BURUNDI (Disarmament, Demobilisation and Reintegration, 2004-2008)\(^1\)

**Basic data**

| Food emergencies: | Yes |
| IDPs: | 100,000 (2007) |
| Refugee population: | 396,541 (2007) |
| Per capita income: | $100 (2006) |
| HDI: | 0.413, 167th |
| GDI: | 0.409, 149th |
| Military expenditure: | 6.1% |
| Social / military expenditure: | Military greater than social |
| Military population: | 0.43% |
| Arms embargo: | No |

**Summary**

| Type of DDR | Multiple DDR with restructuring of the armed forces in a post-war context. |
| Groups to demobilise | 78,000 ex-combatants, 41,000 of them armed forces, 15,500 armed opposition groups, and 21,400 Gardiens de la Paix. |
| Executive bodies | National Programme for Disarmament, Demobilisation and Reinsertion (NPDDR) |
| Budget | $84.4 million |
| Timeline | From December 2004 to December 2008 |
| Status / synopsis | It is calculated that there are 23,185 demobilised ex-combatants, including 3,015 minors and 502 women. Around 5,400 small arms have been collected. 9,034 adults and all minors have received assistance for reintegration. |

**Context**

**Conflict**

Since its independence from Belgium in 1962, Burundi has been witness to a number of outbreaks of violence, particularly in 1965, 1972, and 1988. The armed forces, controlled by the minority Tutsi (13% of the population), put down these outbreaks. In 1993, a Hutu president, Mr. Melchior Ndadaye, was elected for the first time. However, he was assassinated the same year. This led to a new outbreak of violence between, on the one hand, armed Hutu opposition groups, the Forces for the Defence of Democracy (FDD), and the National Liberation Forces (FNL, in French Forces nationales de libération); and on the other hand, the Tutsi-led government, with some participation as well from Hutus. Since that time, Burundi has experienced one war after another, and more than 300,000 persons have died, half of this number during the first year of the conflict. In 1996, a coup d’état brought Major Pierre Buyoya to power. He had already been the president through another coup in 1987. At the start of 2006, only the FNL, founded in 1979 by Hutu refugees in Tanzania and led since 2001 by Agathon Rwasa, and its 1,500-3,000 combatants continued to fight the government. At this point, the government of Burundi was formed by a coalition of forces who had made peace with each other in recent years.\(^2\)

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\(^1\) This report draws extensively on the following sources, from which only direct quotations are cited: MDRP (2003) and World Bank (2004)

\(^2\) Extract from School for a Culture of Peace (2006)
Peace process
In 1998, peace negotiations began in Arusha, Tanzania. Initially, Tanzanian President Julius Nyere facilitated these discussions, and later South African President Nelson Mandela. In August 2000, they crystallised into the Arusha Peace Accords, which entailed constitutional reforms and the establishment of a 36-month transition period. Initially, two important groups, the National Council for the Defence of Democracy-Forces for Defence of Democracy (CNDD-FDD, in French Conseil national pour la défense de la démocratie-Forces pour la défense de la démocratie) led by Jean-Bosco Ndayikengurukiye and the FNL led by Alain Mugabarabona, rejected the accords and continued to fight the government. Both groups split and this complicated negotiations with each of them. Nevertheless, in October 2002 the groups signed a ceasefire agreement, and in December, the CNDD led by Pierre Nkurunziza followed suit.

In terms of DDR, the accords started the demobilisation of security and defence forces, as well as armed opposition groups. Demobilisation was to be conducted by means of the compilation of a list of combatants to be received by the programme, who would be processed for identification after having fulfilled demobilisation criteria. Also to be created was a body for managing the socio-professional reintegration of demobilised troops and a technical committee to manage the different sorts of demobilisation. Finally, the international community was to be urged to contribute to the process (Arusha Peace and Reconciliation Agreement 2000).

