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LAND PROJECT, RWANDA

**COMMUNICATIONS AND ADVOCACY ASSESSMENT REPORT
AUGUST 30-31, 2012 TO SEPTEMBER 20-21, 2013**

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Contract No. AID-696-C-12-00002

28 September 2012 This publication was produced for review by the United States Agency for International Development. It was prepared by Chemonics International, Inc.

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Acronym List

Acronym	Name
ARECO	<i>Association Rwandaise des Ecologistes</i> - Association of Rwandan Environmentalists
AVP	<i>Association des Volontaires de la Paix</i> - Association of Volunteers for Peace
CCM	Center for Conflict Management at the National University of Rwanda
CIMA	Center for International Media Assistance
CLADHO	Collective Leagues and Organizations for the Defense of Human Rights
COPORWA	<i>La Communauté des Potiers du Rwanda</i> - Community of Potters of Rwanda
CSO	Civil Society Organization
DfID	Department for International Development
EDPRS	Economic Development and Poverty Reduction Strategy
ENR	Environment and Natural Resources
GBV	Gender Based Violence
GIS	Geographic Information System
GMO	Gender Monitoring Office
GoR	Government of Rwanda
HMP	Historically Marginalized Population
ICT	Information and Communications Technology
INES	Institute of Higher Education
INGABO	Rwandan Union of Agriculturalists and Animal Breeders
INGO	International Non-Governmental Organization
IPAR	Institute for Policy Analysis and Research
IRD	Institute of Research and Dialogue for Peace
IRPRV	Institute of Real Property Valuers of Rwanda
JRLOS	Justice, Reconciliation, Law and Order Sector
KBA	Kigali Bar Association
LAF	Legal Aid Forum
LTR	Land Tenure Regularization
MAJ	Maison d'Accès à la Justice – Access to Justice House
MINECOFIN	Ministry of Finance and Economic Planning
MINIJUST	Ministry of Justice
MINIRENA	Ministry of Natural Resources
MVU	Mobile Video Unit
NGO	Non-Governmental Organization
NLTRP	National Land Tenure Regularization Program
NLP	National Land Policy
NUR	National University of Rwanda

OLL	Organic Land Law
OSC	Overseas Strategic Consulting
<i>RCN Justice et Démocratie</i>	Rescué des Citoyennes – Citizen Network
REDO	Rural Environment Development Organization
RHEPI	Rwandan Health Environment Project Initiative
RISD	Rwanda Initiative for Sustainable Development
RNRA	Rwandan Natural Resources Authority
RTV	Rwanda Television
RURA	Rwanda Utilities Regulatory Agency
RWN	Rwandan Women Network
SFCG	Search for Common Ground
SMS	Short Message Service
SSI	Semi-structured Interview
UNDP	United Nations Development Programme
WB	The World Bank

Executive Summary

Background and Objectives of the Assessment

The USAID-Funded LAND project aims to support Rwanda’s long-term sustainability by strengthening the resilience of its citizens, communities and institutions and their ability to adapt to land-related economic, environmental and social changes. The project consists of two mutually reinforcing components:

1. Increased capacity of local Rwandan institutions to generate high quality evidence-based research on land-related issues that can be used by Rwandan citizens, civil society organizations (CSO), and Government; and
2. Increased understanding of land laws, policies, regulations, and legal judgments on land-related issues by local Government of Rwanda (GoR) officials, civil society organizations, research institutes, and citizens.

As a core LAND partner, Overseas Strategic Consulting, Ltd. (OSC) provides cross-cutting guidance and training in the creation of innovative public awareness campaigns for LAND. These public education initiatives focus primarily on increasing citizens’ understanding of land rights across Rwanda, especially among vulnerable communities.

OSC was tasked to provide technical assessment and planning assistance to LAND staff during the ramp-up stage of the project. The specific objectives of this assignment were:

1. Assess the communications and advocacy capacity of organizations that work in the land sector¹;
2. Map the landscape of existing public awareness efforts on land policy, law, rights and research findings; and
3. Identify existing means by which Rwandan citizens receive and digest this type of information and the effectiveness of these means.

Methodology

The advocacy and communications assessment was conducted through a combination of literature review, face-to-face semi-structured interviews with LAND partners, and questionnaires emailed to LAND partners and stakeholders not reachable for face-to-face interviews. The data gathering phase began August 30, 2012 and continued through September 19, 2012. Analysis and recommendation development began September 19, 2012 and continued through September 21, 2012.

¹ For the purposes of this report, advocacy is defined as, “the continuous and adaptive process of gathering, organizing and formulating information and data into argument, which is then communicated to policy-makers through various interpersonal and mass media communication channels...[advocacy]seeks to influence policy-makers, political and social leaders, to create an enabling policy and legislative environment and allocate resources equitably in order to create and sustain social transformation.” This definition was adopted from UNICEF’s Communication for Development program and can be found at http://www.unicef.org/cbsc/index_42346.html.

The objective was to target a broad range of local organizations that have different specific functions but a similar thematic focus (on land-related issues) in order to foster linkages and strengthen long-term coordination.

Organizations were selected to participate in the assessment if they were currently actively involved in land-related issues on the research and public education fronts. Specifically, organizations meeting the following criteria were selected:

- Organizations engaged in policy-related advocacy on land issues
- Grassroots and community-based groups that have a direct understanding of the realities and needs on the ground with respect to land issues
- Organized membership associations (defined as having a minimum membership of twenty-five persons) describing land issues as one of their core focus areas
- Professional organizations representing the interests of land-related professions (e.g. farmers, surveyors, property valuers, lawyers, land use planners, etc.)

Semi-structured interviews (SSIs) served as the primary data gathering mechanism for the assessment. Organizations were selected for participation in SSIs through literature review, examination of the LAND contact list—itsself generated through research and consultation with GoR, USAID, and existing project partners—and consultation with the LAND COP.

Organizations and institutions that could not be scheduled for SSIs in the time available, either due to distance, unavailability during the interview period, or institutional preference, were emailed a two part questionnaire. Institutions were initially selected to participate in the assessment via the questionnaire during review of the master participant list with the LAND Project COP and the LAND Project Communications Specialist. Additional organizations were added to the list of email participants when efforts to schedule an SSI were unsuccessful.

Response Rate

A total of 27 out of 34 organizations contacted participated either through SSIs or the email questionnaire, an overall response rate of more than 79%. Eighty-four percent of the 26 organizations contacted for SSIs eventually participated while response rates for the email questionnaire were somewhat lower, at 62%.

Summary of Findings

Communications on land-related issues have been effective in raising Rwandans' awareness of their land-related rights and duties and empowering them to exercise these rights, but there is room for significant improvement in the comprehensiveness, and efficiency of these efforts. The effectiveness of advocacy efforts has been uneven. In the early and mid-2000's significant public input was incorporated into the development of land law, land policy, and the early (pilot) phases of policy implementation. The incorporation of public input into land-related decision-making has declined as Land Tenure Regularization (LTR) has progressed rapidly during the full scale implementation phase, partly due to

diminished government receptivity to public input and partly due to limited coordination CSOs and cautious use of the available advocacy tools.

Communications and public education activities on land-related issues are conducted by a wide array of actors, including GoR, CSOs (both with and without an explicit land mandate), professional associations, and research and educational institutions. The communications tools and channels employed by these organizations also vary widely, but the use of community meetings and radio programming are central to nearly all strategies. Print materials, while still important, are generally secondary tools, employed as leave-behind or reference documents rather than core information delivery mechanisms. TV is widely used, but also generally of secondary importance given low rates of TV viewing and difficulty receiving TV signals in rural areas. Phone-based communication (both SMS and voice), internet, and social media efforts are utilized, but primarily for member mobilization and communications within organizations rather than for communication with the general public.

The effectiveness of these citizen awareness activities and understanding of land-related issues is difficult to judge, as few formal studies explicitly trying to link communications efforts with citizen understanding of land-related issues have been conducted. In most, but not all cases, the best available information on the effectiveness of specific communications activities comes from the communicating organization's own impressions and feedback rather than a third party evaluation.

Numerous national and international non-governmental organizations conduct a wide variety of advocacy activities on land-related issues. The effectiveness of these activities varies, depending on the strategy underpinning the advocacy effort, the issue in question, and the stage of policy development.

A few limited exceptions notwithstanding, land-related policy advocacy efforts are characterized by:

- A relatively non-confrontational "insider" approach to GoR
- Coordination primarily through umbrella organizations
- Limited GoR receptivity to input from CSOs but desire to involve them in implementation-related gap-filling

The majority of CSOs rely on personal meetings or phone calls with their government contacts as the primary mode of engagement of advocacy issues. According to one respondent, advocacy is "not about confrontation. It's about having a discussion with people who are taking decisions."

Another core advocacy activity undertaken by Rwandan CSOs is the presentation of their research findings at conferences, workshops, or in the form of a written report. Many participating CSOs said that high quality research could be effective in persuading GoR counterparts, but that the difficulty lies in drawing their attention to the research. Personal presentation of research findings at a meeting or during a phone call (see above) is one among several methods that have been found to be effective.

The primary vehicles for advocacy planning and coordination on land-related issues are the umbrella organizations most relevant to the land, justice and gender sectors. The umbrella organizations often have annual plans that contain specific issues they plan to advocate on over the course of that year.

These plans are generally developed through consensus of the members, with significant input from the board of the umbrella organization. However, advance planning for advocacy efforts is constrained by unpredictable funding and the rapid development of Rwandan law and policy.

GoR's receptivity to input from civil society has waxed and waned over the years. At the outset of the land reform process in the late 1990's and early 2000's, GoR made extensive efforts to incorporate civil society into the process of developing land related laws and policies, and a significant amount of this input found its way into the final documents. Since that time, GoR's receptivity to CSO advocacy efforts appears to have diminished.

GoR receptivity to civil society is significantly higher when it comes to the assistance CSOs can provide in raising awareness and carrying out policies already decided upon. This view of civil society as an instrument that can be wielded to assist with or fill gaps in GoR efforts appears fairly widespread among GoR respondents, and has permeated civil society as well.

Gathering information on land-related issues presents two primary challenges. First, organizations must ensure they are receiving timely and accurate information on land-related policies, laws, procedures and research from GoR and relevant civil society actors. Second, organizations must be sure they are gathering adequate and accurate information from the grassroots level about how land-related laws, policies and procedures are being understood and reacted to by ordinary Rwandan citizens. As such, these top-down and bottom-up information gathering challenges present different issues to GoR and civil society actors.

GoR institutions participating in the assessment do not appear to suffer from any particular challenges when it comes to gathering top-down information about land policies laws and procedures. Bottom-up information about how land-related issues arise and are resolved at the local level appears more difficult to obtain.

Unlike their GoR counterparts, CSOs and research institutions participating in the assessment generally consider both their top-down and bottom-up informational challenges significant. The top-down information issues appear to stem from inadequate and inconsistent GoR online presence while the bottom-up information issues appear to result from inadequate information sharing and collaboration among CSOs, research institutions, professional associations, and GoR.

These challenges can be partially addressed by the planned LAND Project website/portal.

Summary Recommendations

- Consider training GoR and CSO counterparts in the planning and execution of multi-channel communications campaigns: Virtually all organizations included in the assessment would benefit from training on the design and implementation of multi-channel communications campaigns.

- Enlist CSOs to conduct peer-to-peer training in innovative radio and video production: Several organizations participating in the assessment stand out from their peers for their innovative use of radio and video production techniques. GoR and other CSOs could learn a great deal from them.
- Consider assisting the Rwandan Natural Resources Authority (RNRA) in developing a new communications strategy: RNRA is well positioned to play the lead role in land-related communications for GoR, provided it receives sufficient support in the design and implementation of a clear communications strategy with adequate links to other GoR institutions and civil society.
- Assist GoR in integrating short message service (SMS) into its communications efforts: The LAND Project could explore the possibility of integrating both targeted and blanket SMS campaigns into RNRA and/or the Ministry of Justice's (MINIJUST) communications efforts. GoR institutions are in a unique position to take advantage of the awareness-raising possibilities of SMS messaging.
- Work with RNRA to create and promote a hotline for land-related issues: RNRA is somewhat unique among GoR counterparts in that it has already begun experimenting with a basic hotline system. If RNRA can procure the proper PBx equipment, it could be provided with sufficient technical assistance to develop this nascent effort into a toll free warm-line system.
- Create a Common Set of Land-Related Communications Materials: The LAND Project should consider working to develop a common set of "open-source" print materials on land issues that can be used by any organization seeking to conduct communications on land-related issues. Printing and distribution of the individual pieces can remain the responsibility of individual organizations.
- Train CSOs in the design and implementation of multi-faceted advocacy efforts: Virtually all CSOs participating in the assessment would benefit from training designed to bolster their advocacy efforts through a combination of better planning/coordination, and exposure to new techniques and tools. Ideally, a multi-day training would be conducted.
- Create non-traditional research presentation and conference formats: One of the LAND Projects core objectives is to bolster land-related research. This effort might benefit from the accompaniment of a parallel increase in the ability of CSOs and research institutions to attract GoR and other interested parties to their research. The LAND Project could facilitate this by demonstrating innovative electronic, hard copy, and in-person research presentation techniques.

- Train journalists to cover land-related issues more effectively: Media coverage of land-related issues is low, in part because journalists appear to be poorly informed about the intricacies of land law and policy, making it still less likely they will report on a land story. The LAND Project may wish to explore the possibility of working with the Media High Council to offer short trainings on land issues to journalists.
- Build GoR capacity and interest in receiving and responding to advocacy efforts: GoR officials need additional training. Training efforts should include a segment on gathering and responding to public input. Technical assistance in the form of communications planning support should ensure that mechanisms for incorporating public input are incorporated into all communications plans and strategies devised.
- Partner Working Group on Communications and Outreach: The LAND Project should create a partner working group on communications and outreach to facilitate this coordination and information sharing, as called for in the current project work plan. This working group should include members from both civil society and GoR, and would benefit from having a rotating chairperson elected from its members.
- Website/Portal: A LAND Project website/portal that produces a one-stop platform for GRO-produced land-related information and creates more consistent opportunities for CSO information-sharing, appears to be capable of ameliorating both the problem of top-down information gathering and the bottom-up information gathering, to a large degree. The LAND Project website/portal should be developed and rolled out in stages as additional information about useful features and user requirements becomes available.

Introduction

The USAID-Funded LAND project aims to support Rwanda’s long-term sustainability by strengthening the resilience of its citizens, communities and institutions and their ability to adapt to land-related economic, environmental and social changes. The project consists of two mutually reinforcing components:

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Assignment

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- 2) Map the landscape of existing public awareness efforts on land policy, law, rights and research findings; and
- 3) Identify existing means by which Rwandan citizens receive and digest this type of information and the effectiveness of these means.

The following report describes the results of these efforts, and offers analysis and recommendations for building the communications and advocacy capacity of LAND partners within the Government of Rwanda, civil society, and the private sector.

