounce decisions in reasonable deadlines. • Decrease cases of corruption and embezzlement. • Facilitate better business conditions. <p><i>Planned Key activities</i></p> <ul style="list-style-type: none"> • Equip the brigade and anti-corruption court to make them operational. • Organize workshops for members of the brigade and the court. • Organize national and communal workshops to ensure sensitization and debate on the law related to prevention and reduction of corruption and related offences and the role of different actors in that fight. • Support OLUCOME and the media. <p><i>Planned Procurement</i></p> <ul style="list-style-type: none"> • Vehicles, Media Services; Workshops; IT Equipment 					

²⁷ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings
A-1 - Anti-Corruption

Overall Assessment		<p>The Anti-Corruption Project built the material capacity of the anti-corruption brigades and the anti-corruption court. It led to a slight increase in the number of anti-corruption cases being addressed by the court system, and raised awareness among the population of the reality and problems of corruption. Nonetheless, it did not target the structures or systems that enable corruption, and its contribution is seriously stymied by a flawed legal and institutional anti-corruption framework and a significant increase in corruption in Burundi overall, as indicated in Transparency International's recent report.</p> <p>The risk with this project is that it raises expectations of the population that corruption will be addressed, but does not actually make a significant increase in the capacity or willingness of the government to address it. During our interviews with community members who participated in the anti-corruption awareness-raising sessions, people continuously complained about impunity and the increasing visibility of corruption. They said that they felt more comfortable now with denouncing corruption, yet people also reported that corruption had become more flagrant. Nonetheless, there have been important cases of intimidation of people who attempt to denounce high-level corruption. In the absence of a strong legal and institutional framework to combat corruption, increased denunciations are unlikely to have much of an impact.</p>
Results	Positive Results	<ul style="list-style-type: none"> • Increased investigation and litigation of corruption cases at local level enabled 45 complaints to be addressed, 278 files to be transmitted to the public prosecutor of the anti-corruption court, 332 files to be transmitted by the public prosecutor to the anti-corruption court, and 60 people to be convicted of corruption as of September 2009. A total of 375,000,000 FBU was recovered and reimbursed to the public treasury. • Increased awareness of community about actions that are corrupt and increased willingness to denounce corruption. • Increased material capacity of anti-corruption court, anti-corruption brigade, and anti-corruption NGO (OLUCOM) through provision of 26 computers, 3 cars, 10 photocopiers, 10 faxes, and other communication equipment. • 8 regional enforcement agencies established, out of 9 planned.
	Negative Results	<ul style="list-style-type: none"> • The project was intended to support OLUCOM, the most prominent anti-corruption NGO in Burundi, but the commitment to OLUCOM was not kept by the project. For an NGO that is under an enormous amount of pressure, this type of support would have been very important, and the fact that it was not provided is a clear lost opportunity that detracts from the capacity of the project to achieve its goal. • There is a risk that it raises expectations of decreases in corruption, without significantly increasing the

		willingness and capacity of the legal and institutional framework to investigate and prosecute cases.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; Priority Plan; Strategic Framework; PRSP; UNDAF+
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ○ This project filled a temporal funding gap, which means that there was no financing for this project at the point in time when the PBF project supported it. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • The project design focused on two aspects of the fight against corruption that needed immediate financial support – the anti-corruption brigade and the anti-corruption court. The design achieved the objective of making the brigade and the courts operational, but it did not achieve the objective of enabling them to “perform their duties correctly.” Many other factors that the project did not address prevent them from performing their duty effectively, including, among other things, the characteristics of the anti-corruption law, the institutional culture and control mechanisms between both institutions, and high-level corruption within and outside of the government. Furthermore, the project design did not significantly contribute to the project’s overall goal of “rebuilding the trust between the state and the citizens.” The project therefore had low-level relevance to its goal. Whether any PBF project could have done this is an important question to ask; nonetheless, it is clear that this project did not address the myriad of factors that contribute to mistrust and lack of transparency between the state and the citizens. • The project had medium quality implementation because there was no adjustment to the strategic focus of the project, even though the staff was aware that the approach and design had important deficiencies. They focused on implementing the project as designed, and spending the money, not adjusting the approach and design to fit the evolving reality on the ground – something that would help the project contribute more effectively to the overall goal (i.e., theory of change), which is an important characteristic of effective peacebuilding.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • This project had mid-level effectiveness in relation to its objective of building the operational capacity of the anti-corruption brigade and the anti-corruption court, but low-level effectiveness in relation to the achievement of its overall goal, which was highly ambitious and unlikely to be achievable by any one-year project of \$1,5 million USD. • The beneficiaries and observers that we interviewed commented that the project did raise important awareness among communities of what does and does not count as corruption, and that the anti-corruption brigades did make a positive contribution. Nonetheless, they complained that the project only tackled the “small fish” and that no real impact on corruption would ever be made unless the “big fish” were brought to justice. They also commented that corruption is inextricably linked to poverty, and that the two must be addressed at the same time.

		<ul style="list-style-type: none"> The project made a step in the direction of increasing the capacity of the anti-corruption institutions, but even these institutions still have serious weaknesses, requiring a much greater effort to address the problem. This project was not accompanied with much of the advocacy needed to try and change the laws and structures that enable corruption to continue. Because of the lack of readiness of most institutions in Burundi to reduce corruption, a high level of pressure would have been needed to make a real impact on reducing corruption in the country. Instead, over the period of the project, the corruption situation in Burundi worsened according to Transparency International's Global Perception Index.
	Cost Efficiency	<ul style="list-style-type: none"> Low-level cost efficiency in comparison with other projects within the \$500,000 to \$2,000,000 funding range. This project has a low-level of cost efficiency because such a high percentage of its expenditures went to purchasing equipment (46 percent), and to staff and overhead costs (21 percent), even though these costs were supposed to be covered by the UN and the government. The remaining funds primarily went to travel (9 percent), sub-contracts for partners (20 percent), and publications (.02 percent). Given the enormous need for good anti-corruption programming, it is very likely that the project could have been designed in a way that would have delivered much more value for the money spent, instead of focusing such a large percentage of the budget on equipment that may or may not be maintained or continue to serve its intended purpose. The high level of expenditure on equipment may not have delivered as much added value as would have been provided by a truly country wide, sustained campaign to reduce corruption, and/or a more in-depth institutional reform of the anti-corruption brigade and anti-corruption court, and/or concerted pressure to create a more effective anti-corruption law. In addition, the overhead of 21 percent on top of the 7 percent given to UNDP is high, and detracts from the funding available for the project. Furthermore, the project did not provide a clear added value in relation to the money spent because it did not address the main causes of corruption in Burundi, nor did it significantly address the rampant impunity and poverty that perpetuate corruption. It is not realistic for a project of this duration to make this type of change, and yet these project resources could have been much more strategically allocated to address an important aspect of the problem that would help to catalyze further change.
	Timeliness	<ul style="list-style-type: none"> Low-level timeliness – 15 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Medium – Catalyze Institutional Capacity. Key institutional reforms missing. Degree of corruption increased over period.
	Catalytic Funding	<ul style="list-style-type: none"> Follow-up funding for anti-corruption activities is available in UNDP budget, but it is not yet clear how this funding will build on the work of the PBF project.
	Sustainable Capacity Built	<ul style="list-style-type: none"> Institutional capacity of the anti-corruption brigade and the anti-corruption court has increased, but these institutions are not yet self-sustainable.

	National Appropriation	<ul style="list-style-type: none"> The degree of appropriation of the national institutions in the implementation of the project was not high and is in fact more accurately described as skewed towards international appropriation. The fact that the project focused on strengthening the operational capacity of two national institutions increased national capacity to fulfill the objective, but it did not significantly increase the willingness and capacity of national institutions to continue to support these institutions or to push for broader anti-corruption reforms. In sum, the degree of national capacity and willingness to build on and to sustain the results of the PBF-funded project is unclear.
Recommendations	<ul style="list-style-type: none"> Ensure that anti-corruption NGOs and TIMBATAZINTWARIBEREYE continue to receive some kind of support. They need financial support as well as international backing and visibility to support the difficult and risky work that they are doing. Examine opportunities to work with the Local Elected Officials Organization and with other elected officials to increase anti-corruption activities during elections and support for decreased corruption by the newly elected officials. The community members who we spoke with recommended that particular effort be made to reduce corruption within schools and by political parties. Continue to fight against corruption – make it a real, visible and continuous priority of the government. Make any follow-up work part of a comprehensive, anti-corruption strategy. The General Prosecutor, Supreme Court, and all of the mechanisms intended to control public finance (General Inspection of the State, Revenue Court, Financial Inspection) should be included in this strategy. Initiate a global analysis of the capacity of existing institutions that aim to address corruption, and develop a cross-sectoral strategy to improve sanctions and incentives necessary to reduce corruption. Establish a code of conduct and mechanisms in anti-corruption institutions to ensure transparency, accountability, and compliance with anti-corruption norms. Investigate ways to link the results of this project with the results of other governance and justice projects, and investigate ways to approach both of these sectors more strategically and through a more comprehensive approach. 	

A-2 – Dialogue Forums/ Cadres de Dialogue

Project Description ²⁸ A-2 – Dialogue Forums					
Recipient UN Organization: UNDP			Priority Area: Good Governance		
National Authority: Ministry of Good Governance, General State Inspectorate and Local Administration					
Project number:	PBF/BDI/A-2				
Project Title:	Support for the establishment and functioning of frameworks for dialogue and consultation among national partners				
Location	Throughout the territory of Burundi				
Cost of the Project	US\$ 3,000,000				
Percent Spent by 30/9/09	91 percent				
Duration	12 months planned (25 months actual)				
JSC approval Date	13 June 2007	Starting Date	18 Sept. 2007	Completion Date	30 Sept. 2009
<p>Project Description</p> <p>This project is aimed at achieving the gradual integration of a democratic culture into the institutions by putting in place frameworks for dialogue and consultation among the main socio-political stakeholders. These frameworks will allow them to meet, discuss and build a base for permanent dialogue. Thus, the government will set up a National Forum that will bring together all the partners. In this Forum, four dialogue and consultations frameworks will be set up for national and local elected officials, political parties, non-governmental organizations (civil society, women's associations, the private sector, religious groups, and trade unions), as well as the media.</p> <p>Within the various dialogue and consultation frameworks, a three-level approach will be adopted. The first stage will consist of building capacities in the concepts and instruments used in participatory democracy. The second stage will focus on holding brainstorming seminars at all levels on the issue of peacebuilding challenges and strategies. Lastly, following the brainstorming, a consensus will be sought on the roles and responsibilities of each of the partners in this process.</p> <p>The forum will handle the interface between the government and the national partners and help to monitor the work of the dialogue and consultation frameworks. Finally, at the closing of the project, the National Forum will validate the recommendations issued and institutionalize the approach based on participatory democracy – that is, the practice of governance through dialogue.</p>					
<p>GOAL</p> <ul style="list-style-type: none"> Promote democratic culture and restore trust among national partners through permanent and inclusive dialogue. <p>OBJECTIVES</p> <ul style="list-style-type: none"> Encourage the emergence and consolidation of frameworks for inclusive and participatory dialogue. Improve the capacities of national partners in the area of participatory democracy. Conduct national debate on major peacebuilding challenges and strategies. 					
<p>PLANNED OUTPUTS, KEY ACTIVITIES, AND PROCUREMENT</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> Set up a dialogue and consultation framework to organize inclusive preparatory debates. Strengthen skills in the peaceful settlement of conflicts and the use of dialogue and consultation by various 					

²⁸ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

socio-political stakeholders.

- Master the national challenges and ensure that common peacebuilding strategies are adopted by all national partners.
- Ensure that the roles and responsibilities of each stakeholder are understood and proposals are made to improve the legal instruments governing the various national stakeholders.

Planned Key Activities

- Organize a national forum to launch the creation of the frameworks for dialogue and consultation on peacebuilding
- Organize information sessions through the media and create space for public participation in support of the process of dialogue.
- Define a common approach and harmonize the working modules for each dialogue and consultation framework.
- Organize training sessions on the concept of participatory democracy.
- Organize brainstorming sessions on peacebuilding challenges and strategies.
- Organize consultations on the roles and responsibilities of the various national stakeholders in peacebuilding and formulate proposals aimed at improving the legal framework.
- Organize a national forum for the adoption by the government of each framework for dialogue and the approach of participatory democracy.
- Publish and circulate the findings and recommendations of the National Forum in order to inform the people about the commitments of their leader as well as facilitate the gradual integration of a democratic culture into the institutions.

Planned Procurement

- Data processing equipment, office equipment, photocopiers, projectors with screens, vehicles, training.

Findings
A-2 – Dialogue Forums

Overall Assessment		<p>The PBF project that has potentially made the most important contribution to peace consolidation is the Dialogue Forums Project. The contribution made by this project is not likely to be through the implementation of the action plans that participants worked so hard to develop, but rather through the contribution that the project made to the reputation and role of the Burundian facilitators and the relationships and dialogue between the participants, and possibly through the creation of follow-up fora. We were unable to evaluate the degree to which relationships did change and dialogue actually ensued, which would have required at least 100 interviews for this project alone and ideally a baseline study. Nonetheless, all participants that we interviewed and the large majority of observers argued that the Dialogue Forums Project made an important contribution to peace consolidation, more than most other PBF projects. Furthermore, the project contributed to building the capacity of the Burundian facilitators who were implicated in the project, one of whom was selected as the head of the Independent National Electoral Commission.</p> <p>On the critical side, several interviewees suggested the Dialogue Forums Project could have been more effective as an overall program and process that informed the other PBF projects, rather than a \$3 million project its own. Furthermore, the project did not consult directly with the population, which the participants in the closing session of the project recommended as an important area for future action. Finally, the project may have distracted both the UN and the participants from the normal political process that occurred in the state institutions, although the purpose of most dialogue projects is to complement formal institutions, not detract from them. We were not able to find a clear indication of how this project detracted from formal institutional negotiations, although the politics that play out through these formal institutions certainly played out through the Dialogue Forums as well, as is usually expected in dialogue processes.</p>
Results	Positive Results	<ul style="list-style-type: none"> • Established a basis of dialogue between key partners in democratic process. Helped to improve the relationship and dialogue between the CNDD-FDD and other political stakeholders (i.e., media, political parties, civil society), which was very tense at the start of the project. This relationship is still often tense, but the project increased the communication and dialogue between these actors. • Contributed to unblocking the discussion in parliament about the electoral law, which, in turn, contributed to the creation of an electoral law that satisfied all parties. • Contributed to the effective functioning of the National Independent Electoral Commission, the head of which was a former facilitator for the Dialogue Forums.

		<ul style="list-style-type: none"> Established a permanent forum for dialogue among 38 political parties, including the FNL. Built the national capacity to engage in and facilitate complex political negotiation and dialogue.
	Negative Results	<ul style="list-style-type: none"> One possible negative result of the Dialogue Forums is that participants could be disappointed if the action plans that they created are not implemented. This is a likely scenario because the action plans are relatively general and they are usually not in a form that allows for clear implementation, nor do the participating individuals have the capacity to implement them.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> Arusha; 1719; 1791; Priority Plan; Strategic Framework; UNDAF+
	Funding Gap	<ul style="list-style-type: none"> Critical Funding Gap <ul style="list-style-type: none"> All donors and observers, and many project staff, interviewed for this evaluation agreed that the PBF should definitely support projects that fall within the critical funding gap category. These are projects that bilateral donors are unlikely to support, particularly with ODA funding, either because they are considered to be too political or because the outcomes are considered to be too risky and uncertain.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> The implementation of the Dialogue Forums seems to be more relevant to the overall goal than was the initial project design. The project design put a great deal of emphasis on the development of peacebuilding strategies. While the purpose of developing these strategies was to create some type of consensus, the most obvious contribution of this process was use of dialogue and communication in developing the strategies. The development of peacebuilding strategies was therefore largely a means to an end of increased dialogue, communication, and understanding. Yet, the project itself had no capacity to implement these strategies, nor does it seem that all of the involved stakeholders will implement the strategies. Was it necessary to put so much emphasis on these strategies in order to have the outcome of an increased culture of dialogue? Furthermore, was it necessary to organize so many meetings with so many different stakeholder groups in order to achieve the main contributions of the project? Could the project have been even more focused on a strategic process, rather than focusing so much on implementing a project with a pre-set stakeholder group and a pre-set number of meetings to organize? These are questions that should be investigated in more detail before the design employed in the Dialogue Forums is replicated in other locations. The involvement of participants and civil society facilitated a high quality of implementation. The way in which the project involved the key stakeholders in the planning, implementation, and evaluation was excellent, and contributed significantly to the successes of the project.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> The project was effective in contributing to its goal of promoting democratic culture and restoring trust among national partners through permanent and inclusive dialogue. It did help to build a culture of dialogue, which is a critical aspect (though not sufficient by itself) of a democratic culture. It did help to increase some degree of trust between some participants, although this was certainly not true for all participants and the

		<p>degree to which this “trust” is sustainable is uncertain. Furthermore, the permanence of the dialogue is unlikely in many cases, particularly among civil society and possibly among the media and community members. The only group among whom dialogue is most likely to last over the next year, at least, is the political parties who have established the Permanent Forum for Political Parties. Nonetheless, it is improbable that any project of one or two years could create a democratic culture or restore trust in a post-war environment. The Dialogue Forums made a significant, albeit incomplete, contribution to the achievement of their overall goal. Consequently, in combination with the important contribution that this project made to key institutions in the peace consolidation process, and the fact that it fulfilled all three of its objectives, this project achieved a high degree of effectiveness.</p>
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • Mid-level cost efficiency in comparison with other projects within the \$3,000,000,000 to \$7,000,000 funding range. • The Dialogue Forums were only moderately cost efficient, even though they made a critical contribution to peace consolidation in Burundi. \$3,148,000 is a high price for a dialogue project undertaken within one small country, and it is very likely that the same results could have been achieved for significantly less. • The project expenditures were monitored in a transparent and careful manner.
	Timeliness	<ul style="list-style-type: none"> • Low-level timeliness – 13 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • Critical institutional and cultural change catalyzed. • Institutional change enabled. • Institution creation enabled. • Individual change enabled. • High-level – Catalyze Institutional Capacity. • Mid-level – Potential to Prevent Escalation.
	Catalytic Funding	<ul style="list-style-type: none"> • Follow-up funding available for Permanent Forum for Political Parties.
	Sustainable Capacity Built	<ul style="list-style-type: none"> • Capacity of trainers built. • Capacity of staff built. • Capacity of Technical Monitoring Committee built.
	National Ownership	<ul style="list-style-type: none"> • High degree of National Ownership of implementation and oversight of the project. However, this was also balanced with a high level of international buy-in and support.

