



**PROVISION FOR POST PROJECT EVALUATIONS FOR THE UNITED NATIONS  
DEMOCRACY FUND  
Contract NO.PD:C0110/10**

**FINAL EVALUATION  
REPORT**



**UDF-BDI-07-136 / Strengthening transitional justice processes in Burundi**

**14 June 2011**

## Acknowledgements

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# Executive Summary

(i) *The project*

between ICTJ and the NCSC was overshadowed by communications difficulties between the NCSC chairperson and ICTJ.

### **Effectiveness**

The project was generally effective. The planned results were largely attained. However some of the planned activities did not take place as foreseen. Civil society networks were not developed as foreseen, and publications that were produced differed from what had been anticipated. The effectiveness of the project was hampered by the lack of sufficiently clear operational arrangements between ICTJ, Dushirehamwe and ACAT-Burundi.

### **Efficiency**

The project was not as cost-effective as it would have been with a permanent ICTJ presence in Burundi, as was foreseen in the original proposal. A large proportion of the budget was devoted to salaries and travel costs, and a relatively small one (partly unspent) to actual activities. The training seminars and capacity building workshops concerned less than 200 people in total. One factor outside the control of ICTJ and its partners, which reduced the efficiency of the project, was the government's slowness in implementing TJ measures.

The project could most probably have been more efficient if it had been more closely managed by ICTJ's office in South Africa. Its greater involvement would have enhanced the

### ***(iii) Conclusions***

- The project was relevant and broadly effective

Work on transitional justice responded to a clear need, and the actions taken were largely consistent with those that were foreseen in the project document. The project built on the credibility and track record of ICTJ and effectively mainstreamed gender concerns by prioritizing the issue of women victims of politically motivated sexual violence.

- The project achieved a significant impact



## I. Introduction and development context

### *(i) Project and evaluation objective*

This report is the evaluation of the project “Strengthening transitional justice processes in Burundi” implemented by the International Center for Transitional Justice (ICTJ), a US-based non-governmental organization (NGO), from September 2008 to November 2010 in partnership with two Burundian partner organizations. The UNDEF grant amount was US\$225,000. The project was related to the establishment in Burundi of a National Consultation Steering Committee (NCSC, known in Burundi as the

) made up of government, UN and civil society representatives and tasked with addressing issues of national reconciliation and accountability for past large-scale human rights violations. The overall goal





signed on 28 August 2000 between the Government of Burundi and armed groups that had waged a civil war throughout the 1990s. The Accord provided for a Truth and Reconciliation Commission (TRC) to consider the conflicts that had taken place since between Burundi's independence in 1962. Under the Accord the TRC was tasked with researching the facts and

## National consultations

- There was a clear record of hesitancy, if not active foot-dragging, on the part of the authorities about implementing TJ commitments. According to interlocutors in Burundi, this was mainly because the authorities were concerned that TJ activities would implicate current leaders in past human rights violations.
- There was also a large need for training and capacity building of civil society and government institutions concerning TJ. That need was already being addressed by ICTJ.
- Policy-makers and other political leaders were distrustful of the TJ process.
- The armed opposition group Palipehutu-FNL was still active, demonstrating its capacity to threaten the stabilization of Burundi.

In 2007 and 2008, ICTJ was conducting training workshops on TJ and security sector reform (SSR) in Burundi. In early 2008, it started a 12-

the UNDEF-funded ICTJ project was the first one to specifically focus on the reinforcement of TJ processes in Burundi. ICTJ developed its proposal partly by building on its Netherlands/UNDP-funded police census project, and partly on the basis of the training and awareness-raising workshops it had conducted in Burundi in 2007 and 2008 (and on other workshops it had organiz

## II. Project objectives, strategy and implementation

### (i) *Logical framework*

The table below summarizes the project's logical chain from activities to results contributing to the ultimate development objective. The table is based on the results framework of the original project document.

Activities*	Results/outcomes*	Development objective**
Help create civil society networks on truth seeking, prosecutions and SSR.	<b>Result 1</b> Ensure that consultative democratic processes are inclusive	

**Strengthening transitional**

**(ii)**

**III. Evaluation Question answers / findings**











and credible expertise, and by encouraging the UN and development partners to keep pressing for TJ steps to be taken.

## IV. Conclusions

The conclusions presented here represent a synthesis of the answers to Evaluation Questions given in the previous section.

**(i) *The project was relevant and broadly effective***

Work on transitional justice responded to a clear need, and the actions taken were largely consistent with those that were foreseen in the project document. The project built on the credibility and record of ICTJ and effectively mainstreamed gender concerns by prioritising the issue of women victims of politically motivated sexual violence.

benefited from additional strategic and policy support, had ICTJ's management exercised closer supervision.

***(viii) UNDEF's funding acted as a catalyst for TJ projects***

By funding ICTJ's project in Burundi, UNDEF broke new ground, as no previous project in the country had focused solely on TJ processes. Thanks to this support, the project was able to build a momentum and a critical mass of TJ expertise, which subsequent projects and funders could support. Measured against UNDEF's stated aim to serve as a catalyst, this project must be judged a great success.

***(ix) There is a need for follow-up work on the TRC***

As a result of the national consultations, the Government of Burundi has now committed itself to setting up a Truth and Reconciliation Commission in early 2012. There is an immediate need for international support to prepare the establishment of the TRC, monitor its early steps and support commissioners and future staff.

## **V. Recommendations**

These recommendations stem from the conclusions of the evaluation. All are directed at ICTJ.

***(i) ICTJ should use more rigor in designing future projects***

(Based on conclusions iii and vii). In particular, any future ICTJ project in Burundi should be based on a detailed feasibility study, in-depth consultations and joint design with partner NGOs, and should have an explicit intervention logic linking goals, results and activities. ICTJ's regional management should contribute to project strategy and supervise implementation in conjunction with management at partner NGOs.

***(ii) A future ICTJ project should more clearly address government relations***

(See conclusions iv). The strategy, risk assessment and mitigation element of any future project, should draw lessons from this project in relation to engagement with government officials and institutions. In particular, proposed technical advice should be conditioned on obtaining a formal, prior agreement with the relevant institutional partners.

***(iii) ICTJ should formalize project implementation partnerships***

(See conclusion v). Any future project should be designed and implemented on the basis of a formal partners

**(v) ICTJ should consider implementing a TRC support project**

(See conclusion ix). In view of the momentum achieved by the national consultations and of the apparent commitment of the Government of Burundi to establish a TRC, there is an immediate need for advocacy, training and capacity building to precede and accompany the TRC's establishment. ICTJ's track record and credibility could add significant value to the expertise already available in Burundi, in particular by drawing on good practices developed in other countries.

## **VI. Overall assessment and closing thoughts**

**(i) ICTJ's project helped move the agenda forward**

While the UNDEF-funded project had some design flaws and faced implementation challenges detailed in this report, it is undeniable that it helped move the national consultations forward. These consultations – though methodologically far from perfect, as highlighted above – have themselves increased the pressure on the authorities to act on their stated commitment to transitional justice.

**(ii)**



# Annex 1: Evaluation Questions

DAC criterion	Evaluation Question	Related sub-questions
Relevance	To what extent was the project, as	





# Annex 4: List of acronyms