

**Post-war Reconstruction and Development Unit
Department of Politics
University of York.**

<p>Evaluation of the Community Based Bujumbura Peace Programme</p>

Funding Organisation: CARE NERDERLAND

Evaluators: Margaret Chard and Richard Jones
with
Frederic Ntagunama and Charles Ndayiziga

18th December 2003

Executive Summary

During the thirty one years following independence from Belgium in 1962 Burundi has suffered from almost continuous political unrest, politically motivated assassinations and episodes of ethnic violence. The assassination of the democratically elected Hutu President in 1993 triggered the current crisis which has yet to be resolved. The event triggered reciprocal killing of hundreds and thousands of Hutus and Tutsis throughout the country and led to the segregation of Bujumbura into Tutsi and Hutu dominated living quarters, and the proliferation of mutual fear and distrust among Burundians. The fragile economy has become even weaker. Agriculture, which accounts for more than 50% of the GDP, 93% of employment and 90% of the country's exports has decreased significantly. In the absence of peace and confidence in the government, Burundi cannot attract or sustain the levels of foreign and domestic investment that would lead to political and economic stability.

In this context the Community Based Bujumbura Peace Programme was set up in the belief that peace and reconciliation are crucial prerequisites for household livelihood security in Burundi and that the promotion of peace and reconciliation requires the presence of a viable civil society. The overall objective for the CARE funded continuation of the project which started in June 2002, which is the subject of this evaluation is that

Within one year, there will be a contribution towards the consolidation of peace and peaceful cohabitation of different ethnic groups within 7 peripheral zones within Bujumbura.

Three sub-objectives were concerned with supporting peace initiatives, livelihood promotion and institutional development of civil society organisations.

The evaluation of the project was conducted by a team from the Post-war Reconstruction and Development Unit, University of York, UK with the assistance of two local consultants. The evaluators were asked to assess the efficiency, effectiveness, sustainability, relevance and impact of the project.

Methodology of the Fieldwork

The evaluation was carried out over a period of two weeks in December 2003. A participatory approach was adopted. Project staff were first asked to define indicators for the success of the project which were then translated into questions used in four of the seven zones covered by the project in meetings with members of associations their coordinating network committees, Bashingantahe committees and zone administrations, discussions were led by the local consultants in Kirundi. Towards the end of the fieldwork, visits were made to workshops and agricultural activities in order to talk to individual association members. The findings were discussed and clarified in further meetings with staff and by study of project documents before the finalization of the report.

Main Findings and Conclusions

Efficiency: Despite interruptions caused by funding gaps and sporadic violence and insecurity the project was able to efficiently carry out its planned activities because planning had been participatory and based on sound knowledge of local capacities, needs and vulnerabilities. It had modest achievable targets and built in flexibility to respond to changing situations.

Effectiveness: The role of the project has been to structure and support existing ideas and initiatives for peace and reconciliation. There is a clear link between social mobilization activities facilitated through the project and the promotion of a favorable attitude towards peaceful conflict resolution and peace consolidation. Methodologies adopted by the project to promote income generation for out of work unemployed youth and vulnerable groups are demonstrably effective but necessarily limited in scope and impact by the short time frame of this phase of the project. The project has strengthened social cohesion of the target population and has contributed to the emerging of new dynamics in civil society by building the capacity and cohesion of the association movement, in which women constitute an active majority, and supporting the revival of the traditional institution of the Bashingantahe.

Impact and Sustainability: The project in one year has achieved some very important results, the impact at the level of the zones (beneficiaries, administration and general population) is evident in the field of consolidating peace and cohabitation. The most important factor in guaranteeing the continuation of peaceful cohabitation will be the consolidation of relationships built as a result of the project between formally antagonistic groups as they cooperate together in the associations which remain multi ethnic.

In addition the general well being of livelihoods has been improved through rebuilding of housing and infrastructure and the promoting of income generation activities. However, what has been achieved needs to be consolidated by a second phase of support, in particular, the time was insufficient to ensure the transition from training to work for many of the young people involved. The continuation of the strategy of youth skills training and employment whilst soundly based will be dependent upon the successful continuation of the networks.

The networks themselves have acquired the necessary skills through training to function autonomously but still lack resources and experience, so that their sustainability is not guaranteed. However as the project was planned and implemented from the beginning with the intention of promoting independent organizations with self sufficient members, there is considerable optimism on the part of association members and project staff, which is shared by the evaluators, that the association movement will survive and grow. However there is some apprehension about the withdrawal of all support at this stage. For example the independence of the emerging civil society institutions (associations and their network coordinating committees and Bashingantahe committees) which have been substantially supported by the project still need to be consolidated by further economic and training support.

Relevance: The participative strategy used for planning and implementing the project has ensured the relevance of the intervention and this was confirmed in discussions with beneficiaries.

Recommendations:

- 1)The project has been able to achieve the broad objectives which were assigned and the results are visible and concrete. However, for the results to be durable a second phase of consolidation is necessary in the areas of project intervention.
- 2). The methodology developed by CARE Burundi has proved its effectiveness and should be extended to other zones of the Marie of Bujumbura where CARE has so far not worked and even beyond, to rural Bujumbura and other areas of the country.

Acknowledgements

We are very grateful to the many people that assisted us in our work, in particular the CARE team who arranged visits, gave time to discussing the project and made us welcome.

Coordonnateur du project : Stany Niyonzima; Assistant Coordonnateur, Specialiste en Resolution de conflicts: Ida Ntawundora; Charge du renforcement du mouvement associatif: Alice Harushimana; Charge des activites agricoles: Leonard Kayobera; Charge de la formation en métiers et de l'encadrement de la jeunesse: Eugene Nirera.

We are also grateful to CARE Assistant Country Director Chris Necker for background information, hospitality and comments and our interpreter Fidele Kanyugu who managed to move between three languages.

Our sincere thanks to our local consultants Frederic Ntagunama and Charles Ndayiziga without whose collaboration it would have been impossible to obtain the quality and breath of information in their field.

Margaret Chard and Richard Jones

Bujumbura, Burundi.

December 2003.

Abbreviations

BPP Bujumbura Peace Programme (Community Based)
DRA Dutch Relief Agency

Evaluation of the Community Based Bujumbura Peace Programme Contents

Executive Summary	1
Acknowledgements	3
Contents	4
1.0 Background	5
2.0 Outline Evaluation Methodology	6
2.1 Objectives of the Community Based Bujumbura Peace Programme	6
3.0 Findings	9
3.1 Efficiency	9
3.1.1 Activity Planning	9
3.2 Effectiveness	13
3.2.1 The Link Between Social Mobilization Activities and a Favorable Attitude towards Peaceful Conflict Resolution and Peace Consolidation	13
3.2.2 The Realization of Association Movement and the Emergence of a Stronger Civil Society	14
3.2.3 Improvements in the Economic Livelihood of Youth, Women and other Vulnerable Groups	16
3.2.4 The Extent to which Improvement of Economic Livelihood led to Peace and Social Cohesion	18
3.3 Sustainability: The Continuation of the Association Movement after the Withdrawal of Funding	19
3.3.1 The Extent to which Economic Activities Supported by the Projects are Sustainable	20
3.3.2 Threats to Sustainability	20
3.4 Relevance and Impact	21
4.0 Lessons Learned	22
4.1 Methodology	22
4.2 Efficiency	22
4.3 Effectiveness	22
4.4 Sustainability and Impact	23
4.5 Relevance	24
5.0 Conclusions and Recommendations	24
Appendices:	
1. Terms of Reference	26
2. Indicators of success	28
3. Key questions of the evaluation	29
4. Fieldwork Details	31

1.0 Background¹

During the thirty one years following independence from Belgium in 1962 Burundi has suffered from almost continuous political unrest, including coup d'états, politically motivated assassinations and episodes of ethnic violence. However, October 21st 1993 marked the beginning of a new socio-political crisis, one that prevails today. On that day, Tutsi army officers assassinated the democratically elected Hutu President and several leaders of his political party. The event triggered reciprocal killing of over 150,000 Hutus and Tutsis, the segregation of Bujumbura into Tutsi and Hutu dominated living quarters, and the proliferation of mutual fear and distrust among Burundians. This event also led to the development of increasingly militant Hutu rebel movements, some of which currently pose major threats to the government. Past attempts to promote ceasefires have worked only sporadically and periodically or not at all. The unstable environment and the absence of a complete ceasefire have allowed fighting and human rights abuses to continue. The fragile economy has become even weaker. Agriculture, which accounts for more than 50% of the GDP, 93% of employment and 90% of the country's exports has decreased significantly. In the absence of peace and confidence in the government, Burundi cannot attract or sustain the levels of foreign and domestic investment that would lead to political and economic stability.