This information will be used to elaborate a strategy for the LAND project and its partners to meet its objectives of strengthening the policy advocacy capacity of local organizations and to increase understanding of land law and land-related issues among GoR officials and the Rwandan citizenry.

The strategic approach to improving advocacy and communications elaborated below is research-based and takes into account current levels of public awareness, public education needs, and partner capabilities. See Recommendations section for additional details.

As part of this effort, OSC is also working with LAND Project staff to develop a strategy and action plan for launching a portal that will serve as a tool for both research collaboration and outreach and communications. See Annex C, Website/Portal Action Plan.

This assignment was carried out over 20 working days, beginning August 30, 2012. For further details on the methods used, please see the Methodology section.

Background and Context

Land in Rwanda

Rwanda is the most densely populated country in Africa, and far more densely populated than any of its neighbors.

Table 1: Population Density of Rwanda and Neighboring Countries²

Country	Population Density (people per km ²)
Burundi	326
Democratic Republic of the Congo	29
Rwanda	431
Tanzania	51
Uganda	167

The Economic Development and Poverty Reduction Strategy (EDPRS) Lessons Learned Report, 2008-2012 found:

Shortage of land for cultivation was the major setback for agriculture and one of the main contributors to poverty. Of the cultivating households, only 2% owned land, therefore the majority rented, shared crop or borrowed land. Around half of these households (representing 3.6 million people in 2000/01 and 4.5 million people in 2005/06) cultivated less than 0.5 hectare (ha). More than 60% of these households cultivated less than 0.7 ha of land, and more than a quarter cultivated less than 0.2 ha. The standard of living was strongly related to the size of landholding, with those holding the least land generally being the poorest.³

With deep familial and cultural significance attached to land ownership and 82% of Rwandan women and 61% of Rwandan men engaged in agriculture (93% of households), land is perhaps the most critical and contested resource in the country.⁴ “Land has historically been highly politicized in Rwanda, with both pre- and post-independence governments periodically instituting regulations to recodify land relations and harness political alliances through land ownership, in turn associated with popular

² The World Bank, *Population Density*, 2012.

³ Ministry of Finance and Economic Planning (MINECOFIN), *EDPRS: Lessons Learned 2008-2011*, 10.

⁴ National Institute of Statistics of Rwanda, *The Third Integrated Household Living Conditions Survey (EICV3)*, 94, 100.

resistance to rules about land access and management.”⁵ Land issues are the primary reason behind more than 10% of internal migration, and more than 90% of cases that come before Rwanda’s Ombudsman are land-related.⁶

GoR clearly recognizes the centrality of land in Rwanda’s ongoing development and the challenges associated with developing, promulgating, and implementing effective land law, policy and procedures. High level guiding documents such as *Vision 2020*, *EDPRS*, and *EDPRS 2* (currently in development) attest to this. Each devotes considerable attention to land and assign it a prominent if shifting place in Rwanda’s future development.⁷ *Vision 2020* lists “Institutional and legal reforms to ensure security of land ownership first among eight “key” policy priorities for its efforts to increase high value and market-oriented agriculture throughout the country.⁸ *EDPRS* mentions land use, land tenure, and other land-related policies in no less than four of the key points in its executive summary.⁹

Organic Land Law and Land Policy

In 2005, GoR issued Organic Land Law (OLL) N° 08/2005 OF 14/07/2005 Determining the Use and Management of Land in Rwanda. The law established land registration, land consolidation, and highly productive agriculture as the key tenants of Rwanda’s land reform efforts.¹⁰ Rwanda’s National Land Policy (NLP) lays out a policy framework seeking these same goals, list specific objectives for reaching these goals and lists strategic options for reaching them. Significantly, the National Land Policy establishes public education, sensitization, and research on land issues among these key objectives.¹¹

Both the Organic Land Law of 2005 and the National Land Policy were developed with significant input from civil society. However, some scholars contend that civil society participation declined significantly after 2005, when the focus shifted to development of related laws and policies such as the Expropriation Law.¹²

Policy Implementation- Pilot Phase

A primary vehicle for the implementation of the OLL and NLP has been the National Land Tenure Regularization Program (NLTRP), a pilot effort designed to inform the nation-wide roll out of land tenure reform efforts, launched in 2007 and supported by the British Department for International Development (DfID). The primary GoR actor in the implementation of the NLTRP is the RNRA (formerly National Land Center).

NLTRP also places significant emphasis on public education and participation from civil society in the practical implementation of land policies. The program generally received high marks for its efforts to

⁵ Daley, Elizabeth, Rachel Dore-Weeks, and Claudine Umuhoza, “Ahead of the Game...”, 132.

⁶ National Institute of Statistics of Rwanda, *EICV3*, 42. USAID Rwanda, *LAND Project RFP*, 11.

⁷ See *Vision 2020*, *EDPRS*, and *Institutional Framework for Elaboration of EDPRS 2*.

⁸ MINECOFIN, *Rwanda Vision 2020*, 16-17.

⁹ MINECOFIN, *EDPRS*, ix-xxi.

¹⁰ Huggins, Chris, “The Presidential Land Commission...”, 256.

¹¹ Ministry of Lands, Environment, Forests, Water and Mines (MINELA) National Land Policy 2004, 22.

¹² Huggins, Chris, “The Presidential Land Commission...”, 257.

generate public dialogue and to disseminate information on the land registration process during its pilot phase during which 15,000 parcels were registered:

We find preliminary evidence that the pilot contributed to making the LTR process more participatory and inclusive. Our results suggest that, by and large, the pilot had a gender- and wealth-equalizing effect. It helped to reduce some of the gender and wealth disparities in most phases of the LTR process...The pilot also helped improve communities' knowledge of some of the legal provisions established under the OLL and the National Land Policy. Finally, the pilot seems to have enhanced men's and women's perceptions of their tenure security.¹³

One survey found that fully 77% of respondents had personally participated in GoR-sponsored awareness-raising activities associated with the pilot, though participation of men was significantly higher than that of women. Very poor households also participated at a significantly lower rate. Forty percent of respondents had participated in International Non-Governmental Organization (INGO) sponsored awareness-raising activities in districts where they were held. Participants in pilot phase awareness-raising activities almost universally (97-99%) reported a better understanding of their land rights and the processes associated with exercising them. Significantly, 68% of those who did not attend awareness raising activities stated that they did not attend simply because they didn't know the activities were taking place. Ninety percent of respondents reported finding the LTR process "easy."¹⁴

This is not to say that the pilot process contained ideal awareness-raising efforts. The same survey found that awareness of the OLL and NLP remained limited in areas not receiving public awareness-raising efforts. For example, only 18% of respondents in areas not covered by INGO awareness-raising activities understood that they could not further subdivide parcels smaller than 1 ha.¹⁵

Policy Implementation- Full Scale

Beginning in early 2010, the LTR process shifted to full-scale implementation. By 2012, RNRA had registered 5.8 million titles out of the 10.4 million plots identified, but public awareness regarding the details of the process remains lower than optimal.¹⁶ As full scale implementation got underway, resources and attention to some degree shifted away from the participatory and informational aspects of the process. "Activities perhaps equally important to demarcation, including raising awareness....were conducted, but there is room for improvement."¹⁷

Issues stemming, at least in part, from a lack of public understanding of the process have also begun to arise. For example, significant numbers of Rwandans are not retrieving their titles upon completion of

¹³ Santos, Florence, Diana Fletschner, and Giuseppe Daconto, *Enhancing Inclusiveness...*, 11-14.

¹⁴ *Ibid.*, 11.

¹⁵ *Ibid.*, 19.

¹⁶ Karake, Emmanuel R., "Rwanda: Millions of Land Titles Unclaimed", <http://allafrica.com/stories/201210150064.html>.

¹⁷ USAID Rwanda, *LAND Project RFP*, 13-14.

the registration process, at least in part, because of a lack of understanding about the individualized land tenure system.¹⁸ ¹⁹

Concerns regarding women's awareness of land-related policies and procedures remain particularly acute, as a 2010 study of women's engagement in land tenure reform indicates:

...awareness and information about the new body of land policy and law remains limited. Many of our interviewees and discussion participants were not yet conversant with either the Succession Law or the OLL. Many people did not understand how a woman could hold the same rights to land as a man, and there were many women who did not have the confidence to believe that this could be possible in Rwanda.²⁰

A recent study conducted by Landesa and CARE International about the effectiveness of the LTR pilot phase suggests some improvement in the understanding about land-related policies among Rwandan women. However, the study focused on those women who were able to participate in LTR public dialogue activities and community outreach program. Women in poor households, unmarried women, and other groups who are marginalized due in part to their gender did not feel the benefits of the pilot program.²¹

Political Environment

Communications and advocacy regarding land issues are inherently political acts; all the more so in the Rwandan context, where land is such a central and highly politicized issue. Assessing communications and advocacy efforts on land issues therefore requires a basic understand of the political environment in which it takes place.

GoR

GoR has, at turns, been both highly praised and sharply criticized for its efforts to both include the public in its decision-making and inform the public of the details associated with the laws and policies that have been developed. Admiring scholars and journalists see GoR as taking a development- first approach that may limit public participation, but for the justifiable reasons of maintaining political stability in an ethnically charged environment and generating rapid economic growth... Critics find the limited political dialogue self-interested on the part of GoR and perhaps cynically motivated.²²

Underlying motivations aside, it is clear that GoR's commitment to rapid poverty reduction in the face of significant political, economic and social challenges has led to a focus on specific, tangible development objectives. Public participation in the formulation of these objectives and public education about the

¹⁸ Karake, Emmanuel R., "Rwanda: Millions of Land Titles Unclaimed",

<http://allafrica.com/stories/201210150064.html>.

¹⁹ Conversation with anonymous assessment respondent.

²⁰ Daley, Elizabeth et al., "Ahead of the game...", 138.

²¹ Santos, Florence, Diana Fletschner, and Giuseppe Daconto. *Enhancing Inclusiveness of Rwanda's Land Tenure Regularization Program...*, 32-36,

²² For an example of a generally positive review of Rwanda's political processes, see Kinzer, *A Thousand Hills: Rwanda's Rebirth and the Man Who Dreamed It*. For a generally critical review of GoR and its policies see Straus and Waldorf, eds., *Remaking Rwanda: State-Building and Human Rights after Mass Violence*.

precise mechanisms associated with their achievement has often been a secondary or tertiary consideration.

For example, commitment to the development of Information and communications technology (ICT) infrastructure is clear in *Vision 2020*, GoR's core guiding document for economic development.²³ However, there is not significant text in the document about public participation, public education, or information dissemination aimed at generating public understanding and support for the effort. The pillars and cross-cutting areas of *Vision 2020* do not include public participation, outreach, or advocacy.²⁴ The commitment to ICT infrastructure is present to service the objective of shifting Rwanda from an agrarian to a knowledge-based economy, not a tool for communicating with Rwandan citizens. This is perhaps to be expected given *Vision 2020*'s focus on economic development, but the lack of attention paid to public outreach and engagement in such a central piece of Rwanda's overarching national strategy may be indicative of the significance GoR attaches to public participation and communications.

GoR received a 52% rating for access to public information on its 2010 governance scorecard. The same scorecard gave GoR a 54.29% rating for civil society participation and a 57% score for the vibrancy of non-state actors in policy formulation, making them the second and third worst performing sub-indicators in the scorecard. In contrast, business and private sector advocacy scored well, above 80%.²⁵ Nationally, only 37% of Rwandans feel that land is allocated fairly.²⁶ Although there are many reasons for this, two among those many reasons may be the limited provision of information about land law and policy and the lack of public participation in the process of developing those laws and policies.

A wide-ranging presentation on service delivery at the GAKO national leadership retreat in early 2012 argued that, "leaders have not yet internalized the centrality of citizens and their rights- Some see them as 'subjects,' not stakeholders."²⁷ Recognizing the difficulties associated with this approach, the presentation went on to state that, "insufficient consultation of citizens in elaboration of policies and programs [which] leads to lack of ownership."²⁸

Perhaps in recognition of the sub-optimal levels of awareness regarding land law policies and procedures, recently developing GoR guiding documents have begun including explicit statements on the importance of communications, public education and public participation on land-related issues. For example, the 2012/2013 Land Sub-Sector Strategy places the importance of awareness-raising first among its lessons learned.²⁹

²³ MINECOFIN, *Rwanda Vision 2020*, 5.

²⁴ *Ibid.*, 11.

²⁵ Shyaka et al., *Rwanda Governance Scorecard 2010*, 4, 10.

²⁶ Munyandamutsa, Jean Paul, "2010 Citizen Report Card Survey: Major Findings" powerpoint presentation. See slide 26.

²⁷ From the "Service Delivery" powerpoint, presented by IREX at 9th National Leadership Retreat. See slide 9.

²⁸ From "The role of the Legislature in delivery of Government Programs" powerpoint, presented by IREX at 9th National Leadership Retreat. See slide 12.

²⁹ Ministry of Natural Resources (MINIRENA), *Land Sub-Sector Strategic Plan*, 21.

The Institutional Framework for Elaboration of EDPRS 2 suggests that public participation will play a much greater role in EDPRS 2 than it did in EDPRS. The framework lists development communication as a thematic priority.³⁰ Moreover, as the methodology section states:

The elaboration of EDPRS 2 will be conducted through a highly participatory and consultative process involving the citizens, central and decentralized institutions, and all development partners (public, non-public, national and international including civil society and the Private Sector). National level priorities will be identified through Thematic Working Groups and Sector Working Groups, Local level priorities will be identified from both Districts, through community assemblies, and Joint Action Development Forums (JADFs), and will feed into national level priorities being developed by TWGs and SWGs. Community level engagement will be managed at the Village, Cell, Sector and District levels.³¹

Whether this admirable effort to include greater public input in the development of EDPRS 2 will result in a strategy that is responsive to the needs and concerns of Rwandan citizens remains to be seen—EDPRS 2 will not be completed until later this year.

Regardless of the recent upward trend in the importance of public participation and communication, there is still room to increase communications and public education in land-related planning. Communications and public participation don't appear in the SWOT analysis in the sub-sector strategic plan. The mission and vision for the subsector do not refer to participation or communications. Communication and outreach are not one of the objectives of the sub-sector, nor are they part of the strategic programs and activities.³²

Civil Society

The vibrancy and independence of civil society in Rwanda receives the same bifurcated analysis as GoR. On one hand, Rwandan civil society is composed of a plethora of organizations, many of which are nationally or even internationally prominent and well regarded. Rwandan CSOs have played a critical role in improving the lives of countless Rwandans through direct service delivery, information dissemination, and impassioned advocacy on behalf of their constituents. Rwandan CSOs have formed numerous umbrella organizations in order to better and more forcefully articulate their messages to both GoR and Rwandan citizens.

