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BURUNDI POLICY REFORM FINAL REPORT

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Cover photo: Project land and water advisor, Albert Mbonerane, presents land code materials to U.S. Ambassador to Burundi Pamela Slutz and Minister of Water, Environment, Land Management, and Urban Planning Jean Marie Ntidirantije. The passing of the revised land code and the dissemination of these materials will leave a lasting legacy and allow the Burundian government to continue to raise public awareness about the code's landmark changes to land management and registration. Photographer: Valerie Power.

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CONTENTS

	Executive Summary	1
A.	Policy Reform Accomplishments.....	3
	A1. Good Governance	3
	A2. Land Code	16
	A3. Water Code.....	20
	A4. Civil Society	23
	A5. The Media.....	34
B.	Challenges and Lessons Learned	37
C.	The Road Ahead	38

Executive Summary

Burundi, one of the most densely populated and poorest countries in sub-Saharan Africa, has recently emerged from more than a decade of civil war that devastated the political and social landscape of the country. The Arusha Peace and Reconciliation Agreement was signed on August 28, 2000, which put in place a transitional government for the next four and a half years. Democratic and fair elections were held in 2005 and the process of implementing the peace agreement between the government and the last rebel group, the National Liberation Forces (FNL), concluded on June 10, 2008 with the signature of the Peace Accord. Two years after the 2005 elections, the Burundi Policy Reform project received a \$11 million contract (subsequently adjusted to \$9.2 million for budget reasons) from the United States Agency for International Development (USAID) to improve relations between the government, civil society, and media to promote more open communication and foster a transparent and participatory policy process. Through training, policy discussions, and grant-making, the project built the capacity of the different sectors to become familiar with various policy reform issues and create open dialogue on policy matters in an informed, participatory, and inclusive manner. By creating this synergy, the project was able to assist in identifying policy gaps, assessing sector roles, and creating meaningful policy reform.

The project worked through collaborative and inclusive processes in crucial policy areas such as anti-corruption, good governance, land reform, water management, women's inheritance, human rights, and elections. The project's impact in these areas shows clear and sustainable benefits for Burundians across the country. Some will see an immediate impact, for example Burundians in parts of the interior of the country now receiving radio coverage on issues affecting the population thanks to media equipment provided by the project. Others will see a long-term positive change, such as from the positive effects of anti-corruption reform.

Good governance. Throughout the past four years, the project team worked with the Burundi government to improve policy development capacity through targeted training, roundtable discussions, and larger-scale public promotion efforts. In 2008, a high-level government retreat was held for the president and his ministers where they discussed policy priorities and interacted together for the first time as newly elected officials. Following the government retreat, the president said the retreat was a huge success for his administration and for the country. He expressed his gratitude to USAID and stated that it was the first time his cabinet had been given the opportunity to work together in a unified manner to arrive at a consensus on fundamental issues facing the country. Many important commitments made during this retreat turned into concrete actions during the project period.

By training elected government officials and government spokespersons on their respective roles, responsibilities, and obligation for accountability, the public was given improved access to services and information about government initiatives and reforms. Internally, within the Ministry of Good Governance and Privatization, the project improved capacity of ministry staff to inform the public about its mission, increase transparency through enhanced lines of communication, and create more effective governance. Additionally, the project focused on anti-corruption, a high-profile and sensitive issue in Burundi. The project not only promoted strategies to prevent, monitor, and create sanctions for instances of corruption but also worked with the government as implementers, with civil society as advocates and monitors, and with the media as liaisons to the public. By employing an inclusive training methodology, the different sectors of society were able to acknowledge and commit to creating an improved culture of oversight, transparency, public disclosure, and information

sharing. In addition to government officials acknowledging the existence of corruption, many civil society groups and others now talk about it openly. Tangible advances were made in this area through open communication, progress upon recommendations for amendments to the anti-corruption law, and the translation of the law into Kirundi, the national language. Civil society and media organizations were also engaged in implementing campaigns on the anti-corruption law to raise awareness of the government's accountability obligations and citizens' rights. The project also trained civil society organizations in the concept and techniques of participative advocacy to help civil society work collaboratively with the government to achieve reform. In this vein, the project also supported the creation of a network to monitor the use of public resources.

Elections. In 2009, the project contributed to increased transparency and integrity in the electoral process by an analysis of the electoral code followed by a roundtable that helped stakeholders learn about international standards for elections and reach common ground on ways that the electoral code should be revised. The collaborative approach demonstrated the need to have government officials and civil society representatives involved in improving the electoral process. A few of the proposed revisions from the roundtable, such as those related to updating lists of registered voters and to using national identity cards on election day, were retained in the code that passed parliament. The project also printed voluminous copies of legal texts, electoral code, and illustrated voting process guidelines during the 2010 elections, and financed radio spots on the voting process to increase understanding and encourage transparency by all voters and election commissions.

Land reform. The project's integral participation in all aspects of passing a revised land code led to meaningful policy reform that has already begun and will continue to affect change in the lives of rural and urban Burundians. From the beginning of the project, the Chemonics team has worked closely with the Burundi government on a more substantive and effective land code. Together, with various government ministries, international donor partners, civil society, and the media, the project proposed, organized, and facilitated public forums throughout the country to discuss changes to the land code. The project also developed a highly successful national media campaign to inform the population about the law and generate public support. After several years of work by the project team and government officials, the parliament and senate passed the land code and the president signed it into law. To continue to benefit the population, the project created, printed, and distributed a layman's mini-guide in Kirundi that explains the law's practical application and ensures that all levels of society will have a clear understanding of their new rights and responsibilities. The project also printed posters explaining the land registration process, developed a training manual to be used by trainers to ensure consistent content and methodology for the training of officials, and printed 4,000 copies of the land code for distribution. All tools were given to the Ministry of Water, Environment, Land Management, and Urban Planning for distribution.

Water resource management. The project helped policymakers make the first significant progress on a national water policy since the last effort stalled in 2001. By conducting analysis and public validation of two sectoral policies for water resource management, the project was able to move forward with an informed and focused effort. The Burundi Policy Reform project worked with the Burundi government to create and validate a national water code to improve water management. By educating members of the National Assembly to further advocate for the adoption of the code, parliamentarians understood the urgency for adoption of the water code to establish water regulation procedures. The project facilitated the law's translation into English, a first for Burundi, and a move that will encourage better

regional cooperation on water resource management. Further, the project drafted the decree that will establish a water regulatory authority to enable quick implementation of the water code following promulgation.

Human rights. The project worked to strengthen the institutional capacity of civil society organizations, particularly those focused on women, to advocate for gender-based violence, victims of torture, and conflict management. By launching campaigns and engaging in effective discourse with the government and the media, civil society groups were able to open up about the sensitive and often dangerous nature of supporting human rights, which led to increased awareness and understanding. The project created a consortium of organizations working in human rights to strengthen advocacy efforts to eradicate torture in Burundi. Multiple grants were given to build further organizational and financial capacity as well as to advocate for women's, children's, and/or victims' rights.

Conclusion. This report discusses the details of how the reform processes made actual improvements in the lives of Burundians across various sectors through informed, collaborative, and participatory processes. By creating an environment that encourages transparency and opens up lines of communication, the project was able to increase the visibility of various ministries and organizations. By promoting advocacy and political participation skills among women leaders and civil society, a more inclusive and well-rounded policy reform process will evolve. The focus on combating corruption, managing land through a detailed and fair process, using water responsibly, advocating for the elimination of torture, and governing effectively and efficiently will continue to remain as long-term objectives for the policy reform process in Burundi. The project's Burundian-led approach allowed the team to work in close collaboration with national and international partners remaining flexible in an ever-changing challenging and sensitive environment. During the project term, the team identified ways to prioritize policy issues, promote increased civic participatory advocacy, support media involvement in the political process, and reach consensus in a collaborative way to produce effective policy reform.

A. Policy Reform Accomplishments

A1. Good Governance (Executive Branch and Anti-Corruption)

The project promoted good governance by improving the capacity of government officials to govern more effectively and to communicate more efficiently (described below) thereby improving the lines of communication between the Burundi government, partners, the public, the media, and civil society. Because of the project's efforts in promoting good governance, the term 'good governance' is better understood in Burundi and a synergy between the government, media, and civil society has been created. People now understand and accept the role that the Ministry of Good Governance and Privatization must play to help government officials govern more effectively and with greater transparency.

A1a. Improved Capacity

Improved capacity in good governance (executive branch). The project realized the need to provide support to the executive branch, particularly to officials from the Ministry of Good Governance and Privatization, to enable effective performance of daily functions, improve public access to services, improve officials' images and visibility, and encourage communications and cooperation between government ministries. The challenge was

intensified in November 2007 when a cabinet shuffle resulted in the naming of 17 new ministers, many of whom had no prior governance experience.

To provide support to the executive branch to improve the government's daily operations and coordination, the project started in Year 1 by organizing capacity building roundtables for ministry officials and representatives from the civil society and media. These roundtables covered 1) the promotion of a participatory policymaking process, 2) good governance and anti-corruption, 3) the creation of an environment favorable for social equity, and 4) the creation of an environment favorable for economic development. The conclusions of these roundtables were brought to a high-level government retreat, organized by the project in September 2008. The retreat allowed the new ministers to interact together for the first time, and gave them the opportunity to evaluate their progress on important policies and set objectives going forward. The project provided the occasion for the entire executive branch to discuss policymaking and their roles and responsibilities vis-à-vis the people of Burundi.

Several recommendations came out of the retreat. Some of the principal commitments were: adoption of the revised land code, implementation of new strategies to prevent and fight corruption, and implementation of a new executive branch communications strategy to provide quarterly updates to the public on progress towards improvement of social services and regional economic integration. These commitments came to fruition with the support of project activities discussed further in this section and report, most notably in the promulgation of the new land code, concrete steps towards the revision of the anti-corruption law, and increased collaboration between the government and media. Other significant outcomes of the retreat included the creation of the Burundian Revenue Office and value-added tax as well as advancement towards East African Community (EAC) integration.

Training high-ranking officials in the Ministry of Good Governance and Privatization to enhance performance. The project identified an international training firm called Optimize Your Human Resources (OPTY), which was organizing a four-day management/leadership training course in Bujumbura and financed the participation of the three main ministry advisors and the chief of the cabinet to attend. The training focused on task management, interactive leadership, creative communications, human resource management, managing change, and continuing self-improvement. At the end of the training, participants said they had a better understanding of their role as leaders in the ministry and appreciated how their performance directly affects the image of their ministry. The project was able to witness, first hand, the improvement in the participants' interpersonal skills as well as in their time management, strategic planning, and prioritization skills.

Training 237 communal officials through partnership with l'Ecole Nationale d'Administration. During Year 4, communal administrators and economic advisors were trained in basic communication and reporting skills, local funding and management of communal assets, local planning and public administration, and ethics and accountability. Communes in Burundi are generally decentralized entities (with the exception of Bujumbura Marie) with their own budgets and are managed autonomously by an elected communal administration. Despite legislative requirements, several communal administrators and advisors were unable to report to the public on how communes are run. With this in mind, the project, in collaboration with the Ministry of the Interior, organized and financed a series of training composed of five-day training sessions for administrators and advisors focusing on building capacity, promoting accountability, and improving communal administrators'

performance. To avoid duplication, at the request of the Ministry of the Interior, the project elected to provide this training through the National Administration School (ENA).



Communal administrators and economic advisors actively participate in a training on basic communication, management of communal assets, and public administration by the National Administration School (ENA).

By working in close collaboration with ENA, the good governance advisor was able to fine tune their proposal to ensure that the topics met the objectives and deliverables identified in the subcontract. In an evaluation done after the training, the participants were able to outline a communal development plan, formulate the communal development goals and the performance indicators, and evaluate the Communal Plan for Community Development (PCDC). More than 95 percent of the 237 participants said that the training met their expectations and that the lessons would help improve their services. A second, though unexpected, result of the activity was the opportunity to build the capacity of ENA through our partnership, which will allow it to better respond to other partners.

