Enabel

Executive Summary

Evaluation of the Project Supporting the Justice Sector in Burundi (Enabel Component)
PASJU C-Enabel

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Burundi

Cota

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Agence belge de développement

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1 Presentation of the Evaluation

The Enabel component of the Project Supporting the Justice Sector in Burundi (PASJU) is the subject of a contribution agreement with the European Union (EU). The implementation period runs from December 2022 to November 2025, with an extension granted by the EU until 31st May 2026. With a total budget of EUR 8,246,120, the project aims to strengthen the rule of law and ensure the protection of human rights in Burundi, and promotes a justice system that is faster, independent, impartial, gender-sensitive, digital and closer to citizens. A second component focusing on access to justice for vulnerable people and victims of human rights violations is implemented by Cordaid in partnership with the Gitega and Bujumbura Bar Associations, AFJB and Ntabariza. The third component of the action, focusing on the digitisation of judicial records in the central-western region, is implemented by Bibliothèques Sans Frontières in partnership with the Association of Women Lawyers of Burundi (AFJB).

The objectives of the review are to assess the level of achievement of the expected results according to the six evaluation criteria of the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD-DAC). It also aims to examine the project's capacity to integrate cross-cutting dimensions such as gender, persons with disabilities, inclusion, the environment and institutional sustainability.

Furthermore, the review seeks to assess partnership management modalities such as the dual anchoring approach, the alignment of the action with ongoing reforms, as well as the identification of unintended positive and negative effects, the capitalisation of key learnings/lessons learnt, and preparation for a potential Phase II.

The review will enable conclusions to be drawn on the added value of the action and will identify possible areas for improvement. At the end of this analysis, concrete recommendations are formulated to improve the overall performance of the project, in direct connection with the conclusions of the evaluation.

The main users are the Enabel team in Burundi, the members of the PASJU Steering Committee (SC) (Enabel, the Delegation of the European Union (EU), the Ministry of Justice, the relevant courts and detention centres); and the organisations and institutions subsidised under PASJU C-Enabel (Terre des Hommes, Ntabariza, the Bar Associations and the Institut Supérieur de Commerce (ISCO)).

Sustainability and learning are the main challenges of this evaluation for all stakeholders and users.

Data collection was carried out in two stages, namely prior to the field mission and remotely. This stage made it possible to make a set of documents available and to hold meetings with the Enabel team in charge of implementation in order to define the mission schedule, the resource persons and the sites to be visited. A second stage concerned remote data collection through interviews with the representative of the EU Delegation, the Technical Assistant (TA) and the former project coordinator. Finally, a field data collection mission took place in Burundi from Monday 3 November to 14 November.

1.1 Sources and methods of data collection

The evaluation team based its analysis on secondary and primary qualitative data.

Secondary data were obtained through the review of documentation from various sources. These include project documents, national and sectoral policy and strategy documents, reform proposals, minutes of the Steering Committees (SC) and the Technical Committee, activity reports, terms of reference, and all the documents listed in the annexes to this report (see annex).

Primary data were generated through individual interviews and semi-structured focus groups conducted to further explore certain information. The focus groups were formed with magistrates and detainees, with due consideration given to gender. In total, four focus groups were organised at four different sites in Burundi.

1.2 Sampling

The focus groups and the persons interviewed were selected through non-random sampling, taking into account their status as final beneficiaries, the information they had gathered throughout the project implementation process, gender, and their accessibility.

Availability and mobility were considered in forming focus groups constituting representative samples of final beneficiaries from various regions.

Four focus groups were organised as follows:

- The sample proposed by the implementation team at the High Court (Tribunal de Grande Instance – TGI) of Ngozi consisted of four beneficiary trial judges. This focus group comprised one man and three women from the bench.
- A second focus group organised at the Ngozi detention centre consisted of six men (participants in carpentry training and three beneficiaries of legal aid).
- A third focus group organised at the TGI of Muyinga consisted of five female detainees.
- The fourth focus group was composed of six magistrates (five men and one woman), including deputy prosecutors, the Public Prosecutor and advisers of the Court of Appeal of Ngozi.

In total, 85 semi-structured interviews were conducted in person in the provinces concerned, including twelve with final beneficiaries (participants in composting training using a vinegar-based activator), and four interviews were conducted online. Each interview was subject to a primary analysis in order to substantiate or refute the information already collected.