On the other hand, Rwandan civil society is not particularly aggressive or confrontational compared to civil society in other countries. CSOs rarely openly contest government policy or use overt pressure tactics (e.g. denouncements in the media) to achieve their objectives. This is not inherently problematic—it could simply be due to cultural differences between Rwanda and those other countries—but some of civil society's reserve seems to stem from GoR efforts to limit the power of civil society to shape public dialogue rather than an unfettered choice made by the CSOs themselves. International organizations that have attempted to confront GoR directly have been barred from

³⁰ Republic of Rwanda, *Guidelines for the EDPRS 2 Institutional Framework*, 9.

³¹ *Ibid.*, 1.

³² MINIRENA, *Land Sub-Sector Strategic Plan*, 22-24.

operating in Rwanda, while Rwandan organizations have found themselves disbanded and their leadership arrested. Less dramatically, GoR has worked diligently through a variety of means to shape civil society and the terms on which it engages the government. These include registration and financial reporting requirements and placement of individuals with close GoR ties in high-level CSO positions.³³

The political motivations behind this apparent taming of civil society are not germane to this assessment, whether they are sound or unsound. But it is important to understand that, as one author puts it:

Rwanda today has a civil society that includes many organizations but has little independence...The government has sought to make its relationship with civil society increasingly corporatist in nature, using civil society groups to carry out official policy...A nongovernmental organization (NGO) law adopted in 2002 gave the government wide latitude in authorized civil society groups and regulating their internal affairs. In practice, the government has required civil society groups to register since at least 1995 and used this power to restrict certain groups...³⁴

In keeping with this view, where GoR documents reference civil society, they often focus more on how civil society can support the given objective than on civil society's role in selecting the objective in the first place. For example, the EDPRS lessons learned report finds good community participation in terms of design and implementation of programs, but primarily describes participation in implementation (e.g. support in information dissemination) rather than participation in design through advocacy.³⁵

Further details on how this political environment impacts activities of civil society are provided in the *Findings* section below.

Demographic Information

Rwanda is a young, rapidly growing country. As of 2011, Rwanda was home to 10.94 million inhabitants.³⁶ The average household size is 4.4 persons, and the average Rwandan woman has 4.6 children during her lifetime. This relatively high, though declining, fertility rate, combined with the lingering demographic impacts of the 1994 genocide, has given Rwanda a disproportionately young population. More than 42% of all Rwandans are under the age of 15.³⁷

Twenty-three percent of women and 17 percent of men have no education. Sixty-seven percent of women and 70% of men have only a primary school education. Eleven percent of men and 9% of women have secondary education. One percent of the population has education beyond the secondary level.³⁸

³³ Gready, Paul, "Beyond 'You're With Us or against Us' ...", 89.

³⁴ Longman, Timothy, "Limitations to Political Reform...", 31.

³⁵ MINECOFIN, *EDPRS: Lessons Learned 2008-2011*, 21.

³⁶ The World Bank, *Data: Rwanda, 2012*.

³⁷ MINECOFIN, NISR, *2010 Rwanda Demographic and Health Survey (RDHS)*, 3.

³⁸ *Ibid.*, 3.

Nationwide, literacy rates are 77% for women and 82% for men.³⁹ Literacy rates are higher among younger Rwandans. For example, 90% of women aged 15-19 are literate.⁴⁰ Illiteracy is higher in rural areas.⁴¹

Communications Landscape

Poverty, illiteracy and geography combine to complicate the communications landscape in Rwanda. Any organization(s) wishing to reach wide swaths of the population, utilize multiple reinforcing communications channels for its messages, or develop two-way dialogue at scale will have to plan carefully and work cooperatively to overcome the challenges posed by this landscape.

Overall media consumption rates are relatively low in Rwanda, making it difficult to reach some segments of the population with mass media no matter which communications channel is selected. Nationally, 12% of men and 31% of women are not exposed to any media in a given week.⁴² Exposure to all media types varies by location with media consumption in Kigali significantly higher than media consumption in other provinces. For example, while the percentage of women not exposed to any media is 12% in Kigali, it is 24% in the North province and 44% in the West province.⁴³

Increased wealth and educational attainment are correlated with increased media exposure, meaning the poor, women, and historically marginalized groups are the most difficult to reach through mass media efforts.⁴⁴

Print

Print media consumption rates are relatively low throughout the country. Nationally, 3% of women and 8% of men report reading a newspaper at least once a week.⁴⁵ As of 2010, there were 31 newspapers registered in Rwanda, though not all were publishing regularly.⁴⁶ Regional newspapers (*East African, New Vision, Daily Monitor*) tend to be more visible and widely available than local Rwandan newspapers, with the possible exception of the state-owned, *New Times*.

Print media is less common in rural areas, both due to higher rates of illiteracy and the fact that broadcast media is more affordable to less affluent rural residents.⁴⁷

Radio

Radio is the most commonly consumed form of media in Rwanda.⁴⁸ Nationally, 63% of Rwandan households own a radio.⁴⁹ Seventy-five percent of urban households own a radio, compared with 60% of rural households.⁵⁰

³⁹ Ibid., xxi.

⁴⁰ Ibid., 40.

⁴¹ Ibid., 40.

⁴² MINECOFIN, NISR, *2010 Rwanda Demographic and Health Survey (RDHS)*, 42.

⁴³ Ibid., 43.

⁴⁴ Ibid., 43.

⁴⁵ Ibid., 42.

⁴⁶ Africa News, "Rwanda: The Digital Shift", 2.

⁴⁷ MSI Rwanda pp. 320.

Radio listening rates are significantly higher than rates of ownership because many households without a radio will listen to the radio of a neighboring family. Eighty-seven percent of men and 68% of women listen to the radio at least once per week.⁵¹

As of 2010, Rwanda had 20 radio stations. GoR owned one national broadcaster and four community radio stations, one for each region. Four other radio stations were foreign-owned, while the remainder were private.⁵² The most listened to stations were Radio Rwanda (state-owned), Contact FM (private), and BBC (international).⁵³ The current number of radio stations is nearer to 30, reflecting the rapid growth of community radio stations (discussed below) and lower power private stations.

Overall, approximately 90% of radio airtime is devoted to music and other entertainment. News and information comprise approximately 10%.⁵⁴ Of course, some stations devote more broadcast time to news and information than others. Private stations tend to broadcast more music, while Radio Rwanda and the community radio stations tend to devote more time to news and information.

Community Radio

Community Radio is relatively new to Rwanda. A handful of publicly owned stations were launched in the late 1990's, and the first privately owned community radio station, Radio Salus, began broadcasting in 2004. Since 2010, Rwanda's community radio stations have been expanding and extending their hours of operation. Increased hours of transmission have translated into more educational programming, often aimed at unity and reconciliation in rural areas. The expansion of community radio has expanded the reach of this information which had previously been delivered almost exclusively through community meetings.⁵⁵ For example, Radio Izuba was launched in 2004 and now supports live broadcasts 24 hours a day, seven days a week throughout much of Eastern Rwanda. Radio Izuba estimates its potential audience at two million Rwandans.⁵⁶ Radio Salus, affiliated with NUR, also broadcasts 24 hours a day, seven days a week on a wide variety of topics which include education, agriculture, health, HIV/AIDS, Rwandan history and news, conflict management, sports, and coffee production.⁵⁷

Some of the more popular and developed community radio stations in Rwanda include: Huguka Radio (Muhanga district), Isangano Radio (Karongi district), Ishingiro radio (Gicumbi district), Izuba Radio (Kibungo district), Radio La Benevolencij and Radio Salus (Huye).

Huguka Radio is a non-profit association of farmers, teachers, public service employees and private sector leaders. Huguka Radio was officially approved by GoR in May of 2007. Huguka radio focuses

⁴⁸ MINECOFIN, NISR, *2010 Rwanda Demographic and Health Survey (RDHS)*, 42.

⁴⁹ *Ibid.*, xxi.

⁵⁰ *Ibid.*, 23.

⁵¹ *Ibid.*, 42.

⁵² Africa News, "Rwanda: The Digital Shift", 2.

⁵³ IREX, *Media Sustainability Index 2010*, 316.

⁵⁴ IREX, *Media Sustainability Index 2010*, 319.

⁵⁵ The New Times, "Community Radios to Increase Hours of Transmission".

⁵⁶ Salvador, Babone K., Izuba Radio website, "About Us", <http://izubaradio.com/>(10 Sept. 2012).

⁵⁷ Radio Salus website, "About Us", <http://www.salus.nur.ac.rw/rs-aboutus/>.

primarily on delivering practical information on farming, health, women-specific issues and environmental protection to rural communities. Huguka Radio broadcasts on 105.9 FM in Jali/Kigali and on 107.4 FM in Korongi/Western Province.⁵⁸

Isangano Radio has been broadcasting since 2011 from Karongi District. The station reaches listeners in the Western province as well as small areas in Burundi and DRC. Isangano radio broadcasts on 89.4 FM. Isangano Radio focuses on informational and educational programming “contributing to quality educational, cultural, moral, social and economic development of citizens.”⁵⁹

Ishingiro Radio, the eighth community radio station in the country, reaches all or part of 13 districts in the northern part of the country. Ishingiro radio has been broadcasting since 2011.⁶⁰

TV

Rates of TV viewership are relatively low in Rwanda. Almost 1/3 of urban households own a TV, while 2% of rural households own one. This limited rural ownership has both to do with annual income and access to electricity in rural areas, where only 4% of households have access to centrally supplied electricity.⁶¹

As with radio, viewing rates are somewhat higher than ownership rates since Rwandans will often watch TV at a neighbor’s house or in a semi-public space. Overall, 9% of women and 24% of men watch television at least once per week.⁶²

There is currently one broadcast TV station in Rwanda, state-owned, Rwanda Television (RTV). Two other digital broadcast stations, both private, plan to begin broadcasting by the end of 2012, when Rwanda has completed its migration to digital broadcasting.⁶³ Pay TV subscription rates are relatively low, with less than 65,000 registered subscribers as of March, 2012.⁶⁴

Internet

Internet traffic has grown rapidly over the last several years, with GoR actively supporting its growth. There were 450,000 internet users in 2010.⁶⁵ The Tanzania Telecommunications Company has recently been hired to provide 1.244 gigabytes per second of international bandwidth for the next ten years.⁶⁶

That being said, only 4% of households had access to the internet in their home in 2010. The rate of internet access is much higher in urban areas (16%) than in rural areas (>2%).⁶⁷ Importantly, the vast

⁵⁸ Huguka website, “Program Schedule”, <http://www.hugukasbl.com>.

⁵⁹ Isangano Radio website, “About Us”, http://www.radioisangano.com/about_us.php.

⁶⁰ All Africa, “Rwanda: Musoni Launches Community Radio in Gicumbi”.

⁶¹ MINIRENA, *2010 Rwanda Demographic and Health Survey (RDHS)*, xxi.

⁶² *Ibid.*, 42.

⁶³ Kanyesigye, Frank, “More TV stations to open”.

⁶⁴ RURA, *Statistics Report from Pay TV Operators*, 3.

⁶⁵ Center for International Media Assistance (CIMA), “Community Radio: Its Impact and Challenges...”, 2.

⁶⁶ The Economist, *Intelligence Unit Report, May, 2012*.

⁶⁷ National Institute of Statistics of Rwanda, *EICV3*, 8.

majority of internet users fall into the richest quintile of Rwandans. Only 1% of households in the lower 4/5 of the income range have access to the internet in their home.⁶⁸

Mobile

Mobile phone subscriptions have grown rapidly in recent years. GoR expects mobile phone penetration to reach 60% by the end of 2012, though this may be optimistic given recent subscriber growth rates.⁶⁹ As of June, 2012, the Rwanda Utilities Regulatory Agency (RURA), reported 4,759,130 wireless subscribers.⁷⁰

Forty percent of Rwandan households own a mobile phone.⁷¹ 72% of urban households own a mobile phone, compared with 35% of rural households.⁷² Approximately 2/3 of phone users own their phone, while 1/3 share. Women are significantly more likely to use a shared phone than men.⁷³ Mobile phone service is available throughout the vast majority of the country.⁷⁴

Mobile phone users are disproportionately male, older, and better educated than the average Rwandan. Annual expenditures of the typical mobile phone user are more than twice that of the average Rwandan.⁷⁵ While 47% of Rwandans are male, 67% of mobile phone users are male. Thirty-five percent of mobile phone users have completed secondary school, while only 1.6% of all Rwandans have done so.⁷⁶

There are six key points related to mobile phone use that bear on land-related communications:

1. Mobile phone service is available throughout the vast majority of the country;
2. Incoming calls and SMS messages cost nothing to receive;
3. Average call length is 32 seconds.⁷⁷ It may be difficult for voice-based recorded phone messages to work in this environment;
4. Other researchers have experienced very high response rates when conducting research through mobile phones;⁷⁸
5. Many mobile phone users in rural areas keep their phone off in order to conserve battery power. This can complicate messaging efforts where timing is important; and
6. Bulk SMS is available to civil society and private sector actors through software companies or free off-the-shelf software for a per message fee. Contact numbers are needed for these services. Public service messaging to blocks of numbers via SMS is possible for GoR.

⁶⁸ Ibid., 69.

⁶⁹ The Economist, *Intelligence Unit Report, May, 2012*.

⁷⁰ International Telecommunications Statistics (ICT) Newslog, "Rwanda's wireless subscriber base..."

⁷¹ MINIRENA, *2010 Rwanda Demographic and Health Survey (RDHS)*, xxi.

⁷² Ibid., 23.

⁷³ Blumenstock, Joshua E. and Nathan Eagle, "Mobile Divides...", 2.

⁷⁴ See MTN Coverage Map at <http://www.mtn.co.rw/index/bvoice-coverage-national> and Tigo Coverage Map at <http://www.tigo.co.rw/tigo-world/coverage>.

⁷⁵ Blumenstock, Joshua E. and Nathan Eagle, "Mobile Divides...", 2.

⁷⁶ Ibid., 6.

⁷⁷ Ibid., 2.

⁷⁸ Ibid., 4.

Journalism

Journalism is still a developing profession in Rwanda. Full time journalists face significant financial challenges. According to the Rwanda Journalists Association, many journalists receive no salary; some accept payments in return for media coverage of specific issues in order to survive financially.⁷⁹ “A code of ethics is in place but is not respected by the majority of journalists, who continue to receive gifts and demand bribes from sources in exchange for positive coverage or ignoring incriminating news.”⁸⁰ Journalistic standards are considered relatively low, particularly outside the state-run media institutions.

Freedom of the press is a concern as well. Outside organizations generally consider Rwandan media to be less than fully free and independent.⁸¹ Although it has made significant strides in recent years, Rwanda ranked 156 out of 179 in the World Press Freedom index.⁸² IREX rated Rwanda at 2.19 out of 4.00 on its media sustainability index in 2011, citing improving, though limited press freedoms.⁸³ Freedom of the press issues may not regularly impose on land-related reporting, but restrictions on press freedom are worth noting insofar as they may cause journalists to self-censor reporting in order to maintain access and good relations with GoR officials.

⁷⁹ Africa News, “Rwanda: The Digital Shift”, 2.