Peace and reconciliation are crucial prerequisites for relative household livelihood security in Burundi and the successful promotion of peace and reconciliation efforts, to a certain extent, depends on the presence of a viable civil society. The concept of 'civil society' is still in its infancy, for many Burundians, civil society is synonymous with the private sector, although there is no evidence to show that the private sector is involved in civic action. The main impetus in the growth of the NGO sector was the political liberalisation that took place in Burundi in 1992-1993 and the need to defend civil liberties. Subsequently a large number of small inexperienced local NGOs and associations came into existence. At the same time human rights and the material conditions of life have continued to be threatened and the need for civil society organisations to be strong and well organised remains vital. The existing organisations are focused on humanitarian welfare and self help, and generally view their role as that of saving lives and filling gaps in social services. Few organisations have the skills, or indeed the understanding of the role of civil society, to provide a credible and accountable interface that encompasses decision making, governance and peace building. Burundi needs a strong and vibrant civil society to rise to its future challenges in contributing to bringing all citizens together and building a common future, which is based on equality and social justice. Associations were legalized in 1992 and various NGOs have supported association movements as a way of improving civil society.

The capital Bujumbura continues to experience political and social instability. The outbreak of interethnic violence in 1993 severely affected the capitals population with many zones ethnically Balkanised in 1994 and 1995. Although people started to return to their former homes in 1996 minority groups who used to live in a certain zone could not return for fear of reprisal actions. Additionally even if diurnal security conditions were acceptable, fear and distrust prevailed and the material conditions necessary for rehabilitation were absence. Efforts to restore dialogue and integrate people began in 1997 through the Governments and NGOs' interventions, which need to be developed and strengthened.

In this context the Community Based Bujumbura Peace Programme (BPP) was set up by the Dutch Relief Agency (DRA) in 1998 until April 2001. After a break of one year the current BPP was established by CARE Nederland in June 2002. The objective of the programme was that within one year, there will be a contribution towards the consolidation of peace and peaceful cohabitation of different ethnic groups within 7 peripheral zones within Bujumbura.

¹ Taken from the Terms of Reference

The Community Based Bujumbura Peace Programme is financed by the Ministry of Foreign Affairs of the Netherlands Government and is being implemented by CARE Burundi. CARE Nederland is contract holder and responsible for monitoring and evaluation, reporting and contract management. The budget for the Bujumbura Peace Programme amounts to 578,416 Euros.

CARE Nederland and CARE Burundi have defined conflict management and peace building as one of their strategic directions for the coming five years. They are eager to have the project's results and lessons learned well documented and discussed as these will eventually be put to use in other projects in Burundi and elsewhere. The current focus of CARE Nederland in the field of conflict management is on conflict prevention and peace building as part of its humanitarian assistance and rehabilitation projects. The main activities within these humanitarian assistance and rehabilitation projects that carry a component of conflict management are: conflict resolution activities, capacity building of local CBOs working in the field of peace building and conflict prevention, peace education and promoting dialogue between local CSOs and local governments.

2.0 Outline Evaluation Methodology

The evaluation was undertaken by Margaret Chard and Richard Jones from the Post-war Reconstruction and Development Unit, the University of York, UK, with local consultants Freddy Ntagunama and Charles Ndayiziga between the 5th and 18th December 2003 on the basis of the Terms of Reference from CARE Nederland (Appendix 1). The evaluation is based on the working objectives used by the project as follows:

2.1 Objectives of the Community Based Bujumbura Peace Programme

Overall Objective: Within one year, there will be a contribution towards the consolidation of peace and peaceful cohabitation of different ethnic groups within 7 peripheral zones within Bujumbura.

To this end there are three main operational objectives:

ONE: Within one year the local leaders of the association movement and the administrative authorities in the 7 zones of Bujumbura have adopted peaceful conflict management and have initiated reconciliation activities.

1. Organize and facilitate dialogues and forums for adults and youth around the theme of peaceful cohabitation.
- 2.. Organise 4 cultural events and 4 sports tournaments throughout marie of Bujumbura, centred around the themes of reinforcing peace and peaceful conflict management
- 3.In collaboration with the local authorities identify the Bashingantahe and integrate them in the community mechanisms for the peaceful management of conflict.
4. Support local authorities/local associations in the organisation of work camps for the rehabilitation of infrastructure by youths.
- 5.Organise and facilitate in the work camps secessions of dialogue on reinforcing peace and the peaceful resolution of conflict and human rights
6. Finance the community work for the rehabilitation of infrastructure and the awareness raising of youth for peace.

TWO Within one year 120 youths without employment and the members of the 70 agricultural associations will be able to take charge of the income generation activities.

1. Support the training in trades favoring the out of school youth and the members of partner associations.
2. To support the graduates of the training centers for skills to carry out a revenue generating activity (employment/self employment)

3. Carry out four workshops facilitated by the CARE agronomists with a view to identifying and assessing the needs of inputs and cultivation techniques for the agricultural associations.
4. Train two trainers in each association for cultivation techniques
5. Train two members in each association for techniques of harvest conservation

THREE: Within one year 70 associations working in the zone of intervention will better organised to create collectives and will thus be able to take decisions.

1. Organise with the intention of the leaders of the associations/local NGOs 10 workshops of 2 days, each one for the training of training in the organisation and development of the associations.
2. Organise with the intention of the members of the association 10 training workshops on the conception and management of projects
3. Three workshops for the training of trainers for the planning of programmes
4. Three workshops for the training of trainers on decision making in participative management
5. Organise three workshops for the training of trainers on communication and the conducting of meetings
6. Finance and insure the follow up of the projects initiated by the NGOs and the local associations with the aim of strengthening the other less developed associations and groups.
7. Organise 5 meetings for the exchange of experience to the benefit of the working associations in the field of reconciliation and peaceful management of conflicts in the zone of intervention

In accordance with the need to develop a participatory evaluation the work was initiated in a series of meetings with key project staff, - the coordinator of the project, the assistant coordinator and specialist in conflict resolution and the person responsible for strengthening the association movement and the person responsible for agricultural activities. The discussion was held in order for the key staff to describe activities and how they were planned. This was also verified later from tri-monthly reports and the fieldwork. The main activity was to establish their indicators for success of the different specific objectives (Appendix 2) and to describe problems and lessons learnt that formed a basis for the evaluation questions (Appendix 3).

On the basis of this information, the PRDU consultants with the two local consultants defined the questions to be answered for the evaluation in relation to the issues defined by CARE in the Terms of Reference: Efficiency, Effectiveness, Sustainability, Relevance and Impact. It was decided that efficiency could be verified from staff accounts, tri-monthly reports and observation in the field.

A total of four zones were visited – two in the north, Buterere and Cibitoke and two in the south, Musaga and Kanyosha one in each area being a new administrative division. Fieldwork details are found in Appendix 4. The choice of zones was also dictated by security considerations. Although the project continues to work in three other areas affected by violence, (Kamenge, Kinama and Gihosha) it was deemed inappropriate for team visits. Information on such areas was obtained from staff and members from associations with contacts with people living in the areas affected by violence.

During the fieldwork the team were accompanied by members of project staff who set up the visits. The local consultants directed discussions with groups of association members, network coordinators, local administrators and Bashingantahe in order to obtain answers in relation to the defined evaluation questions. Throughout the research proceedings, with the help of project staff, representative groups of association members joined in the discussion in terms of women, men, various associations with different activities and ethnic and age groups. This was not difficult as association movements incorporate such diversity.

The proceedings were interpreted to the PRDU consultants from Kirundi to English, which enabled the PRDU consultants to intervene occasionally. During the course of the research, the team became familiar with the activities of the small number of other NGOs and UN Agencies working with similar objectives in the same geographical area. This enabled comparisons to be drawn where relevant.

The results of the field work were analyzed jointly on a daily basis, and the next day's proceedings adjusted accordingly. The first visits consisted of mainly collective meetings, to establish the general functioning of the project. Later visits included more time spent with association members in their workplaces for more specific enquires.

Having completed the visits and the work with the staff the consultants, drafted a list of conclusions and recommendations which were put to the project staff for discussion and comment before the drafting of the final report by the four consultants.

3.0 Findings

The findings section details the result of the fieldwork conducted by the PRDU team and the local consultants with the beneficiaries, CARE staff and other stakeholders. The findings are detailed under the evaluation headings as defined by CARE Nederland.