2 Findings

2.1 Findings by OECD-DAC Criterion

Coherence	**B**	A certain degree of coherence exists between the action and other interventions carried out in the justice sector in Burundi, but this could be further improved. Grant agreements were signed between the implementing partner and Terre des Hommes-Ntabariza, as well as with the Bar Associations, with a view to implementing activities to support the prison environment and improve living conditions in detention, thereby contributing to respect for the fundamental rights of detainees. The action also includes legal and judicial assistance activities (Bar Associations) and archiving activities (ISCO – University of Burundi). Despite somewhat weak communication with Terre des Hommes, geographical and targeted coordination is ensured between the partners in order to avoid overlaps and to promote complementarities. Furthermore, the action is coherent with the judicial digitisation component implemented by Bibliothèque Sans Frontières (BSF), which is preparing the ground for future digitisation of judicial records properly classified according to a

		filing system harmonised across jurisdictions. The intervention is also coherent with the support to access to justice implemented by Cordaid. The Enabel team is responsible for the supply side of justice, while Cordaid covers the demand side. However, the components of the overall PASJU programme appear to be structurally isolated. Attempts to develop a common logical framework for the three components and to harmonise the implementation of certain indicators failed due to staff departures and repeated resignations of the Technical Assistant (TA). The three components of the PASJU C-Enabel programme are not implemented as an integrated whole conducive to the creation of synergies. Each implementing partner focuses on its respective component; however, for instance, there is no joint action among the evaluation focal points of each component to ensure transparent and complementary monitoring, or to enable timely programme-wide adjustments where needed. This coordination role was part of the Technical Assistant's mandate and initially appeared challenging due to the intervention spanning three different geographical areas (with the exception of Kirundo for Enabel/Cordaid). Nevertheless, despite the weaknesses related to the Technical Assistance, Enabel has initiated collaboration with Cordaid and BSF to avoid duplication in legal aid interventions in Kirundo and in the assessment of physical archiving needs, as well as in the provision of such support to courts assisted by BSF. Furthermore, a lack of clarification or communication regarding the activities implemented by the United Nations Development Programme (UNDP) does not facilitate synergies. The absence of the UNDP support that had been envisaged from the outset of the intervention in Kayanza Province creates an imbalance.
Relevance	**B**	The PASJU C-Enabel, component 1 of the EU-funded PASJU programme, is relatively relevant and responds to the identified needs; however, elements such as the underestimation of certain needs and the lack of consultation with the beneficiary undermine its overall quality. The action focuses on strengthening the judicial and prison system in Burundi, taking into account gender and vulnerable persons, through the training of magistrates, support to the prison environment, the improvement of living conditions in detention in order to promote respect for human dignity, as well as judicial assistance, the establishment of infrastructure facilitating access to justice and contributing to the respect of detainees' rights, and support to archiving and to the functioning of the criminal justice chain, which ensures daily exchange and decisive coordination between its various actors. These critical needs remain aligned with the support identified in the intervention logic of PASJU C-Enabel. The intervention was not preceded by a feasibility study, a reflection workshop or consultations with the beneficiary, despite the absence of EU–Burundi cooperation for more than seven years. However, the PASJU C-Enabel was formulated by Enabel on the basis of the Action Document developed by the EU Delegation. The action is part of the continuity of specialised projects in the justice sector supported by the Kingdom of Belgium. The intervention is also aligned with the country's strategic documents: Vision 2040–2060, the National Development Plan