⁸⁰ IREX, *Media Sustainability Index 2010*, 319.

⁸¹ Human Rights Watch, *Rwanda*.

⁸² Reporters Without Borders, *2011-2012 World Press Freedom Index*, 4.

⁸³ CIMA, “Community Radio: Its Impact and Challenges...”, 1.

Methodology

The advocacy and communications assessment was conducted through a combination of literature review, face-to-face SSIs with LAND partners, and questionnaires emailed to LAND partners and stakeholders not reachable for face-to-face interviews. The data gathering phase began August 30, 2012 and continued through September 19, 2012. Analysis and recommendation development began September 20, 2012 and continued through September 27, 2012.

The objective was to target a broad range of local organizations that have different specific functions but a similar thematic focus (on land-related issues) in order to foster linkages and strengthen long-term coordination.

Organizations were selected to participate in the assessment if they were currently actively involved in land-related issues on the research and public education fronts. Specifically, organizations meeting the following criteria were selected:

- Organizations engaged in policy-related advocacy on land issues
- Grassroots and community-based groups that have a direct understanding of the realities and needs on the ground with respect to land issues
- Organized membership associations (defined as having a minimum membership of twenty-five persons) describing land issues as one of their core focus areas
- Professional organizations representing the interests of land-related professions (e.g. farmers, surveyors, property valuers, lawyers, land use planners, etc.)

Literature review

Literature review consisted of two days of desk review of existing research at OSC headquarters in Philadelphia and review of advocacy and communications-related documents provided by LAND partners during interviews and email communications during the assessment. Literature reviewed included:

- Existing quantitative data on national level demographics and communications in Rwanda
- GoR documents on land-related law, policy, and policy implementation
- Qualitative data and analysis of Rwanda's communications landscape, CSO environment, and GoR land-related communications activities
- Existing quantitative and qualitative data on citizen awareness and satisfaction with GoR communications and outreach efforts related to land issues
- LAND partner strategy and planning documents
- LAND partner websites and available samples of existing advocacy and communications materials
- Recently collected data from the LAND Project Research Capacity Assessment.

- Website and social media presence (where available) for each organization selected for the assessment

For a complete list of sources, please see the Sources Consulted section beginning on page 68.

Information gathered through the literature review served several purposes. General information was used to complete the background and context section of the assessment (above). GoR documents and partner-specific information was used to guide the SSIs and shape the emailed questionnaire, both described below. Partner-provided information was also used as data for the assessment.

Semi-Structured Interviews

Semi-structured interviews (SSIs) served as the primary data gathering mechanism for the assessment. Organizations were selected for participation in SSIs through literature review, examination of the LAND contact list—itsself generated through research and consultation with GoR, USAID, and existing project partners—and consultation with the LAND COP.

Contact

Individual contacts at each selected institution were chosen from the LAND project contact list. In general, the highest ranking contact available at each organization was selected for initial contact. This simplified the process of obtaining institutional buy-in for participation in the assessment while also giving the high level contact the opportunity to direct the request to the best qualified individual to participate in the assessment.

Potential interviewees from each LAND partner organization selected were contacted via email on September 4 and 5. Follow-up phone calls were placed on a regular basis, generally every other day, until appointments had been set. When contacts proved difficult to reach by phone, follow-up emails were sent. In some cases, multiple individuals at a single organization were contacted in an effort to improve the odds of setting an appointment. In one instance, the interviewers presented themselves at the office of a potential contact in order to set an appointment when initial and follow-up efforts proved unsuccessful.

When potential respondents cancelled a previously scheduled meeting two additional attempts were made to schedule alternative meetings. If both of these attempts failed, the organization was deemed non-responsive and no additional attempts were made to schedule a meeting.

Response Rate

Twenty-six organizations and institutions were contacted for SSIs. SSIs were conducted with 22, a response rate of 84%. One organization preferred not to participate as they did not undertake communications and advocacy activities. One organization opted to complete a written questionnaire (described below) rather than be interviewed. Two organizations did not respond to repeated requests for an interview. Please see Appendix A for a detailed list of participation broken down by organization.

Interview Method

As noted above, assessment interviews were semi-structured. Each interview had three sections: communications, advocacy, and website/portal questions. Each of the three sections sought to elicit answers about:

1. The tools currently employed in communications, advocacy and online information gathering and collaboration;
2. Methods/mechanisms for planning and coordination of activities, both within and across organizations; and
3. Participants' opinions regarding gaps, challenges and successes in their and other organizations' efforts in communications and advocacy.

All interviews proceeded through each of the three sections in the same order, and touched upon each of the three types of information (tools, method, gaps/challenges) sought in each section. Within these confines, the interviewers were free to order and structure questions as they saw fit, and to probe for additional detailed information where appropriate.

Assessment interviews were conducted informally, in English—with two exceptions—and in the office of the interviewee in all but one instance. SSIs were conducted by a pair of interviewers, one Rwandan and one expatriate. This approach improved note taking, gave the interviewers additional time to formulate probing follow-up questions, and facilitated clear understanding on the part of both interviewers and interviewees when Kinyarwanda proved to be the preferred language for the discussion.

Interviews were expected to last 45 minutes, though an hour was allotted for each interview to account for delays or unexpectedly detailed discussions. In practice, interviews ranged from 30 to 75 minutes depending on the interviewee's schedule and the fruitfulness of the discussion. The vast majority of interviews lasted between 45 and 60 minutes.

Both interviewers typed notes during the discussion. After each SSI, the interviewers held a five to ten minute discussion to compare notes, clarify any specific points of confusion, and distill key points from the meeting.

Interviewees from CSOs, professional associations, and research institutions were asked if the SSI could be recorded in order to facilitate later review of the discussion by the interviewers. Most preferred not to be recorded or were sufficiently hesitant that the interviewers chose not to record the interview on their own. GoR participants were not recorded and were not presented with the option of being recorded.

Interviewees were asked to provide examples of their communications and advocacy materials and planning documents during the interviews. Although examples of written communications products and several research papers were furnished for immediate review during the discussion, only two organizations provided hard copies of communications products for later desk review. Similarly, only two organizations could provide copies of previous, current, or planned communications or advocacy strategies at the time of the interview. No organization could provide audio or video communications

materials for review, though many use these materials in their communications efforts, as described in the *Findings* section below.

Email questionnaires

Organizations and institutions that could not be scheduled for SSIs in the time available, either due to distance, unavailability during the interview period, or institutional preference, were emailed a two part questionnaire. Institutions were initially selected to participate in the assessment via the questionnaire during review of the master participant list with the LAND Project COP and the LAND Project Communications Specialist. Additional organizations were added to the list of email participants when efforts to schedule an SSI were unsuccessful.

The questionnaire comprised two PDF forms that could be completed electronically and returned by email or printed for hand delivery to the LAND Project office. Please see Annexes C and D for a complete copy of the questionnaire.

Contact

Participants in the email-based portion of the assessment were contacted via email at the primary and, where available, secondary email addresses. A brief cover note explaining the purpose of the assessment and referencing the attached questionnaires and providing contact information in case of any questions or concerns was provided. The cover note gave participants one week to complete and return the questionnaire.

Participants were sent one reminder email prior to the expiration of the deadline. Participants who had not responded by the deadline were re-contacted via email and phone and urged to complete the questionnaire not less than two additional times after the expiration of the deadline.

Response Rate

Ultimately, eight organizations were asked to complete the email questionnaire. At the end of the assignment five organizations had completed and returned completed forms, a response rate of 62.5%.

It is difficult to ascertain the reasons for non-response on the part of three potential respondents. In one case, the assessment team was unable to make any confirmed contact with the non-responding organization, suggesting that their contact information was out-of-date or that the organization ceased operation. In two cases, the organization confirmed receipt of the questionnaire and made either a verbal or written commitment to complete it, but simply failed to do so without explanation. It is possible that in these cases, the organization felt that communications and advocacy on land issues was simply not a core part of its mission to warrant completion of the questionnaire, but it is equally likely that the pressures of other commitments simply “got in the way.”

Questions

The questionnaire consisted of two documents: a communications and advocacy document and a shorter annex focusing on issues related to use of the internet and interest in a LAND Project web portal.

Questions were selected from OSC's standard communications assessment, and adapted to the Rwandan context. The list of questions and structure of the document were further refined based on input from the LAND Project COP

The communications and advocacy document contained 23 questions, split into five sections:

1. Core Communication Capacities- Ten questions
2. Organizational Behavior and Public Outreach- Five questions
3. Information Management- Four questions
4. Competitive Landscape- Three questions
5. Miscellaneous- One question

The web portal annex document contained nine questions, split into three sections:

1. Current Practices- Four questions
2. Expected Usage- Three questions
3. Components- Two questions

Both documents contained a mix of closed ended, open-end, multiple choice and ordinal questions. Please see Annexes C and D for the complete list of questions.

Data Compilation

Information gathered through the literature review was used to complete the background and context section (above). Relevant, organizationally-specific information gathered during the literature review was entered into the response grid and/or website assessment spreadsheet (both described below) as appropriate.

Notes from SSIs and email questionnaires were entered into a response grid to facilitate comparison across organizations and tabulation of quantitative information. Information gleaned through the website assessment of partner organizations was similarly compiled in a spreadsheet for comparative and quantification purposes.

Findings⁸⁴

Communications on land-related issues have been effective in raising Rwandans' awareness of their land-related rights and duties and empowering them to exercise these rights, but there is room for significant improvement in the comprehensiveness, and efficiency of these efforts. The effectiveness of advocacy efforts has been uneven. In the early and mid-2000's significant public input was incorporated

⁸⁴ Please note that direct citations of individual organizations have largely been avoided throughout this section in order to protect the anonymity of respondents.

into the development of land law, land policy, and the early (pilot) phases of policy implementation. The incorporation of public input into land-related decision-making has declined as LTR has progressed during the rapid full scale implementation phase. This is partly due to diminished government receptivity to public input and partly due to limited coordination among CSOs combined with cautious use of the available advocacy tools. The following section details these findings.

Communications and Public Education

Communications and public education activities on land-related issues are conducted by a wide array of actors, including GoR, CSOs (both with and without an explicit land mandate), professional associations, and research and educational institutions. The communications tools and channels employed by these organizations also vary widely, but the use of community meetings and radio programming are central to nearly all strategies. Printed materials, while still important, are generally secondary tools, employed as leave-behind or reference documents rather than core information delivery mechanisms. TV is widely used, but also generally of secondary importance given low rates of TV viewing and difficulty receiving TV signals in rural areas. Phone-based communication (both SMS and voice), internet, and social media efforts are utilized, but primarily for member mobilization and communications within organizations rather than for communication with the general public.

The effectiveness of these citizen awareness activities and understanding of land-related issues is difficult to judge, as few formal studies explicitly trying to link communications efforts with citizen understanding of land-related issues have been conducted. In most, but not all cases, the best available information on the effectiveness of specific communications activities comes from the communicating organizations own impressions and feedback rather than a third party evaluation.

The remainder of this section breaks down communications and outreach findings by organizational type. Specific examples are used to illustrate key points, successful initiatives, and opportunities for assistance, which are discussed in more detail in the recommendations section.

An attempt has been made to point out key aspects and trends in land-related communications rather than to simply list every activity mentioned during the interviews and in the completed questionnaires. The discussion is a summary analysis of the discussions and written responses rather than an exhaustive organization-by-organization catalogue of all communications activities.

GoR

GoR communications efforts on land-related issues, while often effective, appear limited by a lack of planning, consistent implementation of the plans that are created, and limited organic communications capacity within the departments most directly involved in land-related issues.

At least some of these limitations on effective communication appear to stem from an uneven commitment to the importance of communications in key land-related guidance documents. While communications is frequently mentioned in higher level planning documents, it does not always appear in the lower level documents meant to guide policy implementation at the department level.

For example, communications is one of the specific objectives listed in the national land policy of 2004. Specifically, the policy seeks to “promote research and continuous education of the public in all aspects of duties and obligations with regard to land tenure, land management, and land transactions.”⁸⁵ Another specific objective seeks to “promote the involvement and sensitization of the public at all levels in order to infuse and promote land use practices that are favourable to environmental protection and good land management.”⁸⁶ These high level commitments notwithstanding, communications/public outreach doesn’t merit a place in the table of contents in the Ministry of Natural Resources (MINIRENA) Land Sub-Sector Strategic Plan.⁸⁷ As the planning sub-section below will illustrate, even where communications planning does take place, it is not always implemented.

Tools

All GoR organizations assessed use multiple tools to communicate with the public on land-related issues. A combination of community meetings and radio were seen by all GoR respondents as the most effective means of communication. TV, print media, websites and phone communications were generally seen as secondary tools.

Community Meetings

All assessed GoR institutions make use of community meetings for the dissemination of land-related information and services. These efforts are sometimes informal and often-event driven, rather than regularly scheduled. *Abunzi* engagement with the community outside of actual mediation efforts appears to be the most limited of all GoR partners assessed. Since *Abunzi* committees work at the cell level, it is generally understood that they are in close contact with the local residents on a regular basis, so the need for organized community meetings to explain *Abunzi* processes and procedures is seen as limited or best accomplished through other means, primarily radio. General awareness of *Abunzi* processes is assumed to be relatively high given the committees’ highly localized presence, making regular meetings unnecessary. However, if specific messages do need to be delivered, broadcast channels that allow for large numbers of people to be reached with standardized messages appear to be preferred. Maison d’Accès à la Justice (MAJ) staff, being based at the district level, regularly hold community meetings in their area of responsibility in order to inform residents of the services offered and encourage use of these services.

RNRA makes more targeted use of community meetings, holding them where LTR processes are about to begin or are entering a new stage of implementation. These meetings are led by trained communications specialists and are tailored to the area and the prominent issues where the meeting will take place. RNRA has also worked with CSO with grassroots level presence, using the CSOs to plan and carry out the community meetings on RNRA’s behalf. These are discussed in the Civil Society sub-section below.

The Gender Monitoring Office (GMO) holds meetings with community leaders and local citizens in order to sensitize them to gender-based-violence (GBV) issues. These meetings appear to be scheduled largely

⁸⁵ MINELA, *National Land Policy 2004*, 22.

⁸⁶ *Ibid.*, 22.

⁸⁷ MINIRENA, *Land Sub-Sector Strategic Plan*, 2 (table of contents).

in response to local GBV-related issues coming to GMO's attention, rather than a systematic effort to reach all communities over time. GMO also holds regular stakeholder meetings throughout the country to discuss GBV issues with all relevant parties. These are sector level meetings, rather than true community meetings, since they involve GoR officials, community leaders and CSO representatives from throughout the sector.

