

# Burundi

## Civil Society Monitoring Report of the Implementation of the United Nations Security Council Resolution 1325 on Women, Peace and Security, Phase-III

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## Acronyms and abbreviations

BLTP	Burundi Leadership Training Program
BNUB	The United Nations Bureau in Burundi
BWLA	Burundi Women Lawyers Association
CAFOB	Group of women's associations and NGOs in Burundi
CNDD	Conseil National pour la Défense de la Démocratie (National Council for the Defense of Democracy)
CNTB	Commission Nationale Terres et autres Biens (National Commission on Land and other Properties)
CPCD	Communal Plan for Community Development
FNL	Front for National Liberation
SGBV	Sexual and Gender Based Violence
GNWP	Global Network of Women Peacebuilders
HIV/AIDS	Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome
IRC	International Rescue Committee
LWB	Lawyers Without Borders
MSD	Social Movement for Democracy
NAP	National Action Plan
NIEC	National Independent Electoral Commission
NIHRC	National Independent Human Rights Commission
RAP/WAP	Women and Allies Peacebuilding Network
PRSP	Poverty Reduction Strategy Paper
TFTJ	Steering Committee on Transitional Justice
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women (now UN WOMEN)

## **I.1. Women, Peace and Security Profile**

### **A. Nature of the conflict**

Burundi has endured a political and ethnic conflict since independence (from Belgium in 1962) until the signing of a cease-fire with the last rebel group (Palipehutu-FNL) on September 7, 2006. The conflict was the result of colonial rule and poorly prepared and conducted decolonization. Violence characterized by periodical massacres erupted mainly in 1965, 1969, 1972, 1988, and 1993. Negotiating parties in Arusha, Tanzania – where a peace and reconciliation agreement was hashed out - recognized in 2000 that acts of genocide, war crimes, and crimes against humanity were perpetrated against Hutu and Tutsi ethnic groups in Burundi.<sup>1</sup>

The conflict's different factions reached the Arusha Peace and Reconciliation Agreement on 28 August 2000, with a provision requiring that women hold a minimum of 30 percent of seats in government and other institutions comprised of elected officials. Two election cycles (2005 and 2010) have since followed the accords.<sup>2</sup> While Burundi is now technically in a post conflict period, the 2010 elections faced challenges that created a climate of mistrust between political parties, with some returning to exile. An escalation of violence ensued during the election period, as well.<sup>3</sup>

### **B. Impact of conflict on women**

Violence has negatively impacted women and children in various forms. For example, rape and other forms of gender based violence, the widowing of women and internal displacement of people and refugees occurred. In addition, children being orphaned, child diseases, the spread of HIV/AIDs, school drop-outs, forced rebel recruitments, and forced labor were also prevalent.<sup>4</sup>

Challenging and resisting this situation, women created associations to contribute to the restoration of peace, bringing communities together and supporting dialogue between women living in the country and those in exile in neighboring countries. Women and women's networks also fought for and won permanent observer status in the Arusha negotiations in February 2000. Additionally, women's networks organized forums and conferences to shed light and raise awareness on the United Nations Security Council Resolution (UNSCR) 1325 and 1820.<sup>5</sup>

### **C. Relevant Policies**

In Burundi, UNSCR 1325 became increasingly known in 2004, on the eve of the 2005 elections. Women's organizations used the resolution as an advocacy tool to push for the electoral process to mainstream gender throughout – both in 2005 and in the 2010 elections. As a result, the National Action Plan (NAP) on the implementation of UNSCR 1325 was adopted by the government on 13 December 2011. In addition to the NAP, other policies supporting UNSCR 1325 were developed: Poverty Reduction Strategy

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<sup>1</sup>Arusha Peace and Reconciliation Accords in Burundi, signed in Arusha, Tanzania, 28 August 2000, Article 3, p.16.

<sup>2</sup>See the Assessment Report of the Implementation of UNSCR 1325 in Burundi, Phase II, July 2011. The negotiation process and women's participation within are well documented in the report.

<sup>3</sup>The leaders of opposition parties in exile are Agathon Rwasa (Forces nationales de liberation, FNL), Leonard Nyangoma (Conseil national pour la défense de la démocratie, CNDD), Alexis Sinduhije (Mouvement pour la solidarité et la démocratie, MSD), and Pascaline Kampayano (Union pour la paix et le développement, UPD).

<sup>4</sup>See the Assessment Report of the Implementation of UNSCR 1325 in Burundi, Phase II, July 2011.

<sup>5</sup>See, for example, the Gitega Declaration issued at the workshop on implementation of UNSCR 1325 and 1820 organized by WPP/Burundi (now RAP/WAP) and GNWP, July 2010.

Paper II (PRSP II or *Cadre stratégique de croissance et de lutte contre la pauvreté, CSLP II*), the National Gender Policy of 2004, the draft penal procedure code, and the draft special law on the prevention of gender based violence (SGBV). These policies can contribute to the effective implementation of UNSCR 1325.

Under the umbrella of the Global Network of Women Peacebuilders (GNWP), for the past three years, civil society organizations (CSOs) in various countries have monitored the implementation of UNSCR 1325. In Burundi, the organizations involved are: Women and Allies Peacebuilding Network (RAP/WAP), FONTAINE-Isoko for Good Governance and Integrated Development, and the Burundi Leadership Training Programme (BLTP) in collaboration with GNWP. These organizations are responsible for this report, which represents Phase III of the monitoring project.

This report – a result of surveys carried out in four provinces (Bubanza, Bujumbura Mayorship, Bujumbura and Makamba) as well as a review of the literature on the UNSCR 1325 and its implementation in Burundi - highlights progress and setbacks in the implementation of UNSCR 1325. It also provides recommendations for the resolution's ongoing implementation.

## **I.2.Objectives, methodology and challenges in data collection**

The report's objectives are to:

- Monitor the implementation of UNSCR 1325 in Burundi.
- Establish benchmarks against existing indicators.
- Act as a tool for advocacy and accountability of different actors for the promotion and protection of women's rights.
- Identify challenges and propose strategies and recommendations to overcome them.

The study was conducted through the following steps:

- Identification and harmonization of indicators for Phase III. Eleven indicators were selected, with a focus on the indicators related to gender based violence and participation.
- Development of the survey in line with the chosen indicators.
- Harmonization of data collection parameters with researchers. A session was held with a team of researchers who had worked on the 2011 Assessment Report.
- Data collection. The survey was conducted in four provinces of the country: Bubanza, Bujumbura, Bujumbura Mairie, and Makamba. These are the provinces that were covered in the 2011 report – and, additionally, Bujumbura as the capital allows for the centralization of some of the national data.
- Literature review of the subject.
- Data collection.
- Writing phase.
- Validation workshop and public meetings with the various partners involved in the implementation of UNSCR 1325 in 4 provinces under investigation.

Challenges identified during the various phases of the study include:

- Lack of access to data and unavailability of individuals with access to pertinent information; absence of a database, information and documentation on women's rights.
- Lack of coordination among the organizations that work on UNSCR 1325 and difficulties in understanding detailed data on funds disbursed in relation to women, peace and security from the government as well as from civil society and international partners.