		2018–2027, the National Gender Policy and sectoral policy and the National Strategy (2023–2027). In addition, the draft criminal and penitentiary policies are also aligned with the PASJU C-Enabel; however, these documents have not yet been signed by the competent authority. Furthermore, the PASJU C-Enabel programme addresses the hygiene needs of the Kirundo police station (where detainees transit before being transferred to Ngozi) by collaborating with Enabel's NTUSIGARINYUMA health programme. As a result, the drinking water storage system, the septic tanks and the police station's water network were rehabilitated using funds from the health support programme. However, the project design underestimated the needs in terms of penitentiary infrastructure. After the rehabilitation plan had been validated with the DGAP, derogation requests were submitted to the EU Delegation (EUD), without success, in order to address the actual needs, particularly in terms of space and the dilapidated condition of the facilities.
Effectiveness	**C**	The achievement of results is uneven. The action has generated significant progress and has tangibly strengthened the judicial and prison system in Burundi by improving detention conditions, psychosocial support for detainees as well as infrastructure (prisons and courts), archiving and access to justice. While the achievements of the action are notable, operational effectiveness is affected by several challenges, including burdensome administrative procedures. Not all of the expected results, which this mission considers to be overly ambitious for a pilot project, have been achieved (prison decongestion, central-level reforms, initial training of magistrates, etc.), but several results obtained at local level are of good quality and meet expectations. The failure to achieve this indicator cannot be entirely attributed to Enabel, as it is linked to broader structural reforms. Its feasibility should have been assessed more thoroughly. Furthermore, the Technical Assistance (TA), which was notably responsible for facilitating coordination among the three components and supporting policy dialogue, was not able to fulfil its commitments. **The strengthening of the judiciary is illustrated by the following points:** The initial training of magistrates supported under the Action has largely failed as a result of a unilateral decision by the Ministry of Justice (reducing the training duration from 24 months to 4 weeks). Despite the identified needs, the support provided therefore did not, in this case, align with the beneficiary's expectations. Continuing professional training cannot compensate for this shortfall. However, the Action did support the: • Selection in 2024 of new magistrates based on objective criteria (first progress since 2014) • In-service training provided to 380 magistrates (vs. 1,770 initially planned) and capacity building of judicial support staff (court clerks, secretaries, prison staff). • Improved professionalisation of actors within the judicial system, although gaps remain, in particular due to the relatively short duration of the training programmes.

		Support in the prison environment has been very positive • Indeed, psychosocial support for detainees helps to ease conflicts through the organisation and facilitation of discussion groups and recreational activities. • The establishment of vocational training for detainees (carpentry, sewing, basketry, agri-livestock farming) promotes social as well as income-generating inclusion for active detainees. However, the absence of release kits limits reintegration prospects. • The action has also enabled the extended rehabilitation of the Ngozi women's prison. • The rehabilitation and equipping of prisons, improvements in medical care, hygiene and infrastructure also constitute very encouraging results. • However, operational legal aid remains limited due to staff shortages and the non-reducible nature of sentences, which primarily concern women (voluntary termination of pregnancy, infanticide, poisoning, murder). **Support to access to justice, the criminal justice chain and infrastructure has made it possible to achieve the following:** • A revitalised criminal justice chain through the organisation of monthly meetings, the development of action plans and improved case processing. • The provision of material and logistical support such as archiving rooms (improving access time to files), functional reception offices within courts, fencing around court premises, the construction of shelters for court users, and the provision of furniture and IT equipment. • A revised and validated prison inspection guide (not yet officially adopted). • A statistical platform planned for 2025; however, staff turnover poses a threat to the continuity of the benefits achieved. **A systemic advance in the management of judicial archives** • The present mission notes the construction of modern, fully equipped archiving rooms. • The revision of the filing classification system and the high-quality involvement of local archivists (50 ISCO trainees). • The time required to retrieve a file has been reduced from over thirty minutes or several days (or even cases where files were lost) to less than one minute. • A clear improvement in the accessibility and traceability of case files.
Efficiency	**C**	The efficiency of the action is mixed. The steering of the intervention was intended to be ensured through a technical committee, Enabel–Ministry of Justice meetings and a steering committee. However, weaknesses in the technical assistance have undermined operational monitoring. While the steering committee was held as planned, it functioned more as a forum for information exchange and follow-up of the action rather than as a genuine decision-making and steering body.