Radio

All assessed GoR institutions also make some use of radio, though to varying degrees. The *Abunzi* Secretariat and MAJ, falling under the Ministry of Justice (MINIJUST) generally conduct their radio-based communications activities as part of the general MINIJUST radio program, which is broadcast throughout the country once per week on both Radio Rwanda and the community radio stations. MAJ also makes use of local radio stations on a bi-weekly basis, discussing specific issues of local interest through call-in/text-in programming. Both the *Abunzi* Secretariat and MAJ can organize nationwide issue-specific radio campaigns through MINIJUST if they so choose, but this appears to be quite rare.

GMO has been broadcasting two radio programs per month for each of the last four months. The overall theme of the program is GBV, but land issues often arise in this context. GMO has found these broadcasts effective and hopes to expand them beyond Radio Rwanda to other stations in the near future.

RNRA makes perhaps the most consistent and widespread use of radio of all GoR institutions assessed. RNRA's approach to communications has been mass media oriented since its inception and with radio being the most widespread form of mass media in Rwanda, it has inevitably taken on a central role in RNRA's communications efforts. RNRA radio programming takes the form of PSAs, call-in/text-in programming, and a creative drumming program that has been featured on BBC. RNRA promotes its radio programming in advance, and tailors some of its content to the local context where it will be broadcast. RNRA can also make use of the regular MINIRENA radio program as necessary. Finally, RNRA is occasionally invited to appear on local radio stations to discuss land issues, though this is irregular and largely at the initiative of the radio station. As will be discussed in the *Planning and Effectiveness* subsections below, RNRA considers these radio efforts effective, but they do suffer from some limitations.

TV

TV is also used by most GoR respondents, but is significantly less important than face-to-face meetings and radio. TV programming on land issues has generally taken the form of regularly scheduled (usually bi-monthly) MINIJUST-sponsored programs of which land issues are one part. Information about the *Abunzi* or about services offered by MAJ offices is often part of the program, but the program is not exclusively dedicated to these issues. Similarly, GMO broadcasts two TV programs per month, covering all issues in the office's portfolio, of which gender-based land issues are one part. RNRA has broadcast a few dedicated television programs about land issues, laws and policies, particularly at the beginning of the LTR process. TV programming typically takes the form of a town hall-style meeting or call-in/text-in Q&A.

Print Materials

Assessed GoR institutions rarely use printed materials to communicate land-related information to the public. The *Abunzi* Secretariat and MAJ do not currently have printed materials, though MAJ is preparing some for distribution later in 2012. RNRA and GMO do not make extensive use of printed materials either. Distribution and literacy issues are seen as making printed materials less effective, particularly when compared with the community meetings and radio programming already in frequent use. When asked why printed materials were not often used, responses ranged from a supposition—unsupported by research but not necessarily untrue—that face-to-face meetings, radio and TV were more effective, to the belief that the highly localized nature of the organization made face-to-face interaction and word of mouth both more effective and sufficient to deliver the message.

Hotlines/Mobile Phone

GoR institutions participating in this assessment appear to make very limited use of phone-based communications as a means of distributing information to the public. Neither the *Abunzi* Secretariat or MAJ appear to make extensive use of phone systems for external communications. Although both organizations make use of contact numbers for citizens to call, these do not connect to call centers or automated systems, but rather individual, often local, representatives of the organization. The staff person answering the phone is not specifically trained in responding to such calls. GMO would like to set up a hotline system to at least partially replace its current paper based complaint system, but has not considered the system as a possible mechanism for distributing information as well as receiving it.

RNRA has a very limited “hotline” system in place. The mobile phone number of RNRA’s communications officer is publicized as a number citizens and officials should call if they have any questions. The communications officer does his best to answer all the calls and deliver helpful responses to enquiries. RNRA is interested in expanding this early effort at a hotline into something larger and more systematic, but requires assistance to do so.

None of the GoR institutions assessed makes use of SMS campaigns. RNRA appears interested in the possibilities offered by both targeted and blanket SMS campaigns.

Internet and Social Media

Although all assessed GoR institutions have websites or sections on their parent ministry’s website, neither these sites nor social media appear to be major vehicles for the dissemination of information to the public. The sites are generally out of date—RNRA’s website still refers to National Land Center for example—catalogs of relevant laws, mission statements and policy documents, with little information on current or upcoming events, success stories or other dynamic content. Website analytics are generally not recorded and none of the organizations assessed have a regular schedule for updating their sites. Social media appears to be an intriguing idea, but secondary even to the already low priority assigned to websites.

GoR respondents view websites as a means of disseminating information to CSOs and other government agencies and departments, not the general public. Most would welcome assistance in improving their websites, but do not seem to view it as a critical gap in their communications efforts. The limiting factor

in website design and updating appears to be dedicated GoR capacity to maintain the sites and a high level commitment to make them more useful and attractive. Given the current levels of internet penetration and computer use, the view that websites are not a top priority is undoubtedly correct, but there remains significant room for low-cost improvement without sacrificing other priorities.

Media Engagement

All GoR institutions assessed had some interaction with the media. Print, TV, and Radio journalists are generally invited to events ranging from community meetings to national level workshops on land-related issues, and several representatives from both state-owned and private media usually attend. GoR perceptions of media coverage of land-related issues are mixed. While respondents considered media coverage of land issues to be generally, if not perfectly, accurate, media coverage is generally not well attuned to gender issues nor wholly gender sensitive in its own right.

Significantly, while media coverage is a standard component of GoR communications activities, it is not viewed as the key method or even one of the top two methods for ensuring the public is aware of and understands land-related issues. This is probably due in part to relatively low media consumption rates in rural areas.

Planning

Communications planning for land issues is weak among those GoR institutions assessed. This weakness stems from three factors:

1. The centralized nature of communications within GoR ministries
2. Lack of communications planning capacity within the relevant departments and agencies
3. The relatively young age of many of the land-related government institutions

Neither the *Abunzi* Secretariat nor MAJ engage in long term communications planning. Neither organization has dedicated communications staff. Communications activities, and therefore communications planning, are the responsibility of MINIJUST rather than the individual departments within the ministry. The *Abunzi* Secretariat and MAJ can and do push for communications activities specific to their office to be included in wider MINIJUST communications efforts, but since neither organization “owns” its communications efforts, neither organizations plans as thoroughly or creatively as it might.

RNRA appears to have more responsibility for its own communications activities and somewhat greater independence from MINIRENA in carrying them out. In 2010 the National Land Center (NLC, now RNRA) developed two-year communications strategy with the assistance of an outside consultant. The strategy contained activities, channels and some basic timing and budgeting targets. The strategy referenced key messages, but did not explicitly slate them for subsequent incorporation into RNRA communications activities.⁸⁸

⁸⁸ National Land Center, *National Land Center: Communication Strategy*, 6. Note that the document referenced was produced while RNRA still operated under the title of National Land Center.

In practice, the communications strategy was not really used during the following two years. This was partly due to the fact that the NLC became part of the newly created RNRA during this time, an organization with a wider mandate, and partly because RNRA lacked the capacity to convert the basic, high level plan into action on the ground. In RNRA's own judgment the plan was rarely referred to when organizing communications activities, messaging was inconsistent across different mediums and locations, and several important activities did not take place. Perhaps most important among these was a survey aimed at determining citizens' awareness and understanding of land law and policy issues that could have guided future messaging efforts. Having worked on communications activities without a plan for the last two years and seen the limitations inherent in an ad hoc process, RNRA is interested in significantly strengthening its ability to plan, design, and implement communications activities.

GMO does not currently have a communications plan, though the importance of developing one is recognized by GMO staff. As a relatively young organization, GMO has only recently begun undertaking communications activities, but already plans to expand its efforts. A solid communications plan will be needed to ensure these efforts are effective.

Gender Considerations

With the partial exception of GMO, there does not appear to be a significant effort to tailor communications activities specifically to women. GMO places particular emphasis on the Succession Law and other aspects of land-related law and policy that have a particular impact on women, but none of the assessed GoR organizations appear to create special communications products for women or to hold communications events aimed exclusively or primarily at women.

There is an opportunity for significant improvement in the gendered aspects of GoR communications regarding land for two reasons. First, as studies of pilot phase awareness raising activities and general studies of media consumption have shown, women are disproportionately more likely to be unaware of land-related issues and how these issues might affect them.⁸⁹ Second, a number of aspects of land-related law and policy specific to women are relatively complex and have shown themselves to be sources of confusion during the pilot phase.⁹⁰

Impact

None of the GoR institutions assessed conduct systematic quantitative or qualitative research on the effectiveness of their communications efforts, either as a whole or by a specific tool (e.g. radio). It is therefore difficult to assess the impact of GoR communications efforts on land-related issues except through the judgments of the organizations assessed, estimates of reach and repetition derived from an understanding of the methods selected, and the limited academic research available that focuses on these issues.

⁸⁹ See MINIRENA, 2010 RDHS and Santos, Florence et al., "Enhancing Inclusiveness of Rwanda's Land Tenure Regularization Program...".

⁹⁰ Santos, Florence, Diana Fletschner, and Giuseppe Daconto. *Enhancing Inclusiveness of Rwanda's Land Tenure Regularization Program...*

Self-Reporting

While no GoR institution assessed reported complete dissatisfaction with the effectiveness of their communications efforts, all left open the possibility of improvement. RNRA was the most vocal in this regard, pointing out specific areas where its approach to communications activities could have been more systematic, and stating, unbidden by the interviewer, that RNRA did not yet have sufficient public profile to fulfill its mission with maximum effectiveness.

GMO, the *Abunzi* Secretariat, and MAJ all seem to believe that their communications efforts on land related issues are not perfect, but are reasonably good. GoR would like to expand its reach to additional sectors beyond the seven where it directly conducted meetings last year, and to broaden its radio programming efforts. MAJ is expanding its repertoire of communications tools to include printed materials, and the *Abunzi* Secretariat is interested in improving its ability to communicate the law to *Abunzi* members and the public in more easily understandable forms that it currently has available.

Reach

The *Abunzi* Secretariat and MAJ both offer nationwide coverage for face-to-face and community meetings due to the geographic distribution of their offices. Radio and TV programming for these organizations is also generally carried nationwide, on several different stations. RNRA communications activities span the country as well, though serially rather than simultaneously when it comes to community meetings and some radio programming.

GMO radio and TV programs are broadcast nationally, but community and sector level meetings do not cover the entire country. Last year GMO targeted seven sectors, selected for their higher than average levels of GBV issues. GMO hopes to expand to additional sectors this year, but does not plan to cover the entire country simultaneously.

Understanding

Extrapolation from studies focusing on public awareness and understanding during the LTR pilot phases is difficult since it is known that outreach and awareness-raising methods have been employed differently during the implementation phase. It is safe to assume that nation-wide rates of participation in GoR sponsored awareness-raising activities and understanding of land related issues are not as high as those seen during the pilot phase. Communications received special attention during the pilot phase, but there has been no national level, long-term planning on land-related communications during the implementation phase.

No statistics are available on citizen awareness *of* presence and role of *Abunzi* committees, or GMO, but awareness of MAJ services is relatively high. Nationally, 80% of Rwandans are aware of the services provided by the MAJ bureaus.⁹¹ Awareness of *Abunzi* committees may be comparable or even higher given their presence at the cell level. GMO's more limited interaction with the public and more focused communications probably mean that awareness of GMO's role and activities is lower than either the *Abunzi* committees or the MAJ bureaus, but this is speculative.

⁹¹ Munyandamutsa, Jean Paul, "2010 Citizen Report Card Survey: Major Findings" powerpoint presentation. See slide 29.

Civil Society

Civil society engages quite actively in communications and public education regarding land issues. Using a vast array of tools, CSOs engage Rwandan citizens throughout the country in a multi-faceted dialogue on land related issues. These efforts, though, are often uncoordinated, only partially planned, and of largely unknown effectiveness.

Tools

All CSOs participating in the assessment reported using multiple communications tools to attempt to engage Rwandan citizens on land-related issues. While no single tool or communications channel can be regarded as the absolute best means of reaching out to the public with information about land, several clear trends did emerge:

- Face-to-face, community meetings are generally considered the most effective means of communication
- Radio is highly valued for its ability to reach large groups relatively easily and is being used in innovative ways
- Printed materials are valuable as reference documents and leave-behinds, though they are of secondary importance
- Phones, TV, and other electronic media do not form core pieces of most communications strategies
- Innovative community theatre and mobile video efforts currently work at the margins, but could be expanded

Community Meetings and Small Group Discussions

Most organizations participating in the assessment find community meetings to be among the top two most effective tools for communicating with the public about land issues. The naturally interactive format of the meetings allows citizens to ask questions and explore the specific implications of the land issue for them. The meetings also give people a chance to learn about the issues that might be impacting their neighbors. Meeting attendees are also thought to get more out of a meeting than a radio or TV program because their attention is undivided.

Most CSOs holding community meetings and small group discussions use local facilitators trained by the project's national staff or an outside consultant, although some organizations use few facilitators and move them throughout the country. Meetings are typically arranged through conversations with community leaders, after permission has been granted by the local authorities. Meetings are usually attended quite well and the Q&A period is active.

Meetings generally take the form of a short presentation, sometimes with visual aids, followed by a question and answer period. Several respondents pointed out that locally specific information or illustrative stories make the meeting much more effective than a generalized format where the same information is repeated regardless of location.

The primary challenges associated with community meetings are coverage and repetition. Many facilitators are required to cover the country. Travel to rural areas is time consuming and each meeting

reaches only a few dozen people, often making it impractical for individual organizations to hold repeated meetings in the same areas on a regular basis. Information delivered at the meeting spreads further than the immediate attendees through word of mouth, but this effect is not considered to be very large, and it is uneven in any case.

Radio

Many organizations considering radio programming as effective or even more effective than community meetings because it overcomes the reach and repetition challenges posed by community or small group meetings. Most, but not all, CSOs utilize radio broadcasting in some way. For some it forms the mainstay of their communications efforts.

Radio programming takes a variety of forms, some of them relatively unconventional. In addition to short format PSA-style announcements designed to either remind listeners about an upcoming event or issue, many organizations use longer format informational programs to talk listeners through land-related issues in some detail. A government official may be asked to discuss some or all of the information presented. In these cases, the program is a source of information itself, rather than simply a guide to where or when to obtain the information.

This informational format is frequently combined with toll free call-in and text-in services that are quite popular and help to work *around* radio's inherently top-down nature. Some organizations chose to mix pre-recorded elements with live phone-in segments. This economizes on the amount of time spent working on a particular radio show while still allowing for interactivity. Some CSOs have organized on-air debates about specific issues, inviting government officials or leaders from other CSOs to be part of the debate. These shows combine information and, to a limited extent, entertainment, as listeners get to hear the point and counterpoint of the participants, while learning about the issues in question.

Most organizations that use radio employ Radio Rwanda and some combination of community radio stations in order to broaden their audience as much as possible. Some of the newer community radio stations were mentioned repeatedly, including: Radio Izuba, Radio Ishingero, Radio Isangano, Radio Huguka. Stations known for focusing more on music and entertainment are generally not selected. Most organizations new to radio appear to start with Radio Rwanda and expand their list of stations after a sort of trial period.