## II. Data presentation and analysis

### A. Participation

Since the previous report (2011) there has been little change in women’s representation in decision-making positions. In fact, women’s participation in decision-making positions remained at 2011 levels.

#### Indicator 1 - Index of Women’s Participation in Governance

The report distinguishes between women’s level of representation: women’s representation in *elected* positions and women’s representation in *appointed* positions.

#### **Representation in elected positions**

The participation of women in governance at 30 percent is defined in the Constitution (2005), the Municipal Law (2010, amending 2005Municipal Law on the municipal administration’s organization) and the Electoral Code (2009, amending 2005Law on the Electoral Code). In Parliament and the Council, the 30 percent quota has been respected and nothing has changed since 2011. However, the 30 percent quota has not been taken into account at the *colline*<sup>6</sup> level. It is neglected though the *colline* government works closest with the population; it is the institution most accountable for the communities at the local level. It is really representing the local community, which is the ideal nucleus for the democratic practices likely to help women to be aware and exercise their democratic rights. The *colline* government also assists the local communities and women in gaining awareness of women’s needs and challenges, especially in the struggle against SGBV.

In the National Assembly, women’s representation is higher than in the executive branch. Table 1 highlights the present makeup of political and technical positions within the National Assembly.

**Table 1: Women’s Representation in the National Assembly**

Political functions					Technical functions				
Positions	Men	Women	Total	% Women	Positions	Men	Women	Total	% Women
Speaker of National Assembly	1	0	1	0	Administrative Secretary General	1	0	1	0
1st Vice - President	0	1	1	100	Advisors to the Secretary General	1	2	3	66.66
2 <sup>nd</sup> Vice - President	1	0	1	0	Front office secretariat	0	1	1	100
Principal Secretary	1	0	1	0	IT service	5	0	5	0
Special Assistant	0	1	1	100	Legislative Director	1	0	1	0
Chief of protocol	1	0	1	0	Legislation and session service	2	4	6	66.66

<sup>6</sup> The word *colline* means “hill” in French. Burundi is divided into 17 provinces, 117 communes and 2,638 *collines*. See the Central Intelligence Agency. (2012). *Burundi*. Retrieved from: <https://www.cia.gov/library/publications/the-world-factbook/geos/by.html>

<b>Protocol advisors</b>	2	4	6	66.66	<b>Minutes service</b>	5	5	10	50
<b>Speaker's Steward</b>	0	1	1	100	<b>Commissions service</b>	9	1	10	10
<b>Economic and Social unit</b>	3	1	4	25	<b>Library</b>	1	3	4	75
<b>Juridical unit</b>	1	2	3	66.66	<b>Administrative and Finance Officer</b>	0	1	1	100
<b>Political and diplomatic Unit</b>	5	0	5	0	<b>Human resources department</b>	0	3	3	100
<b>Communication and public relations Unit</b>	3	2	5	40	<b>Accounting department</b>	1	3	4	75
<b>Treasury and administrative department</b>	1	1	2	50	<b>Procurement department</b>	1	2	3	66.66
					<b>Transport department</b>	1	0	1	0
					<b>Equipment maintenance department</b>	1	0	1	0
<b>Total political positions</b>	<b>19</b>	<b>13</b>	<b>32</b>	<b>40.62</b>	<b>Total technical positions</b>	<b>29</b>	<b>26</b>	<b>55</b>	<b>47.27</b>

Source: National Assembly

#### **Women's participation in appointed positions**

Highest-ranking levels: Participation rates in the highest-ranking appointed positions—where the decisions are really being made—have remained nearly the same as in the 2011 report.<sup>7</sup>

**Table2: Number of males and females in the Office of the Presidency and the Vice-Presidencies**

<b>Positions</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
<b>President of the Republic</b>	1	0	1	0
<b>1<sup>st</sup> Vice-President of the Republic</b>	1	0	1	0
<b>2<sup>nd</sup> Vice- President of the Republic</b>	1	0	1	0
<b>Government Secretary General</b>	1	0	1	0
<b>Civilian Principal Secretary of the President of the Republic</b>	1	0	1	0
<b>Military Principal Secretary of the President of the Republic</b>	1	0	1	0
<b>Principal Secretary/Police/ President of the Republic</b>	1	0	1	0
<b>Deputy Principal Secretary /President of the Republic</b>	1	0	1	0
<b>Principal Secretary/1<sup>st</sup> Vice-President of the Republic</b>	1	0	1	0
<b>Principal Secretary/2<sup>nd</sup> Vice-President of the Republic</b>	1	0	1	0
<b>Principal Secretary /1<sup>st</sup> Vice-President</b>	1	0	1	0
<b>Principal Secretary /2<sup>nd</sup> Vice-President</b>	1	0	1	0
<b>Chief Intelligence</b>	1	0	1	0
<b>Service in charge of missions</b>	1	0	1	0
<b>State protocol department</b>	1	0	1	0
<b>Coordination Office of development strategic studies</b>	1	0	1	0
<b>Deputy Coordinator Office of development strategic studies</b>	0	1	1	100
<b>Chief of protocol/1<sup>st</sup> Vice-President of the Republic</b>	1	0	1	0
<b>Chief of protocol/2<sup>nd</sup> Vice-President of the Republic</b>	1	0	1	0
<b>Principal Advisors/ President of the Republic</b>	20	1	21	4.76

<sup>7</sup>See the Assessment Report of the Implementation of UNSCR 1325 in Burundi, Phase II, July 2011.

<b>Principal Advisors/ 1<sup>st</sup> vice-President of the Republic</b>	7	2	9	22.22
<b>Principal Advisors/ 2<sup>nd</sup> President of the Republic</b>	7	3	10	30
<b>Advisors / President of the Republic</b>	39	16	55	29.09
<b>Advisors / 1<sup>st</sup>Vice-President of the Republic</b>	21	7	28	25
<b>Advisors / 2<sup>nd</sup>Vice-President of the Republic</b>	19	8	27	29.62
<b>Advisors Secretariat general of the government</b>	6	2	8	25
<b>Advisors Office of development strategic studies</b>	10	1	11	9
<b>Total</b>	<b>147</b>	<b>42</b>	<b>189</b>	<b>22.22</b>

Source: Presidency of the Republic

**Table 3: Women’s representation in the government and the ministries offices**

Positions	Men	Women	Total	% Women
<b>Ministries and the General Secretariat of the government</b>	13	9	22	40.90
<b>Ministers’ Assistants</b>	19	2	21	9.52
<b>Permanent Secretaries</b>	18	4	22	18.18
<b>Total</b>	<b>50</b>	<b>15</b>	<b>65</b>	<b>23.07</b>

Source: Presidency of the Republic

Centralized decision-making services: Centralized decision-making refers to ministries whose main staff are located within head and department offices and whose decision-making powers are centralized. The Ministry of Foreign Affairs and Cooperation, the Ministry for Commerce, and the Ministry for Civil Service are examples.