In October 2003, the CNDD-FDD and the Transitional Government of Burundi signed the Pretoria Protocol on Political, Defence and Security Power Sharing in Burundi. This protocol stipulated that CNDD-FDD combatants had to move into areas designated by the Joint Ceasefire Commission (JCC), under the supervision of the African Mission. The aim of this was for the CNDD-FDD to become a part of the new Burundi National Defence Force (BNDF). Ex-combatants not integrated into the armed forces would be progressively demobilised on the basis of social stability, under the supervision of the Ministries of State and Defence.

International presence
On 21 May 2004, the Security Council, under Chapter VII of the UN Charter, decided to create the United Nations Operation in Burundi (ONUB, in French Opération des Nations Unies au Burundi), with its unravelling at the start of June with allowance for a maximum of 5,655 peacekeepers. In addition to guaranteeing compliance with peace agreements, overlooking security in Burundi, and contributing to the satisfactory running of elections, amongst other things, ONUB was put in charge of DDR, control and the monitoring of state armed forces, as well as control of illegal small-arms proliferation in the border regions.


BINUB’s role in terms of security is to monitor the overall ceasefire agreement, assist in developing a national security-sector reform plan containing a component on training in human rights, help to implement a national programme of demobilisation and reintegration of ex-combatants, and support initiatives to fight the proliferation of small arms (BINUB 2007).
Transitional justice
The 2000 Arusha Accords envisioned various arrangements for transitional justice. As an initial measure, inserted into Protocol I on the Nature of the Conflict, Problems of Genocide and Exclusion, and their Solutions, the accords found it necessary to fight criminal impunity on such acts as genocide, war crimes, and other crimes against humanity. The accords also included a need to develop national legislation to punish these sorts of serious crimes. Meanwhile, the Pretoria Protocol of 8 October 2003, considered a temporary immunity for ex-combatants.

Article 8 of the protocol specifies need to create a National Truth and Reconciliation Commission with a mandate to promote measures for reconciliation and pardon, establish the truth behind crimes, classify these crimes, establish responsibility for them, and identify the responsible persons and victims (School for a Culture of Peace 2006).

Security-sector reform
Security-sector reform involves two principal areas of focus:

- Integration of the Burundian Armed Forces (FAB, in French Forces armées burundaises) and the Armed Political Parties and Movements (APPMs) into the BNDF.
- Reduction of the BNDF to 25,000 soldiers. For this, the government intends to demobilise 5,000 police officers in the name of streamlining expenditures. The main aim is to divert expenditures on the military to social and economic projects.

The organisational structure for defence and security forces must be composed of the armed forces, a national police, and an intelligence service, in conformity with the constitution. Defence forces need to include members of the state armed forces and ex-combatants through a technical committee with representation from all sectors. Members of the armed forces who are found responsible for acts of genocide, coups d'état, and violations of the constitution and human rights will be excluded from this restructuring, which will be conducted in a voluntary, individual, and transparent manner.

A major stumbling block in security-sector reform was the harmonisation of military rank amongst the various armed actors, though it seems this problem has been resolved recently. In terms of composition, 60% of officials were elected to the BNDF from the armed forces and 40% from the FDD. The government will determine the structure for this security body, whilst bearing in mind that command positions will be split equally between both parties.

Other disarmament initiatives
In April 2007, the government of Burundi publicised three types of actions to remove landmines. Until 2008, the actions consist in

- The acceleration of landmine removal activities in the most affected areas in order to reduce the number of victims and increase access to social and economic assistance.
- The development of the Agency for Action against Mines’s scope in coordinating its management capabilities in Burundi.
- A link between these processes and plans for development and reduction of poverty.

Within the national government’s structure and strategy for disarming the civil population and putting a halt to the proliferation of small arms, the Technical Commission on Civil Disarmament has organised a series of workshops on media awareness and on training members of the security services to understand regional and international agreements on civil disarmament. This
commission has noted the lessons of the UNDP’s Arms for Development programme in preparing implementation of a national strategy for reducing small arms, through modifications to national legislation, an awareness-raising campaign, and activities to collect small arms in order to reinforce security and consolidate peace. At a cost of $500,000, this project will last for a year. Current calculations have the number of small arms in the hands of the civil population at 100,000.