3.1 Efficiency

The evaluation of the efficiency assessed if the project was implemented according to plan, if the planning was realistic and established if more activities could have been implemented with equal means in the same time frame. Additionally the capacity of CARE Burundi to implement the project was assessed and the effect on the project of the change from DRA to CARE established.

The efficiency of the project was to some degree compromised because of the gap of one year between the closure of DRA and the commencement of the CARE takeover. Thus, there were no project activities until September/October 2002. This was because June-August had been taken up reassembling personnel to work for CARE. Additionally a teachers strike over the same period effected the response in terms of the ability to convene participants. This meant that CARE Burundi could not complete the action plan by the end of the project originally scheduled for end of May 2003. In March 2003 CARE Burundi applied for an extension of the project (without an increase in funding), thereby extending the running time of the project until December 2003. As the agreement regarding the extension decision was not forthcoming until July 2003, the majority of staff were not working in June as they were waiting for the decision and project activities were suspended. Apart from delays and worry that affected the project due to the transition from DRA to CARE, the change was readily accepted by project partners in the zones who accepted the assurance that CARE would eventually take the project over. The approach of CARE was similar to that of DRA which also made the transition more acceptable. However, if it had not been for a more favorable security situation than had been originally envisaged, the activities planned might not have been implemented within the timeframe.

Once the project was established the scheduling of activities were carried out, at the rate as planned. As the project responded to the requests of the associations and other stakeholders, the exact number and type of activities were varied. The project also responded to critical events such as the tension surrounding the resignation of the President and the rebel attack on Bujumbura in July 2003. Thus there were other additional peace promotion initiatives supported such as radio programmes and peace demonstrations. We can consider therefore that CARE Burundi also had the additional capacity to meet needs in response to changing situations.

3.1.1 Activity Planning

The project was launched from two meetings with representatives of local associations and 12 NGOs, most of whom had formally been associated with DRA. A draft plan was presented and the recommendations of these participants were integrated into the plan as an appraisal of the first three monthly report and objectives two and three demonstrate. Additional activities such as literacy training were also included. As DRA resources, especially personnel were employed elsewhere, CARE Burundi spent most of June/July/August reassembling the project's resource base.

The following sections outlines the activities undertaken in line with specific objectives (detailed in section 2.1) and clarifies if and how the activities were undertaken. Data is taken from reports up to September 2003. The evaluators were informed that more activities had taken place or were still in progress, but staff were in the process of completing the final report. The data to September 2003 was adequate for the purpose of demonstrating the efficiency of the project.

Objective One: Promote a favorable attitude towards peaceful conflict resolution/management and peace consolidation through grass roots social mobilization activities.

Planned Activities for Objective One:	Comments
4 Dialogues/Forums for: adults (2) and youth (2) on the theme of peaceful cohabitation	Carried out as planned, several additional forums at the request of youth groups were facilitated
Cultural events/Sporting activities: 4 sporting activities throughout Marie of Bujumbura (themed around peaceful conflict management). Cultural activities: 4 activities themed around peace/reconciliation	3 sports tournaments with youth and 1 with school pupils were carried out. 385 participants in dance and tambourine groups took part in a city wide competition
Support for the re-launching of the Bashingantahe institution	Needs assessment and an action planned devised with provincial committee of Bashingantahe Training participants from 7 zones in conflict management (65), family law training (43) and civil and penal law relating to resettlement of returning refugees and the displaced (40) The Bashingantahe were provided with chairs, office equipment, and documents and translations of legal documents. The Bashingantahe still lack fixed accommodation
Support in response to request from stakeholders for 4 work camps for 400 participants from northern/southern locations for sessions on peaceful cohabitation	Supported 9 work camps in northern and southern zones with a total of 948 participants.
Debates and sessions on conflict resolution in the associations who then developed action plans for their neighborhood	618 from northern/southern associations took part, in response to peoples apprehension regarding the insecurity and the need for peace. In response to the events of July in Musaga and Kanyosha 60 children participated in the discussion 'No children in armed conflict' and 100 secondary school pupils discussed peaceful cohabitation.

Objective Two: Within one year 120 youths without employment and members in 70 agricultural associations will be able to partake in income generation activities.

Planned Activities for Objective Two	Comments
Youth training: Skills training with 120 youths being able to work by the end of the project	Trained 108 in tailoring, 213 in IT*, 53 in hairdressing and 20 in cooking. (figures to end of September 2003)
Youth training follow up: Visits and meetings to support the setting up of collectives and some micro project training (28)	75 tailoring graduates, 6 groups of 7-10 members (roughly half those trained in tailoring) had set up collective workshops by end of September 2003. The remainder are in the process of forming groups to enable them to receive machines on a revolving credit basis through the network and start work. 28 participated in micro project training Recently trained hairdressing participants are being formed in groups, 2 groups are already organized and one is already working. Once they are organized in groups of 2/3 they are issued with one set of equipment to share. Cooking: Equipment to set up on their own is very expensive (no budget), they helped them to be taken on as trainees in restaurants where they have a good prospect of get work elsewhere so there is a big demand
Work with agricultural associations: 2 workshops for needs assessment with representatives of associations.	Between 70 –78 associations involved
To train two trainers in each of the 70+ associations in cultivation techniques	Carried out as planned
To train two trainers in each of the 70+ associations in conservation of harvest techniques	Trained 80 individuals from 58 associations up until September 2003.

* **IT Training:** The IT training was not specifically intended to lead to employment, all the trainees were in the main young people who had to be association members. The objective was to strengthen the internal organization of the associations and their ability to prepare projects and draft documents, etc. This is being undertaken. Incidentally a few trainees have found work. The continuation of this activity is to be assured through a local NGO that has been prepared and equipped with computers from the project training center.

Objective Three: 70 associations working in the zone of intervention will be better organized, will have created collectives (networks) and will be able to take part in decision making at the level of the zone.

Planned Activities for Objective Three	Comments
To organize 10 workshops for training of trainers from the associations in the organization and development of associations	11 workshops were held with association members, 1 workshop with members of the network committees.
10 workshops for training in the conception and management of projects	4 workshops
3 workshops for training of trainers on the planning and management of programmes	2 workshops
3 workshops for training of trainers in participative decision making	3 workshops

3 workshops for training of trainers in communication and conducting of meetings	2 workshops
5 meetings for exchange of experience for associations working in the area of reconciliation and peaceful conflict management	6 meetings
Additional activities: Workshops for training of literacy trainers, teaching of adults,	4 literacy workshops
Additional activities: Support work for the drafting of internal regulations and statutes of associations and for the preparation of micro projects	25 follow up visits for literacy, 18 meetings to support internal organization of associations covering a total of 73 separate associations, 9 meetings for micro project assistance

In terms of efficiency the tables show that:

- The project was broadly implemented according to plan. All the different types of training activities were carried out efficiently and responsively to local needs and were followed up.
- The principal of acting in response to the needs of associations is evident throughout and CARE Burundi were able to respond to additional requests, such as literacy and those requests specifically linked to changing events such as ‘No Children in Armed Conflict’ undertaken in Musaga and Kanyosha. Literacy training is another example of the inclusion of activities in response to the associations needs.
- The planning was realistic, it met real needs as defined by the participants which was within their capacity to absorb and practice. There was provision for contingencies and modifications as the project progressed without deviating from the main objective. It is difficult to see how more could have been achieved within the same timeframe utilizing the same resources and within the same conditions of latent and sometimes open conflict.
- Despite the tight timeframe the training and follow up strategy used by the project has ensured that by the end of the project the majority of the trainees will be either in work or have the prospect of work.
- CARE Burundi was capable of implementing those activities that were directly undertaken through the project, such as training. In the main, their civil society partners (associations and Bashingantahe) also proved capable of carrying out the activities for which they requested CARE support. For example the high number of youth work camps organized by the local authorities with the associations, which CARE supported and combined with peace education work
- The project has demonstrated a successful strategy for getting youth into work through skills training, and removing them from involvement in criminal gangs and inter ethnic violence. However the work was on a very small scale compared to the demand and need.

3.2 Effectiveness

The effectiveness is evaluated in terms of the project's contribution to its overall goal that 'Within one year, there will be a contribution towards the consolidation of peace and peaceful cohabitation of different ethnic groups within the 7 zones'. To this extent a number of indicators were established that assessed the effectiveness of the project.