Scheduling and repetition of radio programs is uneven. Some organizations simulcast their program(s) on multiple stations at the same time every week while others turn to radio only when there is a large national issue rather than using regularly scheduled programming. Both regularly scheduled and one-off radio programs are typically promoted through shorter radio spots, organization phone trees, community meetings (where applicable), and word-of-mouth.

The primary barriers to more organizations using radio appear to be cost and familiarity in working with community radio stations. Several organizations stated that they had used radio in the past or would like to use radio in the future, but currently found it too expensive. A small number of organizations stated that they would like to expand their efforts to include more stations or have plans to do so, but that they have not yet determined the most effective way to work with stations that may be located

remotely from Kigali, and may have different understandings about how to produce and air a radio program. One organization stated that it had experienced technical problems when attempting a live call-in/text-in show.

Sidebar: Search for Common Ground (SFCG)

SFCG has been particularly active in its use of radio for a number of years. As part of the USAID-funded Promoting Collaborative Land Conflict Transformation in Contemporary Rwandan Society Project, SFCG used radio very effectively to raise awareness and understanding of land-related issues. A large percentage of respondents (50%) in a later survey confirmed listening to a project-sponsored radio program on land issues. Citizen knowledge of land issues also increased significantly.⁹² *Abunzi* training and conflict resolution radio programming increased awareness by meaningful amounts as part of another project.

Currently, SFCG broadcasts an hour-long weekly radio show on land issues throughout Rwanda on five different stations simultaneously, and is in the process of working with these same community radio stations to develop programming specifically aimed at historically marginalized populations (HMPs).

Print Materials

CSOs generally fall into two categories with respect to their use of printed materials: those that do not use printed materials in a significant way, and those that use them as a supplementary source of information to support other communications efforts.

A small, but notable minority of CSOs do not use printed materials as part of their communications activities on land issues. This stems from several challenges. First, creation of printed materials is expensive. It generally requires an artist/graphic designer as well as some outside expertise to develop or oversee the development of the text. Several respondents also pointed out that printed materials need to be updated when laws and policies change, necessitating an expensive re-write and new print run even if only one aspect of the law or policy has changed. Second, distribution of printed materials is difficult and expensive particularly when they are meant to be used in rural communities and the organization in question doesn't have a grassroots network already in place to carry out the distribution. Third, there is a general feeling that literacy levels in rural areas aren't sufficiently high to permit the use of printed materials, except perhaps as supplements to other forms of communication. Illiteracy becomes more of an issue the more rural, female, or historically marginalized the target audience. Since some organizations working on land issues deal almost exclusively with farmers, women, HMPs, or some combination of the three, their incentive to use printed materials is particularly small.

Virtually all organizations that do use printed materials view them as supplements to community meeting or radio-based core of their communications efforts. The same challenges that lead some organizations not to use them at all are still present. However, given the inherently ephemeral nature of community meetings and radio programming, many of the CSOs participating in the assessment have found printed materials a useful leave-behind or quick reference guide that can be shared among

⁹² USAID, *Final Evaluation of Two SFCG Projects*, 1.

community members—obviating the need for one copy per resident—and explained to the illiterate relatively easily. Not all CSOs questioned have created printed materials specifically about land issues, but several have, focusing primarily on the OLL, Succession Law, and accessing legal aid services to assist with land disputes.

Printed materials generally take the form of leaflets or small pamphlets designed to explain complex issues in simple, concise terms. Most communications products are printed on newsprint or other inexpensive paper, in black and white. Occasionally longer booklets are created to serve as long-lasting reference guides for particular issues, though this format is probably more often used for agricultural practices rather than land issues specifically. Some organizations charge a nominal fee for these more durable reference materials in an effort to recoup some of the cost of production. Lawyers and other outside experts are often used to craft the text in order to ensure that no inaccuracies are incorporated into the document during its development.

Other less used printed materials include posters and billboards, which might be used to promote a upcoming event or to drive people to another source of information such as a radio show. One organization used to regularly print and distribute a newspaper, but it was not self-sustaining, and had to close when international funding ran out.

Design and distribution are generally handled by the organization producing the document, although there is occasional collaboration between CSOs or between CSOs and GoR. Several organizations have created and distributed very similar land-related informational materials over the years, though the target audience and geographic distribution of the materials have not always overlapped.

TV

Many CSOs do use TV broadcasts to communicate with citizens, but low viewing rates and high cost mean that it is not among their most important communications tools. TV programming is generally similar in nature to radio programming in format. Talk show, call-in/text-in, and debate-style programming are all popular formats. Less common are short dramatic sketches or “mini-plays” meant to illustrate a point about a particular facet of land law or policy.

With a few possible exceptions, efforts to use TV programming as a communications tool appear to be ad hoc and event driven. No organizations claimed to have a regularly scheduled, permanent TV program, though a few had worked on a small series of shows.

Phone and SMS

Phones and text messages do not play a major role in CSO efforts to raise awareness and understanding of land issues. A few organizations use phone lists or phone trees to notify their membership of upcoming radio shows or events, but hotlines, call centers, pre-recorded messages (“robo” calls), and other voice-based methods of phone communication are not part of CSO communication efforts, nor are they planned for the immediate future.

One CSO uses SMS updates to notify its membership of upcoming events or breaking legal news, and finds this technique to be highly effective, if also the most expensive way to disseminate information.

No other organization makes systematic use of SMS to contact either its membership or the general public.

Importantly, there is some confusion in the CSO community about whether non-governmental organizations are legally allowed to use text messages to communicate with the public. Some organizations are under the impression that bulk SMS messaging is the exclusive preserve of GoR, while others believe it is permitted, and one organization is doing it. Additional internet and phone research suggests that bulk SMS messaging is possible and legal, for a fee, through a number of vendors, but that the sender must know the numbers she/he is messaging. High volume discount pricing is available through these vendors, but the cost would still probably be prohibitively high for a comprehensive campaign consisting of multiple messages sent to thousands of phones over a number of days. It appears that bulk messaging to blocks of numbers or to the entire country as a public service announcement is available to GoR and is regularly used by the police and other agencies.

Participatory Theatre and Role Playing

Two organizations view participatory theatre or role playing as a significant part of their communications toolkit. These exercises, held before a community audience, act out issues of specific concern to that community and help to demonstrate practical solutions to the issues rather than simply referring people to another organization or arm of GoR. Participatory theatre activities are considered highly effective by the organizations that employ them, but they require well trained actors to be able to sit with community members for a few hours and then develop and act out a short play on the spot. This is challenging and labor intensive—each community essentially takes a full day—but community involvement in the plays is high, and the practical information contained in the plays seems to be absorbed and retained by the audience.

Mobile Video Units

A similarly small number of organizations rely on mobile video units (MVUs) to help inform the population about land related issues. The units, which typically contain a generator, screen (sometimes inflatable), and projector are used to show communities short videos, either as part of a wider community meeting or instead of a community meeting. The mobile video units bring an added appeal to traditional meetings as they are something of a novelty, and allow for a standardized presentation to be given on complex legal issues. At least one organization has developed and shown a video on land registration, which they found to be more effective than community meetings alone.

Mobile video units do entail a significant financial cost, both for the equipment and the video to be displayed on it, though adding a mobile video unit to a community meeting team does not add significantly to their operating costs, as fuel and vehicle space are the only real additional costs. Transport can be a challenge in areas not accessible by road.

Use of the Media

CSOs interact with the professional Rwandan media on a limited basis, but generally do not view it as a key component of their awareness-raising activities. Obtaining media coverage of a particular activity can be an expensive proposition when reports expect to be paid in return for producing a story. Even

when funding is not a problem, journalists have not shown themselves to be particularly interested in covering land-related issues as the stories are neither particularly dramatic nor particularly quick to resolve themselves. Finally, media consumption rates in rural areas are generally quite low, meaning that any media coverage received may not reach its target audience in any case.

That said, several organizations would like to improve the media coverage of their activities as a means of further distributing land-related information. These organizations believe journalist training may improve the ability and willingness of journalists to cover land-related issues.

Internet and Social Media

While most of the organizations participating in the assessment have a functioning website, the internet is not viewed as an important tool for raising public awareness. Instead, websites are primarily aimed at other CSOs, the donor community, GoR, and the small segment of the population with an internet connection in their home. Knowing that websites are not a critical aspect of their communications portfolio, many organizations allow their website to remain offline for long periods of time, preferring instead to focus on their core activities.

A small number of organizations also have a limited social media presence or are beginning to create one. These Facebook pages and Twitter feeds are not particularly active or highly trafficked, but they are the beginning of what is probably a growing trend among Rwandan CSOs.

Word of Mouth

Word of mouth is an important, if often unplanned aspect of most communications efforts. Most organizations depend heavily on word of mouth to extend the reach of their messages well beyond the people who attend community meetings or listen to radio broadcast, though no organization seems to take significant steps to deliberately encourage word of mouth information dissemination. The occasional giveaway of branded items such as tee-shirts is the only limited attempt recorded and is not something often undertaken given the expense.

Several organizations explicitly stated that unguided word of mouth was the most important aspect of their ability to reach the public. This was particularly true of organizations that deliver public services. Some of these organizations do not devote significant resources to raising public awareness any other way than by educating those people who come through their doors. They feel that these newly aware clients will then return to their communities better able to help their neighbors and relatives, or at least refer them to the organization in question if they have a problem. This strategy has proven effective insofar as these organizations remain busy serving their clients, but it is difficult to determine the retention or transferability of the information imparted during the time that they are working with their client.

Planning and Coordination

Few of the CSOs assessed engage in long term communications planning or work to develop comprehensive communications strategies for a given period. This appears to limit the effectiveness of their communications activities as they are often not well coordinated either within or across organizations.

Some organizations plan their communications activities on a project-by-project basis, as part of the project work planning process, but none appear to develop separate, detailed communications plans, whether for the project or the organization as a whole. A few notable exceptions notwithstanding, communications efforts tend to look less like campaigns and more like a series of one-off activities. Organizations frequently use multiple communications channels, but there appears to be only a limited effort to coordinate their use in a mutually reinforcing fashion through careful timing and coordination of the messages they contain. The lack of clearly defined key messages also opens up the possibility of message-drift or simple misinformation about key aspects of complicated legal issues, and the lack of clear targets and milestones places most organizations in a reactive rather than proactive mode when it comes to communications. Activities are undertaken when the organization becomes aware that there is a problem rather than before the problem arises. Part of this lack of planning is driven by the fact that most CSOs do not conduct systematic research into the effectiveness of their communications efforts, without which it is difficult to set targets or determine progress toward them.

Coordination across organizations is also limited where communications activities are concerned. This results in gaps and redundancies and limits the effectiveness of the overarching civil society awareness-raising exercise. The CSOs engaged in land issues have differing strengths and weaknesses. Some are grassroots organizations with extensive networks of potential communications agents scattered throughout the country. Others are policy-oriented institutions with extensive knowledge of land issues, but with little access to rural areas. Some CSOs are expert in the legal aspects of land-disputes, while others are much more knowledgeable about how land disputes arise within families. Some organizations are active in only one geographic region of the country, while other have a national presence.

Yet for the most part, CSOs generally design and implement their own communications activities without significant engagement with other organizations. Multiple organizations have developed radio programs on land issues and several have developed printed materials covering much the same information, often at significant expense, when one program or pamphlet might have been sufficient. In short, there is significant space for coordination between organizations to pay substantial dividends, but it does not yet take place. The existing umbrella organizations do not exert significant control over the communications activities of their members, and the slightly different mission of each organization seems to lead to the conclusion that slightly different approaches and materials are needed for each.

Gender Considerations

For a variety of reasons, one-size-fits-all communications products will not adequately address the informational needs of both women and men when it comes to land issues in Rwanda. First, women are generally less literate and less likely to access media of any kind in a given week, so different approaches must be designed to deliver information through channels that do reach women. Second, women have different information needs than men when it comes to land issues. Although women are guaranteed equal protection under the law by the constitution of 2003, specific aspects of the OLL and its supporting legislation—particularly the Succession Law—bear differently on women than they do on men.⁹³ Finally, women may have material interests than their husbands, fathers, brothers or other

⁹³ Official Gazette of the Republic of Rwanda, *OLL Summary*.

relatives, and need unfiltered, unbiased information about their rights and duties under the law in order to pursue those interests. As one scholar puts it:

A large body of evidence demonstrates that households cannot always be characterized as a unit in which all family members hold the same preferences, pool their resources, and act as one when making decisions, but rather that intra-household dynamics—family members preferences and their bargaining power—have an effect on how the households behave.⁹⁴

Fortunately, many CSOs focus explicitly and exclusively on communication with and advocating for Rwandan women. These organizations have developed women-specific materials and do hold women-specific meetings on land-related issues, which appear to be effective. There is still room for improvement however. The very limited evidence available suggests that women’s awareness of their land rights remains lower than that of men, even when they receive much the awareness-raising treatment.⁹⁵

Effectiveness

It is difficult to judge the effectiveness of CSO communications and advocacy efforts without rigorous quantitative and qualitative research. Unfortunately, the CSOs participating in the assessment generally do not conduct formal research on the effectiveness of their communications activities either to evaluate impact of these activities or to guide future campaign design. There is a similar dearth of third-party research along these same lines, so the primary source of information regarding the effectiveness of CSO communications activities must be the CSOs themselves.

Self-Reporting

The majority of CSOs appear at least partially satisfied with their communications efforts, but there also seems to be a general recognition that more could be done with additional capacity building, technical assistance and/or financial resources. Most organizations seemed proud of their efforts and eager to discuss any innovative approaches they may have employed such as participatory theatre or mobile video units. Most organizations stated that they wanted to undertake more communications activities but simply didn’t have the ability or resources (or both) to do so, indicating that they don’t feel levels of understanding among their target audiences have reached their practical maximum levels.

Only rarely did respondents question the effectiveness of individual communications products or activities. When this did take place, it often had to do with the ability of a particular tool to reach HMPs, who suffer from high rates of poverty and illiteracy, making them particularly difficult to reach.

Reach

Many CSOs participating in the assessment have a national mandate, and conduct communications activities throughout the country. Organizations that utilize a combination of Radio Rwanda and geographically dispersed community radio stations probably reach a significant, if unquantifiable,

⁹⁴ Santos, Florence, Diana Fletschner, and Giuseppe Daconto. *Enhancing Inclusiveness of Rwanda’s Land Tenure Regularization Program...*, 8.

⁹⁵ *Ibid.*, 15, 19.

portion of their potential audience since overall radio coverage is good, shows are promoted in advance through a variety of means and radio is the most popular medium in the country. Whether the level of repetition is sufficient to reach the majority of potential listeners is difficult to determine, particularly since many organizations do not maintain a standing show.

TV broadcasts probably reach a significant percentage of the viewing public since there are currently no competing broadcast channels, but overall levels of TV viewership are quite low, especially in rural areas. Repetition is also an issue with TV broadcasts since they are generally not repeated regularly.