Appointed positions for constitutional national councils: Burundi’s constitution establishes three national councils. In theory, there are influential decision-making institutions whose activities are centralized. Political and ethnic balance is a key criterion for selection for councilmembers; while a woman heads the Economic and Social Council (one of the three councils) women as a whole remain underrepresented. In addition to the three councils, other influential committees with important decision-making roles exist: the Land and other Properties Commission (CNTB), the National Independent Commission on Human Rights (NICCHR), with women holding 40 percent of the positions, and the National Independent Electoral Commission (CENI), with women holding 42.85 percent of seats. Men head all three commissions.

Departments where decision-making levels from main office to the grassroots communities: Those are ministries where decision-making goes from the central administration to the grassroots. These include the Ministry of Home Affairs, the Ministry of Primary Education, the Ministry of Health, the Ministry of Agriculture, the Ministry of Justice, and the Ministry for Public Security. Table 4 focuses on the Ministry of Home Affairs, which holds a prominent/influential position in decision-making at all levels.

**Table 4: Women in territorial administration (Provinces, Communes and Collines)**

Assistant to the Minister	Director General	Director	Governors of provinces	Communal Administrators	Technical advisors to the Communal Administrators	Communal Advisors	Colline Advisors	Colline Chiefs				
0	0	0	0	0	17.64	37.23	12.04	50.89	20.48	4.90	16.93	% Women
1	1	1	2	7	14	94	191	1,283	20,368	2,772		Men
0	0	0	0	0	3	35	23	653	4,172	136		Women
1	1	1	2	7	17	129	114	1,936	24,540	2,908		Total

Source: Home Affairs Ministry

### ***The Impact of women's participation in governance***

When asked of the impact of women's participation in governance, interviewees varied in their responses – from viewing participation positively to seeing it as a negative development.

Women in decision-making positions assessed the impact positively, underscoring that due to women's participation in governance, "there has been support [of women and women's issues] during decision-making."<sup>8</sup> Elected women, in one example, fought against SGBV better (more ardently) than men. Women in governance were also aware of the gendered implications/consequences of concubinage, educating women on the topic and pushing for the removal of concubines from the married household.<sup>9</sup> Elected women were also seen as less corrupt than their male colleagues and tougher on impunity.

Conversely, other interviewees did not believe women in government had a strong or positive impact – believing women in politics to be "fenced in" by the political ideology of the party to which they belong. Those, then, that are motivated to respond to their constituents, have limited power to do so. In other words, elected women were seen by some interviewees as responding more to the political directives of their party than to women's needs, per se.<sup>10</sup>

### **Indicator 2 - Percentage of Women in Peace Negotiating Teams and Detailed Breakdown of Gender Issues Addressed in Peace Agreements**

As noted above, Burundi is presently in a post-conflict period. While distrust among political parties and violence broke out in the aftermath of during the 2010 election cycle, hope for reconciliation emerged as political parties, including the opposition and those in exile, met for negotiations in Caux, Switzerland in June 2012. In Caux, there were no women representatives. As a result, women complained.

### **Indicator 3 - Index of Women's Participation in the Justice and Security Sector and Peacekeeping Missions**

#### ***Women's participation in the army***

<sup>8</sup>Testimonies given in Bujumbura by men and women among people and local elected officials interviewed, July 2012.

<sup>9</sup>Testimonies given by female elected officials in Bujumbura. July 2012.

<sup>10</sup>Testimonies given in Bubanza by those interviewed for the report.



Women are not represented in the decision-making institutions of the army. In fact, women's participation in the army, in general, is recent. Christine Sabiyumva,<sup>11</sup> an officer who was recruited into the army in 1993,<sup>12</sup> was the first woman to take on a career in the military.

**Table 5: Representation of women within the National Defense Force (FDN) 2010**

Categories	Men	Women	Total	% Women
<b>Officers</b>	2,239	28	2,267	0.23
<b>Non commissioned officers</b>	4,639	29	4,668	0.62
<b>Troop soldiers (rank and file level)</b>	20,498	71	20,569	0.34
<b>Total</b>	<b>27,376</b>	<b>128</b>	<b>27,504</b>	<b>0.46</b>

Source: Ministry of National Defense and Former Combatants

Given that women have been underrepresented within the military historically – and are only more recently joining the body—one could argue it is premature to discuss the low numbers of women in command or decision-making positions.

#### **Women's participation in the National Police**

As in the army, the participation of women in leadership and decision-making positions within the national police is low.

**Table 6: Women in the National Police**

Function	Men	Women	Total	% Women
<b>Minister</b>	1	0	1	0
<b>Assistant to the minister</b>	1	0	1	0
<b>Permanent Secretary</b>	1	0	1	0
<b>Special bureau</b>	1	0	1	0
<b>Technical offices</b>	9	0	9	0
<b>Directors generals</b>	4	0	4	0
<b>General police offices</b>	4	0	4	0
<b>Training office</b>	1	0	1	0
<b>Specialized Units</b>	8	1	9	11.11
<b>Total</b>	<b>29</b>	<b>1</b>	<b>30</b>	<b>3.33</b>

Source: Ministry of Public Security

#### **Women's representation in peacekeeping missions**

Peacekeepers from the National Police Force: The number (and percent) of women police in peacekeeping missions is quite high compared to women's representation in the national police overall (which stands only at 3.3 percent).

**Table 7: Ratio of women in peacekeeping missions (2012)**

Mission	Men	Women	Total	% Women
<b>Côte d'Ivoire</b>	18	1	19	5.26

<sup>11</sup> She now works for the National Police.

<sup>12</sup> Dr. Brigadier General Coulibaly Kani Diabate and André Ndiokubwayo, Strategy for gender mainstreaming in National Defense Force," UNDP-Burundi/ DSS/NDF, 2011.

<b>Haïti</b>	10	12	22	54.54
<b>Darfur</b>	18	0	18	0
<b>Total</b>	<b>46</b>	<b>13</b>	<b>59</b>	<b>22.03</b>

Source: BNP

Peacekeepers from the National Army: Women’s representation from the National Army in peacekeeping missions increased in 2012, to a total of 75 women. The increase is remarkable compared to the total number of women in the National Army overall. For instance, out of the 49 officers in the Burundian army, six are on peace missions (12.5 percent). It is only in 2012 that women troops were sent to Somalia as security conditions were not met earlier.

**Table 8: Military women in peace missions**

<b>Mission</b>	<b>Women</b>	<b>Officers</b>	<b>Non-commissioned officers</b>	<b>Rank and File</b>	<b>Total</b>
Somalia	1	18	51		<b>70</b>
Darfur	4	0	0		<b>4</b>
South Sudan	0	0	0		<b>0</b>
Syria	1	0	0		<b>1</b>
<b>Total</b>	<b>6</b>	<b>18</b>	<b>51</b>		<b>75</b>

Source: Ministry of Defense and Former Combatants

### ***Causes of women’s underrepresentation in the police and the military***

Women’s integration in the police and the army is relatively recent: women started joining the police in the early 1980s and the army in 1993. Why was that the case?