Indicators for Effectiveness
Groups who were previously polarized now face problems together: In all zones visited there is an increasing acceptance that a rebel attack on an area is a rebel attack on both groups perpetrated not by Hutu but by rebels. As a consequence of this new attitude people now work together.
Relationships have developed by working together to carry out activities: Original gains made in trust through peace activities have been transferred to the economic and social activities which have allowed relationships to develop. By enabling people to work together a culture of joint reliance and mutual respect has developed.
Contact between former neighbours driven apart by conflict has been reestablished: The joint visits undertaken by the associations and facilitated by the project have contributed to challenging reasons for mistrust.
Relationships that are made as a result of the project remain multi ethnic: Different activities such as the work camps, and conflict management initiatives have brought people together in a spirit of cooperation with a view to sustain peace and peaceful cohabitation.
The displaced from other areas come to the zones where the project is in operation due to the relative peace: With the exception of Kinama and Kamenge the other zones all receive the displaced from the surrounding area because people know that the majority of the inhabitants of the zones are living in relative peace. This was even the case in the zones of Kanyosha and Musaga that had been subject to a rebel attack in July that left many dead.

These indicators were used to establish evidence under the effectiveness evaluation objectives of CARE Nederland:

3.2.1 The Link Between Social Mobilization Activities and a Favorable Attitude towards Peaceful Conflict Resolution and Peace Consolidation

The evidence from the participatory research shows that there is a clear link between social mobilization activities facilitated through the project and the promotion of a favorable attitude towards peaceful conflict resolution and peace consolidation. However it is important to note that the link is already in many peoples minds, it just needs to be facilitated. For example in the northern zone of Buterere the adults maintain that favorable attitudes towards peace already exist, but are undermined by the activities of the youths and the insecurity. Therefore the adults were particularly appreciative of how the youth groups had adopted a more favorable attitude towards peace, by working together in the cleaning activities within the quarters, through the rehabilitation of roads for the work camp in combination with the conflict resolution forums.

In Cibitoke there was a strong will amongst youth and women desiring peace and reconciliation. The practical actions that have reflected this desire have included the symbolic gestures of handing in grenades, burning of drugs, the rebuilding of houses for the displaced, the reception of refugees (in collaboration with local authorities) and joint visiting by former neighbours forced to flee because of previous tension and insecurity. The promotion of favourable attitudes towards peaceful conflict resolution and peace consolidation is enabled further in the northern zones, where ethnically mixed football teams compete in a northern league, the ethnically mixed womens football team have even become national champions and their success has become a focus for community cohesion. Before matches are played discussions are held on peaceful conflict resolution and the success of the team is portrayed on the basis of its mixed nature, the improved security and the active participation in the

forums, set against the backdrop of the benefits of the message of peace requiring a team effort to sustain.

The multi ethnic nature of the activities is not only limited to the Hutu and Tutsi. In Buterere there is a substantial Btwa community who have benefited from new housing and improved roads. They also appreciate being members of a mixed ethnic association. The activities and the relative peaceful nature of the northern zones of Buterere and Cibitoke mean they are often the first place of sanctuary for displaced people from nearby areas.

In the southern zones there were many initiatives that concentrated on producing inter-ethnic dialogue amongst residents and those who had fled to the quartier from other parts of Bujumbura and rural Bujumbura. In Musaga the initiatives included peace marches, through the city to the northern zones, joint visiting by former neighbors forced to flee because of previous tension and insecurity, sports meetings, house rehabilitation and cultural events. Before the project was set up there was no relationship between youths of different zones (and therefore of different ethnicity). As a result of the peace training Hutu and Tutsi youths fled together when they were attacked in July 2003 and have now returned to the area as friends.

In Kanyosha most of the properties are inhabited by displaced people who rent the land from those who had fled on a previous occasion and now fear to return. There are frequent rebel incursions from the nearby hills and insecurity is high. In this context in addition to the many agricultural initiatives the project has brought together youths from the rebel controlled area and youths from Kanyosha in work camp activities such as building a basketball court. Throughout the duration of the work camp activity participants take part in forums on peaceful conflict resolution. Whilst the benefits to the youths of Kanyosha are obvious, it seems likely that the youths from the rebel controlled hills often have little choice but to tactically accept and help the rebels at night when they are attacking the areas in which the youths spent the day working and often against day time work colleagues.

Peace provides an enabling environment for better livelihoods and it was also established within all research bases that real peace can only be achieved when there are sustainable improvements in peoples livelihoods. The project has been instrumental in structuring peoples existing ideas for peace such as the work camps, discussions and sports activities. The people of the seven zones have a clear vision of what is required for peace and social cohesion. The contribution of CARE was to facilitate the vision and enable its implementation. These initiatives have contributed to the understanding of the need for peace and social cohesion and have a direct impact on peoples' attitudes towards peace consolidation, because they help to erode the mistrust that exists. As one resident of Musaga summarized, 'CARE has helped contribute to peace in the zone, before [the project was set up] people were even afraid to attend meetings because of fear and mistrust.' The improved environment for peace is universally welcomed, for example in Cibitoke members of an agricultural association supported by CARE maintained that it was impossible to be economically productive without social cohesion. Before the project was implemented agricultural produce was often stolen in the fields, or people were unable to work in the fields because they were constantly having to flee due to the insecurity. In social terms with the exception of Kinama and Kamenge association members can now circulate freely around their quartiers without fear.

3.2.2 The Realization of Association Movement and the Emergence of a Stronger Civil Society

One of the most significant ways in which civil society has been strengthened is through the restructuring and reorganization of the association movement as facilitated by CARE. Previous attempts to create functional and coordinated committee networks had been unsuccessful. Currently associations have clearly benefited from training in management and institutional techniques. There are now internal regulations and statutes in place which improve the associations' operation and their ability to implement policies to improve civil society. This is particularly relevant for the preparation of projects for perspective donors.

The support given to the association movement has led to the emergence of a stronger civil society. A strong civil society in Burundi means processes and capacities on the ground that allow people to articulate their views regarding needs and problems in a coherent manner without fear, thus allowing their needs to be considered as part of the economic and social development planning for the area. Such a process is based on acceptance of the need for peace and reconciliation, the need for accountability of the administration and the active participation of all members in an ethnical/gender balanced way. The association movements contribute to this as they provide an enabling environment which allows people to identify needs and make decisions in participative ways and thereby improve livelihoods in various domains i.e. peace, agriculture, skills training, etc. If the association movements are weak, divided or non-existent the mechanism to articulate the desires of civil society does not function. The association movement can therefore be seen as the basis for a strong civil society. Its significance is that through the network it is able to provide a single strong representation to the local and national administration and if necessary the legal system to represent the needs of the community and defend their rights and ensure the accountability of the authorities. For example in the distribution of various kinds of aid and inputs (hoes for agriculture, roofing sheets, etc).

It is notable that women play a particularly active role in the association movement and constitute at least 70 percent of the membership. The women explained that they were the most disadvantaged economically, especially widows and single heads of household, so they were more eager to join in income generating activities, but they also claimed to be in the forefront of promoting peaceful cohabitation and the reception of returnees.

The strong presence of women often supporting other vulnerable groups in the movement ensures them a voice in a traditionally male dominated society.

However civil society in Burundi remains vulnerable, in particular within the areas of project intervention as association movements are very new and the majority of members have little general education and training (high levels of illiteracy), which limit their capacity for advocacy and representation. The lack of economic means, due to precarious livelihoods also acts as a limiting factor for independent action.

The other most significant way in which CARE has contributed to the strengthening of civil society is through the organizations support to the Bashingantahe who are the traditional and respected institution for settling local disputes by agreement. The Bashingantahe had almost ceased to function as it was marginalized by the political leadership, but recent political changes in attitude have resulted in a national desire for the Bashingantahe institution to be rehabilitated. The institution however remains independent from the central administration.

From August 2003 the Bashingantahe have begun to admit new members in the traditional way through community vetting. All but one zone of Bujumbura has a new Bashingantahe committee appointed, the other completing its appointments by December.

Typically the Bashingantahe committee consists of 20 members (men and their wives), four/five of whom will meet in known locations on a weekly basis to hear cases brought by the public. The most common grievances are over land disputes, physical violence, rape, theft and damage to property. The overwhelming majority of the cases that are brought to the Bashingantahe are solved by Bashingantahe. For example in Buterere of the 32 cases brought to the Bashingantahe only 2 could not be resolved and had to go to the court, whilst in Cibitoke it was only cases of child abuse that were passed on to a different institution, in these cases to MSF.