		The structures were equipped as planned; however, additional needs in terms of human and material resources emerged during implementation. Staff turnover affecting several members of the statistics service, the director of the CFPJ, as well as several magistrates who had benefited from the training, created additional capacity-building needs for newly appointed staff. The action also experienced delays from year N+1 onwards. The project manager arrived five months after the start of the action, which delayed several validations required for the launch of activities. Training activities were also slow to be implemented due to administrative procedures within both the Ministry and Enabel. Some needs were overestimated (e.g. the training of 1,770 magistrates), while others were underestimated (e.g. prison shelters and archive rooms). Nevertheless, the flexibility shown by the EU at various stages of implementation enabled Enabel to adapt to the beneficiaries' needs, particularly regarding spaces to be rehabilitated or expanded (prison recreation areas, archive rooms and court data-entry rooms). The Ministry of Justice's partner support unit has contributed to facilitating a degree of coordination, alongside the Justice and Rule of Law sector group supervised by the Ministry and composed of public institutions and the main international partners (EU, Embassy of the Netherlands, Swiss Cooperation, UNDP and UNICEF). Finally, the overall budget disbursement rate stands at 71.91%, indicating a somewhat limited absorption capacity despite the fact that some budget lines have been used beyond their initially allocated amounts. In this context, reallocations are planned, and the no-cost extension granted by the EU should make it possible to use the remaining funds within the newly agreed timeframe.
Sustainability	**C**	The sustainability of the achievements remains fragile due to weak institutional capacities, the absence of tangible political commitment with regard to reforms, sudden ministerial decisions taken without consultation with the project team and outside the legal framework (notably concerning the initial training of magistrates), staff turnover affecting the action, and uncertain ministerial budgetary support—for example for the maintenance of the equipment and vehicles provided. In addition, the follow-up of training carried out online by the CFPJ with magistrates does not allow for sustainable continuity, due to a lack of motivation, resources and the CFPJ's limited capacity to ensure such follow-up with the budget allocated to it by the relevant ministry. The filing and archiving plan used by the archivists has not yet been institutionally validated, which contributes to the persistence of previous filing and archiving practices among court clerks and prosecutors' secretaries. Moreover, the fact that such practices continue within some supported jurisdictions (such as the High Court of Kirundo) reflects a tendency to revert to previous ways of working. Institutional validation would help address this issue. In this context, the viability of the services delivered by the action remains fragile without a firm commitment from the beneficiary, strengthened training efforts,

		the recruitment of appropriate staff and better structuring of national-level synergies. The PASJU C-Enabel programme nevertheless appears to provide a solid foundation for the revival of judicial cooperation in Burundi. However, strategic consolidation will be necessary in order to ensure the long-term sustainability of the achievements.
Impact	**B**	The impact of the intervention, in terms of its contribution to the overall and specific objectives, is of good quality and represents a success in several aspects of the action. In the short term, the impact is particularly positive with regard to archiving, the rehabilitation of infrastructure, the provision of office equipment, training on detainees' rights, vocational training offered to detainees in prison settings, as well as psychological and health support. However, the medium- and long-term impact remains uncertain in the absence of a clearly defined exit strategy and without sufficient commitment from the authorities concerned by the action (notably regarding reforms, maintenance of equipment, and the persistent shortages of water, medicines and hygiene supplies in prisons, for example).

2.2 Findings Related to the Evaluation Questions

Q1. To what extent has the intervention progressed towards the achievement of its objectives and the delivery of the expected changes?

The action has achieved part of the expected results. The outputs observed and analysed by the present mission demonstrate real positive changes that are in line with both the overall objective and the specific objective of PASJU C-Enabel.

By way of example, the result relating to psychosocial and health support for detainees, as well as legal aid (for women, vulnerable persons, civil parties and detainees), has been achieved, and the performance of the Ministry of Justice has also improved. However, a number of planned results have not been achieved as expected, notably with regard to prison decongestion, support to reforms and the initial training of magistrates.

Q2. To what extent have the dialogue with the national partner and the "dual anchoring" approach been effective in promoting the independence of the judiciary and improving the performance of the Ministry?

The dual anchoring approach appears relevant and useful and promotes institutional ownership. It helps to strengthen collaboration with the ministry concerned, in particular through the prisons supported by the action as well as the courts and public prosecutor's offices. This approach makes it easier to engage directly with realities on the ground, to feed into a policy experimentation dialogue, to propose reforms to the central administration and thus to work jointly on the issues identified, such as parole. However, none of the reforms proposed with regard to criminal policy and penitentiary policy (criminal mediation, duty prosecution, sentence enforcement judge, general inspection guide) by the implementation team have been validated, which raises the question of political will.

Q3. To what extent have synergies and complementarities between the project and other ongoing programmes or projects implemented by Enabel or by other actors (EU, TdH, etc.) strengthened the intervention's potential to achieve its results?