- **Gendered cultural burden**: Within Burundian tradition/culture, women were expected to take care of the family and the reproductive tasks. Men were to take on the tasks requiring “strength.”
- **Resistance to change regarding gendered roles**: Both men and women exhibit resistance to change. Within Burundian culture, men are the ones to go to war and this belief remains strong.
- **Weapon use as a specialized task**: Women are excluded from the security forces – including decision-making positions - because women are thought not to be able to efficiently perform certain specialized tasks.
- **The ego of some men**: Some men believe the police and military are “men’s work” – with a strong pride (that could be damaged should women obtain equality within that sphere) about their role.

### ***Women’s participation in the judiciary***

Although not as much as with the military and the police, women are underrepresented within the judiciary, as well.

**Table 9: Ratio of high-ranking women in the judiciary**

<b>Courts</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
<b>Residence tribunals</b>	102	25	127	19.68
<b>County courts</b>	13	4	17	23.52

<b>Office of the Prosecutor in the Lower court</b>	16	1	17	5.88
<b>Court of appeal</b>	3	0	3	0
<b>Administrative court</b>	2	1	3	33.33
<b>Tribunal for commerce</b>	1	0	1	0
<b>Labor tribunal</b>	2	0	2	0
<b>Constitutional court</b>	0	1	1	100
<b>Main offices for courts of appeal</b>	3	0	3	0
<b>Supreme court</b>	1	0	1	0
<b>Main office for the supreme court</b>	1	0	1	0
<b>Total</b>	<b>144</b>	<b>32</b>	<b>176</b>	<b>18.18</b>

Source: Ministry of Justice

**Possible impact of increased participation (including in decision-making positions) of women in the peace and security sector**

If women are represented on equal footing as men (a significant representation, in others words) in the army, police and judiciary, the following could occur:

- Improved trust between magistrates, the police and the population.
- A development that is inclusive of both men and women, raising awareness of the need to incorporate a gender equality perspective in the police, the army and judiciary.
- Motivation for other women and girls to seek decision-making positions
- As women within the peace and security apparatus are more trusted by survivors of SGBV when reporting SGBV cases, a stronger, perhaps more effective fight against SGBV

**Indicator 4 - Number and Percentage of Women Participating in Each Type of Constitutional or Legislative Review (including security sector review)**

In the lead up to the 2015 general elections, several amendments have been made, including to the constitution, the electoral code and the communal law.<sup>13</sup>As indicated in the Constitution, the individuals and institutions responsible for law reviews are the President of the Republic, the Government, the National Assembly and the Senate.

While women have been represented in constitutional commissions, their influence has been limited. No legal text regulates women’s participation in legal reform processes. Furthermore, there is no framework or permanent structure enabling to systematically analyze gender mainstreaming in laws and rules adopted, despite the existence of the Ministry of National Solidarity, Human Rights and Gender and of parliamentary commissions.

**Indicator 5 - Percentage of Civil Society Organizations in Task Forces on UNSCR 1325 and 1820 (out of total task force members)**

Civil society organizations have played a key role in the implementation of UNSCR 1325 in Burundi. As mentioned above, CSOs, including particularly women’s rights organizations, advocated for – and won – the 30 percent quota for women in elected institutions. CSOs work on UNSCR 1325 and 1880 both directly and indirectly.

<sup>13</sup>Speech given by President Pierre Nkurunziza to the country, 26 August 2012.

The following organizations in Burundi are directly involved with work on the resolutions (although through various entry points/thematic areas): Burundi Women Lawyers Association (AFJB), the Group of Women's Associations and NGOs in Burundi (CAFOB), DUSHIREHAMWE, NTURENGAHO, SERUKA, ISOKO Fountain, Women for Peace Network, Network of Women and Allies for Peace, the Burundi Leadership Training Programme (BLTP), Women for Peace Centre, AGATEKA, and MUKENYEZI MENYA.

There are also CSOs that work indirectly on UNSCR 1325 and 1820 – the majority are women's organizations, although some are not, such as the Coalition of Men Against Violence Against Women.

## **B. Prevention and protection**

### **Indicator 6 - Number of Reported Cases of Sexual and Gender-based Violence (SGBV); and Percentage of Cases Investigated, Prosecuted and Decided in Conflict and Post-Conflict Situations**

This indicator is incredibly important in this report. The incidence of rape in Burundi is quite high, despite the fact that the civil war officially ended over seven years ago. As already noted in the report, culture plays a significant role in the perpetuation of SGBV – however, there is some positive movement: Burundi is on its way towards developing and adopting a bill on SGBV prevention and prosecution.

SGBV takes many forms. In Burundi, those most widely reported are:

- **Sexual violence:** Sexual violence occurs throughout the country, with rates varying according to province.
- **Physical violence:** It is part of Burundian culture and it remains prevalent.
- **Psychological violence caused by the practice of concubinage:** Concubinage is increasingly becoming a social issue in Burundi, with gendered impacts. Many married women (the legal wife, if you will) feel psychologically abused when their husbands introduce other women into the household.
- **Economic violence:** Men (husbands) take control of all the revenue earned by women (wife), for example, from the seasonal harvest of certain agricultural products.
- **Estate related violence:** Estates continue to be subject to customary practice, which does not recognize women's right to succession.

#### ***Legal framework for the prosecution of SGBV***

The Burundi penal code establishes rape as irreducible and imprescriptible, unforgivable and unamnestiable, as such, rape is punished quite severely.<sup>14</sup>

On 14 August 2012, a new bill on the prevention and prosecution of sexual and gender based violence was put forward and is waiting analysis by an inter-ministerial commission. In addition, sources in the Ministry of Justice informed that a draft bill revising the penal code (which is in the works) will likely allow for a more efficient/effective prosecution of SGBV.

#### ***Cases of reported, investigated, referred, prosecuted and punished sexual or gender based violence***

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<sup>14</sup>Rape is covered in articles 219-223 of the penal code, punishment is discussed in articles 554-558, and articles 559-562 speak about the severity/weight/significance of the act. Sexual harassment is also mentioned in section 4, article 563.

Statistical data on sexual violence: Data on sexual violence is limited and hard to come by. Collection has been difficult, as stigmatization and shame around SGBV continue and survivors often feel the need to hide the incident. Survivors have few structures in society to provide shelter and a safe space – and the requirements of “proof” are high (the proof required by the courts is an obstacle in prosecution), likely increasing the likelihood of underreporting.

Additionally, the way that SGBV data collected and categorized – as a crime as any other - obscures the fact that it is specifically a gender based crime. Without a specific “marker,” it becomes more difficult to obtain data on the incidences of SGBV.

In the report, we use data from the police– as the police have access to data systematically disaggregated by month and province. While community organizations and NGOs may have data, they often do not release it, using it specifically for their intended operations.

Change in SGBV from 2010 to 2012: Using the police files over the past three years (2010-2012), we will present seven types of cases of sexual violence.

SGBV occurs more often in certain provinces: Bujumbura, the capital and the largest city, recorded 125 cases in 2010, 168 in 2011, and 90 in the first half of 2012, which is already more than half of SGBV cases reported in in 2011 in Bujumbura, suggesting that 2012 will not see a decrease in numbers.