The Bashingantahe do not receive a salary for their work, nor do they wish for a salary as they desire to guarantee their independence. The research undertaken proved the clear link between the support for the Bashingantahe and the strengthening of civil society. The value of the Bashingantahe within the zones was firmly established from their description of activities and from feedback from association members. In addition their role as peace makers in unstable environments is important. In

Cibitoke, for example, the Bashingantahe have been involved in facilitating the return of refugees and receiving people fleeing from violence.

The project supported the Bashingantahe in two important ways. 1) By providing training in peaceful conflict management techniques, translation of important legal documents into Kirundi and training the Bashingantahe in the application of the law. 2) By providing modest material support to the Bashingantahe in terms of chairs and stationery equipment.

There are however two unresolved problems that might compromise the continuation of the Bashingantahe and therefore undermine a vital component of the strengthening of civil society. 1) Lack of permanent meeting places. At present the Bashingantahe are allocated space that they share with others (e.g. school class room). This is not satisfactory as research showed that more people would use the Bashingantahe if they were in a permanent fixed location. At least two local authorities have offered land on which to build but the institution does not have the means to purchase building materials. 2) The Bashingantahe do not receive a salary, but they still have to earn a living. Two Bashingantahe groups suggested that their own associations could be formed for economic activities such as agriculture, fishing and livestock rearing.

Failure to resolve these two issues which were not directly addressed by the project could undermine the sustainability of a growing civil society within the zones of project intervention.

3.2.3 Improvements in the Economic Livelihood of Youth, Women and other Vulnerable Groups

There have been general improvements in the economic livelihood of youth, women and other vulnerable groups, facilitated by CAREs support to the associations and the collaboration with the administration. Houses have been improved, quarters have become cleaner, decreasing the likelihood of expensive illness, and people are able to grow more due to the training by the agronomists and the provision of seeds. For example the project has made the cultivation of land that had previously been inaccessible possible in Cibitoke and Kanyosha by helping to establish peaceful conditions. In the south two associations are supporting disabled and orphaned children through agricultural work, of which an improved diet is a major benefit. As one association member said 'we used to think only muzungos ate carrots now we eat them too.' The rehabilitation of roads in various locations has not only increased peoples mobility but improved their social and economic contact.

Additionally participants highlighted a general economic benefit due to stability for which the peace initiatives undertaken by the associations and facilitated by CARE have played an important role. As one respondent highlighted 'Before the project we could not circulate freely but now we can go further a field to farm. Therefore the most important activities are peace education and training. Peace education needs to be sustained otherwise there will be regression.'

The difficulty of accessing arable land is a limiting factor for the agricultural project. However, apart from Musaga where there is little available land the agricultural association members have two to five hectares around their homesteads. The project has promoted skills for urban agriculture, based on the growing of vegetables, which enables members to produce more in a small area. Part of the harvest is used for personal consumption and part for sale. The two main benefits are improved nutrition and income, (for schools, clothing, etc). However, most association members supplement their income with other activities. As these agricultural activities are directed at the most vulnerable groups (women, female headed households, orphans and the disabled) the small contribution to livelihood is significant and appears to be sustainable.

The following table outlines the specific economic benefits for vulnerable groups.

Vulnerable Group	Economic Benefits from the Project
Widows/orphans/people with disabilities	Housing construction/rehabilitation, collective renting of land and profit sharing to pay for further inputs. The project provides agricultural inputs (seeds, training, equipment, etc) allowing people to have higher levels of production and higher income.
Displaced/Homeless people	Housing rehabilitation, their economic livelihood is improved by virtue of the fact that they can return to their former areas and interact within a settled social environment.
Unemployed out of school youth	Work camp activities to earn money for a fixed period (2 weeks) bring only temporary economic benefits. Those who were trained and have received resources to put their training into practice can earn a living e.g. some of the tailors, have longer term financial benefits. Those who are earning income through the associations e.g. the girls working in the restaurant are able to earn subsistence whilst they wait for an opportunity to use their skills training in tailoring The majority of out of school youth have not had lasting economic benefits from the project and are therefore having to survive on the street. Those who have received training and are supported by associations are able to earn enough money to survive without having to turn to less desirable activities, but for the majority this is not the case.
Former rebels/child soldiers (in the out of school youth group)	Work camp activities only bring temporary economic benefit and some work experience
Btwa	Permanent housing for the most vulnerable groups and the chance to be in a joint association, but no opportunity to earn a living.

The table shows that to date the specific economic benefits for individuals and groups, though important, have not been universal or sufficient to meet the economic needs of the target populations. In particular the majority of the youth group, who need to be the focus of alternative livelihood improvement activities in order to take them out of cycles of violence, have not benefited from any permanent change in their economic status. This does not necessarily mean that the project in this case has been ineffective, but that the scope, resources and timeframe were limited in relation to the needs and demand. The project has demonstrated an effective methodology to tackle livelihood development and in particular youth employment, but on a necessarily small scale. For example, the specific improvement for the Btwa in terms of housing a selected vulnerable few still does not address the wider problem of earning a living.

There is clearly an urgent need to expand this type of activity, especially amongst youth. As one respondent in Cibitoke stated ‘some say our problems are caused by politics and ethnicity, poverty is the root cause, therefore support for development and peace should go together, for example, youths that give up their weapons have no means of earning a living.’

3.2.4 The Extent to Which Improvement of Economic Livelihood led to Peace and Social Cohesion

In fact the perception of people interviewed was that peace is a precondition for addressing economic development. However, if economic improvement is not forthcoming after peace has been established, conflict is likely to be renewed because the root cause of the conflict is poverty. Therefore the following table shows the relationships as perceived by the respondents to the extent to which peace and social cohesion are linked to improvements in economic livelihood conditions.

Livelihood	Before Project	As a result of the project	Implications for Peace and Social Cohesion	Economic Benefits to date
Condition	Displacement away from original area, due initially to violence and afterwards through fear/mistrust	The displaced have returned due to the joint visits, housing rehabilitation schemes and material assistance	Their presence in the neighborhood and involvement in associations increases social cohesion and provides psychological recovery	Able to carry out economic activity in stability Pursue education and training Returnees expand market activity
Functioning	Limited capacity to cope due to the instability and fear	Greater coping mechanisms (e.g. Land, crops, materials for housing) and the benefits of sensitization to peace and peaceful cohabitation	Greater coping mechanisms provide a more receptive environment for peace initiatives	Greater use and access to land, crops and housing materials increase wealth and provide more money to be spent on other priorities
Attitude	High levels of fear and mistrust between ethnic groups	Less fear and more trust due to peace building activities and modest improvements in livelihood	People are less fearful (and cynical) of the peace initiatives	A more positive view of their livelihood provides a more enabling environment for economic activity
Feeling	Polarized sense of belonging based on ethnicity and uncoordinated participation in civil society	Greater sense of belonging which is not ethnically polarized. Belonging is now both Hutu and Tutsi against rebels and through the renewed association and Bashingantahe movement a coordinated and active participation in civil society	The feeling that together is better than alone Modest improvement in living conditions provide a more receptive environment for peace	Increased income for a few Increased access to other markets (due to less fear)
Status	Little opportunities for earning money	The few who are able to work (e.g. tailoring) after training can now earn an income		Lower cost of food for producers and their customers
Behavior	Many incidences of ethnically motivated violence and a general high level of insecurity	Fewer incidences of ethnically motivated violence within zones where project is active, due to greater trust		

The table shows that economic benefits have been modest, but significant. The general view from the participants and other evidence suggests the precarious economic situation could undermine the improvements in peace and local governance. This was summed up by one respondent: 'Our fight is against poverty, in poverty there is no peace as you still have thieves, if we have peace the next stage is development if we do not have development activities we will go back into insecurity'. Another respondent said 'it is good that the returnees are back but we need land and food.'

3.3 Sustainability: The Continuation of the Association Movement after the Withdrawal of Funding

The project integrated exit strategies which seem likely to sustain the outcomes achieved by the project. The main exit strategies are:

- To develop the internal organizational capacity of the associations and develop the networks to represent and coordinate the association activities in their dealings with the local authorities and donor agencies. Included in this is training in project development and presentation to access funds from a variety of sources
- For the individual skills training the exit strategy is to promote the organization of small work groups with shared equipment acquired on a revolving credit scheme which will enable the networks to support the trainees. A successful example of this strategy was demonstrated by the tailoring group who were visited in Kanyosha.