The Burundian judicial sector is currently experiencing a significant withdrawal of most international cooperation agencies, including the ICRC, which had been expected to support detention centres alongside Enabel. This situation poses a major challenge for PASJU C-Enabel: ensuring the continuity of interventions while maximising the project's effectiveness and impact. Moreover, collaboration with the United Nations Development Programme (UNDP), which could have strengthened synergies among justice sector actors, has not materialised. This context highlights a lack of stability and predictability in the interventions of certain actors, limiting the potential for synergies and complicating the planning and alignment of activities in the field. Terre des Hommes operates in the penitentiary sector through a grant agreement with Enabel but subcontracts certain activities to a local association, Ntabariza. This arrangement reduces visibility and direct oversight of implementation processes, which affects the cost-efficiency ratio in terms of both financial and human resources management. The organisation's management capacities appear fragile.Cordaid implements the third component of PASJU, complementing Enabel's activities through legal clinics composed of lawyers and psychologists. However, the initial allocation of intervention areas has been modified: Cordaid now operates in the north, south and east of the country, requiring more complex coordination and additional resources. Bibliothèques Sans Frontières (BSF) implements the digitalisation component (in the former centre-west intervention zone of Enabel, previously CTB), using the same updated classification plan as Enabel (for both current and updated archives). However, after more than seven years of inactivity by partners in this area, preliminary actions would be required, notably regarding the updating of classification and archiving plans, as well as the reconditioning or restoration of judicial archives.

Q4. To what extent have the implementation modalities (e.g. grant funding, etc.) and the project management mechanisms facilitated efficient implementation in order to achieve the project's objectives, within the specific context of the justice sector in Burundi?

Grants, calls for tenders and other contractual instruments (ASC) were used to support the objectives of PASJU C-Enabel. These instruments are robust and transparent but remain complex for implementing partners (Bar Associations, the University of Burundi, BSF, etc.), which slows down implementation. The delays in the justification of expenditures by the Bar Associations appear problematic and partly explain the delays in the disbursement of instalments by Enabel.Project coordination and monitoring rely on several institutional bodies (Technical Committee, Steering Committee), whose effectiveness largely determines the success of the action. However, the presence of technical assistance has been described as "sporadic and insufficient" since the start of the action, which has prevented the regular holding of meetings and reduced the committee's capacity to respond to operational needs. Moreover, several coordination and monitoring mechanisms have been established, but their effectiveness is sometimes weakened by unproductive meetings and a limited number of concrete operational recommendations. The mission also notes the mobilisation of Belgian public partners. These include the Institute for Judicial Training (IFJ/IGO), which intervened on four occasions (three training-of-trainers sessions) to support the CFPJ strategically, as well as the High Council of Justice, which intervened three times to support the magistrates' recruitment competition and the reform of the General Inspectorate of Justice. These partners, mobilised through an ASC, were highly appreciated by stakeholders and provided exemplary North–South cooperation.

Q5. What unintended effects of the project (positive or negative externalities) can be observed, and what consequences can be identified in relation to the project's objectives?

The present mission indicates that the project did not generate unintended effects that contributed to the marginalisation of women, youth or vulnerable groups. On the contrary, the action contributes to strengthening their inclusion in society by improving the dynamics of access to justice.

However, several negative unintended effects have been identified.

The project design underestimated the needs in terms of penitentiary infrastructure. After the rehabilitation plan had been validated with the DGAP, derogation requests were submitted to the EU Delegation (EUD), without success, in order to address the actual needs, particularly in terms of space and the dilapidated condition of facilities. The rehabilitation plan had been designed to be comprehensive so as to take into account all the needs identified by DGAP engineers, supported by the infrastructure manager of the PASJU programme (C-Enabel). As the EU did not accept to finance the expansion of existing spaces, the chosen option was to rehabilitate only what could be carried out within the available budget.

The refusal by Enabel's internal department responsible for public procurement to provide fuel to suppliers—while deducting the cost from the rehabilitation payments—was poorly perceived by several actors (construction companies, penitentiary authorities, etc.). This situation contributed to delays in the rehabilitation works and resulted in significant financial losses for the companies involved. Moreover, the action triggered lengthy discussions between the implementing partner, the relevant ministry and the donor regarding support for the initial training of magistrates, which ultimately proved unsuccessful. These discussions resulted in the proposal of an initial training programme lasting four weeks; however, such a duration cannot adequately meet the theoretical and practical needs of newly appointed magistrates. Under these circumstances, the action did not support this training.

Some positive effects have nevertheless resulted from the action. Solar panels were provided following a request from the beneficiary. Their impact on daily work has been highly positive, enabling courts to continue functioning despite frequent electricity outages. However, questions remain as to whether the Ministry of Justice officials responsible for financial matters will be able to allocate sufficient resources to ensure their maintenance.

Finally, the project focused primarily on support in criminal matters. Yet civil matters may arise from certain criminal cases. Providing support to both areas could have generated a stronger positive effect on the overall performance of judicial institutions.