		<ul style="list-style-type: none"> National Ownership of the results through the creation of a Permanent Forum for Political Parties to continue after the PBF project ended.
Recommendations	<ul style="list-style-type: none"> Ensure continuous fora, formal or informal, for dialogue between key stakeholders in democratic process. Explore ways in which all stakeholders can take actions to implement peacebuilding plans. Develop strategy and plan to engage the community members in a national dialogue. Conduct in-depth evaluation of this project to learn lessons from the innovative process and approach used. 	

A -3 – Women’s Project

Project Description²⁹ A-3 – Women’s Project					
Recipient UN Organization: UNIFEM			Priority Area: Good Governance/ Peace Building and Cohesion		
National Authority: Ministry of National Solidarity, Human Rights and Gender					
Project Number:	PBF/BDI/A-3				
Project Title:	Strengthening of the role of women in the process of reconciliation and community reconstruction				
Location	Bujumbura Rural, Bubanza, Cibitoke and 3 communes of Bujumbura Mairie				
Project Cost	US\$3,000, 000				
Percent Spent by 30/9/09	99 percent				
Duration	12 months planned (21 months actual)				
JSC Approval Date	2 May 2007	Starting Date	18 Sept. 2007	Completion Date	30 June 2009
Project Description					
<p>Despite the commitment and the irrefutable contribution of women towards the return to peace and reconciliation within the communities of Burundi, the persistence of a number of unfavorable factors continue to hinder the full participation of women in the peacebuilding effort. In fact, many women who have become vulnerable because of widowhood or due to the multiple displacements of populations and the prevailing violence have not only lost their potentialities, but also become a source of instability for the country.</p> <p>The project will cover three provinces affected by the crisis throughout the 13 years it lasted – namely Bujumbura Rural, Cibitoke and Bubanza. The three poorest communes of Bujumbura Marie will also benefit from the project, which will cover a total of 18 communes.</p> <p>Through awareness campaigns, training and exchange of experience between provinces and communes, as well as by reducing women’s household tasks, the project will strengthen the capacity of women. The goal will be to make them more willing to support the peace process (i) through women’s organizations, community reconciliation and collective reconstruction initiatives supported by the project; and (ii) through a regional survey on the impact of gender based violence. The project will help support the victims and adopt measures to prevent and crack down on cases of violence.</p>					
GOAL					
<ul style="list-style-type: none"> • Strengthen the role of women within their households and communities through their effective participation in the peacebuilding process in Burundi. 					
Objectives					
<ul style="list-style-type: none"> • Strengthen the capacities of women’s organizations and their partners in order to improve their participation in community reconciliation. • Strengthen the capacity of associations and groupings to ensure their active participation in the peacebuilding effort. • Improve the protection of women against gender-based violence. 					
Planned Outputs, Key Activities, and Procurement					
<i>Planned Output</i>					
<ul style="list-style-type: none"> • Strengthen the capacity of women’s and girls’ organizations to improve their participation in community reconciliation. 					

²⁹ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

- Strengthen the role of women's organization and groups in community reconstruction.
- Improve the protection of women and girls against gender-based violence.

Planned Key Activities

- Provide technical, financial and organizational assistance to women with a special focus on the needs of the most vulnerable women.
- Support women's initiatives in the reconciliation and peaceful co-existence of communities.
- Sustain and lobby for the implementation of a strategy aimed at preventing and punishing cases of gender-based violence.

Planned Procurement

- Subsistence kits for vulnerable women, material for manufacturing stoves, 62 motorcycles, 4 photocopiers, 4 desktop computers (3 for the provinces and 1 for the coordination office), 1 laptop computer, 1 digital camera, 1 video camera, 12 internet subscriptions, 4 kits comprising equipment for the gender unit of the police (computer, printer, inverter), 48 telephone sets, 8 motorcycles, fuel, office equipment and the like, 4 computers.

Findings
A-3 – Women’s Project

<p>Overall Assessment</p>		<p>The Women’s Project helped several women’s groups to achieve economic independence, which had a very positive impact on some of the women as well as their families. Nonetheless, the impact of the project depended on the quality of the recipient identification process and on the capacity of the recipients to use the money effectively. Here, we found that in the push to spend the money during the timeframe, the project team did not spend enough time carefully identifying recipients and monitoring their progress. As a result, several organizations included on the list did not fit the criteria, did not use the money in the way intended, and did not repay the loan. A portion of the women’s groups who did fit the criteria have also not repaid the loans, which was in part because of the false perception that the funds provided were a humanitarian handout rather than a loan that had to be repaid. Even though the project has closed, UNIFEM continues to attempt to recuperate the outstanding loans. In addition, from the data available to us, the vulnerable women’s contribution to “peacebuilding” in a more direct way than through the economic empowerment did not seem to be a not a main focus of the project. To this end, the project trained 114 women in leadership and conflict resolution and helped to increase the awareness of sexual and gender-based violence among community organizations and the police, although the impact of this awareness raising and the sustainability of the community based groups that it supported are unclear from the data available to us.</p> <p>In sum, the Women’s Project improved the economic independence of some of the groups of vulnerable women that they targeted, enabled women who would not be able to access micro-finance grants to access them. Nonetheless, the project only touched a small percentage of the population in need of assistance and did not build significant capacity organizations or institution that could have greater reach. It strengthened the capacity of several micro-finance institutions, but not the larger array of institutions that could address the numerous other factors influencing the vulnerability of women. If all goes well, it is possible that the continued provision of these loans to vulnerable women by these microfinance organizations will continue to increase the economic independence of some Burundian women. The project therefore provided a mid-level peace dividend, which is being sustained by the continued support and cooperation by UNIFEM with the micro-finance institutions supported by the project. In addition, the project improved the knowledge of gender-based violence within the community and police, although the degree to which this contributed directly to decreases in violence is unclear. The project would have most likely had a much more significant impact if it had taken place over a longer period of time, been more targeted toward one key result (rather than implementing so many different activities targeted toward different results), been implemented throughout the country, and employed much more rigorous beneficiary identification and monitoring approaches.</p>
<p>Results</p>	<p>Positive Results</p>	<ul style="list-style-type: none"> • Gave select groups of vulnerable women economic independence and improved their self-esteem. Enabled 899 micro-projects to be developed by women’s associations with the guarantee provided by the project, and provided 1,667 of the benefitting women with emergency assistance kits that helped them to participate in the micro-credit projects. <ul style="list-style-type: none"> ○ The project did not provide data indicating which of these associations were able to use these funds

		<p>to increase their economic independence and self-esteem, or which ones were able to reimburse the credit. This information is necessary to fully evaluate the project, which this evaluation did not have time to gather (given that it only had three weeks to gather information about 17 projects and the PBF architecture in Burundi). The small random sample of beneficiaries and partners that we interviewed for this evaluation showed that the loans given to some women's associations had positive results, while the loans given to other women's organizations did not. This variation is due to the rushed, and thus inadequate, identification of beneficiary associations; a misunderstanding among many associations about the difference between a loan and a grant; and insufficient training of the associations in the management of their funds.</p> <ul style="list-style-type: none"> • Increased awareness and capacity of the police of the need to protect women against gender-based violence through training of their gender focal points. • Improved the livelihood of vulnerable women through the construction of 2,751 cement ovens. • Increased the knowledge that vulnerable women had of leadership and sexual and gender-based violence through training 114 women leaders. • Supported the submission of 748 cases of sexual and gender-based violence to the judicial authorities, through helping to improve the functioning of women's associations charged with protecting women from sexual and gender-based violence.
	Negative Results	<ul style="list-style-type: none"> • Some of the women's associations who received micro-credit grants did not reimburse their grants because they thought that they were humanitarian handouts not grants. The project will conduct an audit of its micro-credit aspect. • The groups who constructed the ovens did not use the amount of cement that they were supposed to use. The women's associations requested that they participate in the project monitoring process in the future to ensure that is done well. • Some of the associations supported with micro-credit were not legitimate associations and did not use the funds for the intended purpose.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; 1791; 1325; Priority Plan; Strategic Framework; PRSP; UNDAF+. <ul style="list-style-type: none"> ○ The focus of the Women's project was not well defined in any of the guiding documents.
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ○ This project filled a temporal funding gap, which is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a medium relevance of design to the goal because it focused on the economic independence of vulnerable women and their empowerment, not their direct participation in political or leadership processes

		<p>or any direct conflict resolution work with these women’s groups. It did not focus directly on community reconciliation or significantly increase the capacity of associations to engage in peacebuilding. Nonetheless, the empowerment of women in their communities and families can contribute to more economic growth and stability, and therefore contribute to peacebuilding. The project design did focus on improving the protection of women against gender-based violence. The project design prescribed many activities, but the activities were not obviously interconnected nor did they support key institutions, other than micro-credit institutions, that could sustain the impact. The project could likely have improved the lives of more women if it had been more carefully implemented and more targeted, possibly only toward micro-credit assistance, rather than to so many different activities.</p> <ul style="list-style-type: none"> • Implementation was of a medium quality. This project was not able to sufficiently monitor its activities and was not able to conduct sufficient needs assessments or identification of beneficiary groups.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • This project had mid-level effectiveness. It helped many women increase their economic independence and improved their ability to reduce gender-based violence. For the women and women’s associations who were able to use the assistance in the way envisaged by the project, the project made a big difference to their individual and collective lives. Nonetheless, the project did not make a general impact on the situation of women in general in Burundi, nor did it address community reconciliation or improve their direct participation in peacebuilding, other than through increased economic interdependence. The project could have been much more effective if the project design had been more targeted toward key institutions, rather than towards so many different activities; the identification of beneficiaries and monitoring and evaluation had been of higher quality; and the community, beneficiaries, and civil society had been involved to a greater degree in the design and monitoring and evaluation. • The overall contribution of this project is difficult to judge because of the lack of information project results and the dispersion of the project activities to many different women and women’s organizations without systematic monitoring of the contribution of the project to these women and women’s organizations. Our small random sample of interviews with beneficiaries and partners revealed that the project did make an important contribution to many individual women and groups, but that it had real deficiencies in the identification of beneficiaries and project monitoring, which decreased its potential contribution and effectiveness.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • This project had a mid-level cost efficiency in comparison with other projects within the \$3,000,000 to \$7,000,000 funding range. • The Women’s Project was relatively cost efficient in terms of providing money directly to beneficiaries, as one third of the funding went directly to guarantee loans to disadvantaged women. Nonetheless, many of these women thought that the loans were grants, and the micro-credit agencies have not yet succeeded in recuperating all of the loans made. UNIFEM is conducting an audit and continues to try and address this problem, but it is unclear whether or not this money will achieve its intended purpose. • Several of the associations supported with funding were fake associations, and were created just for the purpose of receiving funding. They did not use the credit for the intended purposes, nor did they reimburse

		<p>the credit.</p> <ul style="list-style-type: none"> The project could likely have been more cost-effective and improved the lives of more women if it had been more carefully implemented and more targeted, possibly only toward micro-credit assistance, rather than towards so many different activities.
	Timeliness	<ul style="list-style-type: none"> Low-level timeliness – 9 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Medium Peace Dividend. The project had an impact on women who were able to use the support in an efficient and effective way, which was not the case with all women who were supposed to benefit from the project. The project did not have a catalytic effect on peace consolidation that was visible through our interviews and document review. The coverage, focus and critical institutional capacity building were insufficient.
	Catalytic Funding	<ul style="list-style-type: none"> UNIFEM continues to support the project.
	Sustainable Capacity Built	<ul style="list-style-type: none"> Individual capacity built. Capacity of some women’s associations built, but the degree to which this is sustainable is uncertain.
	National Ownership	<ul style="list-style-type: none"> This project was appropriated by UNIFEM, but not by an obvious national partner, other than the micro-finance organizations.
Recommendations	<ul style="list-style-type: none"> Ensure that the micro-credit agencies are able to continue to use the funding provided by the project to guarantee loans to vulnerable women who are not able to provide a guarantee themselves. Enable them to continue to support the women’s associations who managed the grants effectively and efficiently. Provide micro-credit to individual women, not to groups of women, which will create greater personal responsibility for the use and reimbursement of the loans. Reinforce targeted training of women in credit management, and focus on individual responsibility. Develop and implement a much more rigorous process of identifying recipients, validating their legitimacy with the support of the community, and ensuring that beneficiaries have the necessary training and skills to use the credit both efficiently and effectively, and monitoring the project results. <ul style="list-style-type: none"> Require all PBF project staff to conduct regular monitoring and evaluation of projects, to empower community members and beneficiaries to support the monitoring of projects, and to regularly visit their beneficiaries, even in areas that are in Phase III and Phase IV. Ensure that micro-finance agencies have the capacity to ensure monitoring and evaluation of the credits given. Improving the amount and duration of the financial management training provided to women recipients of micro-credit. Develop strategies to enable economic independence of women throughout the country. Develop global strategy to increase the capacity of the Burundian state and society to protect women against gender-based violence. 	

A-4 – Youth Project

Project Description ³⁰ A-4 – Youth Project		
Recipient UN Organization: UNFPA		Priority Area: Strengthening of peace and social cohesion
National Authority: Ministry of Youth and Sports		
Project Number:	BDI/A-4	
Project Title:	Youth participation in social cohesion at community level	
Location	6 provinces: Cankuzo, Makamba, Kayanza. Bujumbura Rural, Mwaro and Bujumbura Mairie	
Project Cost	US\$ 4,000,000	
Percent Spent by 30/9/09	89 percent	
Duration	12 months planned (24 months actual)	
JSC Approval Date: 5 July 2007		Starting Date: 1 Sept. 2007
		Completion Date: 31 August 2009
<p>Project Description</p> <p>Burundi is a country of young people, with 56 percent of its population between 15 and 29 years – an extreme case of what demographers call the “youth bulge.” This bulge can constitute either a risk or a real opportunity (the “demographic dividend”) if the needs of this large cohort – in terms of livelihoods and life-skills – are addressed.</p> <p>In a country such as Burundi that is emerging from war, the risk of sliding back into conflict is very real, especially if no effort is made to address factors such as extreme poverty, lack of economic opportunities, and neglect of the specific needs of the most vulnerable groups including youth. The crisis which Burundi went through has affected youth heavily: the number of orphans greatly increased resulting in an increase in the number of households headed by children; very high unemployment among the youth of all categories, including graduates; and a weakening of the social fabric in general of Burundi.</p> <p>The goal of the project is to unleash momentum aimed at bringing the youth closer – making them useful to themselves and the community – through (i) HIMO (labor-intensive) activities; (ii) capacity building for self-employment and, access to micro-credit services, vocational training, and first job openings; and (iii) training and sensitization around themes aiming at peace consolidation and life skills (non-violent communication, peaceful conflict resolution, health and HIV, sensitivity on gender, loan and micro credits, income-generating activities...) organized in conjunction with the HIMO activities. When young people are gradually prepared to be self-reliant, they will be more able to resist proposals that go against their very interests. By so doing they will be participating in peacebuilding within their communities. Through HIMO activities (such as reforestation, maintenance of the environment, town sanitation, rehabilitation of basic community infrastructures, and sports activities) for which they will receive payment, young people will participate in strengthening social cohesiveness.</p> <p>Although a spirit of initiative and creativity animates young people, they cannot get loans from existing financial institutions. The project will set up a guarantee fund to facilitate the access of young people to micro credits. This facility will allow to young people to familiarize themselves with the conditions of financial institutions in terms of savings accounts, reimbursement within specific time periods, and with interest. This guarantee fund will also permit the perpetuation of youth access to micro finance services even after the implementation of the project.</p> <p>Finally, cultural events, sports competitions and radio programs will be organized to ensure the visibility of the role of youth in peace consolidation.</p>		

³⁰ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

GOAL

- Greater self-fulfillment among youth who are self-reliant and able to participate fully in peacebuilding within their communities.

Objectives

- Offer young people with no schooling and no jobs the opportunity to take part in community reconstruction and social cohesion effort through HIMO projects.
- Strengthen the economic independence of youth through vocational training, AGR and access to savings and loan facilities.
- Increase the visibility of the role of young people in peacebuilding.

Planned Outputs, Key Activities, and Procurement*Planned Outputs*

- Young people will be recognized and valued by the community as actors in peacebuilding and community reconstruction.
- The ability of young people to be self-reliant and to strengthen social cohesion will be stepped up.
- Foster the visibility of the role of young people in peacebuilding.