The strategy in general led to potentially sustainable institutions and activities by means of well conceived exit strategies. However the association movement is still very new and the economic activities are still in the early stages of implementation. Therefore it is probably too soon to totally withdraw support from the networks. Association members commented as follows: 'If CARE stops we have enough skills and can try other things, but we still need support from an agronomist.' Musaga network committee stated that 'If CARE withdraw we have very little means to continue as we have only recently started. We need time to consolidate our organization and apply skills and for this we need CARE to continue.' The following comments best sum up the view of the project staff:

'Some associations are naturally more worried about the continuation than others, mainly about the responsibility they have to train others and they don't know where they will get the resources from.'

'The networks will be obliged to have meetings with the associations to see how they can adapt to the lack of means. They have sufficient skills to identify donors to support the networks. Some associations have already prepared projects, some of which are funded e.g. by CECN local women's micro finance association, GVC (Italian NGO), Accord, MSF Belgique and Burundi Direct.' (In most zones there is usually only one or at the most two other agencies currently working some such as Accord engaged in similar work to CARE, others such as MSF in more specialized interventions.)

The following points provide evidence for sustainability:

- The associations were confident that the peace activities could be sustained.
- The networks already undertake many activities without support from the project. Most of the initiatives for peace activities have come from the associations and networks which is demonstrated by the high number of extra activities undertaken at their request.
- The sustainability of the peace initiatives through the youth work camps will depend on the continuing activities of the associations. There are indications that the youth associations were very strong and play a significant role in the network in the promotion of peace activities. The main vulnerability expressed by association members and project staff is the lack of opportunity for peaceful income generation for youth.

- ‘Training is targeted at jobless youth. Before the youth were involved in criminal groups, etc but having skills they can generate income to meet their needs. Effectively we have withdrawn a group of people who could have been involved in violence. The problem is that we could not train enough youth, the demand was high and we could not meet it. Training youth in skills is therefore a priority for peace.’ (Member of project staff).
- There are also tangible and durable benefits from the youth camp activities such as roads, houses and sports facilities
- The relationships established between youth groups are sustained through the network committees that initiate new activities (work camps, sports activities, cultural events, etc)
- The sustainability and continued inclusiveness of the networks, is likely to be achieved as follows: 1) there are many new associations wanting to join and the number of associations is increasing all the time, (staff expect that the networks will eventually include all the associations). 2) the networks are highly appreciated by the local authority and NGOs who regard the network as a contact point for working in the zone and as a provider of a form of reference for the suitability of associations. By the same token the associations want to be included in the network.
- As a result of the project the networks now have the minimal capacity to incorporate and train the associations and represent them to donors and local authorities.

3.3.1 The Extent to which Economic Activities Supported by the Project are Sustainable

As discussed and demonstrated above there is an important link between social stability and economic development. This means that the sustainability of the economic activities are dependent upon the peace and reconciliation activities and vice a versa. However the economic activities supported by the project are potentially sustainable in economic terms: a) because the choice of activities was appropriate i.e. it was within the capacity of the urban poor, the targets were modest and therefore realistic.

The economic impact so far is limited due to the necessarily restricted numbers of participants that could be trained in the period of the project. However, if the skill training activities are sustained by the networks, in parallel with their peace activities there is potential for a more significant economic impact.

3.3.2 Threats to Sustainability

- Sustainability of the normal running of the associations can be undermined by insecurity, e.g. the looting of the network office in Kamenge. However, in such areas of high insecurity the networks can be highly organized particularly in peace promotion activities.
- So far the foundations have been laid but some associations such as Musaga are very recent and require a period of consolidation.
- All the networks and Bashingantahe committees are in urgent need of their own independent premises so they are not dependent on the local authorities who at any time can withdraw support.
- The generally low level of education and training of the membership often puts the associations at a disadvantage in negotiating with authorities. Further training in this field is probably needed.
- The poverty of the majority of members of both associations and Bashingantahe. The associations and network are partly supported by members contributions, but these are so far insufficient to guarantee autonomy from donors or local authorities.

- The likely continued poverty for the majority of the Burundian as whole and associated competition for scarce resources inevitably leads to disputes, which have the potential to undermine the emerging civil society institutions.

3.4 Relevance and Impact

The above analysis shows that the strategies used by the project were relevant because they were based on existing community organization and initiatives and carried out in a participatory and responsive manner. By adopting a learning process approach the project was able to adapt its strategies according to circumstances and in response to their partners wishes and concerns. For example lessons learned from the DRA project were used to develop the methodology for CARE, for example the priority given to establishing the network. When conflict arose over the distribution of resources between the associations a general forum was convened to openly discuss and resolve the issue.

The main contribution to the quality of life from the project was the establishment of a secure environment and a growing confidence in the peace process. This had the additional effect of stimulating economic activity which was supported by the project and is beginning to improve the material conditions for some members of the community. There is a high potential for the benefits to be maintained, however there are certain threats to the sustainability and continued development of the achievements if there is no follow up action to maintain and expand the peace activities and particularly to support economic activity for youth.

The support for the Bashingantahe institution and the creation of association networks are two significant contributions to Bujumbura civil society, but which nevertheless still require further support to ensure their independence and effectiveness. Indirect benefits were derived from the project by non beneficiary groups (who still constitute the majority of the zone residents), but who benefit from the peace established. This impact extends beyond the zones of intervention when those fleeing violence are able to take sanctuary in these now peaceful zones. This leads to attitude changes in the wider society as well as amongst direct beneficiaries through a greater belief in the possibility of peace.

The high profile nature of some of the activities for peace (peace marches, cultural festivals, radio programmes, football, etc) had an even wider impact for peace building throughout the city which could be capitalized on if it was possible to expand the activities to other areas.

Other improvements to the quality of life have come from improvements to housing, roads and sports facilities, some actual gains in livelihood for vulnerable groups and improved prospects of employment for others. There is also improved availability of produce at relatively cheaper prices as one respondent stated 'now we can grow our own vegetables that can be sold cheaper than before and so benefit the whole population.'

Association members have a wider impact in the community by contributing to community development planning by passing on skills learnt and positive attitudes to training as summarized by a respondent 'When a woman is trained she will train many others so some organisations who are not working with CARE are helped' When the benefit of the associations are evident this encourages others to want to join.

4.0 Lessons Learned

4.1 Methodology

The participation of the beneficiaries in the evaluation would have been extremely limited if they had not been able to discuss and contribute in Kirundi, given that the majority of members have little or no schooling.

4.2 Efficiency

The funding gaps between projects reduced cost effectiveness and efficiency because of the amount of time spent suspending activities and reassembling resources and personnel.

Planning projects in situations of chronic poverty and political/social instability, need to be based on sound knowledge of local capacities, needs and vulnerabilities, modest achievable targets with a built in flexibility to respond to changing situations and the ability to cope with interruptions. These were the factors that contributed to the efficiency of this project.

Participatory planning based on a mutual understanding of joint capabilities results in an efficient use of limited resources.

Violence and insecurity inhibit economic activity and make it impossible for associations and their members to secure their property but strengthen support for the associations working for peace and peace initiatives.

4.3 Effectiveness

A few other international NGOs have been involved in supporting the associations, but the majority would only support certain areas within the range of activities. The only agency with a similar integrated approach to CARE is the UK NGO Accord. The range of donors is limited to DfID, USAID and UN agencies and direct aid through the Belgian and French overseas development aid. There is no coordination mechanism for ensuring an integrated and consistent approach across the city zone. This means that the contribution of CARE has been particularly significant in promoting the general development of the civil society organizations.

The project methodology used has contributed to better use and development of capacities for different actors

The project has strengthened social cohesion and organization of the target population and has contributed to the emerging of new dynamics

The role of the project has been to structure and support peoples existing ideas for peace and reconciliation.

Simple measures such as establishing internal rules for internal governance, strengthened the institutional capacity of the associations and ensured their sustainability and effectiveness to the benefit of their members.

There is a clear link between social mobilization activities facilitated through the project on the basis of local initiatives and the promotion of a favorable attitude towards peaceful conflict resolution and peace consolidation.

The revival of the Bashingantahe institution as an independent local tribunal is crucial for the development of Burundian civil society and requires further support to build and consolidate its capacities.

The independence of the Bashingantahe needs to be secured with their own premises and the means to sustain livelihoods of the members.

The networks also require their own premises in order to ensure their effectiveness as a civil society organization independent from the administration.

The effective creation of livelihoods for the very poor needs to be planned and followed up on an individual/small group basis. It will therefore take a long time to include significant numbers of people.