In May 2005, a decree was approved on civil disarmament, aimed at strengthening national security through a reduction to the number of arms in circulation. Other measures for this included a prohibition on off-duty police officers and military personnel to carry arms and wear uniforms during electoral periods.

Anti-personnel landmines are still a major problem in Burundi, but by June 2008 some communities are expected to be largely free of mines. The UN’s Mine Action Service transferred responsibilities to the government on 1 August 2006.

Programme design

Type and designation of DDR

*National Programme for Disarmament, Demobilisation and Reinsertion (NPDDR).*

Multiple DDR with restructuring of the armed forces in a post-war context.

Executive bodies

Burundi’s planning body is the World Bank MDRP. The structure for conducting the peace process in the country is the following:

- The National Commission for Demobilisation, Reinsertion, and Reintegration (NCDRR) is responsible for overall programme coordination. The NCDRR includes 17 provincial offices, one per province, and an ex-combatant who mediates in each of the 117 communes.
- The Joint Ceasefire Commission (JCC) is in charge of monitoring ceasefire agreements, identifying armed groups, and the DDR process.
- UNICEF is in charge of attending to child soldiers.
- BINUB assists with the implementation of a national demobilisation and reintegration programme for ex-combatants, with the cooperation of the African Union and the World Bank.

Basic principles

The aim of the programme in Burundi is to demobilise 80,000 ex-combatants, support their reinsertion and reintegration, assist vulnerable groups, and reduce military expenditures by 62%.

In January 2003, the government began to design a national plan for DDR with the support of the World Bank. In August that year, it established the NCDDR with the following guiding principles (NCDDR 2004):

- DDR is an integral part of the programme of security-sector reform.
- Assistance for reintegration is coordinated jointly with activities of reconstruction and renewal of towns impacted by war.
- The programme respects the amnesties granted by the Arusha Accords, except in the case of acts of genocide, crimes against humanity, and participation in coups d’état.
The programme respects the temporary immunity granted to leaders and combatants of armed opposition groups and the armed forces.

Groups to demobilise

Estimations on the number of persons to demobilise vary, but according to one count the number is more than 78,000 persons. Scheduling for the demobilisation of these persons depends on the group they belong to. The groups, their numbers, and scheduled demobilisation are as follows:

- 41,000 members of the armed forces, 8,000 of whom are to be demobilised in the first phase of the programme and the rest in the second phase.
- 15,500 combatants of various armed political parties and movements (APPM), amongst them the CNDD, the CNDD-FDD led by Jean-Bosco Ndayikengurukiye, the CNDD-FDD led by Pierre Nkurunziza, the Party for the Liberation of the Hutu People (PALIPEHUTU, in French Parti pour la Libération du Peuple Hutu), the National Liberation Front (FROLINA, in French Front de Libération Nationale), and PALIPEHUTU-FNL led by Alain Mugarabona. Of these APPMs, 6,000 persons are to be demobilised in the first phase.
- 21,400 militia combatants of the Gardiens de la Paix (11,733 of 20,000 in total) and the Combattants Militants (9,668 of 10,000 in total). All of these to be demobilised in the first phase.

UNICEF estimates that there are 3,500 child soldiers in Burundi. In 2004, the Coalition to Stop the Use of Child Soldiers (2004) calculated that the war had engaged a total of 8,000 minors.

Eligibility criteria

Demobilised combatants may correspond to one of the following categories:

- voluntarily demobilised,
- disabled person,
- minor, or
- a person who has not been taken in by security or defence forces.