Promoting awareness on government administrative reforms. The project supported the Ministry of Public Service in educating public servants on the progress of current administrative reforms. To do this, the project financed workshops for 197 human resource managers from the education sector. Topics included policy reforms, accountability, responsibilities, ethics, and methodology. Participants were pleased with the workshops as the presentations led to active debates on problems with teacher recruitment, current performance evaluation systems, as well as the management of disciplinary measures. The project published and distributed 40,000 copies of the general statues of civil servants to the vast majority of officials in the education sector. Each human resource manager attending the workshop signed the civil servants' Oath of Office. The project also supported the ministry's initiative to reenact the requirement of signing the Engagement Certification, which commits each public servant to follow the Ethics and Professionalism Code. The project printed 40,000 copies of the Engagement Certification for the education sector, an important first step for reenacting this requirement across the government.

A1b. Improved Communications

Improving the Ministry of Good Governance and Privatization's internal and external communications, both technically and operationally. The project held multiple training sessions with ministry officials to improve their communication techniques. Throughout the sessions, participants clarified the mission of the ministry and discussed how to improve internal and external communications, including establishing a good relationship with the public, media, partners, and other ministries. Hands-on exercises included drafting a press release, organizing a press conference, and giving a press statement to reinforce what was learned throughout the training. Following the training, the ministry initiated and held multiple press conferences and organized radio spots promoting good governance and the fight against corruption. The need to be proactive and communicate more effectively with the media is better understood and the public is now better informed in regard to the government's achievements. The project also provided training in communication techniques to secretaries of the ministry and its related institutions to help secretaries perform their jobs more effectively. Secretaries gained a greater understanding of their role in shaping the public's image of the ministry and have since created a more welcoming and service-oriented atmosphere. Further, the project provided new equipment and repaired existing equipment for the ministry. Equipment such as computers, printers, generator, common server, projectors, faster Internet service, and a central phone system all helped the ministry to communicate both more effectively and more professionally and provide more access to the public.

Exposing ministry officials to international standards of governance communication. Project staff, with support from subcontractor BlueLaw, organized an international study tour for participants from the Ministry of Good Governance and Privatization to travel to Mauritius to witness the country's excellent headway in good governance and transparency. The participants said they were impressed with how Mauritian officials consistently articulated an ambitious vision for their country's governance and development, even over the course of several government regimes. Participants also remarked that, during the study tour, they grasped for the first time that a public servant's function was to serve the public. They also noticed that the government's investment in human resources helped the population of Mauritius understand and embrace the government's vision. Participants decided to promote governmental communication as a channel to increase transparency, accountability, and awareness, and also exchange ideas about reform. The participants were inspired by the display of the Ethics and Professionalism Code in all service departments and have since enforced the same system in Burundi. Following the study tour the project supported a media-covered restitution day where study tour participants reported on their experience to colleagues from various ministries who agreed with many of their recommendations on improving government communications.

Developing and supporting the ministry's communication strategy. During Year 3 and 4, the project decided to recommend options for strengthening the ministry's communication strategy necessary to enhance its visibility and efficient lines of communication with the public, and encourage a more constructive and sustainable relationship between the government of Burundi, civil society, and the international community.

Public Awareness of Ministry Activities Increases

"From now on the public will be well aware of the ministry and its activities if we can maintain this sort of collaboration. Congratulations to Burundi Policy Reform and USAID for its support of various activities [like this]." – *Florine Mukeshimana, journalist from Radio Publique Africaine.*

Through training sessions and validation workshops, the ministry officials developed a plan of activities to help the ministry better inform external audiences about its mission and the principles of good governance (see box, right). Additionally, the strategy helped the ministry promote a greater understanding of its own work, diffuse unfounded criticism, and gain the confidence of the public and other ministries. At the founding of Information Day for the media, the ministry gave presentations on these roles. As a result, the media developed a better understanding of the roles of the anti-corruption brigade, the inspector general's office, the public enterprise and privatization service, and the anti-corruption court. Many journalists said that this was an innovative approach and noted that this was the first time they had participated in this type of open discussion with the government and that they greatly appreciated the government reaching out to the media.

The project also supported the Ministry of Good Governance and Privatization on visiting the interior of Burundi, which was an aspect of their communication strategy. The visits to the interior country gave ministry officials, including the minister, the opportunity to visit the local administrators to see first-hand the work on the ground. These visits allowed the ministry officials to improve their support based on the feedback received. The site visits also allowed the ministry to meet with representatives from the private sector, civil society, and religious groups to explain the purpose of the ministry and their institutions, receive suggestions for improvement, and inform the groups on the anti-corruption law. During these visits the French/Kirundi anti-corruption law was distributed. The project funded five trips to the interior country in Years 3 and 4, covering nine provinces.

Overall, the communication strategy helped the ministry improve team spirit, create more effective services, and improve the ministry's image. For instance, with the help of the project, the ministry organized a press conference that nine media outlets attended. Doing this helped the ministry establish and solidify a better relationship with the media.

Promoting transparency and increasing visibility of the ministry. In an additional attempt to promote the visibility, transparency, improve the image, and increase accessibility of the Ministry of Good Governance and Privatization, the project helped the ministry design and print a brochure to explain its mandate, print posters promoting ethical practices, and order signage to identify the location of the ministry and key offices within it. Through a grant with *Observatoire de Lutte contre la Corruption et les Malversations Economiques (OLUCOME)*, the project funded signs that explained the process and costs for citizens requesting government services that are now visible at the Customs Department and the Civil State Office.

Improving government reporting through providing website management training. In applying another form of communication, the project, in collaboration with the Ministry of Communications, organized a training session for ministry officials responsible for updating the government website as a means to reaching out to the public. The training on how to create and publish websites led to an improvement in website management from which the government was able to more efficiently educate citizens on government activities. The participants left the training with a user manual to reference when updating their websites. The project also followed-up on a recommendation from the participants by creating a private chat-room and listserv to communicate with one another on ways to better manage the website. During a monitoring and evaluation activity, the project recognized that several

ministries had shown progress in updating the content of the website with the Ministry of Communications taking the lead.

Enhancing the capacity of government spokespersons. Spokespersons play an important role in promoting government visibility and transparency; this includes representing their institution to the public, promoting its vision, communicating its accomplishments, and explaining any problems that may arise effectively. During Year 1, the project trained spokespersons in understanding their role and improving performance, including the need to work with the media as an obligation of the government. Since the majority of spokespersons were replaced with the 2010 elections, the project again trained spokespersons through several different training sessions. The project organized a training session in January 2011 for spokespersons from various government institutions to build their capacity in understanding their role, implementing effective communications, using advocacy techniques, and maintaining strong relationships with the media. The 16 participants represented various ministries, the office of the president, the office of the two vice presidents, and parliament. In March, the project organized three, three-day international-level training sessions with a focus on effective communications including how to work productively with the media. The question posed and discussed by the participants was: “what image does the government of Burundi want to create?” The project worked with the Ministry of Communications in both of these training sessions.

Following the international training sessions held in Burundi. In Year 4, the 23 spokespersons representing various ministries, the presidency, the office of the two vice presidents, and the parliament developed a large-scale common government media campaign that reflected everyone present at the training. This campaign on accountability and anti-corruption was implemented through each spokesperson preparing a message from their respective institution. Each message was shared, analyzed, and revised to create a cohesive high-level government media campaign in Burundi. The project paid for the production of the radio spots, which were validated by each participant. Several major radio stations were selected to air the anti corruption/accountability campaign messages. Both the government and the public appreciated the messages as they inspired a push for an improvement in government services and enhanced the image for the ministries. Spokespersons gained increased confidence in their role and responsibilities. The inclusive nature of the training helped build relationships across government institutions, to the extent that participants expressed interest in creating a spokesperson working group to continue to share ideas and solve problems on common themes. It was encouraging to see those with advanced skills mentoring those who had been recently named as a spokesperson.

A1c. Increasing Anti-Corruption Awareness and Responsibility

Reforming corruption is a high profile and delicate issue in Burundi. The project, with its knowledgeable staff, navigated the political and civic landscape in a way that recognized the sensitive nature of reform while still being able to move the process forward. The project supported anti-corruption reform throughout each of the four project years. Starting in Year 1, the project implemented anti-corruption activities that integrated members of the executive branch, civil society, and the media. In addition to providing training sessions to improve capacity, the project promoted strategies and mechanisms to prevent, control, and sanction corruption. While civil society organizations were trained to increase their ability to serve as vocal opponents of corruption reform and provide effective external oversight to the government, ministerial spokespersons were trained to be more responsive to the media.

The project helped to create a culture of oversight and transparency in part by employing an inclusive training methodology. Anti-corruption training sessions were attended by various representatives from civil society, media, and government who received training together. This approach helped to foster checks and balances and create a culture of accountability across all groups. Public disclosure of assets, greater information sharing with the media, and quarterly updates on pending corruption and embezzlement cases will go a long way towards creating a sustainable culture of government transparency and accountability. Now, Burundians talk openly about corruption and denunciations occur more frequently.

Fighting corruption in Burundi was a challenge throughout the project's four years as it was difficult to prosecute powerful people supported government officials. Due to this injustice, the project worked with partners to make progress on fighting corruption by developing advocacy plans and creating awareness on the anti-corruption law. The project's efforts to disseminate information about the law, and to facilitate consensus on amendments in key areas as well as the translation of the law into Kirundi, were concrete steps toward revising and strengthening the anti-corruption law.

Increasing anti-corruption awareness among public officials, civil society, and the public. During Years 1, 3, and 4 of the project, the capacity of the Ministry of Good Governance and Privatization's cabinet and specialized institutions such as the anti-corruption brigade and the office of privatization were strengthened through the good governance training sessions mentioned in the preceding section. Since the project promoted an integrated approach to training, anti-corruption training was integrated into most of the training sessions, including the government retreat, the training coordinated with ENA, and communications training. The project also held training dedicated to anti-corruption, targeted towards specific audiences including government institutions and parliamentarians. Project support was additionally provided to the Ministry of Good Governance and Privatization in their efforts to educate the public on corruption and the related offenses.

In training government officials to better understand their role as stewards of public resources and helping civil society organizations (CSOs) better understand how to monitor and report on the use of resources, the project helped both groups realize that public resources include not only money but government property and natural resources. The project helped these groups realize how corruption and poor management of public resources can affect the country's development. The groups also began to recognize how corrupt practices such as illegal disposal of waste water, unauthorized exploitation of forests, and illegal occupation of protected areas can cause long-term harm to resources that belong to everyone.

Training anti-corruption government institutions on public resources. The project realized through working with partners that many civil servants did not understand the definition of a public resource. Many thought public resources referred exclusively to budgets and budget management. The project therefore organized a two-day training session for senior officials from government institutions to clarify the definition of a public resource. During this training, participants learned about all kinds of public resources such as buildings, land, mineral rights, forests, lakes and rivers, parks, public servant work hours, use of government-owned vehicles or fuel, etc. Participants analyzed their public resource management approaches and techniques to supervise and prevent tax fraud. Participants drew conclusions on the control systems required to manage public resources not accounted for in their budgets

and committed to monitoring these resources. For example, following the training, the commissioner general of the Anti-Corruption Brigade traveled to Ngozi to see the government-owned forest that had been destroyed to sell wood, and because of the training, understood that this misuse of public resources led to a loss of revenue by the government. The Bujumbura regional commissioner for the Anti-Corruption Brigade also subsequently visited plots illegally allocated and, through the training conducted by the project, realized that these acts were forms of corruption.