Q6. To what extent did the project integrate archiving needs into its design and implementation?

Support to archiving is a success and its impact is of very high quality.

The action integrated archiving needs into its design by identifying requirements with precision and in agreement with the relevant authorities. The supported courts and public prosecutor's offices are now equipped with newly constructed and fitted archiving offices, which are essential for the daily management of case files. The archive offices have been fully equipped with appropriate furniture, and the support facilitates the repackaging of worn archives and boxes for permanent storage.

The improvement in the classification and archiving of judicial case files in the supported jurisdictions is considerable.

3 Conclusions

The Justice Support Programme (PASJU C-Enabel) makes a significant contribution to the reform of the judicial and penitentiary system in Burundi; however, its progress remains fragile and dependent on sometimes fluctuating institutional choices. The action has made it possible to improve recruitment as well as the training of 380 magistrates, to revitalise legal aid, to provide a reliable, efficient and high-quality archiving system, to improve sanitary and material conditions in detention, and to promote the development of reintegration activities — all of which illustrate a willingness to humanise the supported system. However, the lack of validation of reforms, the failure to reduce prison overcrowding, limited or rotating human resources, and logistical difficulties weaken the progress achieved and the effectiveness expected.

With regard to cross-cutting aspects, the actions undertaken in the areas of gender and support to vulnerable persons demonstrate a positive and encouraging dynamic, albeit undermined by still insufficient infrastructure and a lack of appropriate resources. Environmental initiatives are adapted to needs but require more time and resources to be sustainable over the long term. The sustainability of the changes achieved will depend on the capacity of institutions to integrate these approaches into stable public policies.

With regard to institutional capacity building, the support has made it possible to achieve significant progress in terms of legal aid, the criminal justice chain and infrastructure. The action addresses national priorities by supporting courts, the prison sector, the training of judicial staff and magistrates, as well as archiving. However, shortcomings in reforms, structural limitations, logistical weaknesses, limited coordination with other initiatives, and dependence on external funding and central-level decisions slow down and weaken the sustainable anchoring of achievements.

The implementation mechanisms are transparent and robust, but the procedures of the implementing partner and the beneficiary slow down the process. A coordination mechanism is in place, but its effectiveness is relative, notably in view of the weak capacities of certain partners and a lack of familiarity with internal procedures. A certain degree of complementarity is nevertheless ensured, for example between Enabel, Cordaid and the Bar Associations. However, communication deficiencies with some partners (UNDP, University of Burundi) have not facilitated coordination or the creation of the expected synergies.

Finally, the archiving component has very significantly improved organisation, access to files within the courts visited by the present mission, and storage, which is now possible in dedicated and appropriate spaces. However, the archiving component is still subject to persistent old practices in one of the courts visited, and constraints linked to staff and financial shortages remain ongoing.

In conclusion, the results achieved through PASJU C-Enabel are very positive and tangible in terms of archiving, training, infrastructure improvement and support to the penitentiary sector, with a particularly positive impact on detainees' living conditions, respect for their dignity and their prospects for reintegration. The current challenge lies, among other things, in the sustainability of the services provided by the action. The finalisation of sectoral policies, the validation of reforms, the strengthening of human capacities combined with increased ownership and reinforced coordination should help to address this challenge.

4 Recommendations

The evaluation team identified several recommendations, both operational and strategic, but limited their number to ten recommendations, corresponding to the maximum authorised by Enabel. The proposed recommendations are those considered relevant in order to optimise the extension period granted by the EU until 31st May 2026, to strengthen the sustainability of the achievements obtained through PASJU C-Enabel, and to highlight a number of elements with a view to continuity, that is, a Phase II.

Operational Recommendations

Recommendation	Related Conclusion(s)	Target Actor(s)	Level[1]	Priority	Type
R1. Strengthen the capacities of magistrates, prison officers and Judicial Police Officers.	C3	Enabel Bujumbura, in particular the team responsible for support to training and the criminal justice chain	1	Short term	Operational

More specifically, this involves:

Promoting the continuity of achievements by enhancing the capacities of judicial personnel and thereby strengthening the functioning of the entire criminal justice chain, in line with the national strategy and the draft criminal and penitentiary policies.

Providing for the development of continuing professional training.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R2. Provide for the distribution of kits and blankets to detainees.	C2	Enabel Bujumbura, in particular the team responsible for support to the penitentiary sector	1	Short term	Operational

More specifically, this involves:

- Facilitating the economic reintegration of detainees.