Finance and budget

The initial cost estimated for all the process was $84.4 million, financed predominantly by the World Bank MDRP through the following contributions:

<table>
<thead>
<tr>
<th>Donor</th>
<th>Millions $</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>MDRP Fiduciary Fund(*)</td>
<td>41.8</td>
<td>50</td>
</tr>
<tr>
<td>World Bank (International Development Association)</td>
<td>33</td>
<td>39</td>
</tr>
<tr>
<td>MDRP Fiduciary Fund for Child Soldiers</td>
<td>3.6</td>
<td>4</td>
</tr>
<tr>
<td>Germany</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>TOTAL</td>
<td>84.4</td>
<td>100</td>
</tr>
</tbody>
</table>


(*) Funds from Germany, Belgium, Canada, Denmark, the United States, France, Italy, Norway, the Netherlands, the United Kingdom, Sweden, and the European Union

The cost of the project in millions of dollars, broken down by year, is the following:

<table>
<thead>
<tr>
<th>Year</th>
<th>Millions $</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>19.2</td>
<td>22.7</td>
</tr>
<tr>
<td>2005</td>
<td>24.6</td>
<td>29.1</td>
</tr>
<tr>
<td>2006</td>
<td>18.1</td>
<td>21.4</td>
</tr>
</tbody>
</table>
Lastly, the cost broken down by phase is as follows:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Cost per persons ($)</th>
<th>Total cost (million $)</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Demobilisation</td>
<td>97</td>
<td>4.8</td>
<td>6</td>
</tr>
<tr>
<td>Reinsertion</td>
<td>677</td>
<td>31.5</td>
<td>37</td>
</tr>
<tr>
<td>Armed forces and armed groups</td>
<td>586</td>
<td>29</td>
<td>34</td>
</tr>
<tr>
<td>Militias</td>
<td>91</td>
<td>2.5</td>
<td>3</td>
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<tr>
<td>Reintegration</td>
<td>468</td>
<td>20.9</td>
<td>25</td>
</tr>
<tr>
<td>Technical assistance</td>
<td>23</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Management</td>
<td>103</td>
<td>8.8</td>
<td>10</td>
</tr>
<tr>
<td>Vulnerable groups</td>
<td>(1,583)</td>
<td>12.4</td>
<td>15</td>
</tr>
<tr>
<td>Contingencies</td>
<td>47</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td><strong>Estimated total</strong></td>
<td><strong>1,325</strong>*</td>
<td><strong>84.4</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

(*) Not including highly vulnerable groups  

Schedule

DDR began officially on 2 December 2004 with a delay of one year. It began with a first group of 216 combatants. It was put on hold from 23 December 2004 to 4 January 2005. The anticipated date of conclusion for DDR is 31 December 2008.

Phases

The programme in Burundi has thus far been divided into two phases: a first phase, lasting one year, for the DDR of the FAB and the creation of the new BNDF, consisting of not more than 30,000 soldiers; and a second phase, lasting three years, for the DDR of remaining or surplus BNDF soldiers.

The African Mission in Burundi launched a pilot project for stationing persons in Muyange, province of Buzanza in order to draw lessons on the experience and plan future DDR activities. Lessons learned included the importance of understanding political conditions in order to carry out the process effectively, the importance of initiating a stationing period to set the stage for future developments, the necessity of upholding the maximum possible security in stationing camps, and the importance of making available sufficient funding. Moreover, the stationing period should not be longer than three to four weeks. Locations for these camps should be decided on the basis of political, logistical, and security considerations, as well as minimising lack of preparedness for child soldiers.

Disarmament

The disarmament process consists of disarming former members of the armed forces in their barracks, registering them later on, and transferring them to stationing camps.

Demobilisation

Twelve assembly points have been created. Five are for stationing and disarmament, two for members of Nkurunziza’s CNDD-FDD, two for other APPMs, and one for preparing the integration of ex-combatants in the national police. There are also three demobilisation centres located in Gitena, Bubanza, and Muramuya.
The main activities performed in these places are the distribution of identity cards, the collection of socioeconomic data, and the building of a database on the beneficiary population. Assembling ex-combatants is also an opportunity to counsel on HIV/AIDS and to provide information on programme benefits and civil life.