The methodology adopted by the project (skills training followed by group formation and distribution of shared equipment through the network on a revolving credit basis) for promoting youth employment, has been demonstrated to be effective in the case of youth trained in tailoring and is likely to be effective in other small urban trades

By promoting urban agricultural techniques (vegetable growing), association members are enabled to produce high yields of nutritious food in a small space. The main benefits have been improved diet and to produce some income for other necessities.

As the agricultural activities are directed at the most vulnerable groups (women, female headed households, orphans and the disabled) the small contribution to livelihood is significant and appears to be sustainable.

Associations based on a multi ethnic membership are more sustainable and therefore effective than the previous associations based on single ethnic group membership which became factious.

Women constitute the majority in the association movement. Their participation is particularly active in income generation and they are often the first to initiate peace building through visits and reception of returnees.

Creating a coordinating committee (network) involving all the different associations, strengthens the role of civil society at the local level by constituting a single representative institution in dealings with local authorities, donors and funding agencies, etc.

4.4 Sustainability and Impact

The impact of the project will depend on the way the population takes up the main ideals of the project but it is also conditioned by the length of the project. In this case the time has been very short to consolidate the results.

Planning a project from the beginning with the intention of promoting independent organizations with self sufficient members is the most effective exist strategy as demonstrated by this project.

Building relationships between formally antagonistic groups is the first building block for a civil society that manages conflict through peaceful means.

An honest working relationship between implementing organization and beneficiaries leads to realistic expectations.

The main threat to the achievements of the project towards peace building is poverty.

The improvement of livelihoods resulting from the activities is so far modest, and without further support may not develop

The continuation of the strategy for youth skills training and employment while soundly based will be dependent on the successful continuation of the network

The networks have had the necessary skills training to function autonomously but still lack resources and experience so that their sustainability is not guaranteed

While peace is a precondition for addressing economic development, if economic improvement does not follow peace initiative there is a danger of return to conflict.

4.5 Relevance

The implementation of the project has demonstrated the relevance of the project objectives independently of the results achieved to date

The participative strategy that has been used, has contributed to make beneficiaries the activists for peace rather than mere targets of an external project. The capacity to involve beneficiaries is the proof of the quality and relevance of the work that has been achieved by CARE.

5.0 Conclusions and Recommendations

Conclusions

- Les activités menées par CARE Burundi ont contribué grandement au retour de la paix (consolidation) et au rétablissement d'une cohabitation pacifique entre les différentes ethnies dans la zone d'action du projet d'éducation à la paix.
- Le mouvement associatif est en pleine expansion et des collectifs (réseaux) sont entrain de se renforcer dans toutes les zones où CARE Burundi intervient.
- L'institution des Bashingantahe est en période de réhabilitation au niveau national (depuis 2000). Il lui manque encore des moyens pour être entièrement fonctionnel. CARE Burundi, dans la plupart des zones où il intervient, donne quelques supports (un appui) appréciés par les Bashingantahe.
- Les formations offertes par CARE Burundi ont permis de maîtriser beaucoup de techniques de production (agriculture, restauration, couture, coiffure, informatique, etc.). Ce qui est une très bonne chose. Mais les mesures d'accompagnement pour pouvoir passer de la théorie à la pratique et partant l'amélioration des conditions de vie des bénéficiaires n'ont pas eu suffisamment de temps pour se mettre en place.
- Le Projet Education à la Paix de Bujumbura (PEPB) vient à peine de passer une année, mais les réalisations sont très importantes. Son impact au niveau des zones (bénéficiaires, administration, population en général) est évident en matière de consolidation de la paix et la cohabitation pacifique. Mais cet acquit doit être renforcé et consolidé par une autre phase.
- Dans un contexte de pauvreté comme c'est le cas dans les zones périurbaines de Bujumbura et dans tout le pays en général, les activités de mobilisation pour la paix doivent être soutenues par des activités de développement économiques (ventre creux n'a pas d'oreilles).
- La méthodologie développée par CARE Burundi dans le cadre du projet d'éducation à la paix de Bujumbura est très efficace et mérite d'être étendue à d'autres projets ou programmes.

Recommandations

1. Dans plusieurs domaines, le Projet Education à la Paix de Bujumbura a pu atteindre les objectifs qu'il s'est assignés. Les résultats sont visibles et palpables. Néanmoins, pour que ces résultats soient durables, il faut une autre phase de consolidation dans la zone d'intervention du projet.

En effet :

- Le collectif des associations font un travail très utile, mais n'ont pas encore de moyens suffisants pour pouvoir travailler sans appui extérieurs.
- L'institution des Bashingantahe a également besoin d'être appuyé pour être plus disponible, plus efficace et plus indépendant dans le règlement des litiges.
- Les associations ont eu des formations leur permettant d'être plus organisées, mais n'ont pas suffisamment de moyens pour démarrer des actions solides et durables. Elles doivent continuer à être soutenues pendant un certain temps.
- Les bénéficiaires des différentes formations ont besoin d'un coup de main pour entamer des activités leur permettant d'être autonomes.
- La consolidation de la paix et de la cohabitation pacifique ne peuvent être bien réelle qu'autour des activités présentant un intérêt communautaire ou individuel. L'arrêt de ces activités pourrait freiner ou annuler le processus entamé d'autant plus qu'il n'a pas encore atteint un phase irréversible.

2. La méthodologie développée par CARE Burundi devrait être étendue sur les autres zones de la Mairie de Bujumbura où CARE Burundi ne travaille pas encore et même dans Bujumbura rural et sur le reste du pays.

BREF ; il faut continuer à soutenir les activités entamées afin de rendre le processus de consolidation de la paix et de la cohabitation pacifique irréversible.

Appendix 1. Terms of Reference

Objectives of the Evaluation

The main objectives of the evaluation are as follows:

- Participatory assessment of the achievements of the Bujumbura Peace Programme vis-à-vis its objectives
- Sharing of lessons learned and recommendations with all stakeholders in the peace building process in Burundi

The evaluation will be undertaken in the seven zones of Bujumbura Mairie, where the Community Based Bujumbura Peace Programme is being implemented. The evaluation will be undertaken from December 4th – December 19th 2003. The main beneficiaries of the evaluation are the Dutch Government (the donor), CARE Nederland and CARE Burundi; Community based organisations in the seven zones, and; the individual beneficiaries of the programme.

The criteria for the evaluation is broken down into efficiency, effectiveness, sustainability, relevance and impact.

Week 1:

Activity in order	Output in order
<ul style="list-style-type: none"> • Presentation of evaluation process to CARE for their approval and tailor the process accordingly. This allows for specific and general points relating to evaluating the efficiency, effectiveness, sustainability, relevance and impact to be raised and clarified. • Last minute review of relevant documents • Joint identification of stakeholders • Joint establishment of indicators for evaluation • Area familiarity 	<p>Establishment of:</p> <p>Efficiency</p> <ul style="list-style-type: none"> • Was the project implemented according to its original plan • Was the planning realistic, could more activities have been implemented with equal means within an equal time span? • Was the capacity of the implementing organisation sufficient to implement this project? • What was the effect of the change from DRA to CARE Nederland on the project? • Was there an exit strategy in place? <p>Effectiveness</p> <ul style="list-style-type: none"> • Did social mobilisation activities lead to a favourable attitude towards peaceful conflict resolution and peace consolidation? • To what extent did the project contribute to the understanding of the need for peace and social cohesion? • Was association movement realised and did this lead to the emergence and strengthening of a strong civil society? • Was the economic livelihood of youth, women and other vulnerable improved? • To what extent did the improvement of economic livelihood lead to peace and social cohesion?
<ul style="list-style-type: none"> • Facilitating focused group activities, semi structured interviews amongst project beneficiaries, CARE staff, other project stakeholders 	<p>Sustainability</p> <ul style="list-style-type: none"> • What strategy was used to make the associations and the association movement continue after the withdrawal of funding?

Week 2:

Activity in order	Output in order
<ul style="list-style-type: none"> • Facilitating focused group activities, semi structured interviews amongst project beneficiaries, CARE staff, other project stakeholders and the non beneficiaries of the control group (for the impact assessment) • Preparing report 	<p>The establishment of:</p> <p>Sustainability (continued from week one)</p> <ul style="list-style-type: none"> • To what extent were the economic activities that had been supported by the projects sustainable? <p>Relevance</p> <ul style="list-style-type: none"> • Were the approaches used for enhancement of peace and social cohesion the most appropriate and could they be improved? <p>Impact:</p> <ul style="list-style-type: none"> • To what extent did the projects contribute to the improvement of the quality of life of the target groups? • To what extent did the projects contribute to the strengthening of civil society in the areas of intervention and throughout Bujumbura as a whole? • To what extent did the projects lead to the strengthening of peace and reconciliation in the intervention area and throughout Bujumbura as a whole? • What other impact of the projects spread outside the areas of intervention <ul style="list-style-type: none"> • Report on above findings

Annexe 2.