Planned Key Activities

- Train the youth to prepare the nursery and plantation of at least 700,000 plants.
- Rehabilitate common infrastructure and sports facilities identified in a participatory way.
- Organize sanitation activities in different zones of Mayor Bujumbura.
- Develop and implement training/awareness programs hinged on social cohesion and the development of the entrepreneurial spirit.
- Organize cultural activities after HIMO activities.
- Identify youth micro-projects to be financed and provide follow-up.
- Organize sports competitions, cultural contests and radio broadcast to strengthen the visibility of the role of young people in peacebuilding.

Planned Procurement

- Inputs for HIMO activities, building material and equipment for the rehabilitation of community infrastructure, guarantee fund, assessment, and material for the training and management unit: 2 vehicles, 3 desktop computers, 1 laptop computer, 1 photocopier, 1 digital camera and office equipment.

Findings A-4 Youth Project		
Overall Assessment		The Youth Project provided economic opportunities to over 14,000 youth through high-intensity labor, sanitation activities, skills training, infrastructure reconstruction projects, and micro-credit grants. Nonetheless, the Youth Project did not directly focus on the relationship between the community and the youth. It also experienced serious problems with beneficiary identification and monitoring of the work of several of its partners, which led to local level corruption (as reported by several beneficiaries in different locations), and disappointment among several targeted youth who never received the promised payment or tool kit. Youth did report that the project contributed to increasing their awareness of their potential, if not actual, capacity to contribute to consolidating peace. In sum, for many of beneficiaries of this project with whom we spoke, it was a peace “disappointment,” not a peace dividend. It did not target those youth who might have been most at risk for contributing to renewed conflict – demobilized ex-combatants – but targeted vulnerable youth in general. Many interviewees saw this as a missed opportunity.
Results	Positive Results	<ul style="list-style-type: none"> • Increased the economic opportunities available to select groups of youth, including: <ul style="list-style-type: none"> ○ 9,295 youth, 41 percent of which were girls, who reforested 2,768 hectares of forest, protecting 1,031 hectares of forest against erosion; ○ 130 youth, 47 percent of which were girls, who were trained in the production of plants; ○ 4,258 youth, 42 percent of which were girls, who rehabilitated infrastructure; ○ 738 youth, 53 percent of which were girls, who carried out sanitation activities; and • Increased the probability that 1,217 youth, 35 percent of which were girls, to find jobs by training them in professional trades. 200 of these youth found apprenticeships in their trade. • In addition, the project increased opportunities for youth who benefitted from 1,092 micro-credit projects, 33 percent of which benefitted girls.
	Negative Results	<ul style="list-style-type: none"> • Created disappointment among the majority of youth who we interviewed through the random selection of a small unrepresentative sample. Some youth, who expected to receive kits to carry out their trade, never received them. Youth who expected to be paid a particular amount for their work were paid less, but made to sign blank forms by the local partner that indicated that they were paid more. Some youth reported being trained in trades that were that were not focused on the existing employment opportunities in Burundi. • We received several reports that one micro-credit agency supported by the project closed and stole the project money, but we were not able to verify these reports. • We received several reports that the participant selection was not carefully carried out by many of the partners, leading to support for those that did not meet “vulnerability” criteria, and those that may not have been “youth.”
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; Priority Plan; UNDAF+

		<ul style="list-style-type: none"> ○ Three projects were in the Priority Plan but not in the Strategic Framework: Youth, Local Public Services, CNIDH, and Land Disputes.
	Funding Gap	<ul style="list-style-type: none"> ● Temporal Funding Gap <ul style="list-style-type: none"> ○ The Youth Project filled a temporal funding gap, which means that it is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> ● The project design had a low relevance to its goal. Although it did give employment opportunities to an important number of disadvantaged youth in provinces that were badly affected by the war, it did not directly address the relationship between the youth and their communities. Furthermore, the support provided to the youth did not have a sustainable impact in the cases that did not involve successful trade training or micro-credit projects, thus not providing them with a sustainable sense of self-fulfillment. ● In addition, the project design did not target a clear peace consolidation priority because it focused on vulnerable youth in general, not those who may play a role in the prevention of the escalation of conflict in the near future. ● The implementation was of a low quality because the project was understaffed and did not have the capacity to ensure that the participant identification was accurate or to monitor the implementation by the numerous partners involved.
Effectiveness	Achievement of Goal	The project achieved its goal of increasing the economic opportunities for some disadvantaged youth and of providing a peace dividend for both youth and the communities in which they live. Nonetheless, the project was marred by implementation and monitoring difficulties that led to some negative impacts and significantly reduced the potential effectiveness and contribution to peace consolidation of the \$4 million provided by the PBF.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> ● Cost efficiency was of a low-level in comparison with other projects within the \$3,000,000 to \$7,000,000,000 funding range. ● The Youth Project was relatively cost inefficient, primarily because it had clear negative impacts, suffered from some local-level corruption, and did not leave sustainable results that would continue to benefit a peace consolidation priority. Instead it focused on providing a peace dividend for the community – through building infrastructure, reforestation, and improving sanitation – and to youth through largely temporary employment.
	Timeliness	<ul style="list-style-type: none"> ● Low-level timeliness – 12 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> ● Low-level Peace Dividend. This peace dividend may have been higher for targeted youth who benefitted in the way intended and for communities who saw the work done by the youth as being a peace dividend. This evaluation was not given the time necessary to gather data on the degree to which this work was considered by communities to be a peace dividend.
	Catalytic Funding	<ul style="list-style-type: none"> ● No

	Sustainable Capacity Built	<ul style="list-style-type: none"> • There is no evidence that sustainable capacity was built.
	National Ownership	<ul style="list-style-type: none"> • There was National Ownership in the selection and design of the project, and in participation of the project staff in the Joint Steering Committee, but there was not National Ownership in the project implementation.
Recommendations	<ul style="list-style-type: none"> • Ensure that the micro-credit guarantees provided by the project continue to be made available to disadvantaged youth. • Provide toolkits to youth who were promised kits but did not receive them. • Develop strategy to decrease the vulnerability of youth to participation in violence and political manipulation. • Develop a strategy to effectively reintegrate demobilized ex-combatants, many of which have not been economically or socially integrated into society. • Develop a clear strategy to increase youth employment. 	

A-5 – Displaced Families Project

Project Description³¹ A-5 – Displaced Families (offshoot of Military Barracks Project)		
Recipient UN Organization: <i>PNUD/BINUB- SSR-SA Section</i>	Priority Area: Governance and Peace /Peacebuilding and Cohesion	
National Authority	Ministry of National Solidarity, Repatriation, National Reconstruction, Human Rights and Gender	
Project Number and Title	PBF/BDI/A/5: Support to social reintegration of displaced families living in barracks	
Location	Nationwide	
Project Cost	US\$ 212, 447	
Percent Spent by 30/9/09	70 percent	
Duration	1.5 months (10 months actual)	
JSC Approval Date: 29 November 2007	Starting Date: 1 March 2008	Completion Date: 21 Dec. 2008
<p>Project Description</p> <p>The last crisis that Burundi endured starting in 1993 caused many social problems. Many families went to exile and others became Internally Displaced Persons (IDPs). The latter find refuge either in IDP sites, with other families or in public infrastructures like military barracks.</p> <p>In the framework of the priority plan for peacebuilding, many projects were initiated to strengthen security sector reform namely <i>“Barracking the National Defense Force to reduce the impact of their presence among the populations”</i> and <i>“Promoting the discipline and improving the relationships between the FDN and the population through the moralization of the institution.”</i> The most important element in the project <i>“Barracks”</i> consists of rehabilitating 14 barracks so as to make them available and create good conditions for trainings scheduled in favor of FDN members in the project <i>“Moralization.”</i></p> <p>This project is a response to the urgent need of barracks whose rehabilitation is scheduled in January of 2008, as the rehabilitation cannot start before the displaced families living in those barracks are resettled in another place. The project will allow i) the return of 995 families to their places of origin; ii) the organization of auto construction of houses through the social support strategy and community solidarity by making bricks and building walls for returnees’ houses; and iii) acquisition of material that they cannot get by themselves such as sheet-metal, nails, doors and windows.</p> <p>A joint program under development will support reinstallation and reintegration of all the stricken in general. The Peacebuilding Fund intends to use 2,000,000 USD for the joint program.</p>		
<p>Goal</p> <ul style="list-style-type: none"> • Allow the rehabilitation of barracks by providing support to the reinstallation and social reintegration of displaced families living in barracks. 		
<p>Planned Outputs, Activities, and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> • Organize and facilitate the return and reinstallation 995 families in their properties or in villages. • Consolidate the peaceful cohabitation and reconciliation between candidates to the return and their host communities. • Promote and support the economic empowerment of returnees, mainly in the area of agriculture and cattle 		

³¹ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

breeding.

- Facilitate returnees 'houses rehabilitation according to the reinstallation of their choice.

Key Activities

- Identify and verify the lists of beneficiaries and information on the options regarding the type of reintegration individually chosen will contribute to the barracks.
- Sensitize the families, local administration and communities for peaceful integration and reconciliation.
- Provide kits for starting essential economic activities.
- Organize transportation of the families.
- Provide materials that are not available to the beneficiaries – such as doors, nails, sheet metal, windows, and metal strip.

Planned Procurement

- Fuel, kits for starting essential economic activities, transportation of beneficiaries, and some material for building houses (doors, windows, nails, etc).

Findings
A-5 – Displaced Families
(offshoot of Military Barracks Project)

Overall Assessment		<p>The PBF projects in the security sector were much more coherent and mutually reinforcing than those in any of the other sectors receiving PBF funding. This is particularly true for the projects that were targeted at the National Defense Forces (FDN) – the Military Barracks Project, Morale Building, and the Displaced Families Project. Combined together, these three projects pushed forward the reform of an institution that has been a critical driver of peace in the country, and which could be a significant driver of renewed conflict if it does not function according to republican principles. These projects therefore made a high contribution to catalyzing key institutional capacity and gave the population a high peace dividend by decreasing the abuses that the military committed against the population to whom we spoke. In addition, by strengthening the professionalism of the FND and the relationships between the former military and rebels within the institution, the people with whom we spoke reported that relationships improved, something that could contribute to the possible prevention of renewed conflict and violence. For these results to be reinforced and sustainable, the FDN needs to continue this work, which it is doing in part with the support of the Dutch. It should look toward external sources of verification and monitoring of their progress.</p>
Results	Positive Results	<ul style="list-style-type: none"> • The rehabilitation of barracks was made possible by the removal of most (724 out of 995) families from them. • The benefitting families have generally been able to live independently from the barracks with the support of their money provided by the project, and integrate in communities. • Both the displaced families and their new communities felt greater physical security.
	Negative Results	<ul style="list-style-type: none"> • There was a negative impact of the project in the barracks because some soldiers complained that the officers’ families did not have to leave, while their families did. The FND says that it is now addressing this problem by ensuring that the policy is implemented across the board. • There was also an important case of gender insensitivity, where many of the widows refused to leave because they had no place to go and would not be welcomed into a community. This was not dealt with beforehand, and the FDN did not have specific procedures for dealing with the specific case of widows. • The monetized construction kits were distributed later than expected because of delays in procurement, which led some families to use the money provided for other purposes than those intended. The monetized kits were supposed to be distributed in the dry season, but were distributed in the rainy season, which meant that the families had to wait until the dry season to use them and some of them spent the money in the meantime, which prevented them from rehabilitating their houses.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Not explicitly mentioned in any documents. <ul style="list-style-type: none"> ○ The need for the Displaced Families Project was identified during the implementation of the military

		barracks project, which required that families living in the barracks be removed and resettled before the barracks could be rehabilitated.
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ○ This project filled a temporary funding gap, which means that it was likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • Both the design and implementation were very relevant to the project goal, which was to enable the implementation of the Barracks Project. Nonetheless, if a proper needs assessment had been done, the need to move the families out of the barracks would likely have been identified and this project may have been taken on by another government or UN entity with expertise in this area and thus focus to a greater degree on the best way sustainably to resettle the families into the community.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • The project achieved its goal of enabling the implementation of the Barracks Project.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • There was a mid-level cost efficiency in comparison with other projects within the \$500,000 and under funding range. • The Displaced Families Project provided good value for money in that it was by far the cheapest project and it achieve its intended result of enabling the success of the Barracks Project. Nonetheless, the project provided cash grants for the families to equip their own houses, instead of hiring an association to oversee their rehabilitation, which would have been the more effective way to support sustainable reintegration. It would have been, however, more costly in terms of time and financial resources. The project closed with 30 percent of its budget remaining, which means that additional financial resources were available and could have been used in other ways.
	Timeliness	<ul style="list-style-type: none"> • Low-level timeliness – 8.5 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • Medium – Catalyze Institutional Capacity through the construction of the barracks. • Important for success of Barracks Project.
	Catalytic Funding	<ul style="list-style-type: none"> • No catalytic funding provided.
	Sustainable Capacity Built	<ul style="list-style-type: none"> • Family capacity built through the provision of monetized kits.
	National Ownership	<ul style="list-style-type: none"> • The families that were reinserted into their communities of origin were included under the responsibility of the relevant government ministry.
Recommendations	<ul style="list-style-type: none"> • The project promised to visit the families who were reinserted to ensure that they were doing well. The families with whom we spoke said that his had not yet happened. It is important for the project to find ways to ensure that this follow up takes place, either by the project and/or by the appropriate minister. • It is important that the families are taken under the charge of the relevant government ministry to ensure that they are sustainably 	

	<p>reintegrated.</p> <ul style="list-style-type: none">• The Ministry of Defense should make sure to apply the same standards to all displaced families living in the barracks, except for the widows for whom it must find a respectful decision that takes into account their particular difficulties in reintegrating into their communities.
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A-6 – Small Businesses Project

Project Description ³² A-6 – Small Businesses		
Recipient UN Organization: BINUB/PNUD	Priority Area: Governance and Peace /Peacebuilding and Social Cohesion	
National Authority	Ministry of Commerce and Industry	
Number and Project Title	PBF/BDI/A/6: Promoting the role of small and micro enterprises in peacebuilding	
Location	Nationwide	
Project Cost	US\$ 500,000	
Percent Spent by 30/9/09	65 percent	
Duration	12 months planned (15 months actual)	
JSC Approval Date: 29 November 2007	Starting Date: 23 May 2008	Completion Date: 31 July 2009
<p>Project Description</p> <p>After more than ten years of armed conflict, the consequences of the destruction of the reproductive capital, the massive displacement of people and the decrease of public aid made the Burundi economy decline considerably. The level the population's poverty is still extremely high because 81 percent of Burundian citizens continue to live under the poverty line. Most of small and medium enterprises were bankrupted because of looting, destruction of infrastructures and means of production. However, some of them survived the crisis, made a profit and gave jobs to persons who became vulnerable due to the crisis. By so doing, they contributed to peace recovery.</p> <p>In the framework of the UNDAF, this catalyst project will empower the social roots by strengthening the private sector to allow them respond to the needs of populations affected by the armed conflict and poverty in a sustainable manner for self-empowerment. The main objective is to encourage small and micro enterprises to improve their entrepreneurial practices and their profits, create partnerships and multiply them so as to provide immediate responses to the vulnerable Burundian population.</p>		
<p>Goal</p> <ul style="list-style-type: none"> Promote the role of small and micro enterprises in peacebuilding. 		
<p>Planned Outputs, Key Activities and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> Develop and distribute a guide on small and micro enterprises entrepreneurial practices for Peacebuilding. Establish a framework for dialogue and exchange of experiences between private economic actors and those of the public sector. Small and micro-enterprises follow "those entrepreneurial practices", create partnerships, and are multiplied. <p><i>Planned Key Activities</i></p> <ul style="list-style-type: none"> Make a case study for the entrepreneurial practices of small and micro enterprises that make profit by promoting activities related to peacebuilding. Organize 4 provincial seminars. Organize a national conference by integrating an information and communication strategy on the roles of small and micro enterprises in peacebuilding. Reinforce entrepreneurial capacities of small and micro enterprises that promote activities related to peacebuilding. <p><i>Planned Procurement</i></p> <ul style="list-style-type: none"> Trainings, IT equipments, other office equipments, office supplies, 1 vehicle, fuel. 		

³² This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.