The situation in Bujumbura city is unique because it is the capital and the largest city in the country. Women there are relatively more educated, better informed, have easier access to the police and other necessary public facilities, and can communicate more effectively. One could expect the rates of SGBV to be lower, and yet overcrowding in urban areas has contributed to the increase in SGBV, as has promiscuity.

**Table 10: Change in rates of SGBV from 2010-2012 (for 2012, data is from January to June)**

Province	Year	Rape	Complicity of rape	Concubin-age	Sexual Harassment	Domestic Violence	Adultery	Polygamy	Total
Bubanza	2012	29	0	1	1	8	1	0	40
	2011	110	0	2	2	23	7	2	146
	2010	63	0	1	0	6	8	0	78
Bujumbura Mayorship	2012	84	0	0	1	3	2	0	90
	2011	154	0	1	3	4	6	0	168
	2010	113	0	0	2	4	6	0	125
Bujumbura	2012	46	1	1	0	1	0	1	50
	2011	66	1	1	3	3	0	3	77
	2010	55	1	1	0	4	0	0	61
Bururi	2012	38	0	0	1	2	1	0	42
	2011	55	0	0	8	8	0	0	71
	2010	62	0	0	1	7	3	0	73
Cankuzo	2012	15	0	1	2	4	0	0	22

	2011	78	0	3	2	18	0	0	101
	2010	33	0	0	0	2	0	0	35
Cibitoke	2012	28	0	0	0	0	0	1	29
	2011	68	0	0	0	9	1	0	78
Gitega	2012	27	0	0	1	6	4	2	40
	2011	66	0	0	4	20	0	0	90
	2010	55	0	0	1	4	0	0	60
Karuzi	2012	23	0	0	0	3	0	0	26
	2011	33	2	1	0	4	0	0	40
	2010	19	0	0	0	2	0	0	21
Kayanza	2012	12	0	0	0	6	1	0	19
	2011	51	0	3	0	3	0	0	57
	2010	27	0	0	0	4	2	0	33
Kirundo	2012	21	0	0	0	10	0	0	31
	2011	60	0	0	5	7	2	1	75
	2010	33	0	0	1	1	1	0	36
Makamba	2012	29	0	5	1	2	3	2	42
	2011	64	0	1	1	9	6	6	87
	2010	35	0	0	0	5	0	3	43
Muramvya	2012	23	0	0	0	6	0	0	29
	2011	33	0	1	7	15	0	1	57
	2010	15	1	1	0	2	0	0	19
Muyinga	2012	35	0	0	2	5	1	0	43
	2011	65	0	0	0	4	1	0	70
	2010	35	0	0	0	1	1	0	37
Mwaro	2012	14	0	0	0	2	2	0	18
	2011	32	0	1	1	13	2	0	49
	2010	17	2	1	1	6	0	1	28
Ngozi	2012	44	0	0	4	5	0	0	53
	2011	63	0	1	5	3	1	0	73
	2010	41	0	0	0	2	3	0	46
Rutana	2012	26	0	0	0	0	0	0	26
	2011	38	0	4	0	8	7	2	59
	2010	21	0	0	0	1	0	0	22
Ruyigi	2012	20	0	1	3	9	0	0	33
	2011	50	0	2	2	14	0	1	69
	2010	28	0	0	0	2	1	0	31

Source: Table elaborated on basis of statistics from the Burundi National Police data

Between 2010 and 2011, Mwaro witnessed a 75 percent increase in SGBV, but in the first half of 2012, the province saw numbers decline by 26.53 percent. Overall, Mwaro and Karuzi registered the least number of cases of SGBV over the three-year period.

Worryingly, SGBV represents a large percentage of all crimes and offences reported in the country over the three-year period. Of 35,980 crimes and offences registered by the police from 2010 until June 2012, SGBV cases accounted for 2797, or 7.77 percent.

Percentage of SGBV cases that are rape: Rape accounts for the large majority of reported SGBV offences.

**Table 11: Situation of rape in the four researched provinces**

Province	Year	Grand total of crimes and offences	Total of SGBV	Grand total of rape	SGBV ratio in relation to the grand total of crimes and offences (%)	Ratio in rape actions in relation to the total of SGBV (%)
Bubanza	2012	523	37	29	7.07	78.37
	2011	1221	122	109	9.99	89.34
	2010	910	72	63	7.91	87.5
Bujumbura Mayorship	2012	1206	87	84	6.96	96.55
	2011	2067	162	153	7.83	94.44
	2010	1803	121	113	6.71	93.38
Bujumbura	2012	433	49	46	1.31 a	93.87
	2011	766	70	63	9.13	90.00
	2010	586	55	54	9.38	98.18
Makamba	2012	456	42	29	6.35	69.04
	2011	1097	78	64	7.11	82.05
	2010	627	36	33	5.74	91.66

Source: Table developed on basis of statistics from the data Office of the Burundi National Police

In addition to the cases reported by the police, local and international NGOs have also reported rape cases. Table 12 presents data collected by ITEKA Human Rights Organization.

**Table 12: Sexual violence cases reported by ITEKA Ligue**

Bujumbura Mayorship	Bubanza	Gitega	Bujumbura	Bururi	Ngozi	Muyinga	Kirundo	Ruyigi	Rutana	Muramvya	Total
27	264	47	36	60	89	71		105	12	37	<b>734</b>

Source: ITEKA Ligue, Report on the situation of Human Rights in Burundi, 2011 edition

**Table 13: Cases of domestic violence reported by ITEKA league**

Bujumbura Mayorship	Bubanza	Gitega	Bujumbura	Bururi	Ngozi	Muyinga	Ruyigi	Rutana	Muramvya	Total
8	4	120	249	227	2	50	105	9	20	<b>991</b>

Source: ITEKA League, *Report on the Situation of Human Rights in Burundi, 2011 edition*

One can see that the data collected by ITEKA League does not mirror the data of the police - with more cases of rape and SGBV in certain provinces and fewer reports in others.

Contributing factors to the persistence of rape in post-conflict: The underlying causes of SGBV in general and rape in particular are numerous. The cultural, sociopolitical, and security context – as well as the traditions of a country - shape the ways in which SGBV occurs and its impact. The following is a list of some of the causes as well as underlying factors for SGBV's perpetuation.