[1] **Level 1 – Project/Programme:** Recommendations that fall within the sphere of control of the project or programme team(s) and the implementing partners. **Level 2 – Country Representation:** Recommendations that fall within the sphere of control of Enabel's country representation in the partner country (Enabel's country strategy, policy dialogue with the partner, etc.) or of the institutional partner. **Level 3 – Enabel Organisational Level:** Recommendations that fall within the sphere of control of Enabel's Management Committee and/or require action at the organisation-wide, cross-cutting level. **Level 4 – Global Cooperation Framework (DGD/Cabinet/SE S):** Recommendations that fall within the sphere of control of the donor (Belgian or other) and/or of the overall framework of Belgian development cooperation (DGD, ministry, etc.).

- Creating or strengthening links with civil society organisations or local referral actors specialised in this field, more specifically located in the areas where former detainees return, in order to optimise detainees' reintegration potential by ensuring regular follow-up after release.
- Also providing for the distribution of blankets in detention in Ngozi (cold climate), contributing to the strengthening of respect for detainees' rights.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R3. Refresh the detention centres and their health services.	C2	Enabel Bujumbura, in particular the team responsible for support to the penitentiary sector	1	Short term	Operational

Concretely, this involves:

- Rehabilitating the health centres, ensuring cleaning of walls and floors and the application of fresh paint, in order to prevent the spread of diseases, which is currently very high risk.
- Raising awareness among health staff on the use of all the equipment distributed (water filters) in order to facilitate the recovery of prisoners.
- Providing connections and coordination with the Ministry of Health and the DGAP, including for the supply of additional soap to detainees, in particular to prevent infections during women's menstrual cycles and/or skin diseases.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R4. Ensure the new configuration of the Ministry of Justice with regard to the department responsible for gender issues.	C2	Enabel Bujumbura, notably the team responsible for cross-cutting issues, and more specifically for gender and human rights.	3	Medium term	Operational

Concretely, this involves:

Continuing support to and coordination with the Directorate for Gender and Human Rights of the Ministry of Justice in Bujumbura, as well as with decentralised services, in order to ensure that women and vulnerable beneficiaries are systematically taken into account in the sustainability of the services provided by the action.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R5. Simplify Enabel's internal administrative and contractual procedures.	C6	Enabel Brussels, in particular the contracts and finance departments, in coordination with the project team.	1	Medium term	Operational

Concretely, this involves:

- Facilitating and accelerating the operational implementation of the project.
- Putting in place rigorous follow-up of decisions and a financial risk management system for partners (Bar Associations, Terre des Hommes, ISCO) in order to better anticipate risks of financial mismanagement through support tailored to the needs of the subsidised organisation or institution.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R6. Ensure appropriate training for magistrates on the innovations provided for in the new legislation and make the necessary tools available for their work.	C1	Ministry of Justice	2	Short term	Operational

Concretely, this involves:

- Training magistrates on the new measures such as case management (mise en état), the single judge system, and new criminal offences.
- Strengthening support for the drafting of judgments as well as oral practice (submissions, investigations, chairing hearings, etc.).
- Providing updated legal codes to all magistrates to enable their effective and easy use.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R7. Take the necessary measures with regard to human resources and maintenance to ensure the sustainability of the services and achievements provided by the action.	C3	Ministry of Justice	2	Short term	Operational

Concretely, this involves:

- Avoiding staff turnover (for example in the statistics department).
- Strengthening the training-of-trainers system, including the integration of trainers from the DGAP, to contribute to sustainability.
- Recruiting archivists (at least one archivist per court) or replacing AOJ staff who have retired or left for any other reason with qualified archivists.
- Providing for a maintenance and monitoring mechanism for equipment and infrastructure (archives, registry offices, IT equipment).

Strategic recommendations

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R8. Strengthen prison and police cell visits.	C1	Ministry of Justice	2	Short term	Strategic

Concretely, this involves:

Organising a system of visits to detention centres and prosecutor's office holding cells by public prosecutors as well as trial judges, in order to raise awareness of conditions of detention and the functioning of the final link in the criminal justice chain and potentially contribute to reducing prison overcrowding.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R9. Facilitate the validation of reforms in order to ensure better coherence in the process of modernising the judicial system, in line with the objectives set out in the national strategy.	C4	Ministry of Justice	2	Medium term	Strategic

Concretely, this involves:

- Finalising and validating the drafts of the criminal policy and the penitentiary policy in order to promote a clear and shared vision of the reform process.
- Establishing a national compensation fund for victims awarded irreversible damages (for example: an infant raped with transmission of HIV), in order to promote access to justice and support to victims in line with the national strategy and the criminal and penitentiary policies.