Findings A-6 Small Businesses		
Overall Assessment		The Small Business Project contributed to the creation of a market for artisans, which two government ministries and UNDP have pledged money to support, and which has the potential to have an important impact on the growth of these small businesses. That said, this project created disappointment among most of its targeted beneficiaries because it provided training but not start-up funding. Even though the project design did not indicate that it would provide start-up funding, many beneficiaries assumed that it would partly because of poor communication by consultants conducting a study for the project. The result of the project was that artisans had more knowledge, but not the means with which to apply this knowledge. The project also helped to create community level structures to support these artisans, but did not provide any means to support or reinforce these structures. As a result, other than the artisans market and the cooperation between two government ministers to support this market, the project has not had a significant positive impact on most of its target audience and was a peace disappointment to many of them with whom we spoke.
Results	Positive Results	<ul style="list-style-type: none"> • Increased the visibility of select vulnerable small businesses. • Built relationships between some of the small businesses who participated in the project. • Established a marketplace for small businesses to sell their products, and engaged two Ministers (Commerce & Tourism) in rehabilitating and managing the space, and including it in their annual budget.
	Negative Results	<ul style="list-style-type: none"> • Most of the people who received training from this project, still await follow-up. Most of them do not know that the project closed, and they felt that they were promised financial assistance that they have not received. These expectations were created both by an initial study that was not conducted in an appropriate way, and by the general approach given by the project. It would likely have made much more sense for the project to provide financial assistance to the small business, rather than just training, which they could not often use because they did not have the financial means to do so. • This project created quite a bit of disappointment among intended beneficiaries. • The fact that UN cars came to visit several of these small business led to jealousy among neighbors and to increases in the rent for one small business that we spoke with, even though the UN provided no direct money.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • UNDAF+ <ul style="list-style-type: none"> ○ The Small Business Project and the National Intelligence Service Project were both added by the expert group and mission leadership.
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ○ This project filled a temporal funding gap, which is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were

		neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> There was a low relevance of design to goal. The project was designed to “promote the role of small and micro-enterprises in peacebuilding”, although most of the work focused on promoting the role of small and micro-enterprises in general, not in peacebuilding specifically. The problem with the project design lies in its focus on “promoting the <u>role</u>” of these businesses – through meetings, brochures, flyers, and media campaigns – rather than promoting the businesses themselves. The best way to promote the role of the businesses is to promote the businesses themselves. The design called for many meetings and media materials, but did not focus on how to make a catalytic impact on the role of the small businesses themselves. The implementation did attempt to increase awareness of the <u>role</u> of small businesses, but did little for the small businesses themselves, and in several cases caused harm to them. Both the goal and the implementation of this project were flawed and should have been rethought to ensure that they truly benefitted the intended beneficiaries – the people running the small and micro-enterprises. The one clearly positive aspect of the implementation is the commitment of two Government Ministries and the UN to support the development of the Musee Vivant into a trade fair for small and micro-enterprises. This initiative needs to be followed closely to ensure that it delivers on the expectations built.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> The project did not make a significant contribution to the achievement of its goal, except for the potential contribution through the commitment by the UN and government to turn the Musee Vivant into a trade fair for small and micro-enterprises. Other than this, the project was not generally effective, based on the interviews that we conducted, in increasing the understanding of the role of small businesses, nor did it increase their own capacity to make their role and purpose understood.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> There was a low-level cost efficiency in comparison with other projects within the \$500,000 and under funding range. The Small Businesses Project was not cost-efficient compared to the other projects because it did not achieve sustainable results with the majority of the money spent. The most visible results are likely to come through the artisans market that it established at the end of the project, to which the remaining 35 percent of the budget has been allocated.
	Timeliness	<ul style="list-style-type: none"> Mid-level timeliness – 3 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Low – Peace Dividend. The project did not catalyze institutional capacity, nor did it focus on a clear peace consolidation priority, nor did it provide a peace dividend to the intended beneficiaries of the project.
	Catalytic Funding	<ul style="list-style-type: none"> Follow-up funding made available from the UNDP for related activities, although it is unclear that this funding will focus on the same population that this project aimed to benefit.
	Sustainable Capacity Built	<ul style="list-style-type: none"> New institution promised to be built – the Musee Vivant as an artisan trade fair.
	National Ownership	<ul style="list-style-type: none"> Through the Musee Vivant as an artisan trade fair.
Recommendations	<ul style="list-style-type: none"> The UN and the Ministries of Commerce and Tourism must ensure that the Musee Vivant is turned into a quality trade fair. 	

	<ul style="list-style-type: none">• The UN must ensure that they follow-up with the people who were supposed to benefit from this project, to provide them with some financial and training support to increase their capacity to run effective small businesses. If this does not happen, this project will surely be known as a “peace disappointment” not a peace dividend.• The UN and the Ministries of Commerce and Tourism should reinforce the local-level committees that were created to support small and micro-enterprises. These Committees were created by the project, but have not received any follow-up support to enable and encourage them to promote and support small and micro-enterprises.
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A-7 – Local Public Services Project

Project Description ³³ A-7 – Local Public Services					
Recipient UN Organization: UNDP/BINUB			Priority Area: Good Governance/ Peacebuilding and Social Cohesion		
National Authority: Ministry of Interior and Communal Development					
Project Number:	PBF/BDI/A-7				
Project Title:	Support to the improvement of quality of local public services				
Location	<i>The whole country</i>				
Project Cost	US\$3,000, 000				
Percent Spent by 30/9/09	66 percent				
Duration	12 months planned (17 months actual)				
JSC Approval Date	13 March 2008	Starting Date	17 July 2008	Completion Date	31 Dec. 09
Project Description					
<p>The Constitution of the Republic of Burundi promulgated on March 18, 2005 devoted decentralization as a mode of management development. This management mode specifically recommended in the Arusha Accord (Protocol II, Democracy and Good Governance) is based on the willing to give an important place to local communities. This is somehow confirmed through the promulgation of the communal law and the local elections that followed and allowed the installation of 3,225 communal advisers and 14.450 elected representatives in the national territory. The commune is in charge of the management of local interests of the population and ensures that the public services answer to the population's needs. These local representatives are called to interact with the population at the communal and hilly level, in the framework of appeased relations, in a way that these communities become occasions of meetings and local solutions adapted to problems.</p> <p>This project answers to the immediate needs of (i) setting up operational structures of decentralization, (ii) informing the different actors of decentralization, (iii) accessibility, and (iv) quality in the services offered to the population. The harmonious functioning of administrative structures located very near to the population, and answers adapted to the latter's needs, will contribute to the improvement of life conditions. This then leads to social appeasement and appropriate serenity to peace consolidation. Then, the project will permit for the inclusion of one of the major challenges encountered by local communities, especially in post-conflict context, specifically the strengthening of the confidence of the population in those communities as an addition to the efforts made by national actors (national authorities, civil society and development partners), local appropriate responses to local problems as well as significant contribution to peace consolidation efforts.</p>					
GOAL					
<ul style="list-style-type: none"> • Improve the quality of communal services and the collaboration between local actors in a way that favors the use of the commune as an instrument of reconciliation and harmonization of their interests. 					
Planned Outputs, Key Activities, and Procurement					
<i>Planned Outputs</i>					
<ul style="list-style-type: none"> • Identify the actors of decentralization, determine their roles, and better understand their relations. • Ensure that the registry office is well held by its officers and that the agents and the population understand the services better from which it can benefit. • Build and equip the 20 communal offices. 					
<i>Planned Key Activities</i>					
<ul style="list-style-type: none"> • Prepare and organize workshops of exchanges and information on the roles and responsibilities of decentralization actors. • Organize a campaign of sensitization on roles and responsibilities. 					

³³ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

- Support the preparation of the setting up of the locally elected representatives.
- Train officers, agents of the registry office and other actors.
- Organize joint missions of contact with local communities.

Planned Procurement

- Didactic materials, training modules, consultants, building materials, vehicles, fuel, computer equipments, and other office equipments, etc.

Findings
A-7 – Local Public Services

Overall Assessment		The Local Public Services Project was also very much appreciated by both beneficiaries and observers whom we interviewed, and served as a peace dividend that seemed to change both capacity and behavior. Out of all of the projects that aimed to provide a peace dividend, this one seems to be the most successful at doing so. The components of the project that focused on local elected officials and rehabilitation of the Registry Office also have the potential to make a positive impact on the upcoming elections, and possibly to address a driver of conflict or peace. Nonetheless, the sustainability of much of the project is unclear. The government has not committed resources to reinforce the capacity built through this project and to address the larger needs of the provincial level administration, which is closely linked to the effectiveness of the local level offices. Furthermore, much of this project did not fill a critical funding gap as it is also funded by other donors and UNDP, and therefore may not have been the most important candidate for PBF funding.
Results	Positive Results	<ul style="list-style-type: none"> • The project built confidence in and significantly improved the quality and capacity of local level administration, public records office, and local elected officials in 15 percent of communes through i) the rehabilitation, equipping, and training 14 communal offices as of September 2009, with 5 remaining to rehabilitated in 2009; and ii) the organization of 62 workshops on the roles and responsibilities of the local administration and public records office, in which 2,919 various stakeholders participated. • The project created the Burundian Association of Local Elected Officials (ABELO) to support and enable responsible and responsive elected communal officials, including with a specific focus on female elected officials. The institution is widely respected and is increasingly becoming self-sustainable. • It created an increase in the knowledge and accountability of elected local officials in all communes in the country, and specifically addressed the needs of local elected female women officials.
	Negative Results	<ul style="list-style-type: none"> • We did not uncover any negative results of this project. The project carried out high quality assessments and monitoring missions that enabled the project team to catch and correct several potentially negative results.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; Priority Plan (local elected officials component); PRSP; UNDAF+ (local public administration component). <ul style="list-style-type: none"> ○ The focus of the Local Public Services Project in the Priority Plan was on elected officials in the priority, not public services as indicated in the project document. The final Local Public Services Project that was implemented combined both elements. ○ The Local Public Services Project was one of the four projects that were in the Priority Plan but not in the Strategic Framework.
	Funding Gap	<ul style="list-style-type: none"> • Complementary Funding <ul style="list-style-type: none"> ○ The project offered complementary funding to other donors supporting the same project in other

		provinces. Among those interviewed, there was much doubt as to whether these projects were priority areas for PBF funding if other donors were also willing to fund them, even if the PBF funding was disbursed more quickly.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a high relevance of design to goal, although key institutions (i.e., at the provincial level) in decentralization chain were not addressed. • There was a high quality implementation with sufficient skilled staff and a focus on assessment and monitoring.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • This has thus far very effectively achieved its overall goal of improving the functioning of and confidence of the population in local government officials. We do not have any data that these services are now used as “an instrument of reconciliation and harmonization of their interests” or exactly what the project intended the indicators of this result to be. • The main shortfall of this project is that it was neither a critical funding priority nor were all of the institutions that it targeted peace consolidation priorities. The local registry and the organization of local elected officials are a more direct peace consolidation priority as they focus on individuals and institutions that are critical to the smooth functioning of the elections.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • There was a mid-level cost efficiency in comparison with other projects within the \$3,000,000 to \$7,000,000 funding range. • The Local Public Service Project also added value to the administrators, local elected officials, and population who directly benefited from it. Nonetheless, it is likely that this project could have achieved these same results with less funding. As with many of the other projects, the provision of computers and cars may have been unnecessary for the outcomes desired, and the capacity and willingness of the recipients to maintain this equipment is far from certain.
	Timeliness	<ul style="list-style-type: none"> • Mid-level timeliness – 5 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • High – Peace Dividend – but not through reconciliation, rather through the visibility of a well-functioning aspect of the state. • High – Catalyze Institutional Capacity through ABELO, public registry, and communal administration. All of these institutions are still in need of significant support from the national government and donors to ensure that the capacity catalyzed is sustained.
	Catalytic Funding	<ul style="list-style-type: none"> • Follow-up funding unclear
	Sustainable Capacity Built	<ul style="list-style-type: none"> • Institutions strengthened and created. • Individual behavior change enabled among local officials and the population, according to our interviews with beneficiaries and observers.
	National Ownership	<ul style="list-style-type: none"> • There was a high-level appropriation by the local level officials with whom we spoke. We do not know what level of appropriation there is in the central government.

Recommendations	<ul style="list-style-type: none">• Conduct follow-up sessions and trainings with the people targeted by this project to help reinforce the training and to gather data with which to advocate for continued support from the relevant government ministries. Furthermore, efforts should continue to raise awareness of the accountability and responsibility of local officials to the population. Advocate with relevant stakeholders to strengthen institutions that protect rule of law at the local level, and thus reinforce and protect the accountability of local level officials to the people.• Develop and support the implementation of a strategy to enable ABELO to be self-sufficient, and to work with other elected officials toward accountable and responsible governance.• Advocate for the other officials in the decentralization chain to receive similar support and capacity building.• Develop strategy to constructively engage local level elected officials and civil servants in elections and democratic governance.
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B-1 – Disarmament Project

Project Description ³⁴ B-1 – Disarmament					
Recipient UN Organization: BINUB/UNDP			Priority Area: Strengthening of the State of Right within Security Forces		
National Authority: Ministry of Interior; Public Security/ Technical Commission of Civil Disarmament and Fight against the Proliferation of Small Arms (CTDC)					
Project Number and Title:	PBF/BDI/B-1 Launching of activities of disarmament of the population and the fight against the proliferation of small arms				
Location	All the provinces of Burundi				
Project Cost	US\$ 500,000				
Percent Spent by 30/9/09	75 percent				
Duration	12 months planned (28 months actual)				
JSC Approval Date	29 March 2007	Starting Date	1 July 2007	Completion Date	31 Oct. 2009
<p>Project Description A recent study has been conducted in six provinces of Burundi showing that the population possesses almost 100,000 arms. The town of Bujumbura is at the top of the list with 16 percent of population in possession of arms. One cannot talk about peace when arms are circulating among the population. Those arms have made many victims among the civil population and Burundians have already expressed their wish to see the arms taken from the population through the process of disarmament. In order to reduce in a significant way the tensions and the risks related to the proliferation of light arms and of small caliber, the project suggests a process in two steps: a sensitization campaign aiming at a moral disarmament; and the collection of arms of small caliber.</p>					
<p>GOAL</p> <ul style="list-style-type: none"> Improve the security of populations through pilot activities of civil disarmament, and promote a culture of peace and non-violence. <p>Objective</p> <ul style="list-style-type: none"> Support the implementation of the strategy of civil disarmament and the fight against the proliferation of small arms and contribute to the culture of peace and non-violence. 					
<p>Planned Outputs, Key Activities, and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> Create a good understanding of the stakes of proliferation of small arms and their impact on peace. Develop a strategy for the collection of arms is approved and implemented. Improve the capacities and visibility of the CDTC (Commission Technique de Disarmament Civil). <p><i>Planned Key Activities</i></p> <ul style="list-style-type: none"> Implement local and provincial commissions of civil disarmament. Organize thematic days. Organize campaigns of billposting media. Implement networks against ALPC (Armes Légères et de Petit Calibre). Start the collection through a pilot project “Arms against development.” <p><i>Planned Procurement</i></p> <ul style="list-style-type: none"> Media services, workshops, IT Equipments 					

³⁴ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings B-1 - Disarmament		
Overall Assessment		The Disarmament Project contributed to catalyzing key institutional capacity by advocating for and enabling the creation of the disarmament law and the national disarmament plan, and to the implementation of this plan. Nonetheless, our interviews with people in several different locations lead us to conclude that the project did not attain its objective of increasing the security of the population. Many of those who have disarmed do not feel more secure, both because of the increased fears of violence in the lead-up to the 2010 elections and because the disarmament was not uniform, leaving some communities that did disarm with a greater sense of insecurity. Furthermore, several interviewees from different groups reported that the majority of the weapons turned in were old and not in current use. Consequently, the project has a medium rating for its contribution to catalyzing institutional capacity, and a low rating for preventing the escalation of violence.
Results	Positive Results	<ul style="list-style-type: none"> • Supported the development of a national plan (2009-2013) for the management and control of small arms. • Supported the development and dissemination of the content of the disarmament law (No 1/14). • Contributed improving the management of arms and arms storage within the military and police. • Supported the disarmament of part of the population through the voluntary return of 210 arms, 1,084 cartridges, and 26 magazines. • Strengthened the capacity of the national institution in charge of civilian disarmament – Technical Commission of Civilian Disarmament (CDTC).
	Negative Results	<ul style="list-style-type: none"> • The neighborhoods that disarmed do not necessarily feel more secure because there was not a high degree of disarmament and it was not uniform. In fact, those neighborhoods that disarmed were often left feeling insecure because of the arms still in the population. Furthermore, most people who we interviewed commented that the arms that are actually used by criminals and bandits were not turned in. According to our interviews, most of the arms that were turned in were old and had not been recently used, and thus did not constitute the greatest threat to the security of the population.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; Ceasefire Accord; 1719; Priority Plan; Strategic Framework; PRSP; UNDAF+
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ○ This project fills a temporal funding gap, which means that it is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a low relevance of design to goal because of political dimension and size of problem of the circulation of arms in Burundi and in the broader Great Lakes Region. • There was medium quality implementation because there did not seem to be much innovation and/or

		learning that took place during the implementation to try and find new ways of addressing this complex problem.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • The project had low-level effectiveness. Its goal was to “improve the security of populations through pilot activities of civil disarmament, and promote a culture of peace and non-violence.” While the project did conduct important pilot civilian disarmament activities, it did not improve the security of the population, according to the different beneficiaries that we interviewed, and did not promote a culture of peace and non-violence. The project’s design was part of the problem because it did not take into account the difficulty of the problem when setting the project goal and standards by which it would be judged. Furthermore, project reporting focused on the number of small arms and light weapons submitted by the population, but did not investigate or report on the sense of security within the population, which was ultimately what the project aimed to affect. • The project also focused much of its energy on Bujumbura, and did not have the same visibility or impact in the other provinces in the country, thus reducing its overall effectiveness. • Future efforts should focus on a much more holistic approach to disarmament that addresses the causes of disarmament and improves the capacity of the institutions of state and society to guarantee security, which will encourage disarmament.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • There was mid-level cost efficiency in comparison with other projects within the \$500,000 and under funding range. It supported the development of the law and raised awareness of the need to disarm, which led to voluntary disarmament, but it did not lead to an increased sense of security in the population, its ultimate aim. It is also likely that even the small amount provided to the project could have been used more efficiently through a much more holistic approach. • The radio broadcasts were reportedly more effective than the billboards and other print campaigns. If more resources had been dedicated toward radio programs, and possibly less to equipment, then the project may have had a broader reach. Nonetheless, the project faces a fundamental conceptual barrier: people do not yet feel secure enough to disarm, and the government is not ready to make a concerted effort to disarm the entire population.
	Timeliness	<ul style="list-style-type: none"> • Low-level timeliness – 16 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • Medium – Catalyze Institutional Capacity through support for the Technical Commission on Civilian Disarmament. The impact that this institution can have on the problem is unclear. We do not have significant information on the degree to which this commission is self-sustaining, although the information that we do points to the need for continued support. • Low – Potential to Prevent Escalation. The project did not significantly reduce the threat of renewed escalation of conflict in the near future.
	Catalytic Funding	<ul style="list-style-type: none"> • Follow-up funding uncertain.
	Sustainable Capacity	<ul style="list-style-type: none"> • Institutional capacity of the Technical Commission on Civilian Disarmament built.