- **Deterioration of morals.** That is a result of many different factors. There are changes due to war, which deeply affected morals: overcrowdings in camps for displaced persons, in regroupment camps, in refugee camps, etc. This lack of privacy negatively affected change of behavior as far as sexuality is concerned.
- **Armed conflict:** Rape increased during the civil war (1993-2006), used deliberately as a weapon of war.
- **Corruption and Impunity:** Corruption is common and normalized in Burundi, and affects, often through impunity, victims/survivors of SGBV in particular ways. Impunity, pervasive throughout all aspects of Burundian society, provides rapists with cover: "Of all survey respondents, 49% believe that impunity is a factor perpetuating rape."<sup>15</sup> In fact, it is given as the number one cause for rapes perpetuation.
- **Fear of reprisals by victims:** Due to impunity, rapists believe that, as there wont be any punishment, rape will be "easy to get away with," and, as such, continue to commit the violent act. Victims and their families are often scared to denounce and report the rape for fear of reprisal.
- **Limited capacity by the police and the public ministry provide the necessary evidence to prove that rape occurred:** Court magistrates indicate that proving that the individual accused of rape is, in fact, guilty of the crime, is difficult. While medical records are useful, they are insufficient.
- **Poverty:** A study by UNFPA and UNWOMEN shows that "poor women are more likely to be touched by all forms of violence because they often live in dangerous and risky areas."<sup>16</sup> This is illustrated by high levels of rape and underage or forced marriages- often due to the need for economic survival or the desire to improve socioeconomic status - found in, for examples, poor areas of urban Bujumbura and in rural towns, as well. In other words, poverty (and, in general, a lack of essential resources) often traps women in cycles of violence, reliant many times on the perpetrator, who often has full control of resources.<sup>17</sup>
- **Alcoholism:** Interviewees noted alcoholism as a cause of SGBV in households and in communities. In an already mentioned study,<sup>18</sup> 42 percent of interviewees for this report saw alcohol and alcoholism as a cause of SGBV.

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<sup>15</sup> Joseph Ndayisaba, et al., "National Survey on Violence Against Women and Girls in Conflict," UNIFEM, Bujumbura, November 2009.

<sup>16</sup> UNFPA and UNIFEM, "Fighting Gender based violence: an essential means to reach the Millennium Development Goals," March 2005.

<sup>17</sup> During the investigation for this report in Bujumbura and Bubanza (July 2012), taxi-motorcycles drivers and owners of small shops were cited as key perpetrators of rape and underage marriages. High school girls are particularly affected by underage marriage, often leaving school prematurely.

<sup>18</sup> Joseph Ndayisaba, et al., "National Survey on Violence Against Women and Girls in Conflict," UNIFEM, Bujumbura, November 2009.



- **Tradition and Culture:** through tradition and cultural practices, violence against women (and specifically against one's wife) is considered normal provided that it happens in private, within the family. This mentality extends, too, to preferences in the sex of a child: a woman who gives birth to a girl may be subject to violence (as having a boy is preferable, bestowing honor on the family) – she may be forced to have repeated pregnancies for the change of a boy, which may compromise her health. Burundian culture perpetuates degrading practices against women.<sup>19</sup>
  - **Involvement of local rulers in promiscuity and sexual harassment:** Interviewees in Bubana province, Gihanga commune noted that at least 30 percent of local leaders were promiscuous—and many were found to be sexually harassing. Indeed, a culture of leaders profiting from their status as leaders to “do as they please” is common.
  - **Men's complicity in SGBV:** Women interviewees said that many men simply want to protect other men from being prosecuted for committing SGBV – rather than, for example, denouncing and calling out the violence.
  - **Ignorance of the judiciary procedure by the victims:** Victims of SGBV often have little to no knowledge of the justice system and procedures related to prosecuting SGBV.
  - **Lack of specific laws on the prevention/prosecution of SGBV:** The government is aware that a specific law on SGBV could help fight against SGBV more effectively. While there is a law specifically criminalizing rape, there is not one on SGBV as a whole.
- Seasonal abundance.** This is a regional phenomenon occurring in Imbo (western) areas of the country (particularly in Gihanga), whereby husbands leave their wives during the rice harvest to look for mistresses.

### **Responses to SGBV**

Responses to SGBV come from a range of sources: the government (public response), local and international NGOs (civil society response), and by the community, the family and individuals (community response).

Public response: At the public level, it is important to differentiate among government, police, and judiciary responses. The state has a duty to protect its citizens in line with the constitution.

- **The new center for SGBV victims: HUMURA.** On 28 June 2012, the Burundian government officially opened the HUMURA – a comprehensive, multi-service center for SGBV victims/survivors in the central province of Gitega.
- **Political and legal responses:** Political and legal responses refer, in part, to actions taken by the police and the judiciary to respond to SGBV. Additionally, the role of the legislature has been crucial – for the development of the NAP on UNSCR 1325 (adopted on December 2011) and other legislation, such as the PRSP II.<sup>20</sup> The NAP's overall objective is to “promote a lasting peace, which requires the participation of women and the mainstreaming of gender in all domains of national life (political, economic, and social).” Additionally (and as noted above), there is a draft law specifically on the prevention and prosecution of SGBV (tabled at a cabinet meeting on 14 August 2012) and a draft law related to reform of penal code.
- **Other public actions/responses:** The government also responds to SGBV through medical intervention, providing healthcare to victims of rape. At times, the services are free of charge (as in the Makamba hospital) but, in others, survivors must pay – yet the services are not

<sup>19</sup>Joseph Ndayisaba, et al., *Op. cit.*, November 2009. A study on that documents a list of practices en gives details.

<sup>20</sup> Republic of Burundi, “National Action Plan for the Implementation of UN Security Council Resolution 1325 (2000),” December 2011.

comprehensive (HUMURA is the first such center). Survivors also receive medicine to prevent HIV/AIDS and pregnancy.

NGOs and Community response: International and local NGOs have responded to SGBV – as have community groups/associations (whose creation have often been supported by international NGOs). For example, in Makamba, the organization Agateka ASBL works in three communes: Kayogoro, Makamba and Nyanza-Lac. Another non-governmental organization, Mukenyenzi Menya, works in the communes of Kibago, Mabanda and Vugizo. NGOs are warm and welcoming; they listen to the concerns of survivors, and raise awareness of SGBV. They also refer survivors to other services.

**Table 14: Cases of rape registered by the two organizations**

	AGATEKA	MUKENYEZI MENYA	Grand total
Year	Victims	Victims	
2012	32	26	<b>58</b>
2011	96	65	<b>161</b>
2010	85	53	<b>138</b>
<b>Total</b>	<b>213</b>	<b>144</b>	<b>357</b>

*Sources: Agateka ASBL and Mukenyenzi Menya*

Agateka ASBL and Mukenyenzi Menya -two NGOs in Burundi – collaborate with the International Rescue Committee (IRC)(a funder, as well) and IMC, BNUB, and ASF. They also work with the police and the administration.

**Table 15: Number of cases of sexual and domestic violence registered by IRC Makamba**

Year	Type of violence	Number
<b>2011</b>	Domestic	181
	Sexual	88
<b>2012 (from January to June)</b>	Domestic	320
	Sexual	51
<b>Total</b>		<b>640</b>

*Sources: IRC /Makamba*

### **Indicator 7 - Number and Quality of Gender-Responsive Laws and Policies**

While there are some specific laws that take gender equality into account in a serious way, the Constitution is quite general on the issue of gender. Additionally, the legislature is not obliged to incorporate gender equality in the formulation of laws.

Of the 14 laws that passed in 2011, only four included gender/were gender sensitive.<sup>21</sup>These four laws have an impact on the implementation of UNSCR 1325. The Burundian constitution also requires that all

<sup>21</sup>The four laws were: Law No. 1/01 of 4 January 2011 amending Law No. 1/17 of 4 September 2009 on missions, composition, organization and functioning of the National Commission on Land and Other Property; Law No. 1/04 of 5 January 2011 establishing the independent National Commission on Human Rights; Law No. 1/16 of 10 September 2011 amending Law No.

international conventions that are ratified be incorporated into national law. Therefore, the Constitution requires equality – and rejects all discriminatory laws including those based on gender.