The reach of community meetings, printed materials, participatory theatre and mobile video units is broad, but incomplete. Numerous organizations are holding meetings or theatre events throughout the country on a regular basis. Some take what amounts to a blanket approach within their area of operations, trying to cover as many communities as possible and then to repeat the meetings when they can. Other organizations focus on areas where land-related issues seem to be most pressing, whether they be areas with high levels of disputes, or areas with disproportionately large numbers of the poor, HMPs or other groups. Only an extensive and scientific mapping exercise, probably supported with Geographic Information System (GIS) tools, could reveal the extent this coverage. That said, no organization reports that community meetings and other similar communications efforts have reached the saturation point.

Understanding

Improvements in citizen understanding of land issues resulting from CSO communications activities are probably the most difficult—yet also the most important—aspects of communications efforts to assess without quantitative and qualitative research. Most organizations believe that their communications activities lead to improved understanding among the people they reach. Some evidence in favor of this opinion can be gleaned from the fact that community members who have attended meetings tell the organizers they have learned something from the discussion, as well as the fact that people make use of printed communications materials in their discussions with local officials. However, the magnitude of the impact is impossible to quantify without additional information.

At least one organization is in the process of creating listener groups for the express purpose of better understanding what people do and do not learn from its radio broadcasts. If this effort produces good results, it may be replicated by other organizations for their own radio programming.

Advocacy

Numerous national and international non-governmental organizations conduct a wide variety of advocacy activities on land-related issues. The effectiveness of these activities varies, depending on the strategy underpinning the advocacy effort, the issue in question, and the stage of policy development.

A few limited exceptions notwithstanding, land-related policy advocacy efforts are characterized by:

- A relatively non-confrontational “insider” approach to GoR
- Coordination primarily through umbrella organizations

- Limited GoR receptivity to input from CSOs but desire to involve them in implementation-related gap-filling

Insider Approach

Civil society in Rwanda is not under the control of the regime, but its presence as an advocate for Rwandan citizens in law and policy discussions is not guaranteed. Through a variety of means, GoR can and has blocked from policy discussions those CSOs perceived to be anti-establishment. Rwandan CSOs have therefore typically undertaken an “insider” strategy in attempting to advocate on behalf of their constituents:

Those adopting insider strategies seek to work within the halls of power. They align closely with those who have significant power to influence decisions or guide behavior in the policy area. Such strategies call for relationship building with key actors, stimulating empathy with these organizations and individuals, and creating a space for dialogue and reflection whereby ideas and methods can be devised and debated which will help to address issues of conflicts. Such insider alliances often take considerable time and require coalition building which not only involves building trust and confidence with key individuals but often also requires a compromise on behalf of the NGO to respect confidentiality and demonstrate loyalty to those within the halls of power.⁹⁶

Without exception, the CSOs participating in this assessment choose not to confront the government in a highly public fashion or to use pressure tactics such as demonstrations or media shaming to try to force the government to change its policy. Rather, national and international CSOs worked to place information in front of the government counterparts in a form calculated to be most persuasive. As a result, “opportunities for civil society to inform policy making in Rwanda are currently largely *ad hoc* and personalized, rather than based on institutional relationships between society and the state in which individuals and groups can demand access to rights as citizens.”⁹⁷

Several organizations have no real choice but to take an insider approach to advocacy. These organizations are technically governmental in nature, though they frequently find themselves urging other government institutions to modify their laws, policies or procedures in meaningful ways. This intra-governmental lobbying and advocacy comes with advantages and disadvantages for the advocate. On the one hand, they have an “inside track” to their counterpart elsewhere in the government. On the other hand, they have to be more careful to avoid confrontation or acrimony. These organizations have found their advocacy efforts most effective when they seek a series of small shifts in the way their counterparts carry out their daily responsibilities rather than in questioning larger aspects of a particular policy or law after it is already in place.

It is important to note that most of the international NGOs in the assessment distance themselves from the notion of advocacy, even if the information they produce is often put to that purpose. These

⁹⁶ Fitzduff, Mari and Cheyanne Church, “Lessons Learned in Conflict-Related Policy Engagement”, 168. In contrast to an insider strategy, an “outsider strategy” works outside the policy-making sphere. Outsider strategies rely more on pressure tactics to force the government to change its policy as a result of media attention, community or national mobilization, etc.

⁹⁷ Gready, Paul, “‘You’re Either With Us or Against Us’ ...”, 638.

organizations characterize themselves as development or international assistance organizations, rather than as champions of specific policies or legal approaches. Their research and reports are developed for donor and GoR consumption, and although they may influence policy to some degree, that is not the intent with which they are created.

Tools

Personal Meetings or Phone Calls

The majority of CSOs rely on personal meetings or phone calls with their government contacts as the primary mode of engagement of advocacy issues. According to one respondent, advocacy is “not about confrontation. It’s about having a discussion with people who are taking decisions.”

Most organizations participating in the assessment indicated that they maintain good relationships with their GoR counterparts. They find that this kind of informal conversation can produce the same results as a much more public dialogue or event and does more to maintain the relationship with the GoR counterpart than other techniques that might produce adversarial interaction. As one scholar puts it, “quiet diplomacy or ‘off-screen engagement,’ in contrast to ‘policymaking as political activism,’ is the mode of exchange preferred by the government and many, especially Rwandan, civil society actors.”⁹⁸

Presentation of Research Findings

Another core advocacy activity undertaken by Rwandan CSOs is the presentation of their research findings at conferences, workshops, or in the form of a written report. Many participating CSOs said that high quality research could be effective in persuading GoR counterparts, but that the difficulty lies in drawing their attention to the research. Personal presentation of research findings at a meeting or during a phone call (see above) is one among several methods that have been found to be effective. Delivery of hard copy reports and papers is a common activity, but is viewed as considerably less effective when it is not accompanied by a personalized conversation.

The Institute of Research and Dialogue for Peace (IRDP) takes the innovative approach of including government and other leaders into their research efforts from the outset by incorporating them into the steering committee for a research endeavor. These leaders are then expected to disseminate committee findings among their peers and conduct personalized advocacy efforts on behalf of the research. IRDP finds this method, combined with the power of its documentary films (described below) to be very effective.

Use of the Media

A few organizations make limited attempts to utilize media attention to support their policy positions. These organizations commission articles on the issue in question, and sometimes hire individual journalists to collect information from stakeholders that can be used to substantiate advocacy efforts. The effectiveness of these efforts is difficult to judge, but no organization listed use of the professional media as one of its core or most effective advocacy activities.

⁹⁸ Gready, Paul, “‘You’re Either With Us or Against Us’ ...”, 652.

Personal Testimonials

Several organizations make use of personal testimonials from local citizens impacted by a particular GoR policy as a key advocacy tool. These testimonials are presented to relevant GoR officials as a recording (written, audio or video), or the person in question is brought before government officials at a workshop or public meeting to describe their situation and the specific policy's impact on them.

The use of live or recorded testimonials is seen as influential, but also as a second-best substitute to rigorous quantitative or qualitative research, which GoR is sometimes seen as discouraging. Live testimonials are considered most effective, followed by video or audio recorded testimonials, but it is sometimes difficult and/or expensive to transport those who will testify to the workshop or conference where they will deliver their story. Sometimes individuals are reluctant to share their personal difficulties publicly, particularly in front of government officials.

Expert Testimonials

Leaders and researchers from well-regarded CSOs are occasionally called to testify in front of parliament as an expert witness. This offers a good platform from which to advocate on behalf of an organization's constituents, but these events are relatively infrequent. Moreover, it is unclear what impact this kind of testimony before parliament has on the final crafting of a law or policy, much of which takes place outside of public view or at the relevant ministry.

Documentary Films

A few CSOs rely on documentary films to support their advocacy efforts. The films, which are professionally produced either by the organization or with the help of an outside expert, provide evidence of the impact of local policies or issues on a local population in a clear and unambiguous manner. The documentary films are then shown at the local and national level at meetings convened by the producing organization. Many of these films are also broadcast nationwide on RTV.

One organization stated that these documentary films were the most effective advocacy tool at their disposal, particularly at the local level, where there is sometimes skepticism about the impact of government policies on the lives of ordinary citizens. No documentary films specifically regarding land issues have been produced to date, but IRDP may be developing one in the near future, as land is one of the upcoming issues they plan to research.

Planning and Coordination

The primary vehicles for advocacy planning and coordination on land-related issues are the umbrella organizations most relevant to the land, justice and gender sectors: LANDNET, Legal Aid Forum (LAF), and *Profemme Twesehamwe*. Some organizations appear to conduct most of their advocacy efforts without extension coordination with these umbrella organizations, even if the messages are very similar to those of the umbrella organization, but the umbrella organizations appear to have more in-house resources devoted to the planning and implementation of advocacy campaigns than the stand-alone organizations. Only one organization mentioned the Civil Society Platform as a key coordinator of CSO advocacy efforts.

The umbrella organizations often have annual plans that contain specific issues they plan to advocate on over the course of that year. These plans are generally developed through consensus of the members, with significant input from the board of the umbrella organization.

Advance planning for advocacy efforts is constrained by unpredictable funding and the rapid development of Rwandan law and policy. Funding constraints and the development of new issues over the course of the year may doom these plans to irrelevancy before they expire. Donor funding for a specific project may shift advocacy priorities toward the issues addressed by that project, at the expense of other issues the organization initially thought critical. Or, shifting GoR policies may create new issues for the organization to respond to that it had not anticipated.

Significantly, several CSOs participating in the assessment expressed concern regarding the current level of coordination among CSOs, arguing that it was insufficient. One organization went so far as to place some of the responsibility for this lack of coordination at the feet of the umbrella organizations, saying they were not particularly good at sharing information or mobilizing their membership. These critical respondents pointed to civil society in Rwanda's East African neighbors, contending that CSOs in these countries were far better coordinated and thus far more effective in their advocacy efforts than Rwandan CSOs. Ugandan civil society was held up as an example more than once. These respondents felt that civil society in Uganda presents a more unified front to the government by getting virtually all organizations to sign onto policy statements or open letters, thereby making their position more respected by the government. When asked what barriers prevented Rwandan civil society from operating in the same fashion, they replied that civil society in Rwanda is young and that its members don't understand how much more it can accomplish with better organization.

While a comparison of Ugandan civil society to Rwandan civil society is beyond the scope of this assessment, it is clear that some CSOs see room for improvement in the planning and coordination of advocacy efforts. These findings were echoed by several of the GoR participants in the assessment, as the next section will describe.

GoR Receptivity

As noted at the beginning of this section, GoR's receptivity to input from civil society has fluctuated over the years. At the outset of the land reform process in the late 1990's and early 2000's, GoR made extensive efforts to incorporate civil society into the process of developing land related laws and policies, and a significant amount of this input found its way into the final documents. Since that time, GoR's receptivity to CSO advocacy efforts appears to have diminished.

Diminished CSO Participation

This decline in GoR's receptivity to CSO overtures is partly the inevitable result of having moved from a phase of policy design to a phase of policy implementation. The National Land Policy was completed in 2004, the OLL came into effect in 2005 and much of the secondary legislation surrounding land issues was completed in 2006. There is simply not as much room to shape policy once the decisions have been taken and the activities stemming from these decisions are underway. "While consultation occurs, Rwanda's strong government has a very clear sense of its preferred policy vision or direction; as a result,

a feature of its consultation with civil society is a tendency towards information sharing and instruction, particularly at a more local level.”⁹⁹

Combined with this reduced flexibility in the policy environment, is a perception on the part of many GoR respondents that civil society is not particularly active, well organized, or thoughtful in its attempts to shape the way GoR goes about its business. Several GoR respondents stated that CSO participation at government-sponsored planning and comment sessions on land-related issues was very low. For example, RNRA has held meetings with CSOs working on land issues, at which the organizations and RNRA agreed to harmonize their strategic plans and create a coherent national strategy on land-related outreach and communications, but none of the CSOs ever sent in their plans so the harmonization process could take place. CSO attendance at national forums on EDPRS 2 has been similarly low. Draft laws are generally sent to CSOs for their input and a workshop is held to discuss the draft, but generally only a few comments are returned and attendance at the workshop is poor.

When asked why they thought CSO participation was low, GoR respondents stated that CSOs were more driven by a search for funds than by specific concerns with an actual policy or law, and that their time was therefore taken up with other activities that would keep the organization functioning. Other respondents referred to CSOs as “disorganized” without further elaborating on why they don’t participate more actively in advocacy activities.

In addition to simply disinclining GoR officials to make extraordinary efforts to involve CSOs, this perceived low level of participation gives GoR officials the impression that CSOs are not motivated by the desire to give a voice to the people of Rwanda, and therefore at least partially discredits their input by making it appear self-serving.

CSO Support vs. Advocacy

GoR receptivity to civil society is significantly higher when it comes to the assistance CSOs can provide in raising awareness and carrying out policies already decided upon. This view of civil society as a instrument that can be wielded to assist with or fill gaps in GoR efforts appears fairly widespread among GoR respondents, and has permeated civil society as well.

The 2009 Environment and Natural Resources (ENR) Strategic Plan makes it clear that CSOs are expected to play a supportive rather than adversarial or advocacy role in bringing about development:

Civil society organisations will be mobilised and supported to design thematic and/or area specific action plans and activities to implement the programmes and sub-programmes within their areas of operation. Where capacity gaps are identified, interventions will be undertaken for key identified CSOs to facilitate them to develop such needed skills, institutional support and logistical resources for the implementation of specific actions of this plan. More importantly, CBOs, informal associations and other grassroots based CSOs are expected to support the implementation of the community driven ENR activities. As part of the ENR sector coordination enhancement, detailed

⁹⁹ Greedy, Paul, “‘You’re Either With Us or Against Us’ ...”, 641.

mapping of CSO operations will be undertaken, needs assessed/ identified, and strategies to support them implemented at all levels.¹⁰⁰

While it does not appear that civil society was consulted for the development of the ENR Sector five year strategic plan, this statement is probably not at odds with the operating philosophy of most of the CSOs that participated in the assessment.¹⁰¹ Several of the organizations assessed had worked on behalf of one or the other of the GoR institutions, disseminating information through their local networks and developing communications materials in coordination with the GoR institution, while being paid to do so.

GoR institutions appear much more receptive to gathering information from CSOs, when the express purpose is reporting rather than advocacy. For example, the *Abunzi* Secretariat has organized a regular quarterly meeting with relevant CSOs to discuss issues that the CSOs' local networks have been referring to them over the previous three months. This is viewed by GoR as an information gathering initiative created through GoR's efforts, rather than those of civil society.

This focus on practical assistance to GoR activities extends to efforts designed to shape the balance between research and implementation of individual CSOs. Some organizations see GoR as limiting their ability to conduct research, particularly at the district level, where permission is needed before research can begin. GoR is seen as driving these organizations toward more implementation-related activities, because GoR views the issue as already decided and therefore not worth researching. It is difficult to determine whether the motives behind this push for more practical implementation and less research is driven by a desire on the part of GoR officials to prevent potentially negative findings about their area from coming to light or simply a desire for more assistance in implementing GoR's chosen policies. In either case the outcome is the same. CSOs face challenges when attempting to advocate for policy changes, but are generally welcomed when they are providing support to the implementation of existing policies.