Consisting of $3.5 million in funds, the World Bank’s project for child soldiers in Burundi aims to demobilise 90% of these youth, reintegrate them into their communities in the first eight months of their demobilisation and reintegration, and establish mechanisms to prevent them from being re-recruited. As support to their families over a period of 18 months, $20 per month is provided. Activities carried out have included preparing host communities, supporting families, sustaining educational objectives, giving special care to demobilised minors, providing psychosocial support, and sustaining rapid-impact projects for participation by youth.

Reintegration
Ex-combatants access the reintegration process after three months of demobilisation. The NCDRR is responsible for overseeing reintegration. The guiding principles of reintegration are the following:

- All ex-combatants receive the same assistance regardless of their rank.
- Ex-combatants may choose their reintegration locations and the activities in which they are to participate. Roughly 75% choose rural zones.
- There are special programmes for child soldiers, women, and disabled persons.
- Access to employment-creation programmes is assured.
- Programmes should also benefit the communities in which they are administered.
- Opportunities are given to start micro-projects and access micro-credit for this.

Economic reintegration into various sectors entails essentially
- employment-generating activities
- training for self-employment
- formal education
- business promotion
- employment promotion

Similarly, the NCDRR supports the realisation of business Promotional Activities in the following sectors:

- agriculture and fishing
- food production
- retail
- trades and crafts

Essential to all this is community participation, particularly the following:

- Help for reconciling ex-combatants to their communities.
- Mitigation of the impacts of perceptions held by communities and ex-combatants.
- Support for rehabilitation needs.
- Specialised support around information-sharing and awareness-raising, the family, HIV/AIDS, women, etc.
Whether armed forces or members of opposition groups, demobilised combatants receive a temporary subsistence allowance according to rank and based on a prior arrangement. The minimum allowance is $515 whilst the average is $600. The money is paid in cash over ten instalments. The first payment is made right before leaving the stationing camp, the second three months after being placed in a host community of choice, and the rest in payments made every three months. Additionally, the reintegration programme finances numerous associated activities related to micro-projects, seeds and tools, health, education, vocational training, and work in public administration.

Members of militias, around 30,000 in total, receive a one-off payment of $91 following demobilisation. All payments are made via the commercial banking system, and not by hand. It was announced at a later point in the programme that all subsidies would be in the form of goods and not cash.

**Evolution**

At the start of December 2002, Nkurunziza’s CNDD-FDD agreed to station itself, but members did not materialise at camp until many months later. This was due to a lack of consultation on the mission led by the African Union and supported with logistical assistance from the United States, whose responsibility was to protect stationing areas.

In June 2003, the first ex-combatants arrived, and by November, a total of 200 had arrived. At this point, the mission had neither an understanding of the combatants’ legal status nor a clear strategy for DDR. MONUC, the UN Mission in the DR Congo, carried out the work of repatriating Burundian combatants based in the DR Congo who were eligible for DDR.

In August 2005, leaders of Burundi’s armed opposition groups surrendered their arms to ONUB in a symbolic gesture of renouncement of the country’s armed violence and to show readiness for governing after elections, which, as it turned out, Pierre Nkurunziza, former leader of the CNDD-FDD, won. At the same time, in June and August 2005, members of the Gardiens de la Paix protested over payments of $100 per person promised to them and delayed. According to government spokespersons, the funds for those payments were available but there had been problems identifying individuals who belonged to the Gardiens. This was due to the fact that their numbers, estimated initially at around 20,000, had multiplied later on. After an ex-combatant status review led by the NCDRR, an unspecified but large number of individuals were excluded from the payments. This resulted in the government establishing a new NCDRR team, whose first task it was to review the ex-combatant list.