### **Indicator 8 - Number and Nature of Provisions/Recommendations in the Truth and Reconciliation Commission (TRC) and Other Transitional Justice Reports on Women’s Rights**

Upon signing the Arusha Agreement on August 28, 2000, Burundi entered into a process of setting up mechanisms transitional justice. Yet, after 12 years, Burundi has only begun to implement mechanisms. This year (2012) the Truth and Reconciliation Commission and a Judicial Chamber were meant to be established – it has not happened yet.

However, the government, has organized national consultations and formed a Technical Committee in charge of preparing transitional justice mechanisms.<sup>22</sup>The Technical Committee is comprised of seven members, including two women. The committee submitted a report on November 2011, which proposed a draft bill that the committee increase its membership to 11 – however, women’s role was not mentioned. Organizations monitoring the process of transitional justice, including particularly the Reflection Group on Transitional Justice, denounced this. A campaign to get the word out on the report began in March 2012.

### **Indicator 9 - Percentage of Women (Versus Men) Who Receive Economic Packages in Conflict Resolution and Reconstruction Processes**

There have not been any disarmament and demobilization programs in the year 2012. The table below examines the number of refugees repatriated. This repatriation effort will soon reach completion.

**Table 16: Repatriation in 2012 (until June 2012)**

<b>Period</b>	<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Women</b>
<b>Repatriated 1972 refugees</b>	72	122	194	62.89
<b>Repatriated 1993 refugees</b>	91	64	155	41.29
<b>Total</b>	<b>163</b>	<b>186</b>	<b>349</b>	<b>53.29</b>

*Source: HCR Burundi*

Data indicates that many women returning are, in fact, heads of households. This has implications for reintegration. Further complicating matters, the refugees from 1972 are unfamiliar/do not know their country of origin.

Refugees that are returning receive – among other things – a kit of personal items (such as blankets, a mat, and 125 grams of soap). Family items include tarpaulins, jerry cans, plastic buckets, kitchen utensils, travel bags, nets and cloth. An additional kit is also given to women, which includes flannels, buckets and underwear.

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1/06 of 26 June 2003 on the organization and functioning of political parties; and Law No. 1/24 of 31 December 2011 outlining the general budget of the Republic of Burundi for the year 2012.

<sup>22</sup>Decree No. 100/152 of 13 June 2011 bearing nomination of members of the technical committee in charge of the preparation of transitional justice mechanisms.

## **Indicator 10 - Number and Percentage of Pre-deployment & Post-deployment Programmes for Military and Police Incorporating UNSCR 1325, UNSCR 1820, International Human Rights Instruments and International Humanitarian Law**

As underlined in the 2011 Civil Society Monitoring Report, there is a pre- and post-deployment training program on international instruments related to human rights and international humanitarian law, as it was stressed in the 2011 report. The training program has been well funded: the United States, for example has provided significant financial support in the framework of ACOTA (Africa Contingency Operations Training and Assistance). ACOTA has facilitated the training since the beginning of the peacekeeping operation in Somalia in 2007. France has also supported the training within the purview of its peacekeeping mission.

The courses cover tactical, medical, technical, and professional topics for all classes of military and police personnel. Other topics covered in the courses include: the Code of Conduct of the United Nations; HIV / AIDS; law in armed conflict, the mandate and the rules of engagement (ROE); and SOP (Standard Operating Procedures). However, UNSCR 1325 and 1820 are not part of the training topics.

## **Indicator 11a -Allocated and Disbursed Funding Marked for WPS Projects and Programs to CSOs**

### ***National Civil Society Organizations***

Civil society organizations play an important role in mainstreaming a gender perspective in women, peace and security policies. While there are not many organizations working directly on UNSCR 1325, the following are part of the coalition monitoring the resolution's implementation (and producing this report): RAP/WAP, FONTAINE-ISOKO and BTLP. Other organizations that have not been part of the coalition but have worked on the resolution independently include:

- **AGATEKA Association:** A women's organization focusing on women's human rights, specifically the fight against SGBV in Makamba province. The organization operates in 3 communes: Makamba, Kayogoro, and Nyanza-Lac. In 2012, the organization has spent 13.000.000BIF (8,868 USD). This organization provides counseling for survivors of SGBV and community training. It works in partnership with international NGOs such as IRC, IMC and ASF(the latter closed activities in Makamba in 2011).
- **MUKENYEZI MENYA Association:** A women's organization fighting against SGBV and for women's rights in Makamba province. It works in 3 communes: Vugizo, Mabanda and Kibago. The organization has spent 13.000.000 BIF(8,868 USD) thus far in 2012.
- **The Association of Burundi women lawyers:** The association focuses on the rights of individuals and family law, land and estate law, and criminal and civil law. It provides legal counseling and judicial mediation. The organization did not reveal its budget for activities relating specifically to UNSCR 1325, but for 2010, "it received 293,560,619 BIF from seven donors to implement project focused on judiciary support of vulnerable women."<sup>23</sup>
- **NTURENGAHO:** This association has a three years psychosocial project (with a budget of 375.000.000 BIF or 253.378 USD) focused on women survivors of sexual violence. The project aims to provide psychosocial assistance to women, to decrease violence against women, and support the improvement of women's status in the community. NTURENGAHO works in four provinces: Bujumbura, Ngozi, Makamba, and Mwaro.

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<sup>23</sup>See the "Assessment Report of the Implementation UNSCR 1325, Phase II, July 2011.

### **International Organizations**

The NGO CARE International is one of the international NGOs involved in the implementation of Resolution 1325. During the 2012 electoral process, CARE International worked with NPOs and Dushirehamwe SPPDF (Synergy Partners for the Promotion of Women's Rights).

CARE Burundi currently has several projects at community level that apply directly or indirectly to UNSCR 1325. These include projects with Girijambo, Umwizero, and Kirumara. It is the latter which works directly on 1325. Kirumara, which works directly on UNSCR 1325, operates in communities with a total budget of 700,000 Euros for the period 2010-2012. Its work focuses on capacity building for women's leadership in Bubanza, Bujumbura, and Gitega provinces.

Other international organizations involved in the implementation of the UNSCR 1325 include ACORD for the implementation of projects and programs on women, peace and security (ACORD budget: BIF 984,257,551). ACTION AID supported SPPDF, CAFOB, AFJO, MPPF, Fontaine-Isoko, FUFER (RUYIGI) Horaniteka (KARUZI), Female Rumuri (Rutana) by contributing a total of BIF 1,152,000,000 to these organizations, from January 2008 to June 2011.

### **Indicator 11b - Allocated and Disbursed Funding Marked for WPS Projects and Programs to Governments**

#### **National Budget**

Implemented in 2003, the national gender policy represents the government's commitment to gender equality and gender mainstreaming. The NAP on UNSCR 1325 (2011) and the PRSP II also incorporate gender and SGBV issues. The Ministry of National Solidarity, Human Rights and Gender is responsible for the implementation of the government's commitments on gender. While rhetorically committed, examining the Ministry's budget for 2012 is important – as it reveals the government's political commitment (at least in part) to financing gender equality.

