

DCAF's International Security
Sector Advisory Team (ISSAT)

**PROGRAMME
CYCLE SERIES**



THE INTERNATIONAL SECURITY SECTOR ADVISORY TEAM
THE GENEVA CENTRE FOR THE DEMOCRATIC CONTROL OF ARMED FORCES



Evaluation

Dutch Mandate in Burundi



Evaluation

Providing GB members an objective analysis of an on-going or completed SSR project, programme or policy, its design, implementation and results. Through its methodology, ISSAT provides information that is credible and useful, enabling the incorporation of lessons identified into the decision-making process of both partners and donors.

The Programme Cycle

Assessment

Design

Implementation

Evaluation



CONTEXT

SINCE ITS INDEPENDENCE IN 1962, BURUNDI HAS EXPERIENCED a series of internal conflicts primarily, political with a strong ethnical dimension. The grip of the Tutsi community on the functioning of the state and the role of the security forces was pivotal, leading to multiple coups d'état.

The Arusha Peace Agreement, signed in 2000, and the cease fire agreements signed with the main rebel movements—Conseil National pour la Défense de la Démocratie—Forces pour la Défense de la Démocratie (CNDD-FDD) in 2003 and the Forces Nationales de Libération (FNL) in 2007—allowed a return to a democratic process.

After a decade of stability and peace, the current situation of the country is uncertain and very volatile. Following the June 2015 presidential elections and the decision of the incumbent president to run for an unconstitutional third term, hundreds of people have died and thousands have left the countries to seek refuge in neighboring countries.

Since then, the international community has suspended all aid development work, including the support to SSR, in Burundi. A national dialogue process is slowly under development with pressure from the AU and the UN, but most of the opposition leaders have left the country due to fear of reprisal.

ONUCA demobilizes Nicaraguan Resistance Forces in Honduras
UN Photo/Steen Johansen

The Netherlands engagement in Burundi



Refugees from the Congo DRC cross into Burundi. UN Photo / Sebastien Villar

BURUNDI AND THE NETHERLANDS HAVE COOPERATED ON SSR issues since 2004. This cooperation was formalised through a Memorandum of Understanding (MoU), signed in 2009 to support a Security Sector Development (SSD) programme for a period of eight years (2009-2017).

This programme was divided into four phases, each lasting two years, and a strategic plan was developed for each phase. While the SSD programme is currently suspended due to the political turmoil in Burundi, this programme is still worth mentioning as it gathered many of the SSR principles the international community is promoting. The programme took a holistic approach and included three pillars: support to

the Ministry of Public Security (including the Burundian National Police), Ministry of Defence (including the Burundian Defence Forces), and Security Sector Governance.

The SSD programme was developed with the main SSR principals in mind, including how to integrate local ownership into the programme design, balancing its support for greater effectiveness with more accountability of the security forces, as well as ensuring the link between the political and technical dimensions of a reform process. One of the programme's particularities was its level of flexibility to take advantage of opportunities as they arise or to adapt to a changing environment.

ISSAT evaluation expertise supporting the Burundian-Dutch cooperation on SSR



UN-assisted elections in Burundi
UN Photo / Martine Perret

SINCE THE BEGINNING OF THE DUTCH ENGAGEMENT IN BURUNDI, ISSAT has provided support through training, assessment missions as well as through three Evaluation mandates

- the evaluation of the first phase of the Netherlands Security Sector Development (SSD) Programme (2012);
- the completion of a strategic level evaluation of the entire SSR process in Burundi since the Arusha Peace Agreement (2013);
- the evaluation of the second phase of the Netherlands Security Sector Development (SSD) Programme (2014).