Increasing awareness on the anti-corruption law. During Years 1, 3, and 4, the project raised awareness of the anti-corruption law passed in 2006, *No 1/12 du 18 avril 2006 portant Mesures de Prévention et de Répression de la Corruption et des Infractions Connexes*. Without knowledge of the law, citizens were unable to advocate for its enforcement. Both civil society and the government acknowledged that certain amendments to the law were needed so that government officials could be held fully accountable for their actions. The project targeted specific audiences in the awareness initiatives: women leaders, national legislators, heads of civil society organizations active in anti-corruption, and certain senior civil servants.

In Year 2, 155 female members of civil society organizations and 27 women working in state institutions benefited from capacity-building workshops related to fighting corruption (see box, right). These workshops addressed the different aspects of corruption and its socio-economic consequences and mechanisms to fight corruption. The women were shocked and yet embraced the realization that corruption in Burundi is widespread throughout society and that it has affected social inequality. The women left the training with techniques on how to denounce corruption in their social and profession circles. In fact, one business woman, Jacqueline Kandara, began to resist paying extra “taxes” in the form of alcoholic beverages at border crossings. At first, on her own, she was unsuccessful. However, she convinced other business women on the same Bujumbura-Kampala route to participate in her approach. The women elevated their demands even to the customs management office. Now they only pay the legally required taxes.

Training Changes Perceptions

“The training I received was very useful. At first, I ignored certain small forms of corruption such as giving a little extra cash when requesting a public service. From now on, I’m aware and have started to change in my professional and personal life.” – *Judith Ndabahaganye, national coordinator for a teacher’s association.*

Raising awareness of the anti-corruption law with parliamentarians. In Year 4, the project organized a workshop for parliamentarians to increase their awareness and build their capacity in good governance to enable them to fight corruption (see box, right). This workshop came following a request from the members of the Standing Committee of Good Governance in the National Assembly. Parliamentarians admitted that both large-scale and petty corruption is harming the country and there is a need to educate the population to prevent it. Talks revolved around the need to align actions between civil society and parliament in the fight against corruption. Parliamentarians committed to a process of reconciliation between society and state institutions to win the fight against corruption. The choice of topics, methodology, and quality of exchanges were highly appreciated by participants. Participants remarked that

Training Builds Awareness of Anti-Corruption Law

“The population was not adequately aware of [the anti-corruption law] but because of the trainings by the project, they now are more familiar with the anti-corruption law and the dangers of corruption, and are beginning to participate in the fight against corruption by denouncing it.” – *Léonidas Habonimana, the head of the Anti Corruption Brigade.*

the testimony of the Commissioner General of the Special Anti-Corruption Brigade also provided them with a lot of information and hope.

Supporting the survey in Burundi for the East African Community (EAC) 2011 Bribery Index. L'Association Burundaise des Consommateurs (ABUCO) requested funding to continue their partnership with Transparency International (TI) Kenya in the completion of the EAC 2011 Bribery Index since funding sources from the previous year were no longer available. In coordination with USAID, the project responded positively and funded a grant to take advantage of an opportunity to ensure Burundi was included in this important index.

A1d. Improving the Anti-Corruption Law

Translating the anti-corruption law into Kirundi. For the law to be most effective and widely understood, and as required by the constitution, the project organized a five-day retreat where National Legislation Service (SNL) experts successfully translated the anti-corruption law from French into Kirundi. The translation was released to senior state officials at the launch of the accountability for public administration campaign in Makamba. The project reproduced and distributed more than 1,200 copies of the law that were distributed to government administrators including parliamentarians and communal administrators during the project training sessions.

Promoting an inclusive process to revise the anti-corruption law. President Pierre Nkurunziza mentioned during his August 26, 2010 inaugural speech that the anti-corruption law will be initiated “or revised” to achieve the goal of zero tolerance for all those guilty of corruption. To turn this acknowledgement into action, the project brought various actors from government institutions and civil society organizations for a roundtable. The purpose of the roundtable was to analyze the shortcomings of the anti-corruption law and suggest amendments to the law. Proposed amendments to the law by participants included the abolition of jurisdiction privilege and the revision of the confiscation of stolen assets principle. The recommendations were passed onto the Anti-Corruption Brigade who is responsible for moving the revision through to promulgation.

A1e. Promoting Constructive Civil Society Involvement in Anti-Corruption

Through much of its work, the project has reinforced the idea that government, civil society, and the media must understand each other's roles and find ways to collaborate. Results are beginning to take hold, especially with the Ministry of Good Governance and Privatization, civil society, and the media, who are starting to see each other less as adversaries and more as allies in the fight against corruption and the promotion of good governance. When monitoring the use of public resources and advocating for better management of these resources, civil society organizations trained in participatory advocacy are more open to developing partnerships with key government agencies. The project's training also helped CSOs better understand what public authorities are responsible for and for what civil society can hold them accountable.

Creating and supporting a network to monitor and advocate for improved management of public resources. In its third year, the project solicited interest to create an advocacy network of civil society organizations (see box, right) with the aim of improving advocacy techniques necessary to expand participation in the decision-making processes of reform. Since public resources monitoring is a sensitive and even dangerous endeavor, the network also provides a level of protection for those who denounce acts of corruption. Nine organizations originally joined the network but two left the network at the end of the project's third year, leaving seven permanent organizations.

Advocacy Network Engaged in Reform

- Action Citoyenne pour le patrimoine national (ACIPANA)
- Association Burundaise des Consommateurs (ABUCO)
- Parole et Action pour le Réveil des Consciences et de l'Evolution des mentalités (PARCEM)
- Forum pour la Conscience et le Développement (FOCODE)
- Initiative des Juristes Chrétiens contre l'Injustice (IJCI)
- Réseau des Citoyens Probes (RCP)
- Association des Femmes Economistes pour le Développement Intégré (AFEDI)
- Réseau Burundais des personnes vivants avec le VIH SIDA (RBP+)

This network used the inclusive participatory advocacy approach to build lasting relationships and coalitions to jointly address reform issues. The multi-sector tool bases its planning on the development of an overall change in strategy, campaign tactic actions, activities, and impact. While this is a sensitive and often contentious issue, the project was able to support this network to help set a positive course for national debate and reform.

Members of the network benefited from capacity building provided by the project with support from subcontractor Partners for Democratic Change (PDC) in participatory advocacy techniques. The training, attended by select representatives from the Ministry of Good Governance and Privatization and the Ministry of Interior, included a practicum requiring participants to devise a participatory advocacy plan for the network.

In Years 3 and 4, network organizations received grants in support of the network's advocacy plan, giving the network organizations the opportunity to gain a greater understanding of the legitimate responsibilities of the government vis-à-vis the citizenry to advocate for better public service provisions. The grant activities investigated corruption, reported on the misuse of public resources, and advocated for a better use of public resources. These grants implemented the following investigation/advocacy initiatives:

- Advocacy initiative for the consideration of pro-poor factors in the 2011 national budget process. A subsequent grant was also implemented to advocate for the inclusion of the main concerns of vulnerable populations in the June revision of the 2011 budget.
- Awareness-raising on the legal obligation by public officials to declare personal wealth at the beginning and end of their mandates.
- Anti-corruption awareness initiative of the public and authorities on anti-corruption.
- Citizens' investigation and awareness-raising on the management of public resources management in health, administration, police and justice, education, and taxes, in selected communes.
- Analysis of the cost and management impact of government-rented buildings and advocate for improved resources in government building management and the better use of public resources.

The network encountered delays receiving its registration and at the close of the project their registration was still pending with the government. However, the six grants they implemented together built their capacity to work together and will help them be more competitive to receive future funding once registration is received. In August 2011, the project supported the network's annual meeting to re-elect the executive committee and review priorities and next steps to follow-up on registration and continue implementing advocacy initiatives.

Promoting civil society civic education campaigns on the anti-corruption law and practices. In Year 4, the project supported civil society groups by awarding five grants to support civic education campaigns on the anti-corruption law and practices. Media covered the activities, including workshops, games, contests, and/or short plays. The campaigns were implemented by *Association des Femmes Economistes pour le Développement Intégré (AFEDI)*, *Réseau des Citoyens Probes (RCP)*, *Association pour la Lumière et l'Action contre la Pauvreté (ALUPA)*, *Ligue Burundaise des droits de l'homme ITEKA (Ligue ITEKA)*, and *Observatoire de Lutte contre la Corruption et les Malversations Economiques (OLUCOME)*. All provinces were reached with at least one campaign to raise awareness of the government's accountability and citizens' rights. The campaigns were highly successful with grantees receiving testimonies from citizens on how the information deepened their understanding of their personal responsibilities in the fight against corruption. Two grants are highlighted below.

AFEDI implemented their campaign on the anti-corruption law and practices in nine secondary schools in Bujumbura. The organization conducted participatory training on the anti-corruption law and practices in each selected school. AFEDI invited students to prepare poems on corruption to evaluate the training and expand the reach of the campaign. Each school evaluated and selected a winning poem for the competition (see box, right) across the nine schools. The competition, "Together, Fighting Against Corruption," took place in May 2011 with the attendance in Bujumbura. Each student presented their school's selected poem and AFEDI chose the winning poems. Families and the media attended the competition along with around 350 students who listened to the poems and anti-corruption songs put on by two musical groups, along with question-and-answer games to engage all the students in the material presented during the campaign. The information the students had learned through the campaign, particularly the seriousness of corruption in Burundi's society and the responsibility everyone has to fight corruption was clear in the presentation of their poems.

**Winning Poem from Lycée Etoile de l'Espoire
(Excerpt)**

N'étant point de type des lâches poltrons;
Cédant devant d'irresponsables patrons;
Prônons plutôt une rude vigilance,
Interpelant tous a une rare diligence;
Pour le suivi et la surveillance de la gestion des
ressources publiques,
En guise de l'édification et de la fortification de
notre République.

Ligue ITEKA also raised awareness on anti-corruption best practices in the provinces of Kayanza, Karusi, Kirundo, Muramvya, Muyinga, and Ngozi. The grantee arranged for special days to engage the population and representatives from various levels of the province, including civil society and the government, in an information exchange. Radio broadcasts with messages exposing anti-corruption practices and promoting citizens' rights to access basic services were also aired during the campaign. As a result, local agricultural extension agents in Karusi acknowledged that they were not aware of their corrupt practices before the campaign and committed themselves to change their behavior. After the campaign in the Nyabikere commune, the population denounced mismanagement of the health center's

medicine and an investigation by the anti-corruption police resulted in arrest of the corrupt health officer. Following the campaign in the commune of Bukeye Muramvya, the population set up committees of volunteers to monitor tax collection at the local market place, and amounts collected each day have since increased significantly.

A1f. Ways Forward in Good Governance and Anti-Corruption

The capacity of government, civil society, and the media to promote transparency and anti-corruption has been strengthened. Managing budgets between the groups remains to be challenging, particularly when awarding civil society funds for anti-corruption activities that the government believes it should control directly, but the progress has still been significant and all groups should continue to be supported. Corruption is no longer only discussed in secret. Given that accountability and anti-corruption are priorities for the president, it is possible that many other donors will continue to work with the government on similar issues. Due to the participatory, inclusive, and collaboration approach to training and supporting the ministries and their spokespersons, the new found capacity will continue to allow them to dialogue in the frameworks developed and supported by the project.