	Built	
	National Ownership	<ul style="list-style-type: none"> The only evidence of sustainable National Ownership is the disarmament law, but the implementation of this law has not been appropriated by all relevant national institutions, or even fully appropriated by any national institution.
Recommendations	<ul style="list-style-type: none"> Analyze the continued prevalence and use of arms in the population and distribute the analysis widely to enable increased enforcement of the law. Reinforce the capacity of the police to guarantee the security of the population. Support the implementation of a regional strategy to reduce the proliferation of small arms and light weapons. Develop and support a holistic approach to implementing the disarmament law and enable further and more effective civilian disarmament. Effectiveness should be defined in terms of the sense of security that it creates in the population, not only in the number of arms turned in. 	

B-2 – Military Barracks Project

Project Description ³⁵ B-2 – Military Barracks					
Recipient UN Organization: BINUB/ UNDP			Priority Area: Strengthening of the State of Right within Security Forces		
National Authority: Ministry of National Defense Force and the formal combatants					
Project Number and Title:	PBF/BDI/B-2 Barracking of the National Defense Force (FDN) to reduce the impact of their presence within the populations				
Location	All the territory of Burundi				
Project Cost	\$4,583,000				
Percent Spent by 30/9/09	79 percent				
Duration	12 months planned (29 months actual)				
SC Approval Date	5 April 2007	Starting Date	24 August 2007	Completion Date	31 Dec. 2009
Project Description The project aims at rehabilitating 14 already existing barracks that will serve as accommodation for soldiers and consolidating the process of integration of FDN.					
Goal <ul style="list-style-type: none"> Reduce human rights violations targeted at the civil population and start the basis to improve the discipline and professionalism of FDN. 					
Objective <ul style="list-style-type: none"> Rehabilitate the barracks and barrack the soldiers. 					
Planned Outputs, Key Activities, and Procurement					
<i>Planned Outputs</i> <ul style="list-style-type: none"> Reduce the violations of human rights and banditry acts towards the civil population. Establish the bases to improve the discipline and professionalize the FDN. Increase the effectiveness of the control of stocks of arms. Rehabilitate the 14 barracks. 					
<i>Planned Key Activities</i> <ul style="list-style-type: none"> Rehabilitate 14 barracks. Resettle displaced families. Close multiple military positions and barrack the soldiers. Review and broadcast the management procedures of arms. 					
<i>Planned Procurement</i> <ul style="list-style-type: none"> IT Equipments, Vehicles, Building materials, Office Furniture. 					

³⁵ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings
B-2 – Military Barracks

Overall Assessment		<p>The PBF projects in the security sector were much more coherent and mutually reinforcing than those in any of the other sectors receiving PBF funding. This is particularly true for the projects that were targeted at the National Defense Forces (FDN) – the Military Barracks Project, Morale Building, and the Displaced Families Project. Combined together, these three projects pushed forward the reform of an institution that has been a critical driver of peace in the country, which could be a significant driver of renewed conflict if it does not function according to republican principles. These projects therefore made a high contribution to catalyzing key institutional capacity and gave the population a high peace dividend by decreasing the abuses that the military committed against the population to whom we spoke. In addition, by strengthening the professionalism of the FDN and the relationships between the former military and rebels within the institution, the people with whom we spoke reported that relationships improved, something that could contribute to the possible prevention of renewed conflict and violence. For these results to be reinforced and sustainable, the FDN needs to continue this work, which it is doing in part with the support of the Dutch. It should look toward external sources of verification and monitoring of their progress.</p>
Results	Positive Results	<ul style="list-style-type: none"> • 23,700 troops but in barracks. • Improved conditions within the 17 rehabilitated barracks. • Perceived reduction in human rights abuses by military against the communities in which they were based. • Increased independence of population from military. • Increased control and management of soldiers, combined with the Moral Building Project, increased the cohesion of the military and relationships among troops.
	Negative Results	<ul style="list-style-type: none"> • The treatment of the widows who lived in the barracks was a negative result. They did not want to leave the barracks and said that they were not able to return to their homes because their husbands’ families would not respect their right to the land, and the Burundian law would not protect them. The project should have taken their particular situation into account when designing this project and the accompanying Displaced Families Project. • Because the project rehabilitated barracks, rather than constructing new barracks, many of the barracks are overcrowded. With the integration of the former FNL troops into the FDN, and the integration of the former CNDD-FDD and FAB troops together to form the FDN, the number of troops is higher than what the barracks were intended to house. While this is not a negative result of the way that the project was implemented, it is a choice that was made in the project design that has implications for the morale of the troops in the barracks.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; Ceasefire Accord; Priority Plan; Strategic Framework
	Funding Gap	<ul style="list-style-type: none"> • Critical Funding Gap

		<ul style="list-style-type: none"> ○ This project filled a critical funding gap. All donors and observers, and many project staff, interviewed for this evaluation agreed that the PBF should definitely support projects that fall within the critical funding gap category. These are projects that bilaterals are unlikely to support, particularly with ODA funding, either because they are considered to be too political or because the outcomes are considered to be too risky and uncertain.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a high relevance of design to goal. • There was a high quality implementation that included important gender innovations. Women were selected as construction workers to rehabilitate the barracks. Nonetheless, the project should have carried out a more thorough needs evaluation prior to beginning the rehabilitation of the barracks to ensure that it was addressing the real needs of the troops in its rehabilitation plans. It should have also considered involving the military themselves in the construction, which would have built their capacity and would have reduced the money needed to carry out the project.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • This project had a high level of effectiveness. The civilian populations that we interviewed reported that they now had a much better relationship with the military, and that the violations of the military against the population had diminished now that the military had returned to the barracks. In addition, the project seems to have had an important additional positive effect of improving the relationship between the military themselves who now live together in the same place.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • There was a high-level cost efficiency in comparison with other projects within the \$3,000,000 to \$7,000,000 funding range. • The Military Barracks Project was the most cost efficient in its category, enabling 23,000 troops to be placed into rehabilitated barracks of a good quality. The project did lose money with some of the local contractors that it employed in the rehabilitation. UNDP decided that it preferred to resolve this local level corruption by not continuing to employ the contractor, rather than by taking them to court. Furthermore, the project could have reduced its cost if it had involved the troops themselves and the local community in the rehabilitation of the barracks.
	Timeliness	<ul style="list-style-type: none"> • Low-level timeliness – 17 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • Population-military relationship changed • High – Catalyze Institutional Capacity of institution that is critical to peace consolidation – the national army. • Medium – Potential to Prevent Escalation because of the improved internal cohesion within military, which is reinforced by the Morale Building Project. Nonetheless, this cohesion is still fragile and may break apart if political tensions arise. • High – Peace Dividend for the population. • Military no longer living in population in areas where barracks were rehabilitated; greater cohesion between former rebels and army now in FDN.

	Catalytic Funding	<ul style="list-style-type: none"> • Yes. Funding for additional barracks available from the Dutch.
	Sustainable Capacity Built	<ul style="list-style-type: none"> • Barracks have been rehabilitated and the FDN has committed to maintaining these structures. This is a high level of sustainable capacity built.
	National Ownership	<ul style="list-style-type: none"> • There is a high level of National Ownership by the Ministry of Defense. The project was their idea, they implemented it, and they are committed to ensuring the sustainability of the results.
Recommendations	<ul style="list-style-type: none"> • Ensure the maintenance of the rehabilitated barracks and the required supporting services. • Investigate the need and possibility of building larger and/or additional barracks. • Ensure that the physical services are present to ensure the discipline and professionalism of the FDN, based on a needs assessment. • The projects focused on the FDN should have been one program, with separate components, rather than three separate projects. We recommend that these serve as a model for how a PBF program could be developed in the future. 	

B-3 – National Intelligence Service (SNR) Project

Project Description ³⁶ B-3 – National Intelligence Service (SNR)		
Recipient UN Organization: BINUB		Priority Area: Strengthening of Rule of Law in Security Forces
National Authority: Office of the President of the Republic		
Project Number:	BDI/B-3	
Project Title:	Support for the National Intelligence Service (SNR) to uphold the Rule of Law	
Location	SNR office in Bujumbura and its branches within the country	
Project Cost	US\$ 500, 000	
Percent Spent by 30/9/09	82 percent	
Duration	12 months planned (24 months actual)	
JSC Approval Date: 27 June 2007	Starting Date: 23 Oct. 2007	Completion Date: 31 Oct. 2009
<p>Project Description</p> <p>In spite of the will of the government to effect far-reaching changes in the functioning of the National Intelligence Service (SNR), in practice there is the persistence of the former habits characterized by human rights violations committed by some SNR agents, disregard of the due process and, very often, poor analysis of the security risks. In order to effectively play its role of identifying and preventing security hazard, SNR has decided to speed up its reform programs by ensuring (i) a better understanding of its role in the peacebuilding process; (ii) a comprehensive training program hinged on respect of the rule of law, human rights and gender; and (iii) capacity building in the area of the management of human and financial resources for greater accountability.</p>		
<p>GOAL</p> <ul style="list-style-type: none"> • Enable the SNR to fully assume its responsibility regarding the security of state institutions, as well as the safety of people and their property, in strict compliance with the rule of law. <p>Objectives</p> <ul style="list-style-type: none"> • Clarify the mandate of the SNR and its contribution to peacebuilding at the national level. • Strengthen SNR oversight bodies provided for in the constitution. • Strengthen the capacity of professional and technical staff. 		
<p>Planned Output, Key Activities, and Procurement</p> <p><i>Planned Output</i></p> <ul style="list-style-type: none"> • Build a shared and practical understanding of the role and responsibilities of an intelligence service in the peacebuilding process, within the framework of the democratization of the institutions. • Facilitate more effective parliamentary control. • Ensure that intelligence authorities and officers discharge their duties more professionally and in strict respect of the rule of law and human rights. <p><i>Planned Key Activities</i></p> <ul style="list-style-type: none"> • Brainstorming on the missions and mandate of an intelligence service in a democratic society and particularly in a post-conflict country. • Organizing special training for members of the Special Parliamentary Commission whose terms of reference include control of the SNR. • Design and organize a training program adapted to the different levels of SNR staff. <p><i>Planned Procurement</i></p> <ul style="list-style-type: none"> • Training modules, assessment of trainings, training materials, assessment for the rehabilitation of training offices, equipments of training offices, equipments for the management unit. 		

³⁶ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings
B-3 – National Intelligence Service (SNR)

Overall Assessment		The National Intelligence Service (SNR) project had an important impact on a previously opaque and much feared institution of the state. It helped the SNR to develop a code of conduct and to train its staff in responsible intelligence. During the period of the project, the SNR became much more open to visits by human rights organizations and the number of abuses by SNR staff against the population decreased significantly according to statistics gathered by human rights observers. As a result, the SNR project made an important contribution to catalyzing key institutional capacity and providing a peace dividend to the population. The contribution of the project was made possible by a new openness in the SNR that was itself catalyzed by the advocacy of national and international human rights advocates and international donors. Nonetheless, the SNR remains an institution that is feared for its human rights abuses and political agenda and is not subject to external regulation or control. Thus, the overall contribution of the project to the potential prevention of the escalation of future conflict is low.
Results	Positive Results	<ul style="list-style-type: none"> • Contributed to improving the transparency of detention centers at SNR. • Contributed to improving the communication between human rights organizations and the SNR. • Contributed to the reduction of human rights abuses committed by the SNR against the population. • Established a code of conduct for the SNR and improved the knowledge of SNR personnel and observers of these principles through the training of approximately 250 people.
	Negative Results	<ul style="list-style-type: none"> • We did not find any negative results of this project.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • This project does not appear in any guiding documents. The expert group and mission leadership added the Small Business and National Intelligence Service Projects after the fact.
	Funding Gap	<ul style="list-style-type: none"> • Critical Funding Gap <ul style="list-style-type: none"> ○ The SNR project filled a critical funding gap. All donors and observers, and many project staff, interviewed for this evaluation agreed that the PBF should definitely support projects that fall within the critical funding gap category. These are projects that bilaterals are unlikely to support, particularly with ODA funding, either because they are considered to be too political or because the outcomes are considered to be too risky and uncertain.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a medium relevance of design to goal because SNR remains political tool. The goal of ensuring that the SNR respects the rule of law has not been addressed or met by this project, as it remains primarily accountable to the Presidency. Nonetheless, the project made a very important contribution to enabling the SNR to change the approach of many of its staff, which, according to human rights observers, led to a significant decrease in human rights violations committed by the SNR against the population, both within the SNR detention center and in the communes.

		<ul style="list-style-type: none"> There was high quality implementation with key involvement of civil society. The SNR Project employed an innovative approach of involving a local human rights organization in the monitoring of the project, to ensure that the project was of the quality necessary to enable the next tranche of funding to be released. This was a very effective approach, and should be replicated in other PBF interventions.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> The project was very effective in improving the SNR's respect of human rights and the openness of the SNR to human rights observers. The project also improved the knowledge of SNR as to how they should carry out their mission. Nonetheless, the project did not enable the SNR to establish significant safeguards to guarantee that the SNR could ensure the safety of people and their property in strict compliance with the rule of law. It was clearly beyond the capacity of the project to engage in this level of institutional change and transformation. Nonetheless, if there is the will to continue to reform the SNR, then it should examine ways to guarantee that it respects the rule of law.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> There was high-level cost efficiency in comparison with other projects within the \$500,000 and under funding range. Out of those projects that were \$500,000 or under, the SNR and Morale Building resulted in the clearest contribution to peace consolidation. Compared to the other projects, they provided good value for money. Nonetheless, the SNR project purchased quite a bit of office equipment that was not likely to have been directly relevant to the results of the project. Even with the relatively small amount allocated for this project, it is very likely that the cost efficiency could be significantly improved.
	Timeliness	<ul style="list-style-type: none"> Low-level timeliness – 12 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> High – Catalyze Institutional Capacity of an institution that is critical to peace consolidation. The SNR has been, and still is, greatly feared by the population as a tool of the state to carry out its biddings, whether within or outside of the law. It is a manifestation of the mistrust between state and society. Improving its relationship with the society therefore helps to reduce the mistrust between state and society. <ul style="list-style-type: none"> The behavior of institution was changed. Fundamental political and legal issues were left unaddressed, and the sustainability of change remains uncertain. Low – Potential to Prevent Escalation because the SNR remains a highly politicized institution. High – Peace Dividend because of the significant reduction in abuses by the SNR against the population.
	Catalytic Funding	<ul style="list-style-type: none"> No follow-up funding promised.
	Sustainable Capacity Built	<ul style="list-style-type: none"> The capacity of individuals and institution was built. The degree to which they are sustainable, however, depends on the continued will within the organization to enforce “good behavior” and to continue to develop external accountability mechanisms. A meeting room was built.
	National Ownership	<ul style="list-style-type: none"> There was a high degree of National Ownership, as this project originated from the SNR and was implemented by the SNR. The sustainability of the changes and the new approach is uncertain because the institutional frameworks do not yet exist to enforce or reinforce it.

Recommendations	<ul style="list-style-type: none">• Advocate for the informed oversight of the SNR by the Parliament.• Develop a strategy to continue and reinforce training within SNR, particularly in the area of human rights.• Increase the mechanisms through which the community can hold the SNR accountable for its actions. The green line is not yet working. These accountability mechanisms need to be in place and the community needs to be clearly and regularly informed of their existence and how they can be used.• Increase mechanisms within SNR to enforce and encourage behavior in line with the code of conduct.• Increase the exchange sessions between SNR and the community. Many are still not aware of the new openness in the SNR.
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B-4 – Burundian National Police (PNB) Project

Project Description ³⁷ B-4 – Burundian National Police (PNB)		
Recipient UN Organization: BINUB		Priority Area: Strengthening of rule of Law in Security Forces
National Authority: Ministry of Interior and Public Security		
Project Number:	BDI/B-4	
Project Title:	Support to Burundian National Police of operational proximity	
Location	The whole country	
Project Cost	US\$6,900,000	
Percent Spent by 30/9/09	65 percent	
Duration	12 months planned (26 months actual)	
JSC Approval Date: 05 July 2007	Starting Date: 24 Oct. 2007	Completion Date: 31 Dec. 2009
<p>Project Description</p> <p>Since independence, police duties such as maintaining law and order as well as security within Burundi were performed by the national army. The Arusha Peace and Reconciliation Agreement for Burundi, signed on 28 August 2000, and the ceasefire agreements that supplement it, were intended to rectify this situation by providing for the establishment of the National Police Force of Burundi (PNB). The heterogeneous character of the PNB personnel and the fact that most of the force is without proper police training too often leads to violations of the civil rights of the very citizens that the PNB is supposed to protect.</p> <p>The project aims to supplement the activities supported by other partners to improve corps spirit, discipline and respect for the rule of law. It essentially involves conducting the census of the force and the training scheme. The first part of the project is aimed at making police officers more visible and easily identifiable by giving them new uniforms and attributes. The second part is aimed at strengthening the operational capacities of the PNB, by providing the corps with data processing and transmission resources, as well as transport facilities to enable the force to effectively control the security situation of the country. Indeed, the installation of such a network and the provision of transport and transmission facilities tailored to the needs of these tasks will allow for better mobility and coordination of its activities in the concerted anti-crime effort. The installation of a computer network will help to link the central services to the decentralized services and to modernize the management of the police force to ensure greater accountability. These improvements will make it possible to consolidate the gains of the integration process, thereby contributing to the peacebuilding in Burundi and the emergence of a real community police force.</p>		
<p>GOAL</p> <ul style="list-style-type: none"> • Permit the transformation the PNB into a community police force that has the ability to provide security for persons and property within the framework of respect for republican principles and human rights. <p>Objectives</p> <ul style="list-style-type: none"> • Strengthen the discipline, team spirit and the trust of the population in the police as a result of the increased empowerment of the PNB. • Allow to the PNB to efficiently control the security situation in the country under control and better coordinate its activities by the strengthening of its operational capacities. 		
<p>Planned Outputs, Key Activities, and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> • Strengthen the discipline, team spirit and the trust of the population in the police as a result of the increased empowerment of the PNB. • Assist the PNB to efficiently control the security situation in the country and better coordinate its activities by strengthening its operational capacities. 		