Under the initiative and with the financial support of Cordaid and the Global Network of Women Peacebuilders (GNWP), in collaboration with the Ministry of National Solidarity, Human Rights and Gender, Women and Allies organizations Peacebuilders Network / WAP and Fontaine-Isoko, a meeting of the partners for the implementation of UNSCR 1325 was held September 23, 2011 in Burundi. Its purpose was to mobilize partners for the financing of the NAP on UNSCR 1325. It contributed to the acceleration of the process of adoption of the NAP during this time: the NAP on UNSCR 1325 was officially adopted three months later, in December 13, 2011. Its adoption was a fulfillment of the commitments made by the highest authorities of Burundi (including the 1<sup>st</sup> Vice-President) at this meeting. This was followed by the establishment of a steering committee for the NAP UNSCR 1325 implementation.

**Table 17: 2012 Budget for the Ministry in charge of gender, the Ministry of National Solidarity, Human Rights and Gender (in BIF)**

<b>Budgets</b>	<b>2012</b>
Contribution to the Project on capacity building for family development centres	50,000,000
HUMURA Contribution	160,391,000
Implementation of National Gender Policy	72,000,000
Implementation of NAP UNSCR 1325	16,020,000
Fight against SGBV	71,478,000
Support to CDF	14,418,000

Project « Genre »	259,445,871
Project « Maison des femmes »	27,000,000
Total	670,752,871
Grand total of the Ministry of National Solidarity, Human Rights and Gender	8,434,721,149
<b>State's Total Expense Budget</b>	<b>1,196,794,876,227</b>

Source: General budget receipts and ordinary expenses and cash budget of the Republic of Burundi(Revised Budget); 1US D = 1466 BIF (on 9 August 2012).

The table above outlines the budget, following the budget revisions that took place in June 2012. Due to the budget revisions, the budget of the Ministry of National Solidarity, Human Rights and Gender has decreased from BIF 9,150,927,686 to BIF 8,434,721,149, or a reduction of 7.82 percent. The budget for the entire Ministry is 0.7 percent of the national budget, while it was 0.83 percent prior to the revision. This budget does not cover gender only. Projects have specific genre credits valued at BIF 670,752,871, or 7.95 percent of the budget of the Ministry of National Solidarity, Human Rights and Gender.

### ***Pledged external support for gender***

Through the national budget, the government receives external grants, including those intended to support the implementation of programs that promote gender and UNSCR 1325. Below is a list of external support, allocated for gender programs or programs that have gender components.

**Table 18: External support to the gender budget in 2012 (in BIF)**

<b>Rubrics</b>	<b>Amount</b>	<b>Donors</b>
<b>Right to fair trial by vulnerable population (ASF)</b>	454,643,084	Sweden
<b>Temporary gender support</b>	662,937,480	UNFPA
<b>Children's rights and protection</b>	2,728,973,820	UNICEF
<b>Instrument of gender mainstreaming cooperation</b>	264,151,452	European Union
<b>LRRD program of support to villagization policy within the framework of repatriation and reintegration in Burundi</b>	1,429,525,504	European Union
<b>Total</b>	<b>5,540,231,340</b>	

Source: Overall budget receipts and ordinary expenses and cash budget for the Republic Burundi

### **III. Conclusion and recommendations**

This report and the analysis within offer a snapshot and particular perspective on the progress of implementation of UNSCR 1325 in Burundi.

While progress made in legislation is promising (and certainly worthy of praise), there is still much to achieve in the resolution's implementation – at local and national level. Indicators highlighted gaps that persist – particularly in ending SGBV. There continues to be a disconnect between laws and behavior/practice, which is acutely pronounced in the case of rape. Women continue to face challenges to their social, political and economic rights – indeed, their dignity as a whole.

While the Burundian government seems to have the political will to advance women's rights in the sphere of women, peace, and security – evidenced by, for example, the national gender policy and the NAP on UNSCR 1325's implementation—obstacles remain.

In order to more effectively implement UNSCR 1325 and advance gender equality, we recommend the following:

### **To the government and parliament:**

- Ensure that all laws are gender sensitive (created and implemented with the goal of gender equality) by establishing and operationalizing structures and procedures to ensure gender assessments. Additionally, the Ministry of Gender should have the necessary support and resources to systematically analyze laws and regulations from a gender perspective, providing recommendations for improvement where needed.
- Develop promptly a national policy to fight sexual violence, for better prevention and prosecution of SGBV, including a provision for reparations for victims.
- Develop and implement mechanisms for the participatory evaluation of the National Gender Policy (NGP) and gender mainstreaming efforts in community development plans and programs.
- Create a center for research and desegregated data collection to effectively develop strategies for action on SGBV and implementation of UNSCR 1325. The center must be adequately resourced (both human and financial).
- Integrate UNSCR 1325 and 1820 in the training curricula for the police and military.
- Create stronger partnerships with civil society organizations working on UNSCR 1325 and 1820.
- Support women's knowledge building on and ownership of transitional justice by ensuring women's equal (and genuine) participation on working groups and commissions addressing transitional justice.
- Ensure that the Ministry of Gender is robustly financed, by, for example, allocating adequate budget resources. This will allow the ministry to promote gender equality more effectively.
- Ensure that peacekeeping missions (and their respective training courses) are gender sensitive and gender is mainstreamed throughout all procedures and practices.
- Sensitize and enroll young women in the army and security forces.

### **To the media and civil society:**

- Amplify and scale up information, education, and communication campaigns on gender equality.
- Ensure that gender is mainstreamed in the country's social and political sectors through coordinated action at the national level.
- Better promote gender equality, and enable easier access to gender disaggregated data and share with other CSOs and development partners.
- Offer advice and serve as a model (perhaps putting forward "best practice") in the implementation of gender sensitive policies.
- Mainstream gender at program level, ensuring that all staff understand and have the tools to do so.
- Support the empowerment of women (and fight against gender stereotypes) by highlighting women's knowledge, strength and expertise (rather than portraying women as victims).
- Diversify and develop communication strategies to empower women to speak openly, without fear, about their own experiences and issues.
- Sensitize and train men working in the media on gender, gender equality and development.
- Promote women's access to the media, particularly in underserved rural areas.

### **To women:**

- Fill the 30 percent quota with strong candidates.
- Continue to demand more democratic space to participate in politics.
- Be accountable to your constituents, including particularly women and to their rights (rather than to leaders of political parties).
- Strengthen the ability to assess the impact of women in governing bodies, particularly on the advancing of women's rights and empowerment.

**To international development partners and CSOs:**

- Support the Burundian government in the implementation of the National Gender Policy and NAP on UNSCR1325.
- Support the establishment and functioning of a Multi-stakeholder Financing Mechanism (MFM) for the implementation of UNSCR 1325 in Burundi.
- Support Burundian CSOs in monitoring gender equality policy and its implementation in Burundi.
- Support the creation of a national center for research and information on gender and development.
- Promote women's entrepreneurship as a means to support income generating activities.



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