A1g. Elections

The project worked with the government, civil society, and the media to increase the transparency and integrity of the Burundian national election process. During the preparations for the 2010 presidential, legislative, and communal elections, demands grew among citizens and the political class that problems during the 2005 elections be acknowledged and avoided in 2010. The project reviewed international standards for elections, analyzed the legal framework relating to the Burundian electoral process, including the Burundian constitution, the Communal Law, and the Electoral Code, and identified ways in which the Burundian legal framework could be improved. Based on this research and in collaboration with key national government decision-makers and the Gutwara Neza Program, the project organized a two-day roundtable where stakeholders discussed the electoral issues. The roundtable served as an opportunity for different political leaders, especially from political parties serving in the National Assembly and the senate, to publicly exchange views on issues that are rarely addressed. Former presidents, government representatives, members of the National Assembly, senators, governors, political party leaders, civil society representatives, and the media came to a consensus on a set of recommendations that centered on revising the electoral code. The most debated provisions included the timing of the three upcoming elections, the design of ballots, the possibility of requiring identity cards, and the role and responsibilities of the National Independent Electoral Commission. The new draft revised electoral code at that time was cited by many leaders as other revisions were introduced at the Council of Ministers and subsequently passed by parliament. In the end, the government did not adopt several important revisions coming out of the roundtable, revisions that could have ensured more transparency and therefore fostered more public confidence and trust in the upcoming electoral process. However, the roundtable left key political actors better informed and certain recommendations were retained, such as those related to updating lists of registered voters and institutionalizing the use of national identity cards for voters.



Two former Burundian presidents discuss necessary revisions to the electoral processes during a project-funded roundtable.

Women in elections. Since it is difficult for women in Burundi to receive party support to run for office, the project sought to develop the public speaking and leadership skills of women nominated for the legislative elections. During a training session, the participants learned about the importance of developing a campaign strategy, focusing on constituents, developing a budget, identifying key messages, and considering various methods to communicate the message. The project was proud to note that two participants from National Council for the Defense of Democracy – Forces for the Defense of Democracy (CNDD-FDD) were elected, one to the senate and the other to parliament.

The project held regional workshops and distributed important legal texts to participants. A total of 700 copies of the following documents were distributed: the constitution, the communal law, the law regarding political meetings, the law pertaining to technical and political functions, and a collection of all legal decisions made by the election commission since its creation last year through March 2010. The project also printed 10,000 civic education posters created by the *Le Bureau intégré des Nations Unies au Burundi* (BINUB), which the election commission distributed to polling stations for the communal election. We also printed 20,000 copies of the electoral code at the electoral commission's request. The project printed 70,000 copies of an illustration clearly indicating the voting process for the legislative elections. The project also printed a one-page handout in Kirundi explaining the role and responsibilities of political party agents. These documents were distributed to all polling stations by the *Commission Electorale Nationale Indépendante* (CENI) and *Commission Electorale Provinciale Indépendante* (CEPI); they served to reduce the confusion and misunderstanding experienced by party agents in the previous ballots. At the request of the U.S. Embassy and the CENI, the project financed radio broadcasts with instructions composed by the election commission about the voting process for the local elections.

The project organized workshops in four regions of the country to better equip political party representatives to participate in a peaceful transition. The political culture in Burundi has created the precedent that once a government changes, the public administration is

completely reinvented and most of the public servants are replaced with those with loyalties to the new government. The participants in the workshops reflected on this problem and pointed out that not all civil servant positions are political; many are technical, and the law that identifies this difference needs to be revised.

A2. Land Code

USAID has led support to the Burundi government to revise the land code. The project's efforts to support a new land code began in the first year but the process of adopting the code took time due to the political climate and timing of national elections. As with all types of reform, vested interests have the potential to delay or disrupt forward movement, so the project needed to work to strengthen consensus among the public and the government.

The project took a holistic approach to policy reform by including civil society and the media in the land reform process. Through focus groups and public validation workshops on the land policy and land code, the project was able to solicit input from various stakeholders to present an inclusive first draft of the revised code for validation. In the first year of the project, several governors remarked that it was the first time that people at the commune level participated in the reform process, and recommended that it be used as a model for important policy reforms moving forward. The project subsequently supported an environment to promote the code's promulgation, which resulted with the adoption of the new code by the National Assembly, senate, and president in 2011.

Burundian context. Defining land tenure is arguably the most sensitive and important issue for impeding further violence in the country. Land is a contentious issue since Burundi is one of the most densely populated countries in Africa, with more than 90 percent of the population engaged in agriculture as their primary income-generating source. Due to the civil war that raged for more than a decade, there have been and will continue to be many refugees returning to Burundi to find their family's land occupied. With no land registration information, land disputes often turn violent and litigious. In fact, more than 80 percent of all claims brought before courts in Burundi are related to land disputes.

The 1986 land code, which was in effect until the adoption of the new code on August 9, 2011, did not have implementation texts to clearly lay out how the code would be applied or enforced, resulting in confusion and also misuse in applying the code. The outdated code was also generally unknown to the public. When the project started in September 2007, there were already other donors working on land issues in Burundi, including the development of a new land code, however there was a lack of coordination to working with the government.

Impact. It is anticipated that the new land code will reduce land conflicts, reduce corruption associated with land, and improve general land management in Burundi. The new land code provides for many important innovations from the 1986 code including the treatment of state-owned land, ownership rights, and procedures for establishing land certificates. With the new code, private land owners are able and encouraged to register their land by obtaining a land certificate. To facilitate registration, the new code states that the Burundi government is required to put in place communal land counters in each commune where people will be able to apply to register their land.

To improve management of state-owned land that was often poorly or corruptly administered, the new land code changes the level of authority required to allocate state-owned land. With

the revised code, this authority is only provided to the minister tasked with land management, and only for up to 25 hectares. For land that is more than 25 hectares, the decision goes to the Council of Ministers and the allocation is made through a presidential decree.

Partners. In addition to working with the Burundi government, the project worked with the Swiss Cooperation, the European Union's Gutwara Neza Program, and the National Land Program Coordination Unit. The project was often seen as a leader in the land sector and frequently coordinated the efforts of other donors to maximize efforts. The land and water advisor was an active member of the Land Sector Working group, which pulled together ministers, technical and financial partners, and civil society to advance the land code and improve land management. We hope that these partners will continue land sector reform efforts following the close of the project.

A2a. Land Policy Paper

In Year 1, the project realized that there was not sufficient cooperation among donors working on the land issue. While the European Union, through the Gutwara Neza Program, was focusing on safeguarding land and decentralizing its management, the Swiss Cooperation mission was conducting land registration office pilot programs in several provinces. The project saw this as a critical opportunity to foster collaboration among all actors in the land sectors and thus played a coordination role to ensure resources were pooled and efforts were not duplicated. Together, the project, the inter-ministerial committee on land, and the ministry charged with land management developed a land policy paper using Madagascar's land policy paper as an example. This land policy paper laid out the principal pillars that would be incorporated into the new land code: 1) Decentralization of land management, 2) Reform regulation of state-owned lands, and 3) Regulation of marsh lands. This policy paper was promulgated during Year 1 and became the draft for the new land code.

A2b. Supporting the Promulgation of the Land Code

The constructive dialogue that had begun during the first year of the project led to a more engaged process during the second year. In collaboration with the Gutwara Neza Program and the United Nations Refugee Agency (UNHCR), the project organized an orientation workshop to build awareness for parliamentarians on the need to make the new land policy a law through a revised land code. Although this was a controversial issue to address, the project ensured key stakeholders had input into the land code promulgation through these workshops. The Council of Ministers accepted the draft code and sent it to the National Assembly in November 2009. It was then withdrawn from consideration in March 2010 before the parliamentary session on the grounds that parliamentarians were too preoccupied with elections for such an important vote. Following informed guidance from USAID, and because land activities were dependent on the code's promulgation, the project delayed all land activities until after the election period.

In October 2010, once the new government was in place, the project and partners lobbied to have the draft code put back on the parliament's agenda. The project continued to work with the government, media, and civil society in a renewed effort to get the land code adopted. The project targeted both decision-makers and the public to ensure that the new code and its function were understood. The project educated newly elected local and national officials, religious and civil society leaders, and regional and provincial representatives of the Ministry

of Water, Environment, Land Management, and Urban Planning on the content and importance of the land code. The project also trained senior management officials from the ministry through group discussions on key themes of the code, which helped them feel better equipped to explain the land code to the public.

Additionally, as many new parliamentarians were unfamiliar with the draft land code, the project organized a two-day workshop to familiarize them with the code and its relevance in Year 4. The project produced 200 copies of the draft land code for distribution during the workshop for parliamentarians and partners to allow them to review the code. The project provided an expert to attend the parliamentary and senate sessions to facilitate the discussion and assist the minister to respond to questions. Both the parliament and the senate voted 100 percent in favor of the land code on April 26, 2011 and June 30, 2011, respectively, and only minimal changes were made to the law before the president signed it into law on August 9. Following the National Assembly's adoption of the code, the National Assembly president thanked the partners who supported the government in developing this law with him, especially the U.S. government.

A2c. National Land Commission

In February 2008, the Burundi government announced its desire to create a National Land Commission, which would ensure proper implementation of the national land policy and assist the ministries concerned with land issues in the development, implementation, monitoring, and evaluation of the policy. The commission would also serve an essential role in ensuring proper land management by advising ministries on land distribution through cession or concession of state-owned land, as well as the taking of land by eminent domain for public use. The new land code gives responsibility to the National Land Commission to regulate the management of state-owned land. All cases pertaining to land require a decision from the commission. In 2011, the project provided support in creating the commission by helping the ministry draft the decree that establishes the National Land Commission, stipulated in the land code. The project recruited a national land expert/consultant who drafted the decree that detailed the mission and function of the National Land Commission. This decree was vetted during a workshop with stakeholders and members of the government who provided input into the mandates prior to its validation. Later in the year, the project submitted the validated decree to the land management minister who will present the decree to the Council of Ministers for adoption by the president. The minister will then establish the commission, a vital aspect for the code's successful implementation.

A2d. Mini-Guide

The project developed and illustrated a layman's mini-guide, summarizing the key articles and major changes in the code. The mini-guide serves as practical, easy-to-grasp tool in Kirundi that highlights provisions of the land code that will most likely apply to the majority of the population. Using a participatory approach, the project recruited a national consultant and an artist who created and illustrated the layman's mini-guide. In coordination with the Confederation of Agricultural Producers Associations (CAPAD), the project organized a focus group that included representation of farmers from the interior country or "average" Burundians to make sure the guide clearly and simply explained the four major innovations of the code: land registration, management of public lands, creation of a National Land Commission, and management of land worked by farmers. This collaborative approach built consensus amongst the developers and users (general public and partners) of the guide. The

guide explains in non-technical language the process of buying, registering, and selling land, and the process of acquiring state-owned land. Since the project ended before the planned large-scale public relations campaign could take place, the project provided 49,000 copies of the mini-guide to the Ministry of Water, Environment, Land Management, and Urban Planning for distribution. Following a recommendation from the focus group, the project also produced a poster that illustrated the land registration process to post in a public place in each commune. The project delivered 500 posters to the ministry for distribution. The guide and poster will be useful tools in the planned nation-wide land code public relations campaign, which we hope partners will undertake using the tools created together.



The illustrated layman's mini-guide allows the public to easily understand the process of buying, registering, and selling land.

The project printed 4,000 copies of the full land code and sent 150 by mail to all communes in Burundi. Local administration use copies of the land code to manage land in their communes and understand the roles of various parties in the process of land titling. The project also sent 3,500 copies to the Ministry of Water, Environment, Land Management, and Urban Planning and provided 100 to attendees of the project's close-out event. The rest were distributed to universities, civil society, and media.

A2e. Training Manual

To ensure that the training of administrators, judges, civil society, and other relevant professionals remains consistent, and to create sustainability whenever new leaders emerge, the project hired two national land experts to create a land code training manual for trainers. This manual serves to explain the main provisions of the code with references to the code itself and the use of the mini-guide. The project then collaborated with partners to validate the training manual. The manual was delivered to the Ministry of Water, Environment, Land Management, and Urban Planning who will make it available to the National Land Program, a department within the ministry financed by the Swiss Cooperation and permanent secretary for the National Land Commission. It is committed to using the manual in the implementation of a nation-wide training for local elected officials, community leaders, and judges across the country.