³⁷ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Planned Key Activities

- Organize trainings on behalf of specialists in administration and management.
- Give each policeman clothes in conformity with the legislation and withdrawal of formal clothes.
- Organize sensitization campaigns to strengthen the collaboration between the population and the staff of the PNB.
- Distribute books on deontology in Kirundi and French.
- Conceive and implement the pilot project on broadcast programs
- Progressively withdrawal war arms possessed by the policemen.
- Compose operational centers and networks of transmission.
- Install a computer network.
- Acquire rolling material for the benefit of a general police station of judicial police.
- Install a free line number (green number) in different operational centers and sensitize the population on the existence of this line and how to use it.

Planned Procurement

- Training modules, assessment, training furniture, information/ sensitization radio programs booklets of deontology, technical assistance, network computer, work and campaign cloths, attributes, equipment of transmission and operational centers, rolling material.

Findings

B-4 – Burundian National Police (PNB)

Overall Assessment		The Police Project had real potential to increase the capacity of an institution that is critical to the continued success of peace consolidation and to prevent the escalation of violence in the near future. While the distribution of some of the uniforms and the equipment to the police did increase their positive visibility and their capacity to respond to the needs of the population, the fact that a significant portion of the uniforms were of bad quality had a negative outcome on the visibility of the police and on the reputation of the UN. While the project has worked hard to rectify the original problem, and is in the process of ordering new uniforms, the initial set of poor quality uniforms provided by manufacturer had an effect that was the opposite of what the project intended. This project shows how important it is for the UN to ensure that the right technical capacity is available to implement and support PBF projects, which are very often of a highly sensitive nature and may be different from those that Recipient UN Organizations are used to implementing.
Results	Positive Results	<ul style="list-style-type: none"> • Improved the visibility and professional appearance of the police through the provision of uniforms. • Improved communication capacity of the police, through the provision of VHF radios and training in their usage. • Improved the transportation of the police through the provision of cars. • Improved the rapid response capacity of the police, in particular of those charged with civil protection.
	Negative Results	<ul style="list-style-type: none"> • 32,000 of the uniforms purchased by the project are of poor quality and began fading after one week of wear and washing. This had a negative impact on the perception that that population had of the police. This also had a negative impact on the perspective that the population and the police had of the UN, who ordered the uniforms. The visibility and magnitude of this problem makes it a significant failure of the PBF support to Burundi. • The UN or the Ministry of Public Security did not consult the police ranks during the project design. Consequently, the uniforms ordered were not the appropriate size for all of the police. The police in Bujumbura had the first pick of the right size and the police in the provinces were often left with uniforms that did not fit, but which they had to wear in any case. Furthermore, the police who we interviewed indicated that they would have preferred that their local police stations be rehabilitated instead of receiving new uniforms, cars, and radios. Whether it would have made sense for the PBF project to support this effort is unclear, but what is clear is that there were many other options for how the money could have been spent, and that a needs assessment would have contributed significantly to improving the degree to which the project targeted the real needs of the police.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; Ceasefire Accord; 1719; Priority Plan; Strategic Framework; PRSP; UNDAF+
	Funding Gap	<ul style="list-style-type: none"> • Critical Funding Gap

		<ul style="list-style-type: none"> ○ This project filled a critical funding gap. All donors and observers, and many project staff, interviewed for this evaluation agreed that the PBF should definitely support projects that fall within the critical funding gap category. These are projects that bilaterals are unlikely to support, particularly with ODA funding, either because they are considered to be too political or because the outcomes are considered to be too risky and uncertain.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a low relevance of design to goal because the provision of equipment does not significantly change behavior, particularly when the majority of the police never received basic training before they were transformed from participants in armed groups to guarantors of public security. • There was low quality implementation because of insufficient oversight on the part of the project staff and on the part of the procurement staff. The low quality implementation resulted in a significant negative impact of the project on the image of the police.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • The project was not very effective in achieving its goal of helping to transform the Burundian National Police into a community police force. The uniforms intended for the office and for traffic cops were of good quality and the fact that police were not allowed to carry their battle arms with them <u>did</u> make a difference in the visibility and perception that much of the population had of the police. Nonetheless, this did not make a clear contribution to changing the behavior of the police and made no noticeable change in the respect that the police have for republican principles or for human rights. Furthermore, the fact that a significant portion of the uniforms was of bad quality actually had an adverse effect on the project goal – decreasing the respect that the population had for the police, and the self-esteem that they had for themselves when wearing the uniforms. • The communication and transportation equipment did increase the effectiveness of the police in some cases, but many of the cars were not well maintained and the communication equipment suffered from communication problems that plague the country. In the province of Ngozi, for example, the VHF radios were not working because the communication tower was down. In sum, the capacity of the police to maintain the new equipment is uncertain.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • There was a low-level cost efficiency in comparison with other projects within the \$3,000,000 to \$7,000,000 funding range. • The Police Project was cost inefficient, primarily because it had a negative impact, which resulted from their inability to effectively manage and monitor the way that the large amounts of money in their budgets were being spent. The project was also inefficient because it purchased a great deal of material and equipment that was not of good quality or which the police were not able to maintain effectively because they did not know how to drive or were not used to operating and maintaining this type of equipment. Several people commented that the Police Project just had too much money to spend, and not enough careful oversight of the funds or sufficient incentives to spend it efficiently. • The project also experienced personnel issues that impacted its efficiency and effectiveness. It was understaffed for the amount of money that it had to spend, reducing its capacity to monitor the project

		activities. Furthermore, the collaboration between the UN and the Ministry of Public Security was not optimal.
	Timeliness	<ul style="list-style-type: none"> • Low-level timeliness – 14 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • Medium – Catalyze Institutional Capacity. The project made some contribution to increasing the positive visibility and capacity of the police, who were in serious need of new uniforms and equipment. • Low – Potential to Prevent Escalation. • Low – Peace Dividend. The project negated its peace dividend largely because of the negative impression given by the poor quality uniforms.
	Catalytic Funding	<ul style="list-style-type: none"> • Additional funding for more equipment is uncertain, although other donors are funding police training.
	Sustainable Capacity Built	<ul style="list-style-type: none"> • New uniforms in good condition are self-sustaining. • It is unclear how cars and communication equipment will be maintained and thus if these build sustainable operational capacity.
	National Ownership	<ul style="list-style-type: none"> • There was a low level of National Ownership of the project. The project was largely run by and decisions were largely made by BINUB and UNDP, and yet these international partners did not conduct sufficient quality control of the materials that they ordered or of the requests provided to them by the Ministry of Public Security. This project suffered from poor cooperation, collaboration, and mutual accountability within and between international and national counterparts in the project implementation.
Recommendations	<ul style="list-style-type: none"> • Quickly replace uniforms that are not of appropriate quality. • Develop a strategy for providing all police with necessary uniforms, ideally of the right size. • Increase the capacity to maintain and use appropriately equipment provided to the police. • Develop a strategy to train police in all methods necessary to ensure respect of republican principles and human rights, and improve the mechanisms available to monitor and reinforce these behaviors. • Ensure that there is sufficient staff to closely monitor all activities for a project of this magnitude. 	

B-5 – Morale Building of the National Defense Forces (FDN) Project

Project Description ³⁸ B-5 – Morale Building of the National Defense Forces (FDN)		
Recipient UN organisation: BINUB/UNDP		Priority area: Strengthening the Rule of Law in Security Forces
National authority: Ministry of National Defense and Veterans' Affairs		
Number and title of the project	PBF/BDI/B-5: Promotion of discipline and improvement of relationships between the National Defense Forces (FDN) and the population through moralization of troops.	
Area of intervention	Nationwide	
Cost of project	\$US 400,000	
Percent Spent by 30/9/09	72 percent	
Duration	12 months planned (22 months actual)	
JSC Approval Date: 26 October 2007	Start date: 1 March 2008	Date of completion: 31 Dec. 2009
<p>Project Description</p> <p>In the continuation of the implementation of signed agreements including the Arusha Agreement, the Government of Burundi is engaged in a reform of the defense and security sector. Indeed, throughout the war, the discipline has declined; continuing training of members of former Burundian Armed Forces was suspended; and the training of armed political parties and movements did not conform to the principles of a professional army. The training activities envisaged under this project aim at professionalizing the new National Defense Force so that it can firmly guarantee the security of the state and all citizens without discrimination. They will also promote unity between the former belligerents and improve the cohabitation between the military and the neighboring civilian populations. The organization of the various training workshops for members of the National Defense Force will facilitate capacity building in various fields in order to better exercise command and lay the foundations for the professionalization of the forces. Such training will promote a reduction in the number of violations committed by some members of the National Defense Force against the population. Moreover, the organization of sports and development activities involving the military and the neighboring civilian populations will restore confidence and promote the emergence of a new ethic of relations and harmonious collaboration necessary for the consolidation of peace and security.</p>		
<p>Goal</p> <ul style="list-style-type: none"> To promote the creation of a professional and republican army in harmony with the whole population, and capable of performing its mission at the national and international levels. <p>Objective</p> <ul style="list-style-type: none"> To promote discipline, respect for human rights and political neutrality by advancing the knowledge in the military leadership and International Humanitarian Law. 		
<p>Expected Results, Planned Key Activities, and Procurement</p> <p><i>Expected results</i></p> <ul style="list-style-type: none"> Reinforce the military commandment through the training of trainers and military leadership training. Sustain the training achievements by providing educational tools. Witness a perceptible change in the behavior of the members of the National Defense Force in discipline, military leadership, and respect for human rights and political neutrality while also strengthening the capacity of the command structures. Encourage a better perception of the mission and role of the National Defense Force by the population as the latter prepares to cooperate with the former. <p><i>Key Activities</i></p> <ul style="list-style-type: none"> Identify and organize the training of local trainers. 		

³⁸ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

- Design, produce and distribute training and sensitization materials.
- Organize the training of members of National Defense Force in the field of military leadership and other topics that contribute to change the behavior of members of the National Defense Force including gender mainstreaming.
- Organize a seminar to formulate recommendations for the sustainability of the project underway on behavior change.
- Organize activities bringing together the population and members of the National Defense Force such as:
 - Mass sport
 - Community development activities
 - Environment protection activities
- Organize training on topics such as the fight against AIDS, gender, violence based on gender, health and the environment, etc.

Procurement

- Training, content of the training modules, training equipments, benches, boards, tables, chairs, 3 vehicles, fuel, computer equipments, projectors, various office supplies.

Findings B-5 – Morale Building of the National Defense Forces (FDN)		
Overall Assessment		The PBF projects in the security sector were much more coherent and mutually reinforcing than those in any of the other sectors receiving PBF funding. This is particularly true for the projects that were targeted at the National Defense Forces (FDN) – the Military Barracks Project, Morale Building, and the Displaced Families Project. Combined together, these three projects pushed forward the reform of an institution that has been a critical driver of peace in the country, which could be a significant driver of renewed conflict if it does not function according to republican principles. These projects therefore made a high contribution to catalyzing key institutional capacity and gave the population a high peace dividend by decreasing the abuses that the military committed against the population to whom we spoke. In addition, by strengthening the professionalism of the FND and the relationships between the former military and rebels within the institution, the people with whom we spoke reported that relationships improved, something that could contribute to the possible prevention of renewed conflict and violence. For these results to be reinforced and sustainable, the FDN needs to continue this work, which it is doing in part with the support of the Dutch. It should look toward external sources of verification and monitoring of their progress.
Results	Positive Results	<ul style="list-style-type: none"> • Developed Military Penal Code. • Developed Military Code of Conduct. • Increased the knowledge in the FND of the code of conduct and other desired behaviors including modules on gender, HIV/AIDS, leadership, International Humanitarian Law, and Hygiene. • Perceived change in behavior among military members who were trained. • Development of capacity within FDN to continue to train new recruits.
	Negative Results	<ul style="list-style-type: none"> • Our research did not uncover any negative results.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; Ceasefire Accord; 1719; Priority Plan; Strategic Framework; PRSP; UNDAF+
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ○ This project filled a temporal funding gap, which is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There was a medium relevance of design to goal because the goal – “To promote the creation of a professional and republican army in harmony with the whole population, and capable of performing its mission at the national and international levels” – is vast and cannot be accomplished through training alone. Nonetheless, the project design does have a high level of relevance to the project objective – “To promote discipline, respect for human rights and political neutrality by advancing the knowledge in the military

		<p>leadership and International Humanitarian Law.”</p> <ul style="list-style-type: none"> • There was medium quality implementation because of delays in delivery of manuals and training. The fact that this project focused on trainings of trainers and only used a few external trainers was very effective, both in terms of cost effectiveness, in terms of the appropriation of the material, and in terms of the capacity built.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • The project has thus far had a high level of effectiveness. Nonetheless, because the training is still ongoing, and has been fully appropriated by the FDN, it is not possible to judge the effectiveness of the training on the behavior of the FDN. The project was very effective in establishing the basis for building the morale, knowledge, professionalism, and cohesion within the FDN, but it did not create a professional and republican army, as training is insufficient to do so, and there remain significant political and social challenges to the full professionalization of the FDN. In terms of the project’s expected results, it is too early to judge to what degree the project contributed to changing the perception of the FDN in general and by the population in particular. • The rank and file military that we interviewed were very pleased with the morale building modules and trainings and felt that they made an important contribution to their own capacity and to the relationship between the soldiers.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> • There was a high-level cost efficiency in comparison with other projects within the \$500,000 and under funding range. • Out of those projects that were \$500,000 or under, the SNR and Morale Building Project resulted in the clearest contribution to peace consolidation. Compared to the other projects, they provided good value for money. • The Morale Building Project used only a few external trainers, and focused on training trainers, which was both more cost effective and interviewees reported that it created greater confidence in the information being transmitted.
	Timeliness	<ul style="list-style-type: none"> • Low-level timeliness – 10 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> • High – Catalyze Institutional Capacity. This project catalyzed institutional capacity in an institution that is critical for peace consolidation. • Medium –Potential to Prevent Escalation. The degree to which the project will prevent the escalation of conflict also depends on political factors, although the project could certainly contribute to preventing escalation by increasing the cohesion among the soldiers within the FDN.
	Catalytic Funding	<ul style="list-style-type: none"> • Additional funding made available from the Dutch, catalyzed by the PBF project.
	Sustainable Capacity Built	<ul style="list-style-type: none"> • Training sustainable through training of trainers and distribution of manuals. • The sustainability of the results depends on the degree to which the FDN is politicized and the degree to which the training and new standards are rigorously applied throughout the FDN.
	National Ownership	<ul style="list-style-type: none"> • This project has a high level of National Ownership. It was conceptualized by the FDN, implemented by the

		FDN, and is being sustained by the FDN. It still needs financial support from donors, which the Dutch are providing.
Recommendations	<ul style="list-style-type: none"> • Continue training in modules at all levels of the FDN and ensure that a system is in place to reinforce the training and code of conduct. • Develop a strategy to continue to professionalize the FDN and to ensure that adequate external and internal mechanisms are in place to reinforce the accountability of the FND to the state and society. • Develop a system to monitor the effectiveness of the morale building program in the FDN, and regularly improve and update the program in relation to information gathered about its effectiveness. 	