The ISSAT SSR evaluation methodology developed in 2012 was used in these three mandates. This methodology, based on the OECD DAC evaluation criteria of relevance, effectiveness, efficiency, sustainability and impact, is structured in four phases: 1) planning; 2) building the evaluation framework; 3) collecting the data; 4) analyzing and formulating findings and recommendations. Within each phases,

a number of steps are being carried out in order to obtain well defined Terms of Reference, evaluation questions, data collection methods and a structured analysis of the facts in order to obtain objective findings and operational recommendations. This methodology takes into account the specificity of SSR and looks into its main principles such as local ownership, coordination and gender. More information can be found here: <http://issat.dcaf.ch/Learn/SSR-Methodology-Guidance/Support-Programme-Cycle/Evaluate>

The strategic level evaluation of the SSR process in Burundi was unique in its purpose and approach. It consisted of a full evaluation of the SSR process since the Arusha Peace Agreement, and was the first time that an ISSAT evaluation focused on a political process rather than on a Member's programme. The evaluation went beyond the SSD programme to cover the full security sector (defence, police, justice, and governance areas, as well as the national security architecture and intelligence fields).

The work was overseen by a steering committee made up of Burundian officials from the executive, legislative and judiciary, civil society and those partners supporting different aspects of the security and justice reforms (including the UN, Belgium, Germany and the Netherlands). The final report of this evaluation is public on the web site of the Burundian National Security Council: <http://spcns-burundi.net/>

Undertaking several mandates for the same Member and within the same country over a prolonged period of time undoubtedly adds value and quality to ISSAT's work, especially in being able to share in-depth lessons between Governing Board Members. In addition, through these consecutive mandates, ISSAT has been able to deepen even further its networks in country, its understanding of the complexity of the Burundian context, and provide recommendations that take into account a much greater range of issues than would have otherwise been the case in a standalone mandate.



Main Lessons Identified

THE THREE EVALUATION MANDATES SHOWED THE IMPORTANCE OF A STRONG METHODOLOGY to ensure the quality and the objectivity of the work and report provided to the SSD programme and to the Burundian government. The use of ISSAT evaluation methodology developed in 2012, allowed a clear division of labour between the team members, clarification of the process and phases, and clear and operational recommendations to be taken on board by the SSD programme, the donors and the government.

The use of a mixed team with a combination of police, defense, justice, governance and evaluation methodology expertise provided by ISSAT and its roster, worked very well and reinforced the quality and relevance of the output provided.

Political engagement from the mandator with support of the mandate team is again an important take away from the work of ISSAT in Burundi. Evaluations can be a risky undertaking with serious political implications. Ensuring good communication

from the start of the mandate, a structured approach and evidenced-based findings are very important for managing the political aspects of such mandates.

Long term engagement from ISSAT through the three evaluation mandates proved very useful in building a strong partnership with the SSD programme staff and trust with the beneficiaries. It reinforced the follow-up of the recommendations and the continued technical support ISSAT was able to provide for the implementation of the programme.

Finally, the application of the main principles of SSR is evident in the SSD programme: national ownership is at the core of the programme; the governance pillar of the programme is growing in importance, with numerous prominent Burundian stakeholders; and sustained donor coordination is providing visible results in international support to the Burundi SSR process. However, the case of Burundi shows once again that donor programmes are only one piece of the puzzle and the complexity of such reform processes goes beyond them.

UN-assisted elections in Burundi
UN Photo / Martine Perret

KEY RESOURCES

Arusha Peace Agreement :
<https://peaceaccords.nd.edu/accord/arusha-peace-and-reconciliation-agreement-burundi>

Dutch-Burundi Security Sector Development Programme - web site
<http://www.programmedss.bi/>

Security Sector Development Programme in Burundi - Phase I Evaluation
<http://issat.dcaf.ch/Learn/SSR-in-Practice2/Countries-Regions/Burundi/Security-Sector-Development-Programme-for-Burundi-SSDP/Security-Sector-Development-Programme-in-Burundi-Phase-I-Evaluation>

Evaluation of the SSD programme Phase II in Burundi:
<http://issat.dcaf.ch/Learn/SSR-in-Practice/Countries-Regions/Burundi/Security-Sector-Development-Programme-for-Burundi-SSDP/Evaluation-of-the-SSD-programme-Phase-II-in-Burundi>

Review of SSR Process in Burundi: From Arusha to present
<http://issat.dcaf.ch/Learn/SSR-in-Practice2/Countries-Regions/Burundi/Security-Sector-Development-Programme-for-Burundi-SSDP/Review-of-SSR-Process-in-Burundi-From-Arusha-to-present>

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