A2f. Media

The engagement of the media, through project-funded radio broadcasts during critical periods, led to an increased understanding of the code by the public and encouragement of parliamentarians to adopt it. The media campaign explained that once adopted, the land code would be a tool for peace building through property rights by allowing land owners to obtain

a clear title to their land and reduce land conflicts. In addition to information-sharing, media members, through project grants, were able to advocate for the adoption of the land code.

A2g. Grants

The project awarded Radio Bonesha FM a grant to use radio broadcasts to raise awareness on the importance of the new land code and its promulgation following field interviews, panel discussions, and interactive programs. In addition, Radio Television National Burundi (RTNB) similarly used a grant to educate the population on land and environment issues, particularly the need to adopt the new land code. Journal IWACU dedicated one article each week for one month to land code issues through a project grant as well. When the National Assembly adopted the new land code in April, the National Assembly president explicitly thanked the media for raising awareness on the importance of the land code, which was imperative to its promulgation. Staff from Radio Bonesha FM, RTNB, and IWACU said they were pleased to contribute to this critical landmark in Burundi's legislation.

A2h. Ways Forward

The project is thrilled for this important milestone in Burundi's history and optimistic about how the new code will impact Burundi. The next step is ensuring that the code is implemented effectively. Given the project's close collaboration with partners in the sector – including the European-Union funded Gutwara Neza Program, the Swiss Cooperation, and the Ministry of Water, Environment, Land Management, and Urban Planning – follow-up on activities to implement the land code will likely be ensured. Our hope is that by providing validated copies of all the tools required, our partners will fulfill their commitments to work with the ministry to implement these and other land code related activities to ensure that the new legislation results in improved land management and benefits the public. These activities include a nationwide public-awareness campaign and workshops for local elected officials, community leaders, and judges on the new code following the training of trainers. Additionally, media should continue to be involved in increasing awareness of the new land code and in showing how land owners are now able to obtain clear title to their land and reduce land conflicts. These activities will ensure that the new code is implemented since the population will be aware of their rights and responsibilities according to the new provisions and administrators will be able to accurately apply the code. Additionally, people will more easily be able to register their land as they will be able to do it locally and more affordably.

A3. Water Code

Although water resources in Burundi are plentiful compared to most African countries, management of these resources is often deficient. Only 28 percent of the population is food-secure and as much as 60 percent is chronically malnourished. In addition, irrigation systems remain insufficient, water used in agricultural processing pollutes rivers and lakes, public health is threatened by pollution, and there is a lack of coordination between government entities. Better water resource planning and management would increase agriculture production and help reduce watershed pollution. Additionally, the integrated management of water resources in Burundi is hampered by the fact that there are several ministries involved in the water sector with no national structure to monitor water management. To fill this void, the Burundi Policy Reform project worked with the government to create and validate a national water code to improve water management.

A3a. Coordinating for Effective Water Policy Reform

Due to a lack of coordination and sometimes tension between the involved parties, the last major effort to work toward a broader national water policy stalled in 2001. Eight years later, when the government decided to revisit the issue of developing a national water policy, the Burundi Policy Reform project carried out a study to identify a more workable and sustainable institutional framework. Through this study, the project realized that the provision of the 1992 Decree-Law that organizes the public domain of water causes some confusion due to overlapping missions among different ministries. The study recommended an integrated framework based on cross-cutting relationships, decentralization, and participation of a wide range of interested parties. The project organized a subsequent workshop to analyze the study where participants proposed recommendations, including the need for a national water authority and an inter-ministerial committee: one group responsible for protection, conservation, and water resources planning and another responsible for the use of water. These and other recommendations were included in the draft national policy on water, which was validated in September 2009.

A3b. Participatory Approach to Sectoral Policies

With the aim to control agricultural-related water pollution, which affects public health, the project worked with the minister charged with water to prepare two sectoral policies. Regional consultative workshops organized by the project facilitated a participatory approach to evaluating the availability and management of the two biggest demands on water resources: the agricultural sector and the health industry. These workshops involved all water sector stakeholders including Gesellschaft für Internationale Zusammenarbeit (GIZ), World Bank, non-governmental organizations (NGOs), civil society, the private sector, the media, and several senior advisors to the ministry as well as high officials from the Ministry of Water, Environment, Land Management, and Urban Planning. During this consultative process, the policies were both informed and validated by local communities, civil society organizations, local administrations, and relevant government ministries. These two studies and the institutional framework were later validated in Bujumbura at a national workshop that included representation from the president of the republic's office, local officials, and various ministry representatives, including the Ministry of Water, Environment, Land Management, and Urban Planning, Ministry of Energy and Mining, Ministry of Agriculture and Livestock, the Ministry of Health, and the Ministry of Planning.

Two of the most important recommendations from the study on water and health were to 1) to build latrines and put in place maintenance mechanisms for these facilities and 2) to accelerate the implementation of a national policy on hygiene and sanitation. The most important recommendations from the study on water and agriculture were 1) to establish pre-processing and recycling systems for wastewater used in agricultural reprocessing of coffee before it is re-used or released back into a river or ground water since coffee production is a principal source of pollution in Burundi, 2) to create a branch for fisheries and fish farming within the Ministry of Agriculture and Livestock, and 3) to adopt techniques for collecting and storing rainwater for supplemental irrigation or small-scale agriculture. Discussions around these policies resulted in increased awareness and some initial behavior change. For example, the coffee washing stations management team agreed for the first time that the discharge of sewage into watercourses was a pollution threat and they agreed and have begun to install pre-processing stations for wastewater.

The project's land and water advisor contributed to the collaborative water reform effort by participating in GIZ-led study tours to Kenya and Benin to observe their efforts to reform the water sector and prepare participants to more effectively contribute to the water sector reform working group in Burundi. Our project financially supported the workshop that reported on the results of these two missions.

A3c. Participatory Approach to Support the Promulgation of the Water Code

In early 2010 the project catalyzed progress in reforming the national water policy by initiating a consultation workshop among key players in the water sector to determine next steps in water policy reform following the adoption of the national water policy in September 2009. Workshop participants agreed that a stronger legal framework for managing water was necessary thus the unexpected work on the draft water code began. The project supported the Ministry of Water, Environment, Land Management, and Urban Planning to efficiently and collaboratively develop the new water code in a short timeframe. This draft code was approved by the sector group on water and sanitation in early February 2010. The next step was getting broad consensus for the code, which needed to be validated by all key players. The creation of a national water regulatory authority caused some concern, but after some information-sharing by the project stakeholders the consensus was that the entity would reinforce the ministry's authority. The project sent the code to the minister in March 2010 and began working with the governmental working group tasked with water sector reform working under the *Programme Sectoriel Eau* (PROSECEAU), funded by the German Cooperation, to raise public and government awareness to advance the code towards promulgation. These efforts led to the water code's inclusion on the parliamentary session's June-August 2011 agenda. Prior to being placed on the agenda, legislation can be stalled indefinitely so this achievement for the water code is significant, demonstrating the government's commitment to water sector reform.

In accordance with constitutional requirements, the project worked with the National Legislation Service (SNL) to translate the water code into Kirundi. Later, at the request of the Ministry of Water, Environment, Land Management, and Urban Planning, the project recruited an international consultant who collaborated with the SNL to translate the water code into English. This was the first time that a Burundian law was translated into English, and the project hopes that it will serve to facilitate better regional cooperation regarding water resources management between Burundi and the East Africa Community countries.

As mentioned above, the water code specifies that there is to be a national water regulatory authority created under the Ministry of Water, Environment, Land Management, and Urban Planning. To facilitate quick implementation of the code following its eventual promulgation, the project drafted the decree that would create this agency. The decree was delivered to Ministry of Water, Environment, Land Management, and Urban Planning, which will follow-up by validating the decree and securing its promulgation by the president.

The project, in coordination with Ministry of Water, Environment, Land Management, and Urban Planning, supported a media campaign to promote the new water code. The campaign, "Water and the Cities," coincided with the celebration of International Water Day on March 22, 2011. The national television media provided coverage of project staff; and on March 26, members from the U.S. Embassy participated in community work focused on improving water quality. The project supported the creation of a documentary focused on the issues of pollution caused by household and industrial wastes to encourage urban populations to

undertake the appropriate management of waste to reduce the negative impacts on Lake Tanganyika's water quality. The documentary was designed in such a way that it could be used as a lobbying tool to promote water resources management. The documentary was also shown during Lake Tanganyika Day and during a workshop for deputies.

The project also supported the Ministry of Water, Environment, Land Management, and Urban Planning to organize a workshop for National Assembly members to further advocate for the adoption of the code. The workshop helped deputies understand the urgent need to adopt the water code, a legal document that would establish water regulation procedures, particularly against dumping waste in water channels. To illustrate the situation, they visited construction on the shores of Lake Tanganyika, a huge threat to the biodiversity of Lake Tanganyika that would be regulated with the passage of the code. The deputies said they were moved by these cases and appreciated the need to adopt this important code. The director general of water and sanitation acknowledged that challenges in the water sector and stressed the need to promulgate the water code to ensure effective regulation. These commitments will hopefully come to fruition with the promulgation of the water code during the October-December 2011 parliamentary session.

A4. Civil Society

The introduction of a positive model of dialogue and the capacity building of a burgeoning civil society to engage in effective advocacy campaigns are important in establishing an open and just society. The role of civil society is to question the government and shape decision-making. In that vein, the project dedicated an important part of its efforts to supporting civil society in accessing opportunities to interact positively with the government and promote new standards and norms. The project worked with civil society groups to build their capacity in participatory advocacy to allow them to advocate effectively and serve as agents of reform. Project support of civil society efforts in working against corruption and monitoring public resources, included the creation of a civil society network, discussed in the Good Governance section of this report.

A4a. Strengthening Civil Society Institutional Capacity

The project worked to strengthen the institutional capacity of Burundian CSOs to improve the effectiveness and sustainability of human rights work. During Year 1, the project provided training on advocacy techniques to improve civil society's ability to launch campaigns and enter into a productive dialogue with the government, media, and other stakeholders. For many participants this was the first training they had received on advocacy techniques. Advocacy training was also provided by the project in Year 3 to civil society organizations that were members of the public resource monitoring network, discussed in the Good Governance section of this report.

In Year 2, the project solicited interest from civil society organizations for capacity building and selected three to receive intensive institutional management training. The training was carried out by two Burundian training organizations: *Programme Regional de Formation et d'Echanges pour le Developpement au Burundi* (PREFED) and Agriconsult, and covered human resource and financial management, and strategic planning. During the weeklong training sessions, 195 participants from the three organizations took the information received and applied it to their organization in working groups. During the training, members of Ligue Burundaise des droits de l'homme (ITEKA) realized, for example, that they were following a

routine that was not analyzed and adapted to their environment, while members of *Initiative des Juristes Chrétiens contre l'Injustice* (IJCI) remarked that it was an opportunity to give their nascent organization a solid and effective foundation (see box, right). Each organization created a draft annual strategic plan.

Training Leads to Improved Systems

"Thanks to the training provided by the project, our organization created a strategic plan that covered human resources, financial and accounting management, and general planning. We have improved our organization because of this plan, which is continually updated, since now we know how to better manage the little resources we have." – Fulgence Kaze, training participant from IJCI

During year 4, the project conducted an assessment to prioritize the training needs of leading human rights organizations focused on women and youth. The project used the results of the survey to design the scope of work for a training to improve the technical and organizational capacity of 30 key and permanent members representing the 15 organizations who participated in the assessment. Terms of reference were created and a competition was launched to find a firm or organization capable of organizing and delivering the training. Optimize Your Human Resources (OPTY) and Success Valuable Partner (SVP), two capacity-building training firms, teamed up and were selected to implement the six-day training that covered organizational management, fundraising, strategic planning, human resource management, and financial management. Two main points participants gained from the training included the importance of organizational planning when an organization relies entirely on outside funds, and the value of effective communication and leadership. The training evaluation forms completed by participants were overwhelmingly positive. Participants were eager to learn the ideas proposed to improve the organization and effectiveness of their work, including how to foster collaboration and innovation.