Recommendation	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
R10. Ensure the continuity of the archiving system introduced by the action, organised by reference number, in order to maintain the level of efficiency achieved by PASJU C-Enabel and to capitalise on the gains made.	C7	Ministry of Justice	2	Short term	Strategic

Concretely, this involves:

- Defining clear priorities and a shared timetable in order to complete archiving within the registries of the High Courts (TGI) of Ngozi and Kirundo, as drivers of sustainable ownership.
- Proposing a framework for the management of judicial archives that takes into account the context and the operational capacities of judicial institutions.
- Developing and validating a national roadmap for the archiving of judicial case files.

The following recommendation is proposed as an additional measure in the perspective of a future similar intervention financed by the European Union.

Recommendation for Phase II	Related Conclusion(s)	Target Actor(s)	Level	Priority	Type
Take into account the courts of residence and provide support to Judicial Police Officers.	C5	EU Delegation	4	Medium term	Strategic

Concretely, this would involve:

- Taking into consideration the handling of cases related to land conflicts, which are rapidly increasing and constitute drivers of violence, including murders, rapes and other offences;
- Harmonising the results and benefits of the intervention across the courts of residence;
- Including, where possible, the Court of Cassation in the process, as the highest body in the hierarchy of the judicial system.

5 Lessons learned

1. What?	Support to the penitentiary sector is a successful practice that was identified and implemented by the PASJU C-Enabel team in the prisons of Ngozi (men and women) and Muyinga (mixed), which were visited as part of the present evaluation. The key elements of this practice include psychological and health support for detainees, income-generating activities that enhance prospects for reintegration, and training for prison staff, helping to make detention conditions more humane and to ensure respect for the dignity of detainees.
2. What for/ Why?	The purpose of this practice was to make detention conditions more humane and rehabilitative, to establish social balance both among detainees and between detainees and the prison administration, and to facilitate the reintegration of former detainees.
3. How?	The main stages in the implementation of this practice involved setting up competent teams in order to achieve the objectives and ensuring a degree of flexibility to respond to emerging needs. By way of example, agri-livestock activities were not initially planned but proved relevant in promoting detainees' self-sufficiency in food and in generating income to be reinvested in agricultural inputs (seeds, weed control products, etc.). In this regard, the involvement of a civil society organisation, represented by a former detainee and providing psychological support, is of very significant importance in terms of thematic expertise and familiarity with prison life—an environment in which detainees are rarely listened to without being judged.
4. Who?	The main actors involved are the members of the Enabel team responsible for the prison sector, as well as the implementing partners, notably Ntabariza, subcontracted by the organisation Terre des Hommes. The beneficiaries of this practice are primarily male and female detainees who receive medical and psychological support and who benefit on a daily basis from more humane and rehabilitative detention conditions as a result of this practice. In addition, the prison administration also benefits from this practice, insofar as its staff have had their capacities strengthened (no training had been provided by the CFPJ prior to PASJU C-Enabel, despite existing needs).
5. Results?	The main results include a significant reduction in conflicts and tensions among detainees (through psychological support), healthier nutrition, the acquisition of agricultural skills (agri-livestock), which also enables detainees to feel useful, improved treatment of detainees as a result of training provided to prison governors and officers on detainees' rights, better-equipped health centres, and income-generating training courses (carpentry, tailoring and basket-making).

6. Lessons learned	The main lessons learned include the identification of these crucial needs in line with the requests of the authorities of the beneficiary country. Life in the targeted prisons has changed significantly since the implementation of PASJU. These places, which previously served merely to confine detainees for the duration of their sentence, have given way to environments of learning and production, where it is now possible to believe in one's usefulness as a human being and to nurture hope for reintegration after release.
7. Sources	In addition to the documentary review, which informed the evaluation team about the project's planned activities in the prison setting, the team held interviews with the officer in charge of the detention and social reintegration component and with the officer responsible for food supply (Enabel). Focus group discussions were conducted with detainees, and observations were also carried out through visits to training centres (training on agricultural input activators) and production centres (carpentry workshops, agricultural fields, tailoring and basket-making units).