Résumé des indicateurs de success

Objectif 1:

Indicateurs spécifiques:

1.
 - a) Des relations se sont établies grâce au travail ensemble à travers des activités comme les visites aux anciens voisins.
 - b) Les relations sont restées multiethniques, équilibrées en termes de genre et participatives.
2. Objectif 1.3 : Il Les Bashingantahe sont plus sollicités parce qu'ils sont trouvables dans un endroit fixe.
3. Objectif 1.3 : Les populations s'adressent en premier recours aux Bashingantahe pour la résolution de leurs conflits.
4. Réduction de la délinquance parce que les jeunes sont occupés

Indicateurs généraux :

5. Les participants ont entrepris leurs propres activités après la formation :
 - a) Ils ont facilité 5 ateliers de formation organisés sur la propre initiative des jeunes.
 - b) Les associations travaillent avec l'administration et l'administration les implique à son tour (dialogue à 2 sens).
 - c) Objectif 1.4-6 : Continuation du nettoyage des quartiers par les habitants
6. Réduction des tensions / rétablissement de la confiance résultant activités de rapprochement des communautés.
7. Une plus grande solidarité a) entre les associations des différents quartiers, b) entre différents groupes ethniques d'une même association, et c) les associations appuient les groupes vulnérables.
8. Les associations sont fonctionnelles

Objectif 2 :

Indicateurs spécifiques :

1. Les personnes formées sont au travail (tailleurs, chefs, etc.)
2. Les associations agricoles sont fonctionnelles
3. les associations de façon générale permettent aux membres de gagner leur vie

Objectif 3 :

Indicateurs spécifiques :

1. Il y a une amélioration de l'organisation et de la gestion des associations.
2. Les leaders ont été formés ; à leur tour ils ont formé les membres qui sont devenus plus participatifs et plus appliqués.
3. Toutes les associations ayant bénéficié de la formation ont pu produire un projet chacune.
4. Il y a eu un changement organisationnel, les décisions qui étaient prises avant par les leaders ont été décentralisées et devenues collectives au sein des associations.
5. Des réseaux coordonnent les associations et travaillent avec l'administration (ex. dans l'accueil des rapatriés)

Indicateurs généraux :

6. Ceux qui ont été formés sont à mesure de former les autres
7. Les chefs des associations participent souvent dans la gestion des conflits.

Annexe 3. Evaluation Questions

EFFICACITE:

1. Est-ce que les activités de mobilisation sociale ont produit des attitudes favorables à la résolution pacifique des conflits et à la consolidation de la paix?
2. Dans quelle mesure le projet a-t-il contribué à la compréhension du besoin de la paix et de la cohésion sociale ?
3. Est-ce que le mouvement associatif a été organisé et en quoi cela a-t-il conduit à une société civile forte ? Comment ?
 - a) Qu'est-ce qui fait une société civile forte ?
 - b) Comment est-ce que le mouvement participe à la formation d'une société civile forte ?
4. Les conditions de vie économiques des jeunes, des femmes, et d'autres groupes vulnérables étaient-elles améliorées ?

Jeunes

Femmes (seule)

Orphelins

Déplacés

Vieillards

Handicapés

Rapatriés

Batwa

5. Dans quelle mesure l'amélioration des conditions de vie économiques a-t-elle conduit à la paix et à la cohésion sociale ?
 - a) Comment est-ce que les meilleures conditions de vie conduisent à la paix et à la cohésion sociale ?

Problèmes à clarifier

- a) Jusqu'à quel degré est-ce que les antagonismes limitent les activités/ la durabilité du projet ?
- b) Le projet ne paie pas pour les besoins complémentaires tels que les boissons/repas, quelles en étaient les conséquences ?
- c) Les Bashingantahe ont-ils rencontré de problèmes avec le projet ?
- d) L'évaluation des activités n'a pas eu de suivi, quelles en sont les implications ?
- e) A la fin de la formation, les kits nécessaires pour permettre aux gens de travailler n'étaient pas suffisants. Quelles en ont été les conséquences ?
- f) Comment est-ce que l'insécurité entrave les activités du projet (interruptions, méfiance, etc.)?

Durabilité :

1. Quelle est la stratégie utilisée pour que les associations et le mouvement associatif puissent continuer à travailler après la fin des financements ? (A demander au personnel)
2. A quel degré les activités économiques appuyées par le projet pouvaient être durables ?

Problèmes :

- a) Il était difficile d'assurer le suivi des plans d'action, quelle en était la conséquence ?
- b) Les forums ont besoin d'un appui matériel pour mettre en application leurs décisions. Comment est-ce que l'appui matériel limité a-t-il affecté la continuation des activités ?
- c) Quel pourrait être l'impact à long terme des activités effectuées par les jeunes déscolarisés ?
- d) CARE a eu comme sentiment qu'elle n'avait pas pu atteindre tous les bénéficiaires potentiels, y a-t-il un mécanisme prévu pour inclure graduellement la majorité des associations ? (Demander au personnel).

e) Le manque de moyens pour les associations de mettre en application leurs décisions peut-il être surmonté grâce à une formation donnant les capacités aux gens de chercher ailleurs leurs financements ?

PERTINENCE

1. Est-ce que les approches utilisées pour renforcer la paix et la cohésion sociale étaient les plus appropriées et pourraient-elles être améliorées ?

a) Demander : Comment renforçons-nous la paix et la cohésion sociale ?

b) Comment est-ce que le projet vous a permis de jouir de la paix et de la cohésion sociale ?

c) Quels sont les besoins de paix et de cohésion sociale que le projet **N'A PAS** pu satisfaire ?

Problèmes :

a) Il était très difficile d'assurer le suivi des plans d'action des groupements, quelle en est la conséquence ?

b) Il y avait des perceptions très différentes des problèmes communautaires selon les groupes ethniques, comment le projet a-t-il pu surmonter ce problème ?

c) Les besoins des populations sont toujours supérieurs aux moyens, comment est-ce que le projet a pu gérer cette situation ?

d) Des conflits liés à la rareté des ressources à allouer aux associations (des conflits que le projet est censé résoudre). Comment est-ce que le projet a pu gérer cette situation ?

IMPACT

1. Dans quelle mesure le projet a-t-il contribué à l'amélioration de la qualité des conditions de vie des groupes cibles ?

Atouts (exemples)

Sociaux (Bashingantahe, familles)

Matériels (maisons, habits)

Naturels (terre)

Financiers (argent, chèvres, poules)

Humains (niveau de formation)

2. Dans quelle mesure le projet a-t-il contribué au renforcement de la société civile dans la zone d'intervention et dans la ville de Bujumbura dans l'ensemble ?

3. a) Dans quelle mesure ce projet a-t-il contribué au renforcement de la paix et de la réconciliation dans la zone d'intervention et dans la ville de Bujumbura dans l'ensemble ?

b) Aux non bénéficiaires : Avez-vous indirectement tiré des bénéfices du projet ?

4. Quel autre impact s'est étendu au-delà des zones d'intervention ?

Problèmes :

a) Comment est-ce que l'insécurité affecte les activités économiques ?

b) Comment est-ce que l'insécurité a négativement affecté le projet d'une manière générale (interprétations, etc.) ?

COHERENCE DANS LA PLANIFICATION :

Y avait-il un lien logique entre la formation et l'emploi productif (ex. former les gens dans un domaine qu'ils ne peuvent pas appliquer à cause de l'insécurité) ?

Y'avait-il un lien logique clair entre la formation et la capacité d'appliquer les leçons apprises a) pour gagner du revenu, b) pour l'interaction sociale ?

Y a-t-il un lien entre la promotion de l'économie et une paix durable ?

Annex 4. Fieldwork Details

Base	Buturere	Cibitoke	Musaga	Kanyosha
Geographical location in BJM	North	North	South	South
Status	New administrative division	Established administrative zone	Established administrative zone	New administrative division
Groups Interviewed	Network committees Association representatives Bashingantahe The Twa community	Network committees Association representatives Bashingantahe	Executive committee of the network Association members in their workplace	Bashingantahe Association members (agricultural associations) Association members (tailoring association)
Individuals interviewed	Deputy Head of Zone President of the Network	Head of Zone	Head of Zone	Deputy Head of Zone