Participants of Optimize Your Human Resources (OPTY) and Success Valuable Partner (SVP), two capacity-building training firms, show their certificates of completion. Training focused on organizational management, fundraising, strategic planning, human resource management, and financial management.

After the training, the organizations that participated were given the opportunity to submit applications describing what kind of material assistance would help them implement the knowledge and skills acquired. They described how either equipment or additional training would contribute to making their daily work easier and more efficient. After careful examination of the applications and site visits to the offices of the organizations, the project selected five organizations to receive support. The selection criteria were based on capacity, need, and availability of trained staff to use the equipment. Equipment included financial accounting software, desktop computers, and projectors. Those who received accounting software also received training in the use of the software.

A4b. Women's Inheritance Law

One of the crucial reforms discussed by civil society during the project implementation was women's inheritance rights. It is often difficult for women in Burundi to claim rights to property or to have rights to stay in her house if she becomes widowed, separated, or divorced. A draft law on marital property, inheritance (including women's inheritance), and gifts/bequests was submitted to the Council of Ministers in 2008, but due to factors including ignorance of the law's content and a lack of political will, it was not promulgated. The law aims to provide inheritance rights to women and specify procedures for marital property, inheritance, and gifts/bequests to be claimed since properties and possessions are currently acquired according to culture and tradition. Currently, Burundi is the only country in East Africa that does not have a law providing inheritance rights for women.

During its first year in 2008, the project organized a workshop that produced an advocacy plan aimed at adopting the draft law. Due to scope of work changes there was a break in the project's support of this topic, but in Year 4 the project organized a meeting with the active organizations in the sector, including the organizations from the workshop in Year 1, to follow-on the advocacy action plan. Interested organizations were trained on the legal texts relating to inheritance rights, overall status of women in inheritance, and advocacy strategies and techniques to be used to promulgate the inheritance law. This intensive training was eye-opening with several participants admitting that they had been advocating for the promulgation of the draft law without sufficient information. The organizations committed to revising their comprehensive advocacy plan following the training and agreed to advocacy pillars, including initiating actions in synergy, preparing one united message to be used nation-wide, and involving the media. From these organizations three received grants to implement an advocacy initiative to support the promulgation of the draft law.

Each of the three grants had a different targeted audience to construct relevant advocacy initiatives per audience and avoid duplication of efforts; one targeted decision-makers, one targeted community leaders, and one worked with a media outlet to target the general public.

Decision-makers. Réseau Femmes et Paix (RFP) completed their advocacy campaign targeting government decision-makers to adopt the marital property, inheritance, and gifts/bequests law. Since one of the biggest hurdles to the law's adoption is the lack of awareness of the law's content, RFP conducted a study to develop a concise document outlining arguments in favor of the law's promulgation, which they used to meet with key decision-makers. Following the study, RFP, along with other CSOs specializing in women's rights, met with decision-makers to educate them on the draft law's content and answer questions on the draft law. A dinner-debate was held where decision-makers were invited to discuss the proposed law given the information learned during the individual meetings. Participants, which included representation from the first and second vice presidents' offices, senators, deputies, National Bashingantahe Council, and members of the National Human Rights Commission, among others, committed to advocating for the law's adoption and discussed concrete next steps. While working collaboratively with seven separate civil society organizations, RFP was able to get face time with key decision-makers to raise awareness on the importance of the law. A press conference was then held to discuss the recommendations and conclusions from the dinner-debate and the individual meetings to explain the next steps needed to advocate for the law's promulgation and how the media can get involved in the effort.

Identifying Gaps Leads to Solutions

"We determined that the non-passage of this law was a very political issue. Through the help of the Burundi Policy Reform project, RFP was able to pinpoint the cause of the blockage. By allowing us to find this barrier, we are now able to collaborate with other civil society organizations to advocate around the president of the republic. We were able to meet together with AFJB [Association des Femmes Juristes du Burundi] to organize a strategy and write a joint letter to the president." – Evariste Ngendakumana, project coordinator, Réseau Femmes et Paix (RFP).

During this time, partly in response to the lobbying efforts, the Minister of National Solidarity organized a four-day campaign to promote the women's inheritance law. On the fourth day of this campaign, the country witnessed a contradictory message from the president who expressed doubt that the country was ready for such a law, in effect halting the ministry's campaign to move the inheritance law forward. Although the president decided not to push this law forward, RFP expressed appreciation for this activity since it helped the organization and its civil society partners understand the constraints of the policy process for this draft law. RFP representative said that, although the law has not yet been promulgated, it's on people's radar and agendas. Through the Burundi Policy Reform grant, RFP was able to determine what was lacking in the political environment and begin to identify a way to address that gap. All advocacy efforts now can be targeted toward this identified lack of political will at the highest levels.

Community-based leaders. Urisanze's women's inheritance rights campaign targeted community-based leaders and older populations. Urisanze worked in partnership with the National Bashingantahe Council who already had an extensive community-based network with experience educating leaders on the draft inheritance law. Workshops were held in Ngozi and Bururi where religious leaders, Urisanze regional members, civil society actors, and Bashingantahe members from surrounding communes gathered to educate leaders on the content of the draft law and how to advocate for its promulgation. Urisanze committed to managing advocacy efforts in targeted communes following the sessions.

Media and the public. A third grant using a more innovative approach was provided to Association des Femmes Juristes du Burundi (AFJB), an organization of women jurists, to work with the media through radio station REMA FM and educate the general population on the marital property, inheritance, and gifts/bequests law. AFJB and REMA FM conducted

interviews (in Rutana and Cankuzo) to be used for radio spots and debates in favor of the draft law. With AFJB’s technical and legal expertise, they listened to the spots prepared by REMA FM and provided suggestions. By working together to use their knowledge of women’s inheritance rights law and their professional media skills to produce professional radio spots, the two grantees accurately informed the public about the draft law. They also organized collaborative programming with four other radio stations with the theme: “The problem of inheritance in Burundi: when will there finally be a law on this issue?” This successful example of collaborative partnership between the media and civil society included interviews and debates with representatives from civil society and the government being aired for the general public.



REMA FM journalist conducts an interview in Rutana as part of a grant to educate the general population about the women’s inheritance law.

As the project closes, it is still unclear if the political will exists within the ruling party for the advancement of the law but the Ministry of National Solidarity, Human Rights, and Gender’s initiative to organize a campaign to promote the women’s inheritance law and put in place a committee dedicated to it, shows that the issue is being raised and discussed at all levels, which proves that advocacy

efforts are impacting the dialogue and visibility around the issue. The project met with the United Nations Development Programme (UNDP) who committed to continuing to promote the draft law’s advancement. These and other targeted advocacy efforts should continue to be financed to push this critical law forward.

A4c. Human Rights

Victims of torture. In Burundi, torture continues to be practiced and victims have had little recourse because those in positions of authority, such as public security agents, presidential police, soldiers, local government officials, and rebel groups have all practiced torture without being held accountable for their actions. Through its activities, the project has been able to help Burundians open up a public dialogue and raise awareness about the problem of torture, a subject that over the years had become taboo in many parts of society.

During workshops, roundtables, and media panels, civil society organizations and members of government and general public expressed the importance of ending degrading treatment and violence towards detainees. Burundians’ capacity to advocate against torture was also boosted by training sessions, technical assistance developing advocacy plans, and the creation of a consortium of human rights groups to organize joint advocacy activities against torture. Finally, study tours to Cambodia and South Africa showed participants how other countries coped with torture and other grave human rights abuses. The tours gave participants ideas about what they could do to fight torture at the community and national levels. Our inclusive

and participatory approach brought civil society, government representatives, and victims together to recognize that torture does exist and that everyone has a role in ensuring it ceases.

In Year 2, we carried out five roundtables to advocate against torture and seven training courses to strengthen advocacy at community and national levels. For the International Day in Support of Victims of Torture, we carried out public events in five provinces. As mentioned above, we also organized two study tours to Cambodia and South Africa for 26 members of civil society organizations and four government officials. The meetings and site visits in Cambodia enabled the delegation members to objectively assess the strengths and weaknesses of Cambodian society relative to the rule of law and human rights environment in Burundi. The delegation discussed and noted short- and long-term initiatives that they could undertake in Burundi, including community-level mobilization, increased services for victims, and an active pursuit of a tribunal or a truth commission to expose past crimes against humanity within the country. Similarly, participants in the South Africa tour discussed how lessons from South Africa are applicable in crafting transitional justice mechanisms that will serve Burundi.

Victims of torture consortium. One organization cannot influence change alone, and working in the anti-corruption or human rights arena can be dangerous. Thus to strengthen advocacy against torture in Burundi, the project convened civil society organizations working in human rights and torture to start a dialogue on what is needed in this area and propose the idea of creating a consortium. The project worked via the consortium structure to coordinate these various and extensive activities. At subsequent meetings, the number of civil society organizations more than doubled and by the time the consortium, Consortium Action Contre la Torture (CACT), was incorporated it represented most of Burundian civil society working in human rights, with 26 organizations and government entities. The consortium, designed to coordinate advocacy for the eradication of torture in Burundi, identified priorities for reform when the consortium was first formed.

The project financed advocacy training for the consortium to strengthen advocacy efforts against torture and also human rights more broadly. Specific reforms were assigned to different organizations and a coordinator was assigned to consolidate the separate elements into a comprehensive plan for consideration by the consortium. Subcontractor BlueLaw provided hands-on assistance to two organizations: *Association Burundaise pour la Défense des Droits des Prisonnier, la Dignité et la Réinsertion Social* (ABDP-DRS) and *Ligue Burundaise des droits de l'homme* (ITEKA). ABDP-DRS was in charge of political and social reforms; Ligue ITEKA was in charge of legal reforms. The BlueLaw consultant also worked closely with the Ministry of Human Rights and Gender on reforms related to information, education, and communication. Another Burundian NGO, *Action Chrétien Contre la Torture* (ACAT), proposed a strategic advocacy plan for administrative and political reforms aiming at eradicating torture in the community. The four advocacy plans have now been consolidated into a comprehensive advocacy plan for the consortium. The advocacy plan is still in operation and the project supported a few of the activities detailed in the plan through grants.

Victims of torture grants. The project allocated 18 grants to civil society organizations in Year 2; eight of them provided medical and legal assistance to 453 victims of torture. The project provided medical, psychosocial healing, and legal and judicial assistance. The grants were provided to organizations with previous experience in this area, and they were able to work in cooperation with other grantees as well as in the consortium against torture.

The most pressing need for a victim of torture is medical assistance. Many victims are debilitated or prevented from working due to the injuries, and others live with the physical scars and residual pain. The assistance consisted of providing victims medicine, hospitalization, and specialized care. Seven grantees provided medical assistance to victims in various provinces. One example of the medical services provided by grantees is the work done by ACAT, an organization that carried out medical services in 26 communes. The grant allowed ACAT to assist many victims in a short period of time over a broad geographic scope. It was the first time that victims were assisted in health centers near their residences accompanied by a field worker who facilitated and expedited the medical service.

In addition to being physically traumatic, torture is also emotionally and psychologically traumatic. Even if physical scars heal, there are lasting psychological effects. The project created a support group that fostered an atmosphere of empathy, affection, and security that victims greatly appreciated — especially significant because most victims never dared to speak about their experiences. Victims also appreciated that their plight was being given attention; it helped them to feel worthy and comforted that programs exist to assist them.