C-1 – Independent National Human Rights Commission (CNIDH) Project

Project Description ³⁹ C-1 – Independent National Human Rights Commission (CNIDH)					
Recipient UN Organization: OHCHR/BINUB			Priority Area: Strengthening of Justice, Promotion of Human Rights, Reconciliation and Fight against Corruption		
National Authority: Ministry of National Solidarity, Human Rights and Gender					
Project Number and Title:	PBF/BDI/C-1 Support to the implementation of an Independent National Commission of Human Rights and the launching of its activities.				
Location	All the territory of Burundi				
Project Cost	US\$ 400,000				
Percent Spent by 30/9/09	74 percent				
Duration	12 months planned (32 months actual)				
JSC Approval Date	7 March 2007	Starting Date	28 May 2007	Completion Date	31 Dec. 2009
<p>Project Description Despite the end of an armed conflict as well as some progress in the domain of human rights, the situation is still worrying. The project aims at supporting the implementation of an Independent National Commission of Human Rights (CNIDH). The commission will also deal with the promotion and protection of human rights. In its activities of training, observation, by its points of view and recommendations, this institution will contribute substantively in the sensitization of the government to its responsibility with regards to the respect of human rights. Apart from its contribution to the regulations of cases of violations of human rights, this institution will finally have a real impact on peace consolidation in Burundi.</p>					
<p>GOAL</p> <ul style="list-style-type: none"> • Fight against the violations of human rights, combat impunity and promote the culture of peace. <p>Objective</p> <ul style="list-style-type: none"> • Improve the situation of human rights in Burundi. 					
<p>Proposed Outputs, Key Activities, and Procurement</p> <p><i>Proposed Outputs</i></p> <ul style="list-style-type: none"> • Make the CNIDH (Commission Nationale Indépendante des Droits de l'Homme) operational and instill in it a respect for international standards. • Ensure that the population and other institutions are sufficiently sensitized on the role, mandate and functioning of the commission. • Help the population become ready to contact and collaborate with the commission in the implementation of its mission. <p><i>Proposed Key Activities</i></p> <ul style="list-style-type: none"> • Organize workshops at the national and regional level between the parliamentarians, civil society, media and other target groups on the National Independent Commission of Human Rights. • Prepare, assess the draft of law project, carrying the status of the commission, make the plea and approve the law. • Draft the action plan of the commission (CNIDH). • Inform and sensitize the role, mandate and the functioning of the commission. <p><i>Proposed Procurement</i></p> <ul style="list-style-type: none"> • Vehicles, IT Equipments, Consultancy Services 					

³⁹ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings C-1 – National Independent Human Rights Commission (CNIDH)		
Overall Assessment		The National Independent Commission on Human Rights (CNIDH) has still not been established. The PBF project that intended to create it has purchased the equipment that the commission is supposed to use, some of which is currently used by the OHCHR. This equipment is held as a carrot for the eventual formation of the commission. The fact that the law to create the commission has been developed, and revised, is a statement that progress is being made, awareness is being raised, and some degree of institutional capacity is being catalyzed, although this project cannot declare any real results until the commission is actually created. Furthermore, there is no guarantee that the commission will be created or that its eventual form will contribute to the protection of human rights.
Results	Positive Results	<ul style="list-style-type: none"> • Awareness rose among civil society, government and international community of the importance of and need for a CNIDH. • Draft laws for the creation of the CNIDH written and revised. • Process begun to establish the CNIDH.
	Negative Results	<ul style="list-style-type: none"> • The evaluation did not find any negative results of this project.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; Priority Plan; PRSP; UNDAF+ <ul style="list-style-type: none"> ○ Four projects were in the Priority Plan but not in the Strategic Framework: Youth, Local Public Services, CNIDH, and Land Disputes.
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap. <ul style="list-style-type: none"> ○ This project filled a temporal funding gap, which means that it is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There is a medium relevance of design to the overall goal. The CNIDH is based on a high quality law that would help to achieve the project goal of fighting against the violations of human rights, as well as combating impunity and promoting the culture of peace. There are many other types of activities, however, that could also contribute to this goal and that could have accompanied the CNIDH project in order to make continued progress toward the goal. Increased support to and partnership with national human rights organizations is one potential activity, although this may not have been a critical funding gap. • There is a medium implementation of design because of huge political barriers to achievement of results remain. The National Assembly has prepared two versions of the law to establish the CNIDH – the latter of which is much better than the former. Nonetheless, it has not yet passed the latter law and it is not certain when it will pass it.

Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> The project did not achieve its goal because the CNIDH has not yet been established, although it did make a partial contribution to the goal through its advocacy for the establishment of the CNIDH.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> There is low-level cost efficiency in comparison with other projects within the \$500,000 and under funding range. The CNIDH has not yet been cost efficient, as it has not yet been established. Nonetheless, if it is established and if its establishment contributes to improving the protection of human rights of Burundians, then it is likely to be quite cost-efficient. The cars intended for the CNIDH are currently being used by OHCHR until the CNIDH is established. This means that the CNIDH will not receive new cars, but it also means that the cars purchased with the project money are being used to promote the protection of human rights with or without the establishment of the CNIDH. This increases the cost efficiency of the project.
	Timeliness	<ul style="list-style-type: none"> Low-level timeliness – 20 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Low – Catalyze Institutional Capacity. The establishment of the law for the CNIDH and lobbying for its creation has catalyzed some degree of institutional capacity, although if the CNIDH is not created, then this contribution will be negated. Low – Potential to Prevent Escalation. This project has to date contributed to prevent the escalation of violent conflict.
	Catalytic Funding	<ul style="list-style-type: none"> None
	Sustainable Capacity Built	<ul style="list-style-type: none"> No sustainable results. The only results thus far are the development of laws for the CNIDH and the raised awareness of need for CNIDH. The CNIDH has not yet been created.
	National Ownership	<ul style="list-style-type: none"> No National Ownership by those who can make a real difference in the establishment and functioning of the CNIDH.
Recommendations	<ul style="list-style-type: none"> Continue to raise the awareness of the population of their human rights, ways to combat impunity, and to promote a culture of peace. Increase the degree of coordinated advocacy by all stakeholders for the protection of human rights, fight against impunity, and promote a culture of peace, including those outlined in commitments made by the Burundian state and society. 	

C-2 – Decisions and Judgments Project

Project Description ⁴⁰ C-2 – Decisions and Judgments					
Recipient UN Organization: BINUB/UNDP			Priority Area: Strengthening of Justice, Promotion of Human Rights, Reconciliation and Fight against Corruption		
National Authority: Ministry of Justice					
Project Number and Title:	PBF/BDI/C-2 Reduction of violence and deletion of settling of scores by the reopening of the National Program of assessment and implementation of decisions and judgments done by courts and accompanied by the reinforcement of the legal institution.				
Location	All the territory of Burundi				
Project Cost	US\$ 1,000,000				
Percent Spent by 30/9/09	99 percent				
Duration	12 months planned (16 months actual)				
JSC Approval Date	29 March 2007	Starting Date	4 Oct. 2007	Completion Date	28 Feb. 2009
<p>Project Description</p> <p>Recent reports on jurisdictions in Burundi show that most of the decisions and judgments were not executed since 1993, whereas other affairs are waiting for the assessment on the ground before being pronounced. According to an investigation of the Ministry of Justice, at the end of September 2006, the number of cases on standby was 7107, among which 4020 were related to the final assessment. 3087 cases require the presence of lawyers on the ground. In order to avoid that situation of impunity and the use of extra judicial means by the population, this project will realize assessments on the ground and the implementation of judgments at the Supreme Court, the 3 courts of appeal and the 17 higher court levels.</p>					
<p>GOAL</p> <ul style="list-style-type: none"> To help the citizens fully enjoy their rights by strengthening the work of the judicial institutions, to avoid the use of extrajudicial means, and to contribute to the return of trust in justice and peacebuilding in Burundi. <p>Objective</p> <ul style="list-style-type: none"> Bring the jurisdictions back to a normal rhythm of assessment in all the cases and implementation of judicial decisions. 					
<p>Planned Outputs, Key Activities, and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> Equip the courts to play their role. Restore the rights of the beneficiaries of judicial decisions. Resolve the delay in the implementation of decisions. <p><i>Planned Key Activities</i></p> <ul style="list-style-type: none"> Strengthen the human and material capacity building of courts in order to guarantee the instruction and/or the quick assessment of judicial decisions. Organize missions on the ground aiming at restoring the beneficiaries in their rights. <p><i>Procurement</i></p> <ul style="list-style-type: none"> Vehicles, Media Services, IT-equipment. 					

⁴⁰ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings
C-2 – Decisions and Judgments

Overall Assessment		The Decisions and Judgments Project offered a peace dividend to the population by helping to clear backlogged cases in the region that had been most affected by the conflict and thus had the greatest backlog. Nonetheless, this was a temporary solution that had been applied by the Ministry of Justice in the past, and did not make any sustainable changes to the justice system. This project therefore provides a medium-level peace dividend and makes a low level potential contribution to preventing the escalation of future violence. The project focused only on the provincial-level courts, not the local-level courts. This was not indicated in the original project objective and goal, but was the focus of the project implementation. It is unclear to us why this decision was made, and it is likely that support to local courts in addition to the provincial courts would have been equally, if not more, effective.
Results	Positive Results	<ul style="list-style-type: none"> Enabled 1,621 cases to be judged, 402 judgments to be executed, and the registration of 2,115 new cases for which 712 judgments were made and 133 executed.
	Negative Results	<ul style="list-style-type: none"> We did not find any negative results of this project.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> Arusha; 1719; Priority Plan; Strategic Framework
	Funding Gap	<ul style="list-style-type: none"> Temporal Funding Gap <ul style="list-style-type: none"> This project filled a temporal funding gap, which means that it is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> There was a low relevance of design to overall goal because it does not address structural or political barriers and therefore did not contribute to sustainable results. It provided an immediate “quick fix” but did not make any sustainable change in the justice system. There was low quality implementation because there were reported problems with the reporting of project statistics, and the project monitoring and control of the use of funds was inadequate.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> The project had a low level of effectiveness in achieving its overall goal – to strengthen the work of the judicial institutions in order to avoid extrajudicial killings and contribute to the return of trust in justice. The project design only addressed the backlog in cases, and did not significantly alter the system to ensure that the backlog did not return. Therefore, it may have temporarily contributed to the goal, but it did not make a sustainable contribution to the prevention of extrajudicial killings or the return of trust in the judicial system. The project only focused on the provincial-level courts, not the local-level courts. This was not indicated in the original project objective and goal, but was the focus of the project implementation. It is unclear to us why

		<p>this decision was made, and it is likely that support to local courts in addition to the provincial courts would have been equally, if not more, effective.</p>
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> There was low-level cost efficiency in comparison with other projects within the \$500,000 to \$2,000,000 funding range. This project contributed to increasing the number of cases processed and judged, but did not significantly change the systems and institutions that enable access to justice and prevent impunity. Consequently, while the money was used to make an immediate impact, the sustainable contribution of this activity is uncertain, as is the sustainable added value of the investment. Furthermore, the Ministry of Justice may not be able to effectively maintain the cars and office equipment provided by the project to the courts, greatly reducing the added value provided by the goods purchased with over half of the project funding (\$602,000). The project could have undoubtedly been designed and implemented in a more cost-efficient way.
	Timeliness	<ul style="list-style-type: none"> Mid-level timeliness – 4 months late. The two justice projects were implemented within the shortest timeframe – 16 months – of all of the projects.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Medium – Peace Dividend. The project cleared a backlog of cases and thus showed results to the population, but did not make any structural changes to continue to address new cases in a more effective and efficient way. The peace dividend was not sustainable, and could result in a peace disappointment if cases are not addressed. Low – Potential to Prevent Escalation
	Catalytic Funding	<ul style="list-style-type: none"> No.
	Sustainable Capacity Built	<ul style="list-style-type: none"> Institutional capacity was built through cars and computers, but not changed. This is a temporary result, which is not sustainable because the financial and structural problems still exist.
	National Ownership	<ul style="list-style-type: none"> There was no National Ownership of the results or changes because there were not sustainable results or changes.
Recommendations	<ul style="list-style-type: none"> Include all relevant stakeholders in the development and implementation of a comprehensive strategy to significantly increase the independence and effectiveness of the judiciary. 	

C-3 – Local Tribunals Project

Project Description ⁴¹ C-3 – Local Tribunals					
Recipient UN Organization: UNDP			Priority Area: Strengthening of Justice, Promotion of Human Rights, Reconciliation and Fight against Impunity.		
National Authority: Ministry of Justice					
Project Number:	PBF/BDI/C-3				
Project Title:	Rehabilitation of judicial system of basis for a reduction of conflicts within communities via the reconstruction and the equipment courts at the low level.				
Location	8 provinces of Burundi				
Project Cost	US\$ 800,000				
Percent Spent by 30/9/09	88 percent				
Duration	12 months planned (16 months actual)				
JSC Approval Date	10 May 2007	Starting Date	4 Oct. 2007	Completion Date	28 Feb. 2009
<p>Project Description The crisis that Burundi underwent beginning in 1993 was characterized by a fratricidal war that killed many people and destroyed infrastructures. Moreover, some infrastructure that was not destroyed still needs to be rehabilitated, something that is the same case for courts at the low level. For the moment, some courts are working in offices belonging the communal administration as well as churches. Public hearings are often postponed because there are some other activities taking place at the same time. Moreover, this situation is compromising the principle of independence of the judicial power face from the executive power. Though the construction of 32 courts, the project will allow judges to deal with judicial decisions under good conditions and within a reasonable deadline and to establish the confidence of the answerable in justice. This will avoid the potential recourse to other extrajudicial means, something that has often been the case previously in Burundi.</p>					
<p>GOAL</p> <ul style="list-style-type: none"> Guarantee the independence of the magistracy via the construction and equipment of 32 courts at the low level. <p>Objective</p> <ul style="list-style-type: none"> Bring the judicial services close to the population. 					
<p>Planned Outputs, Key Activities, and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> Protect the principle of independence of the magistracy. Build and equip 32 courts. <p><i>Planned Key Activities</i></p> <ul style="list-style-type: none"> Develop studies, monitor needs and invitations to tenders. Construct 32 courts. Equip 32 courts. <p><i>Planned Procurement</i></p> <ul style="list-style-type: none"> Studies, building materials, office equipment and computers. 					

⁴¹ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings
C-3 – Local Tribunals

Overall Assessment		<p>The Local Tribunals Project significantly increased the visibility of local level courts and thus the access that the population has to judgments. Nonetheless, these courts remain dependent on the local administrators for resources, which compromises their independence, and are not able to execute many of their judgments because they lack transportation. Additionally, the project did not consult sufficiently with the population or the local judges before it began construction, and instead privileged cooperation with the Ministry of Justice and another donor (the EU). This led to the construction of waiting rooms that are too small for their purposes and court buildings that were not of the ideal quality because of the lack of supervision of the reconstruction process. Nonetheless, because of the importance of the visibility of the courts for the population’s access to justice, this project provided a mid-level peace dividend. The fact that other donors were simultaneously funding it, however, shows that it was not a critical funding priority and may not have needed to receive PBF funding.</p>
Results	Positive Results	<ul style="list-style-type: none"> • 17 local tribunals built and equipped with PBF funds. • Significant increase in access to local courts in areas where local tribunals were built.
	Negative Results	<ul style="list-style-type: none"> • The local courthouses have a waiting room that is too small, which means that if it is raining, witnesses may have to wait in the rain. They may decide to leave rather than waiting under these conditions, therefore decreasing access to justice for those participating in the court trial. • The equipment provided and the construction of the courthouses that we visited at random was not of high quality. The filing cabinets could be opened with any key, and were thus insecure. The walls in the courthouse were not of high quality.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; Priority Plan; Strategic Framework
	Funding Gap	<ul style="list-style-type: none"> • Complementary Funding <ul style="list-style-type: none"> ○ The PBF funding complemented funding that was provided by other donors (the Burundian Government and European Union) and enabled countrywide coverage. Among those interviewed, there was much doubt as to whether these projects were priority areas for PBF funding if other donors were also willing to fund them, even if the PBF funding was disbursed more quickly.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • The project design had a low relevance to the overall goal of guaranteeing judicial independence because it does not address the barriers to judicial independence in the local courts. It increases the visibility of justice and access that the local community has to justice, but does not significantly increase the independence of the judiciary. Furthermore, the objective indicates that this project would support and equip 32 courts, whereas this project was responsible for only 17 courts and its partners (Ministry of Justice and the EU) were responsible for the remaining courts. The project design should have indicated 17 courts, not 32.

		<ul style="list-style-type: none"> The project had low quality implementation because it did not consult with the beneficiary population during the design phase, but rather prioritized agreement with partners (the Ministry of Justice and EU). Furthermore, it did not properly monitor the construction or allocation of equipment to the local courts, both of which were relatively poor quality.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> This project achieved the goal of increasing local access to justice and the visibility of justice in the areas where courts were constructed, but did not contribute much to judicial independence. The judges and population expressed overall satisfaction with the construction of local courts, which had not existed up to that point and provided a visible cue that justice was more accessible to them. Nonetheless, the local courts are dependent on the local administrator for all of their funding and supplies, and have to provide the payment that they receive for conducting trials to the local administrator. Therefore, a judge is free to make a judgment, but may not have the paper on which to print the judgment or the transportation with which to execute the judgment. When we asked the judges what they would have used the money for, some of them said that they would have bought motorcycles instead of constructing the courthouses. We are not able to judge whether or not the project should have provided motorcycles to the judges, but we are able to say that the project should have done a full analysis of the problem of judicial independence and the needs of the beneficiaries before designing the project, and monitored the degree to which the project was responding to these needs during the implementation. While the construction of the courts means that the local judges no longer have to ask administrators for a room in which to hold their trials, something that contributes to their independence, the judges still remain largely dependent on the local administrators. The project did not advocate for a change to the law that would have allowed independent funding of the local courts, nor did it work with civil society groups who are advocating for increased independence of the judiciary by changing this law, among other measures.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> There was a high-level cost efficiency in comparison with other projects within the \$500,000 to \$2,000,000 funding range. The Local Tribunals Project was relatively efficient in that it significantly increased the visibility of and access to justice in the areas where it worked. The only critique is that it may have been too efficient – adopting the government’s courthouse plan that was the smallest size, but not the most suited to the needs of the people or the judges, in order to increase the number of courthouses built.
	Timeliness	<ul style="list-style-type: none"> Mid-level timeliness – 4 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Medium – Catalyze Institutional Capacity. An important new capacity has been built through new local level courts, which increases access to justice, but does not significantly increase independence of judiciary because of structural barriers to independence. Therefore, capacity has been built, but change in the institution has not been catalyzed. Medium – Peace Dividend. The increased visibility is an important and sustainable peace dividend. Poor quality implementation and monitoring decreased potential impact.
	Catalytic Funding	<ul style="list-style-type: none"> Complementary funding is available from the Ministry of Justice and the EU, but no additional funding is planned to sustain results.