In February 2006, the NCDRR announced that the demobilisation phase was entering its final stage with 5,000 ex-combatants to demobilise. It also assured that the armed forces had been cut down to 25,000 combatants, as per stipulation. Meanwhile, 20,000 ex-combatants, including child soldiers, returned to their families, and 11,000 former militia combatants, including 7,000 Gardiens de la Paix, received payment for demobilisation. However, the MDRP also stated that during the first trimester of 2006, 1.2% of demobilised persons had not received payment due to delays in communicating their location or bank account information.

The first stage for demobilising child soldiers concluded in 2004. In this time, UNICEF demobilised 2,260 minors found in the armed forces and the Gardiens de la Paix. In December 2004, a second stage was conducted. In this, another 618 minors belonging to six APPMs were demobilised. At the start of 2006, accusations of a lack of fulfilment of reintegration rights were made by a number of minors, which hinted at the lack of funds available for fulfilling these rights. Human Rights Watch also claimed the government continued to hold minors associated with the
FNL instead of giving them aid in the form of rehabilitation. The organisation requested their release from prisons where they were found. Around 3,000 minors were calculated to have been demobilised between 2004 and 2006. Of these, 600 have returned to school and 2,300 continue to receive vocational training.

In 2007, UN Secretary-General Special Representative for Children and Armed Conflict Radhika Coomaraswamy, acknowledged the advancements made on the protection of children, but indicated nevertheless that these were not sufficient. Amongst other things required, she said, were better conditions in centres where 200-300 child soldiers were being held under detention and assistance for their reintegration into society. The special representative also urged the parliament of Burundi to enforce legislation already included in the criminal code which acknowledges the recruitment of minors less than 16 years of age to be a war crime. She reminded parliament that children continued to be recruited and called on the FNL to abandon the practice and free the minors in its ranks (School for a Culture of Peace 2008).

At the start of 2006, the NCDRR began to demobilise a first group of 103 disabled ex-combatants belonging to the armed forces. This demobilisation involved offerings of housing, medical rehabilitation, clothing, and constant monitoring. The NCDRR assured that this demobilisation would be conducted in a progressive manner and would bear in the mind the special needs of this group. Thus far, 3,687 disabled soldiers have demobilised.

In mid-April, the government decided to reopen a demobilisation camp for the FNL in the northwest of Burundi. This decision was based on an assertion that the security situation had improved in the part of the country where the FNL operated, thanks to cooperation from local residents.

It is calculated that there are 24,498 demobilised ex-combatants, including 3,041 minors and 502 women. Around 5,400 small arms have been collected. Meanwhile, 21,463 ex-combatants (39% of anticipated) have been reinserted and 13,583 (25% of anticipated) have been reintegrated. As for members of the Gardiens de la Paix, 20,144 have received reinsertion packages. The challenges remaining include completing the disarmament and dismantlement of militias, accelerating economic reintegration, giving medical attention to disabled combatants, demobilising the armed forces, and reducing the number of police.

The main reintegration opportunities are the opening of a business (56%), then agricultural activities (32%), followed by work in the construction sector. In terms of return destinations, the provinces of Bururi and Bubanza were the most common due to the fact that many ex-combatants came from those regions. The third most popular place of return was Bujumbura. This could suggest a desire for a more anonymous reintegration, though only 8% of ex-combatants chose this city. It has not been a principal location of armed violence.

Integration in the armed forces

In January 2004, Hutu President Domitien Ndayizeye and Tutsi Vice-President Alphonse-Marie Kadege formally established the composition of the Joint Chiefs of Staff of the armed forces. Since then, members of Nkurunziza’s former armed opposition group the CNDD-FDD have come to fill 14 of the 35 positions, or 40% of them. One principal cause for the armed conflict which began in 1993—the lack of representation of the majority Hutu in the armed forces, historically controlled by the minority Tutsi—was resolved with this decision.
The other former armed opposition groups, Ndayikengurukiye’s FDD and Mugabarabona’s FNL, who signed ceasefire agreements with the government in 2002, were not given positions amongst the Joint Chiefs of Staff. This body will be in charge of making proposals to the government on the size and composition of the armed forces, supervising the programme of DDR for ex-combatants, and promoting confidence measures amongst members of the armed forces and the ex-combatants who have joined the unified military.