Legal assistance to torture victims is the most challenging type of assistance. Numerous constraints are at play: the inefficiencies of the legal system, the distance of victims from courts and prosecutors, and the culture of impunity towards torture offenders. The legal/judicial assistance in our grants program included legal advice and recommendations in relation to applicable law and the procedures, referrals to relevant authorities to deal with complaints, and assistance at different stages of the legal process. In addition to victims pursuing their perpetrators, this assistance also applied to prisoners who were detained and mistreated at the hands of authority. In Year 4, project grantee ABDP-DRS advocated for the use of alternative sentencing to imprisonment in accordance with a law of 2009. By meeting with decision-makers, including prison authorities, police, and judges to present data from a survey, ABDP-DRS was able to provide information on alternative sentencing. It also organized prison visits so that police and judges could see the current conditions of the prisons to which they were sentencing perpetrators. *Action Chrétien Contre la Torture* (ACAT) also received a grant to continue advocating decision-makers and judiciary actors. ACAT equipped judges, judiciary police, and prison officers with information gained during site visits of detention centers in 11 provinces to evaluate the torture cases, living conditions for detainees, and the application of the penal code regarding torture. A roundtable was held for decision-makers and radio sports were aired on the need to adequately ratify the international convention against torture and related protocol.

Several grantees noted that the mere act of visiting prisons to assist victims of torture decreased its incidence; the public also became aware about



Victim of torture in Mpimba prison receives visitors to raise awareness of alternatives for prison sentencing under the ABDP grant.

torture and the services available to victims due to announcements about the project's grants in churches and on the radio. Grants to boost organizational and financial capacity have helped partners develop strategic and organizational plans, which will eventually have an impact on the organizations' ability to provide services and engage in advocacy.

International Day in Support of Victims of Torture. In Year 2, to support victims' associations in celebrating the United Nations International Day in Support of Victims of Torture, the project provided grants to four civil society organizations to organize advocacy workshops in Gitega, Muyinga, Ngozi, and Cibitoke to support marches and public events. Two organizations were supported with grants to organize a major public march in Bujumbura. In addition, a few organizations from civil society presented their achievements at a public exhibition in June. In other project years, the project supported the day through providing t-shirts and organizational assistance.

A4d. Supporting Additional Human Rights Advocacy Efforts

Supporting additional human rights advocacy efforts. In Year 4, the project provided support to human rights advocacy initiatives out the domain of victims of torture as well, including orphan's inheritance rights, women and children's rights pertaining to birth and marriage registration, reporting on violence against women, and universal rights to education. These initiatives were supported through grants with organizations previously trained by the project in participatory advocacy.

Ligue Burundaise pour l'Enfance et la Jeunesse (Libejeun) implemented a grant to support the protection of property belonging to orphans. According to UNICEF estimates from 2006, there are approximately half a million orphans in Burundi; approximately half are orphans because of the war and half due to HIV/AIDS. Libejeun noted that previously orphans were supported by strong social structures but since the war broke up families and increased poverty, these structures weakened and were less able to support orphans. Thus, orphans became more vulnerable to inheritance theft. After identifying legal and non-legal frameworks that protect property belonging to orphans in Bujumbura, Gitega, and Ngozi, Libejeun conducted orphans' property workshops in those three provinces. The workshops targeted judges, guardians, journalists, lawyers, communal administrators, the Bashingantahe, and non-profits. Libejeun prepared and distributed orphan property registration documents after integrating the recommendations and findings from the workshops. During the workshops Libejeun secured a commitment from the participants to conduct an awareness campaign to register property belonging to orphans. An evaluation committee was established to monitor the registration of property following the grant.

In April, *La Famille pour Vaincre le Sida/Association Burundaise des Amis de l'Enfance (FVS-AMADE)* carried out a grant to improve the registration of births and marriages to protect the rights of women and children. Children are not eligible for government services including health care and education without proper birth registration and women are often vulnerable and poorly treated in unregistered marriages because they have no legal ownership of children or other property belonging to the informal union. FVS-AMADE, working with its interior satellite offices, advocated for better administrative registration processes, working with communal and provincial administrators. The grantee conducted a study of unregistered births and marriages in Makamba and Gitega that showed trends on why citizens had not registered marriages and births. Reasons included public ignorance, absence or denial of paternity from the father, absence of registration documentation available from the

communal administration, and poverty inhibiting families from paying the registration fees. The grantee then held subsequent workshops with administrators in each province, outlining the results of the study and recommendations to improve registration processes. A public awareness initiative took place to inform the public on the improved registration processes and the importance of registering births and marriages.

Association Burundaise des Femmes Journalistes (AFJO) conducted an advocacy initiative with the media to improve reporting on gender-based violence. AFJO carried out two, four-day training sessions and hands-on mentoring in May and June for journalists on gender-based violence reporting, including the use of statistical data. Two rural associations focused on women were also trained by AFJO on critical media listening skills to monitor radio reporting of gender-based violence and send feedback to be analyzed by the grantee and presented to the media organizations. The information collected by the listening groups, including statistical data, was used to create a database that tracks gender-based violence progress and to promote current and future advocacy efforts.

An advocacy initiative to eliminate obstacles to children accessing their basic right to education was conducted by grantee *Syndicat des Travailleurs de l'Enseignement du Burundi* (STEB). STEB, in coordination with its satellite offices, first conducted a study in Rutana, Ngozi, Cibitoke, and Kirundo to determine the existing obstacles to education and propose solutions to each obstacle. STEB then developed an advocacy document that contained information from the study, advocacy strategies for change, and the concept of Education for All. Relevant actors, including government authorities and civil society members, were then educated in each province on how to remove education barriers and promote children's rights to education in their province. STEB also supported the establishment of local networks to advocate for the right to education and monitor local education activities.

A4e. Women's Leadership Initiatives

Gender is integrated in all aspects of the project and therefore discussed throughout this report. However, in Year 2, the project received special financing to strengthen women's leadership and participation. The project organized two conferences and 20 training sessions, 17 in the areas of conflict resolution and fight against corruption, two in the field of gender and development, and one in the area of advocacy techniques. Through these training sessions, the project helped 229 Burundian women leaders build skills necessary for participation in the political process. Training in conflict management, including the more advanced courses added at the end of the year based on popular demand, gave women leaders the skills to manage conflict in their homes and society at large. Women trained in grassroots organizations gained a better understanding of gender equality, equal economic opportunity, and equal participation in the political process. Some came to realize that they themselves had contributed to gender inequality by the way they raised their children.

Conferences in Ethiopia and South Africa. In addition to these workshops, the project organized two trips for women parliamentarians, ministers, and jurists to attend international conferences in Ethiopia and South Africa, which taught them about women's issues in Burundi and how to better advocate for reforms. The delegations were composed of women leaders from civil society and parliamentarians who participated in the project's anti-corruption and conflict-mitigation training, which the project built on and used to create ongoing relationships with the beneficiaries. An additional benefit of both conferences was that they were held in Africa, which encouraged a regional exchange of knowledge and

experiences. Advocacy training after these conferences helped the women to develop advocacy plans in each of these areas.

Through the international conference on child development in Addis Ababa, Burundian women leaders learned about children's rights and subsequently launched initiatives to better support children in Burundi. Because child abuse and neglect was raised as a widespread concern at the project-sponsored government retreat during Year 1, along with the recognition that few leaders are knowledgeable on the topic, the project decided to send the women's delegation to the 6th African Conference on Child Abuse and Neglect with Focus on Early Childhood Development and Education. The Burundian delegation received introductory training on advocacy techniques, and followed up on this with additional advocacy training in Burundi after the conference. Upon return, the participants raised awareness of children's rights while working with the media at a press conference that served to share what the women had learned. The women jurists then participated in the Day of the African Child, led by the Ministry of Human Rights. They also met to continue reflecting on the defense of children's rights and to organize an advocacy campaign requesting that municipal and national authorities create more green spaces for children, because playing is essential to their psychosocial development.

Through a conference to South Africa about sexual violence, the Burundian delegation, composed of seven members of parliament, including the minister in charge of the fight against HIV/AIDS, learned how to advocate for stronger policies against sexual violence. This conference helped the Burundian participants develop networking strategies and learn the importance of advocacy. The main lessons learned included the link between quality research and advocacy, and the fact that one way to reduce violence against women is to reduce their financial dependence on men. The delegation came away with a better understanding of how important it is for Burundi to have a national database on sexual abuses against women to support advocacy. Upon their return to Burundi, the women parliamentarians found that the political climate was focused on revisions to the electoral code. Political parties were prohibited from organizing meetings, and it was difficult for them to get together to discuss further advocacy. To build upon the conferences, the project organized an additional advocacy training that addressed concrete techniques and gave the women the opportunity to create an advocacy plan for children's rights and violence against women. The trainers spent significant time undoing misconceptions and reinforcing new ideas. It was an opportunity to create and deepen understanding so that the women could execute their initiatives with more organization and strategic planning.



Women participants in the South Africa study tour, including the minister in charge of the fight against HIV/AIDS, show a gesture of dedication to fighting sexual violence against women.

A4f. Gender-Based Violence

As a follow-up to the lessons learned from the South African conference, during Year 3, the project used remaining funds from Year 2 to provide extra training in November and December to help women leaders at the grassroots level build skills in fighting domestic violence. Local administrators and men in the community were also invited to build awareness and cooperate in the effort. One result of the training was that participants came to better understand the difference between awareness-raising about domestic violence and advocacy to fight against it. They also designed advocacy action plans. In one province, participants from the training created coordination committees to take action and follow-up on the advocacy plans at the communal level. Provincial authorities involved in the training were particularly touched by the topic of violence against women and pledged their involvement in the committees. In some communes, the committees served as a safe place for young girls especially to denounce crimes of violence or rape. Given the commitment of communal and provincial authorities, some committees were able to be effective in assisting in certain cases of rape or violence and in bringing attention to the issue.

A4g. Training Women at the Grassroots Level

More than 50 women leaders or members of grassroots organizations participated in two capacity-building workshops designed to promote leadership and political participation. During the workshops, the women learned about the importance of fighting inequality, injustice, and exclusion of women in society and political processes. Participants explored concepts such as equality before the law; equal distribution of roles, resources, and benefits; equal economic opportunity and control of resources; and equal participation in the political process. The women shared experiences about discrimination and discussed what hinders them from contributing to development. By realizing that even women perpetuate inequality by discriminating against their own daughters by granting more opportunities to their sons; by blindly respecting tradition that has always endowed power to men; and by over-burdening girls at a young age, depriving them of their right to play because they are confined to stay with their mothers who are burdened with household chores and child-rearing responsibilities. The participants decided to adopt new attitudes to promote equal and sustainable development, first within their households through the education of their children. In addition, participants wanted to do more to defend their rights, especially as they learned that culture is an evolving phenomenon, meaning it's subject to transformations and to adaptations dictated by the emergence and the course of events. The real question to ask is, what change does the community itself want to promote?