	Sustainable Capacity Built	<ul style="list-style-type: none"> • The visibility of justice increased, which is sustainable, but the independence of magistracy has not been addressed by this project. • The buildings that have been constructed will be sustainable for a few years.
	National Ownership	<ul style="list-style-type: none"> • There was a high-level National Ownership of the project. The project constructed local courts that were appropriated by the local justice system, and were part of the Plan of Action of the Ministry of Justice. The shortfall of this project was that there was too much National Ownership in the sense that the project relied fully on the Ministry of Justice to oversee construction and to ensure that the project responded to the needs of the justice system. An important finding in the PBF projects is that National Ownership has to be balanced with monitoring and quality control to ensure that a project responds to the actual needs of the intended beneficiaries, not just the needs that the government thinks they have.
Recommendations		<ul style="list-style-type: none"> • Include all relevant stakeholders in the development and implementation of a comprehensive strategy to significantly increase the independence and effectiveness of the judiciary. • Advocate for increased independence of local courts, and capacity to execute judgments, including through changing the law that prevents their financial independence.

C-4 – Transitional Justice Project

Project Description ⁴² C-4 – Transitional Justice		
Recipient UN Organization: UNDP/OHCHR		Priority Area: Strengthening of Justice, Promotion of Human Rights, Reconciliation and the Fight against Impunity.
National Authority: Presidency of the Republic		
Project & Number Project	BDI/C/4: Support to the national consultations on the setting up/establishment of mechanisms of transitional justice in Burundi	
Location	The whole country	
Project Cost	US\$ 1,000,000	
Duration	12 months planned (20 months actual)	
Percent Spent by 30/9/09	97 percent	
JSC Approval Date: 13 March 2008	Starting Date: 13 August 2008	Completion Date: 31 March 2010
<p>Project Description</p> <p>Since its independence in 1962, Burundi has experienced cyclical violence. What is characteristic of these crimes is that they remained unpunished, thus causing frustration and humiliation among the victims. Consequently, the cycle of violence was transmitted from generation to generation. This project aims at establishing the mechanisms of transitional justice to permanently eradicate hatred among the various components of the Burundian society for the first time, following broad consultations of the population. The latter should be responsible for and make sure of its full participation in a process that is aimed at ensuring its accountability and support/acceptance. In this regard, the consultations are an important and inseparable phase of the transitional justice mechanisms, the establishment of which they herald.</p> <p>The different means and methods that will be used during the consultations will elicit the perceptions of the population concerning the truth and justice in the process of reconciliation and the fight against impunity. It is indispensable to understand how Burundians intend to bear their painful past and commit to reconcile with one another, in order to establish a sustainable social peace. The viewpoints gathered during these consultations should lead the Burundians to identify the fundamental issues that should be taken into consideration during the drafting of the background documents for the transitional justice mechanisms.</p>		
<p>GOAL</p> <ul style="list-style-type: none"> • Involve the Burundian population in the process of national reconciliation by collecting its views on the modalities of setting up of transitional justice mechanisms. <p>Objective</p> <ul style="list-style-type: none"> • Create an enabling environment for the ownership of the transitional justice mechanisms and for the participation of the population in the reconciliation process. • Consult the entire Burundian population at all levels to collect its views on the modalities of setting up of the transitional justice mechanisms. • Ensure that the views of the Burundian population on the modalities of setting up the transitional justice mechanisms are written down in a widely distributed report. 		
<p>Planned Outputs, Key Activities, and Procurement</p> <p><i>Planned Outputs</i></p> <ul style="list-style-type: none"> • Create an enabling environment for the ownership of the transitional justice mechanisms and for the participation of the populations. • Facilitate the articulation of the Burundian population on the modalities of setting up of the transitional justice mechanisms in Burundi. 		

⁴² This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

- Disseminate the views of the Burundian population on the modalities for establishing the transitional justice mechanisms as well as the recommendations of the Tripartite Joint Steering Committee in a report.

Planned Key Activities

- Capacity building for the Tripartite Joint Steering Committee, the management unit, field assistants, provincial focal points and the media.
- Awareness/ information on the national consultations and the transitional justice.
- Elaboration of the methodology and the consultation tools.
- Organization of pre-consultations in 4 communes.
- Organization of national consultations: community meetings, focal group consultations, individual interviews as well as radio and televised consultations.
- Drafting and distribution of final report.

Planned Procurement

- Vehicles, consultancy services, training, office supplies and computer equipments.

Findings C-4 – Transitional Justice		
Overall Assessment		It was not possible for us to evaluate the actual content of the Transitional Justice Project consultations because they are not available to anyone outside of the project due to their political sensitivity. Nonetheless, the fact that the project is advancing and consultations are taking place in an inclusive and representative (i.e., gender, ethnicity, region) fashion makes an important contribution to advancing the idea and hope for – and catalyzing the institutional formation of – transitional justice mechanisms. It also involves the community in the peace process in an unprecedented way, offering a visible peace dividend. The final impact of this project depends on how the results of the consultations are used, and whether they do or do not lead to the creation of a Truth and Reconciliation Commission and special tribunal. Regardless, the report of the consultations is sure to catalyze expectations, and the way that the government manages these expectations will determine whether or not the final contribution of the project is positive or negative.
Results	Positive Results	<ul style="list-style-type: none"> • A representative part of the population is implicated in a proportionally representative process of consultations in each province (13 out of 17 completed) for the establishment of transitional justice mechanisms. • An improved understanding among population and observers implicated in consultations. • The advancement of the process of transitional justice.
	Negative Results	<ul style="list-style-type: none"> • We did not uncover any negative results of this project.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; 1791; Priority Plan; Strategic Framework; PRSP; UNDAF+
	Funding Gap	<ul style="list-style-type: none"> • Critical Funding Gap <ul style="list-style-type: none"> ○ This project filled a critical funding gap. All donors and observers, and many project staff, interviewed for this evaluation agreed that the PBF should definitely support projects that fall within the critical funding gap category. These are projects that bilaterals are unlikely to support, particularly with ODA funding, either because they are considered to be too political or because the outcomes are considered to be too risky and uncertain.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • There is a high relevance of design to the overall goal. The aspects of the design that we were given access are highly relevant to the overall goal because of their focus on equal ethnic and regional involvement. Furthermore, the inclusion of civil society in the Tripartite Joint Steering Committee (i.e., including government, UN, and civil society) was also an important aspect of the design. It is possible that the design and management structure could have been simpler, but we were not able to gather the necessary information to fully investigate the degree to which this structure was both efficient and effective. • There is high quality implementation. From the data that we were able to gather, the project implementation is of a high quality. The project also employs an effective communication strategy to ensure that the population that is not involved in the consultations is still aware that they are taking place and that they are

		making good progress.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> This project has not yet achieved its goal because all of the national consultations have not yet been completed.
Efficiency	Cost Efficiency	<ul style="list-style-type: none"> The cost efficiency of the Transitional Justice Project is undetermined as the project is ongoing. The Transitional Justice Project has the potential to be cost efficient, but this will ultimately depend on the result of the consultations and how the report is received and acted upon. The project has used the resources to cover the entire country with consultations, which is an achievement, although it has simultaneously requested additional funding from other projects to finish the consultations. Consequently, the cost effectiveness cannot be judged on the basis of either the budget listed above or the results achieved to date. The project requested additional funding to engage the diaspora in the same consultation process. While this may be important for the project objectives, the proposed budget is quite high and was not as cost-effective as it could have been. The JSC did not ask for a significant reduction in the budget or clearer justification of the expenditures, which would have been necessary to improve its cost-effectiveness.
	Timeliness	<ul style="list-style-type: none"> Low-level timeliness – 8 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Medium – Catalyze Institutional Capacity. The project is catalytic by nature because the report from the project creates expectations among the population for transitional justice mechanisms that respond to what they said that they wanted in the consultation. The degree to which the catalytic effect is positive or negative depends on how the government responds to the content of the report. If it responds positively then it could have a positive catalytic effect. If the government responds negatively, then the project and the report could potentially catalyze further unrest, conflict, and even violence. High – Potential to Prevent Escalation. If the project’s report is responded to in a favorable way by the government, then it could make an important contribution to preventing the escalation of conflict by improving the trust between state and society. If the report is not responded to in a favorable way, then it could actually contribute to increased mistrust and even violence. High – Peace Dividend. The fact that the consultations are taking place in a representative and participatory fashion provides a peace dividend to the population that is engaged in the consultations as well as those who hear about them on the radio. It shows them that peace may deliver justice. The sustainability of results depends on political decision, which is as of yet undetermined; the consultations, however, have built pressure to sustain results.
	Catalytic Funding	<ul style="list-style-type: none"> The project is not yet finalized and it is not yet clear for what exactly the catalytic funding would be used. If the project does result in the establishment of a Truth and Reconciliation Commission or Special Tribunal, then the international community will make sure that there is sufficient funding.
	Sustainable Capacity Built	<ul style="list-style-type: none"> There is no sustainable capacity built because the project is a consultation process. The only capacity built thus far is likely to be of the project staff.
	National Ownership	<ul style="list-style-type: none"> There is not yet any appropriation of the project by national institutions.

Recommendations	<ul style="list-style-type: none">• Ensure necessary support for the completion of a high quality report of the consultations and discussion of the report with all relevant stakeholders.• Develop an inclusive (i.e., including government, local and international NGOs, other civil society, intergovernmental bodies, and other states) and coordinated approach to advocate for and support the establishment of transitional justice mechanisms.
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F-1 – Land Disputes Project

Project Description ⁴³ F-1 – Land Disputes					
Recipient UN Organization: BINUB/UNHCR			Priority Area: Management of Land Disputes		
National Authority: National Commission of Lands and other Property					
Project Number and Title	PBF/BDI/F-1 Support to peaceful resolution of land disputes				
Location	All the territory of Burundi				
Project Cost	US\$ 700.000				
Percent Spent by 30/9/09	100 percent				
Duration	12 months planned (16 months actual)				
JSC Approval Date	20 March 2007	Starting Date	9 July 2007	Completion Date	30 Oct. 2008
Project Description The access to land has become the main cause of conflicts at the community level and is at the basis of socio-political crises. Over 80 percent of conflicts registered in courts are land conflicts. Since 2002, more than 300,000 Burundians continue to be deprived of their property, often destroyed or occupied by other persons. This is a source of a potential new conflict. This risk has also been identified by the Arusha Peace Accord and renewed in the constitution. To facilitate the return of returnees and internal displaced persons, the government created, a National Commission of Lands and other Property on July 22, 2006. The project will strengthen the capacities of the commission, which will start the inventory and the regulations of the urgent land disputes notably those related to the resettlement of the more stricken people.					
GOAL <ul style="list-style-type: none"> Promote peaceful coexistence within the population through the stable reintegration of vulnerable people. Objective <ul style="list-style-type: none"> Strengthen the institutional capacities of the land commission in order to allow it to resolve land disputes. 					
Planned Outputs, Key Activities, and Procurement <i>Planned Outputs</i> <ul style="list-style-type: none"> Strengthen the institutional capacities of the commission, particularly in the management of land disputes. Implement a system of resolution of land disputes based on a community approach and favoring reconciliation. Initiate the resolution of land disputes in progress to allow the vulnerable people (widows, orphans, persons living with HIV/AIDS, etc) access to the land for their resettlement. <i>Planned Key Activities</i> <ul style="list-style-type: none"> Strengthen the institutional capacities of the National Land Commission. Register land disputes and return any state-owned lands that have been illegally acquired. Initiate the resolution of pending and new land disputes for the benefit of the more vulnerable (widows, orphans, HIV/ AIDS persons, etc). <i>Planned Procurement</i> <ul style="list-style-type: none"> Vehicles, IT Equipments, Media services, Workshops. 					

⁴³ This overview was taken from synthesis document prepared by the Peacebuilding Support Office and posted on the PBF Website - <http://www.unpbf.org/burundi/burundi-projects.shtml>. It has been reformatted, and the completion date, expenditure rate, and duration have been updated with current information.

Findings
F-1 – Land Disputes

Overall Assessment		The Land Conflicts Project contributed to catalyzing important institutional capacity by supporting the capacity of the National Land Commission (CNTB) and supporting the resolution of over 2,250 land disputes in areas where refugees are returning. This provided a high peace dividend to the population there and a high level contribution to the actual and potential prevention of the escalation of violent conflict. The degree to which it catalyzed institutional capacity is only mid-level, however, as the CNTB’s coverage is limited only to the areas where UNHCR works, and it is not able to cover all of the areas where its services are needed. In addition, the sustainability of the decisions made by the CNTB and UNHCR’s other partners depends on the degree to which they are recognized by the formal justice system, which is still uncertain.
Results	Positive Results	<ul style="list-style-type: none"> • Enabled over 3,000 cases of land conflict to be addressed, 19 percent amicably resolved, 49 percent resolved by the CNTB, 21 percent passed to another authority, and 11 percent could not be reconciled. • Supported the establishment of a community based system for resolving land conflicts. • Completed a study of all government land. • Reinforced the capacity of the CNTB.
	Negative Results	<ul style="list-style-type: none"> • We did not uncover any negative results of the project.
Relevance of Design	Relevance to Documents	<ul style="list-style-type: none"> • Arusha; 1719; Priority Plan; PRSP; UNDAF+ <ul style="list-style-type: none"> ◦ Four projects were in the Priority Plan but not in the Strategic Framework: Youth, Local Public Services, CNIDH, and Land Disputes.
	Funding Gap	<ul style="list-style-type: none"> • Temporal Funding Gap <ul style="list-style-type: none"> ◦ This project filled a temporal funding gap. This means that it is the type of project that is likely to be supported by another donor, but was not supported at the time that the PBF funding was allocated. Among those interviewed, many argued that projects where there was a temporal funding gap were neither important enough nor absent enough funding to justify the support of the PBF.
	Relevance of Design and Implementation to Goal	<ul style="list-style-type: none"> • The project design had a high degree of relevance of design to overall goal. • The project was implemented in a high quality fashion.
Effectiveness	Achievement of Goal	<ul style="list-style-type: none"> • The project had a high level of effectiveness in achieving its goal and objective in the provinces in which UNHCR works, but not in other provinces where there are also equally vulnerable people and where land conflicts are also an issue. • The different partners supported by this project – CNTB and international NGOs (i.e., Search for Common Ground, Accord) – are not effectively sharing information or supporting each other’s work. The results would be more effective and more sustainable if the partners on the ground

		worked in a more collaborative manner. Instead, they appear to be in competition to show their effectiveness and to get additional funds. Specifically, it is important for the CNTB to recognize the arbitration conducted by the international NGOs, and to help ensure that these accords are sustained once the NGOs leave.
	Cost Efficiency	<ul style="list-style-type: none"> The project had high-level cost efficiency in comparison with other projects within the \$500,000 to \$2,000,000 funding range. The Land Disputes Project enabled 3,000 land disputes to be addressed, the majority of which resulted in peaceful solutions. The efficiency of this project derives in part from the fact that it was used to jumpstart a UNHCR project that UNHCR continued with its own funding. As a result, the value of its inputs was amplified by its continuing use by UNHCR and its partners to address land disputes.
	Timeliness	<ul style="list-style-type: none"> Mid-level timeliness – 4 months late.
Sustainability of Results	Catalytic Effects on Peace Consolidation	<ul style="list-style-type: none"> Medium – Catalyze Institutional Capacity. Important institutional capacity was created and reinforced through CNTB. It is still not capable of addressing full problems, however, because they are confined to areas where UNHCR works and because the judgments are not recognized by the formal system. Decisions need to be recognized by formal institutions to ensure that they continue to be respected. High – Potential to Prevent Escalation. High contribution to preventing future escalation through number of land conflicts resolved. High – Peace Dividend. Important peace dividend exists through the resolution of these land conflicts, although numerous potential land conflicts remain and need to be addressed.
	Catalytic Funding	<ul style="list-style-type: none"> Additional funding is provided by UNHCR.
	Sustainable Capacity Built	<ul style="list-style-type: none"> The project created and reinforced institutional and individual capacity. Results are only temporarily sustainable, because their sustainability depends on their recognition by the formal system.
	National Ownership	<ul style="list-style-type: none"> The project was nationally appropriated because it strengthened the capacity and accomplished its results through the National Land Commission, among other organizations.
Recommendations	<ul style="list-style-type: none"> Ensure that the land conflicts resolved by the CNTB and NGOs are recognized by the formal system. If people decide to challenge these accords are challenged in the local courts, then they must have some official recognition or else they are worthless. Advocate for a comprehensive approach and strategy for addressing the land issues. Improve the coordination of partners engaged in resolving land conflict. Increase support for and geographic coverage of the CNTB. Develop comprehensive, country wide strategy to address land conflicts. In this strategy, include job creation schemes to reduce people's dependence on land. 	