The 2005 year foresaw the start of demobilisations for 30,000 members of the armed forces. The 5,000 soldiers who demobilised in the first phase were assembled in a centre, and the 9,000 initial members of armed opposition groups were assembled in two centres. These transit centres were located in Randa, Gitega, and Muramuya. Persons remained for 10 days in these centres to be registered and to receive initial advice. Their identities were also verified; they were given a medical examination, registered, identified, oriented, and finally transported. Each demobilised person received an allowance for reinsertion within a month. These payments, offered in proportion to rank, were used for the reinsertion needs of families. It must be pointed out that conditions in these centres were deplorable due to a lack of water and clean sanitation, which produced a risk for cholera.

Lessons learned

Amongst the chief errors found in the programme in Burundi, we need to highlight the four-year delay to the start of the process of demobilisation, once a peace agreement had already been signed. We can theoretically seek motives for this in the preparation of financial mechanisms. However, discussions held on the characteristics of combatants to demobilise seem a clearer motive. Although the initial number of combatants to be demobilised given by the CNDD-FDD was 80,000, a principal motive the CNDD-FDD had for giving this large number was to seek to maximise benefits. In addition to numbers, it was also important to discuss what ex-combatant meant (Alusala 2005).

On disarmament, it is important to say that the number of surrendered arms is unknown due to an absence of a disarmament phase within the programmes of the MDRP. Another controversial aspect of the programme in Burundi was the design of payments for the demobilisation and reintegration phases, above all because ex-combatants had high expectations for these payments. There were also clear signs of payment inequality. Whilst CNDD combatants received $600, Gardiens de la Paix received $100, and minors an average $330. Lastly, with regard to financing, payments by the European Union and the World Bank to rural development programmes were remarkable for their delays. This increased the feeling of inequality between communities and ex-combatants (Boshoff and Vrey 2006).

Later, amidst starts to processes of demobilisation and reintegration, there was a funding gap caused by different political and technical reasons. One of these reasons included the need for approval by the World Bank of the process designed by the National Commission. In terms of reintegration, the programme in Burundi experienced technical difficulties, including a lack of national capacity, a lack of financial infrastructure, a low number of NGOs to support reintegration at the community level, deficiencies in the primary school system, and a depletion of funds for planning, management, and logistics (Nkurunziza and Muvira 2005).

At the end of 2007, World ORT presented an evaluation of the programme financed by the World Bank. It recommended an extension to the programme given the lack of time for reintegrating ex-combatants, due also to 18 months of delay suffered right at the start. The organisation also recommended a decentralisation of the NPDDR in the taking of decisions, the setting in motion of an informational and awareness-raising programme, the development of vocational training
projects, the promotion of awareness around ex-combatants’ psychological problems, and better efforts to include physically disabled persons into society (World ORT 2007).

**Bibliography and resources**


**Glossary**

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>BINUB</td>
<td>United Nations integrated Mission in Burundi</td>
</tr>
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<td>BNDF</td>
<td>National Defence Forces in Burundi</td>
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<td>CNDD-FDD</td>
<td>National Council for the Defence of Democracy - Forces for Defence of Democracy</td>
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<td>FNL</td>
<td>National Liberation Front</td>
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<td>JCC</td>
<td>Joint Ceasefire Commission</td>
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<td>MDRP</td>
<td>Multi-Country Demobilisation and reintegration program</td>
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<td>MONUC</td>
<td>United Nations Mission at DR Congo</td>
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<td>NPDDR</td>
<td>National Programme for DDR</td>
</tr>
<tr>
<td>ONUB</td>
<td>United Nations Mission in Burundi</td>
</tr>
<tr>
<td>PALIPEHUTU</td>
<td>Parti pour la Libération du peuple hutu</td>
</tr>
<tr>
<td>FROLINA</td>
<td>Front de Libération Nationale</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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