A4h. Training Women at the National Level

During Year 2, the project trained 177 leading female parliamentarians, lawyers, and representatives of the civil society organizations in conflict management and anti-corruption reform. The conflict management training sessions are discussed below. The anti-corruption and elections training sessions are discussed in the Good Governance section of this report. Repercussions of Burundi's long conflict are still being felt, and although the conflict has officially ended, it has taken root in society in a variety of ways. There remains conflict over land, resources, political power, and more. The project worked during Year 2 to give women leaders the skills to mitigate these types of conflicts in their professional, communal, and personal lives. The project held nine capacity-building workshops for women leaders in civil

society, jurists, and women in parliament. The training helped the women become familiar with the main concepts of conflict resolution, including the underlying causes of conflicts, tools for conflict analysis, and strategies for resolving conflict. They learned how to use communication and interest-based negotiation to resolve conflicts while developing a deeper understanding about how they can exert leadership as members of society. The participatory methodology of the workshop allowed each participant to demonstrate high levels of understanding and improved knowledge on conflict-related topics. In fact, the project's conflict-resolution consultant was able to determine that results of the workshop were positive and clearly demonstrated the high quality and impact of the training sessions. One female participant noted that, "instead of going on strike to defend our rights, we changed the strategy and collaboratively and peacefully obtained an important amendment to a governmental act supporting the interests of our teachers." Another woman was able to "facilitat[e] the peaceful resolution of a conflict between the population and the local authorities, in the framework of a social reinsertion program in a commune." Another sustained effect of the workshop was shown by a woman who said that she "helped establish an NGO fighting for the succession rights of women." To reinforce the training, the project provided additional training to women leaders to practice what they had learned in previous training sessions.

A5. The Media

Throughout the project, activities focused on creating a more professional, functional, and sustainable democratic media. The role of the media is to stimulate public participation in social, political, and economic reform. A functioning, professional independent media is able to provide rapid, responsive, unbiased, and substantive reporting, which is critical to improving the dialogue between the government and citizens. The media in Burundi has a very large responsibility to inform the public with factual information. One media representative said that "although it is difficult to operate in a dangerous and financially weak environment, it's our privilege to play a positive role that pushes society in a good direction." Media members in Burundi have been hampered by fear of reporting on sensitive issues, lack of financial support or independence, and inadequate reporting skills. Additionally, high turnover in staff means that there is an ongoing need for capacity building within the media organizations, which often results in unprofessional behavior. The project worked with journalists through training sessions and grants to improve their ability to educate the public on the content of current policy reforms and communicate responsively and effectively. The project encouraged collaboration and networking among media professionals as well to strengthen the media sector.

Given the interrelated nature of the project working with the government, civil society, and media, many activities involving the media are discussed in other sections of this report, specifically the good governance, policy reform, and civil society sections.

A5a. Training Media to be More Sustainable and Professional

Media in Burundi is only beginning to develop a culture of entrepreneurship to ensure financial sustainability; this is seen by the amount of advertising today versus what existed in 2007. Media had little or no experience in developing strategies to bring in revenue. This leaves outlets vulnerable to closing if funding streams dry up. During Year 1, the project launched a training aimed at marketing strategies, sales techniques, and the essentials of launching an advertisement campaign and the essentials of setting up a business development

department. At the end of the training, participants appreciated the need for entrepreneurialism in the media to become more independent and professional.

Two additional training sessions for journalists and media organization heads were held in Year 1. One focused on practical, professional reporting methods for correspondents who were primarily new to the job and had no background in how to collect and process information in an ethical and timely manner. The second training was provided on models of international reform, educating journalists and media directors on the content of specific reforms underway and their role to educate the population on reforms. These training sessions helped improve journalists' understanding of their right and responsibility to report on politically sensitive subjects, enabling them to improve their editorial content and report more responsibly. For example, many journalists expressed fear of reporting on sensitive issues; however, at the close of a training session, a correspondent from the Burundian Press Agency told the group that he felt empowered and would never again be afraid to deal with a delicate subject.

In Year 3, the project followed-up on these efforts with training for journalists on investigative journalism and reporting techniques. Hands-on examples were used in these training sessions to show the need to take an independent and analytical approach to information received and present information responsibly and neutrally. The training also addressed the difference between classic reporting and investigative reporting as most participants had never produced an investigative piece. Other topics addressed included how to develop and pursue an investigative hypothesis, present an investigative report, and market a story so that it achieves the greatest impact. These training sessions were put to use through project grants, discussed below.

A5b. Equipping Media Outlets to Improve Quality and Coverage of Reporting

In January 2010, the project assessed the capacity of local media outlets to recommend and provide training and equipment to expand and improve their coverage. A key finding of the assessment was that although the media have received a good deal of training, high turnover in this field means that there is an ongoing need for capacity building. The training for journalists on investigative journalism and reporting techniques was organized as a response to this study. Additionally, the study showed that there was a need for equipment to extend and improve media coverage. The project took action on these recommendations by providing equipment to media organizations in Years 3 and 4.

In Year 3 the project provided computers, digital records, digital cameras, professional microphones, and a television camera to seven media organizations in an effort to enhance their operations and expand their coverage. The equipment helped the organizations improve their reporting and the professionalism of their productions. One media organization, Journal Ndongozi, received a desktop computer, a printer, and three digital cameras. Ndongozi's director, Sister Nduwimana, describes the changes that evolved as a result of the new tools: "Before we did not feel comfortable printing photos because they were of poor quality, but now we are proud because our readers will see high-quality images... we also improved our pace of work thanks to the computer the project provided us."

The 2010 assessment also showed that radio stations would benefit from expanding their coverage using transmitters (see box, right). As a result, the project provided and installed radio transmitters to eight Burundian radio stations to increase listenership. Innocent Muhozi, of Radio Télévision Renaissance, said that the radio transmitter allows them to “broadcast for many more hours per day with a much better sound-quality. By having more hours during the day and more programs, we have better financial security for our organization and the public receives more information.”

New Transmitter Expands Reach

“We have heard from populations in Cankuzo and Ruyigi that following the installation of the new transmitter, the reach of the National Radio grew to reach these regions that have always had problems receiving radio coverage, a huge achievement.” – *RTNB Director Chanel Nsabimbona.*

A5c. Providing a Common Internet Center for Journalists

The Maison de la Presse is a neutral resource center for journalists that offers a studio, print room, and space for conferences and workshops. The center offers journalists a meeting place to exchange information. The project equipped the Maison de la Presse with an Internet center to promote professional journalism by improving access to reliable connectivity in a space where journalists could meet and collaborate. The equipment was officially handed over to the Maison de la Presse from the U.S. Embassy on World Press Freedom Day in May 2011. The center now provides journalists access to new information and communication technologies offered by the Internet. One month after the inauguration of the center, the director of the Maison de la Presse noticed an increase in journalists using the Maison de la Presse as a resource.

A5d. Providing Grants to Report on Public Interest Issues and Improve Media Capacity

In Years 3 and 4 the project provided eleven grants to media outlets to report on issues of public interest. Media outlets that had been trained by the project in investigative reporting were eligible for these grants. A table outlining the themes covered by the project is provided, below.

Media Outlet	Theme
RPA	Promoting transparency in the process of recruiting and informing the public of different employment options and innovative income generating opportunities
Bonesha FM	The need to prevent and manage land conflicts
RTNB	Production of a documentary on the causes and response to the recurring famine in Kirundo
Journal Iwacu	Topics of governance and corruption highlighting the small ways in daily life where Burundians are confronted with corruption and a lack of governance
Journal Ndongezi	How the law against violence towards women appears to not be respected in selected provinces
Bonesha FM	Raising awareness through radio broadcasts on the importance of the new land code
Radio Culture	Raising awareness on refugee reintegration issues in Burundi
Journal Iwacu	Production of weekly articles covering land tenure and environment, women’s inheritance rights, and the reintegration of refugees
RPA	Media advocacy campaign for women’s inheritance rights
REMA FM	Media advocacy campaign in coordination with a civil society organization for women’s inheritance rights
RTNB	Raising awareness on land and environment issues in Burundi, particularly the need to adopt the new land code

To highlight a few grants:

Radio Culture implemented a grant in Year 4 to increase awareness on refugee reintegration issues in Burundi through radio spots following surveys and field interviews in Rutana and Makamba. Listeners in Mungwa, Gitega, requested the re-airing of spots related to access to health care and education since they were particularly informative to the refugee populations in their commune.

Journal Iwacu received grants in Years 3 and 4 to produce articles on issues of public interest. In Year 3, Iwacu produced three articles that showed various day-to-day corruption and governance issues such as fraudulent driver's licenses, illegal detention of children born to incarcerated mothers, and persistent logging by companies without replanting that can lead to landslides. In Year 4, Journal Iwacu conducted a three-month grant to conduct field investigations and interviews for the production of weekly articles covering land tenure and environment, women's inheritance rights, and the reintegration of refugees. Following an investigation and article on issues Tanzanian refugees face in reintegrating into the Burundian educational system, the problem was stressed by multiple media outlets in their weekly news reviews. This awareness produced a six-month intensive training program in French and Kirundi for Tanzanian schoolchildren residing in Makamba refugee camps, which will enable them to continue their education in the Burundian system in the next school year. The articles were printed in their weekly newspaper but also posted on Iwacu's website. Several comments from readers regarding the articles have included various points of view, proposed solutions to the problems, and praise for bringing the issues to light.

B. Challenges and Lessons Learned

The project implemented activities during a critical and challenging time in Burundi's political history. In 2007 when the project began, the new government of Burundi was composed of several parties and, although they were relatively inexperienced, they showed faith and trust in the leadership and guidance provided by international partners. The new government elected in 2010, however, changed the working environment. The project began working with a government that did not have much internal opposition and thus had less tolerance for any type of diverging opinion or criticism. As a result, there was a clamp down on freedom of expression and an increase in human rights violations. The relationships between the government, civil society, and media became tense since these relationships were at the core of our mandate to promote an inclusive policy reform process. To succeed in this atmosphere, the project had to remain unbiased and strive to build in collaborative processes for all activities. Project roundtables and validations always included representation from the government, civil society, and media to promote responsibility and ownership from all sides on common issues. The positive side of this was that in the process of these collaboration initiatives, working relationships between the groups were strengthened and in some cases at least a minimum level of trust was formed.

The 2010 elections caused some challenges and delays as most of our Burundian partners' were focused on elections and therefore not focused or available to plan, organize, attend, and follow-up on project activities during the pre-election period. Additionally, the post-election phase was also challenging in Burundi as it is in all developing countries since it takes time before the government is back to functioning normally. Since the 2010 elections were contested, the situation was further exacerbated, causing an increase in insecurity. Further, many government officials, including parliamentarians and ministry officials, trained by the

project during the first three years were no longer in office following the 2010 elections. Thus, in many ways the project had to re-start awareness efforts on key issues including the land and water codes. In the last two years, project staff spared no effort to achieve targets, navigating the political climate and using the experience gained during the first years of the project, to effectively build new relationships and work with the government to push important reforms forward.

The project also faced considerable programmatic challenges with inconsistent scopes of work over the four years due to the earmarked funds received for Year 2. These work plan changes required a shift in technical focus and often a new set of government and civil society partners. Follow-up on project activities was often not as consistent as a result. For example, in Year 1, the project worked with civil society groups working in women's inheritance rights and it was not until Year 4 that the project was able to follow-up with progress and support next steps to push for the advancement of the draft inheritance law. The more positive side of the varied scopes of work was that they allowed the project to be more flexible and to focus on topics relevant for the country at the time. As a result, the project had significant impact in a wide range of sectors over the four years, including anti-corruption and good governance, land and water reform, women's inheritance rights, women's leadership, elections, media, and human rights including victims of torture and gender-based violence.

C. The Road Ahead

Government officials, civil society, media, and the general public now regularly discuss corruption and good governance in public and in private, a new phenomenon that has emerged during the course of the project. Each group is more knowledgeable about the topic and ready to play a role in promoting good governance. This awareness and energy should be capitalized on through future good governance efforts, which could include effective implementation of the new land code, the promulgation of the water code, the advancement of the inheritance law, and the revision of the anti-corruption law. The Burundi government, particularly the Ministry of Good Governance and Privatization and its institutions, including the Anti-Corruption Brigade, should continue to be strengthened in anti-corruption and government accountability. Particularly without an opposition group in the government, the media and civil society groups need to be strengthened and protected as partners in reform. Future initiatives to promote good governance should continue to strengthen the communication channels between the government, the media, and civil society groups to improve access to government services and promote a participative and transparent democracy.