Quality and Accuracy of Information

Assessment participants had little to say about the quality and accuracy of information used in land-related advocacy efforts. The general consensus both within civil society and GoR was that the information that did exist was accurate and of reasonably good quality. No participant stated that CSOs manipulated their results or deliberately conducted bad research in order to support a pre-determined conclusion.

However, several CSO participants said that there was a significant need for additional, high-quality research to support their advocacy efforts. For CSOs, rigorous, publication-quality research appears to often require the assistance of outside consultants, which are expensive. These organizations require capacity building to further develop their research skill sets. As noted above, documentary films and personal testimonials are sometimes seen as a substitute, albeit a poor one, for quantitative research

¹⁰⁰ MINIRENA, *Five Year Strategic Plan...*, 22. Note that page numbers are incorrect in the document. The relevant information appears in section 5.1.3

¹⁰¹ MINIRENA, *Five Year Strategic Plan...*, 5.

that could support advocacy efforts. More information on these needs can be found in the LAND Project Research Capacity Assessment.

Universities and research institutes are conducting rigorous research on issues related to land, but this research is not expressly meant for advocacy. Cooperation between CSOs and research institutions in an effort to produce land-related research that can be used to support advocacy efforts appears to be almost non-existent.

Gender Considerations

Numerous CSOs are wholly dedicated to supporting advocacy efforts on women-specific issues, many of which relate to inheritance, polygamy, equal rights before the law, and GBV stemming from land disputes. Many other CSOs occasionally advocate on women-specific land-related issues as part of their efforts to assist farmers—the majority of whom are women—HMPs, or other groups.

Advocacy on land issues specific to women face the same challenges as general advocacy on land issues, though GoR may be somewhat more receptive to advocacy on women’s than on other topics simply by virtue of the number of avenues through which advocacy on women’s issues can be pursued. In addition to the relevant land-related ministries themselves, there are numerous access points within GoR for those advocating on behalf of women including: GMO, the National Women’s Council, Ministry of Gender Affairs and Family Promotion, the Rwanda Women Parliamentary Forum, and the many women members of parliament.

Effectiveness

It should be noted that this approach is inherently no less effective than a more confrontational approach to advocacy and has been successful in several instances. In a well documented case, an insider strategy was effective for LANDNET in the mid-2000’s when LANDNET influenced the land law in the areas of registration and consolidation adjustment. LANDNET participated in the debate over the draft land law and many of its positions appeared in the final law.¹⁰²

Importantly, all of the organizations conducting advocacy stated unequivocally that the subtle and largely collaborative approaches they used to conduct advocacy were the most effective approach in the Rwandan context. Most organizations had suggestions for how advocacy efforts could be improved—some of which are discussed in the *Recommendations* section below—but no one suggested that advocacy efforts should position themselves in direct opposition to GoR policy as a means of achieving greater effectiveness.

Information Gathering

Gathering information on land-related issues presents two primary challenges. First, organizations must ensure they are receiving timely and accurate information on land-related policies, laws, procedures and research from GoR and relevant civil society actors, top-down information. Second, organizations must be sure they are gathering adequate and accurate information from the grassroots level about how land-related laws, policies and procedures are being understood and reacted to by ordinary Rwandan

¹⁰² Gready, Paul, “‘You’re Either With Us or Against Us’...”, 647-648.

citizens, or bottom-up information. As such, these top-down and bottom-up information gathering challenges present different issues to GoR and civil society actors.

Both of these challenges can be partially addressed by the planned LAND Project website/portal. The following discussion highlights key informational gaps among organizations participating in the assessment with an eye toward constructing a website/portal that can meet these needs.

Recommendations regarding website/portal construction stemming from these findings can be found in the Recommendations section below, and a detailed plan for developing the portal may be found in Annex B.

GoR

GoR institutions participating in the assessment do not appear to suffer from any particular challenges when it comes to receiving top-down information about land policies laws and procedures. Bottom-up information about how land-related issues arise and are resolved at the local level appears more difficult to obtain.

Top-Down Information

GoR departments and agencies appear quite well informed of developments in other arms of the government through both formal and informal channels. Official publications (e.g. the Official Gazette), email distribution lists and regular working group meetings appear to keep GoR officials informed about land-related issues without any significant difficulty. No GoR respondent expressed concern regarding intra-governmental flows of information. When asked about the utility of a land-related website/portal, all GoR respondents said it would be helpful to have land-related information gathered in one place, particularly for CSOs, but none viewed it as filling a critical top-down information gap for themselves.

Bottom-up Information

Information regarding how land-related issues are manifesting themselves throughout the country is more difficult for GoR officials to obtain. Most GoR officials appear to gather their information directly from field offices, from government reports and statistics or from face-to-face meetings with CSOs. GoR organizations without a widespread, permanent presence throughout the country appear to rely more on information obtained through reports from field staff and citizen complaints to determine how land-related issues are impacting the local population. Information obtained through meetings with CSOs is also helpful, but may be perceived as skewed or motivated by the CSOs' ideological position.

Organizations such as the *Abunzi* Secretariat have the benefit of having offices throughout the country and data on cases loads and types that they can refer to, but here too regular meetings with civil society are important in order to gather additional information about how issues are playing out beyond the sight of the *Abunzi* committees.

Several GoR respondents acknowledged receiving research papers and reports from CSOs focusing on land-related issues, but these appeared to be secondary sources of information at best. No GoR respondent made reference to information available on CSO websites as a source of information about land-related issues. Several CSO respondents said that presenting GoR officials with hard data was helpful, but that it was often difficult to ensure that the research information sent to GoR was actually

read. GoR respondents generally do not consult INGO, academic or other online sources for information about land issues in Rwanda.

Virtually all GoR respondents said that they would be interested in a website/portal that provided them with additional research information about how land-related issues were being addressed throughout the country, but their enthusiasm was difficult to gauge. Specific examples of the kind of information desired were generally not forthcoming, but most agreed that an archive of papers, a calendar of events and some commentary on land issues (perhaps in the form of a blog) would be welcome.

Civil Society

Unlike their GoR counterparts, CSOs and research institutions participating in the assessment generally consider both their top-down and bottom-up informational challenges significant. The top-down information issues appear to stem from inadequate and inconsistent GoR online presence while the bottom-up information issues appear to result from inadequate information sharing and collaboration among CSOs, research institutions, professional associations, and GoR.

Top-Down Information

Many respondents stated that although government websites were virtually always available (i.e. online), they were often not updated with the latest draft laws, policy documents, and strategic plans. A few organizations specifically mentioned the Legal Information Portal, hosted by MINIJUST, as an example of a website with significant, but not fully realized potential due to a lack of consistent updating. This was sometimes overcome by GoR email distribution of drafts, amendments and comments, but the distributions are inconsistent and do not always reach all interested parties. The same inconsistencies have arisen with invitations to government workshops for review and commenting on new policies and legislation, according to several CSOs. CSOs sometimes circulate the latest information among themselves when it appears a relevant organization has been left out of the conversation, but this too is inconsistent.

Several CSOs and research institutions suggested that it would also be helpful if official government data on land issues was available. Three types of information were mentioned repeatedly:

1. Descriptive statistics on land tenure reform- The numbers of titles issued, plots registered, etc. reported are inconsistent and it would be helpful to have current, definitive, official information available broken down by district, sector and cell
2. Quantitative and qualitative data on land disputes- Searchable information able to report both summary statistics and information on individual cases is desired
3. Historical information on land tenure- Records and statistics dating to at least the 1950s should be made available online for scholarly purposes

Most GoR officials admit that their websites are not completely up to date, but contend that their email lists are comprehensive and that many organizations claim not to have been invited rather than admit they chose not to participate. In any case, there is a perception among CSO respondents that current GoR information on land-related issues and policies is not as available as it should be, and virtually all

respondents said that they would welcome a website/portal that collected all land-related information in one place and updated it regularly.

Bottom-Up Information

CSO respondents gather most of their information about how land-related issues are felt and addressed by ordinary Rwandans through direct feedback from community meetings, radio call-in shows, and verbal and written reports from their field staff. Most feel this gives them a good sense of how land issues related to their current activities are developing.

Most CSOs also consult a wide variety of websites for information on how land-related issues are being addressed within Rwanda, in the wider East African Community, and around the world. No single site or handful of sites stand out as a tool used by a majority of respondents, but most regularly review:

- Websites of other Rwandan CSOs focusing on land issues
- Websites of INGOs focusing on land-related issues (e.g. International Land Coalition, LANDNET East Africa)
- Donor/lender institution websites (e.g. WB, USAID, UNDP)

Less frequently, research institution respondents mentioned referring to academic databases to obtain research papers on land-related issues.

Virtually all CSO respondents stated that a website that provided more opportunities for sharing land-related information through research updates, news stories, letters from the field and other means would be very welcome. Many potential site features were mentioned. The most commonly repeated suggestions were:

- A calendar of upcoming land-related events, conferences, and workshops, both within Rwanda and internationally
- A one-stop library of GoR land-related documents
- An archive of land-related research focusing on both Rwanda and other countries
- A space or message board for researchers to make contact, share ideas and collaborate prior to beginning research
- Database of GoR statistics and records on land disputes, registration, etc.
- Blog or discussion board for dialogue on land issues

Significantly, many respondents required prompting when asked what kinds of features they would like to see in a land-related website/portal. Some repetition of the features listed above is undoubtedly due to these features being mentioned as part of the prompting. Several respondents stated that it would be easier for them to react to a proposed website/portal framework or design rather than to generate ideas *de novo*. That said, virtually all respondents appeared enthusiastic about the website/portal idea, and several offered novel suggestions that hadn't been considered prior to the assessment, such as a research bulletin board where researchers could receive feedback and pool resources prior to launching their projects.

Information Ownership and Management

The question of website “ownership” or hosting was repeatedly raised by respondents as a potentially thorny issue, often without prompting. Many respondents, upon hearing that the LAND Project intends to launch a website/portal on land issues, jumped immediately to the issue of sustainability and whether the project should create another website. When reassured that the website/portal would not ultimately be owned by the project, a brief conversation about the institution or organization that should own the website normally ensued.

Rather than focusing on a specific institution or organizations, most respondents focused on the broader question of whether the website/portal should ultimately be hosted by GoR or civil society. While a few respondents were adamant that the website be hosted by GoR in order to give the information it contains some official weight, most respondents, both GoR and CSO, view the hosting question as a series of tradeoffs, with no clear resolution emerging from the comparison of advantages and disadvantages:

Table 2: Website/Portal Hosting Comparison

Issue	GoR	CSO
Site viewed as authoritative information source	X	
Open dialogue on site discussion features		X
Site will be regularly updated with research, news, events, and dialogue		X
Site will be regularly updated with laws, policies, drafts and GoR data	X	
Likelihood site will continue beyond life of LAND Project	X	
Existing, in-house content management and IT capabilities	X	
Site is successful advocacy tool and promotes CSO collaboration		X

Occasionally, specific institutions were mentioned as potential hosts. MINIJUST and RNRA were mentioned most frequently by both GoR and CSO counterparts. A single respondent suggested the National Land Commission host the website since it is the only institution with an exclusively land-related portfolio and has the most to gain in terms of reputation if such a website/portal works well. No specific CSOs were suggested, although one respondent did suggest creating two websites, one to be hosted by GoR and one to be hosted by a CSO, as a means of facilitating both open dialogue among CSOs and the centralization/updating of official GoR documents on land issues.

Recommendations

The recommendations described in this section are based upon the findings detailed in the section. These recommendations should be viewed as a list of options for improving communications and advocacy capacity among LAND Project partners and counterparts. The ultimate objective of these recommendations is of course to inform efforts to raise public awareness and understanding of land-related policy, law, and procedures throughout Rwanda, and to increase the dialogue between civil society and GoR on the precise character of land-related policy, law and procedures.

The LAND Project may find it infeasible to implement all the recommendations below, and will almost certainly not implement them simultaneously. It may also be possible for another organization or donor group to implement some of these recommendations on behalf of the LAND Project. Information on sequencing of activities has been included, where appropriate, as a first step toward capitalizing on some of the interdependencies inherent in the activities called for below. More precise timing has not been included so as to avoid the impression that specific activities must or will take place at a specific time, and because numerous intervening factors make establishment of precise timelines difficult at present, with one exception. Recommendations related to the website/portal associated with time-based milestones are included in the website/portal action plan found in Appendix B.

Improving Communications on Land Issues

Numerous options exist for strengthening the communications and outreach capacity of GoR and CSOs. Some options have the potential to improve both GoR and CSO communications capacity simultaneously, while in other cases, CSOs may be able to build the capacity of each other or even GoR.

Capacity Building

Train GoR and CSO counterparts in the planning and execution of multi-channel communications campaigns

Virtually all organizations included in the assessment would benefit from training on the design and implementation of multi-channel communications campaigns. This training, conducted by an outside expert or organization over three to five days, would focus on:

- Basic audience research
- Audience segmentation (special emphasis on gender)
- Messaging development
- Use of multiple, two-way, mutually supporting channels of communication
- Planning multiple campaigns within a single strategy
- Budgeting
- Evaluating campaign effectiveness
- Adapting messages and channels to maximize effectiveness

Participants would walk through the creation of a communications strategy over the course of the training, and would leave the workshop with a rough communications strategy for their organization in hand.

Importantly, if conducted, this training should not delve into the details associated with employing a specific communications tool, as there are many organizations inside Rwanda already well-versed in all of the techniques available. CSO and GoR staff could be trained together to build familiarity and encourage future collaboration.

CSOs conduct peer-to-peer training in more innovative radio and video production

Several organizations participating in the assessment stand out from their peers for their innovative use of radio and video production techniques. GoR and other CSOs could learn a great deal from them. The LAND Project could greatly expand the universe of organizations employing these apparently effective techniques by competitively procuring or otherwise fostering separate peer-to-peer trainings on the following topics:

- Use of community radio for two-way dialogue
- Basic video production
- Effective community theatre

Expanding the universe of organizations capable of using these tools would boost their utilization without committing the project to direct support of individual communications campaigns. Familiarizing new organizations with these techniques might also result in their being employed in new and innovative ways. These trainings would ideally be offered before the higher level training on strategic communications planning described above so that organizations attending both trainings would be sufficiently familiar with the techniques to incorporate them into their plans. Follow-up training or additional topics can be added as resources permit.

Technical Assistance

Assist RNRA in developing a new communications strategy

RNRA is positioned to play a central role in land-related communications for GoR, provided it receives sufficient support in the design and implementation of a clear communications strategy with adequate links to other GoR institutions and civil society. RNRA has relatively good experience developing and (partially) implementing communications strategies and has a base of recent university graduates ready to implement a communications strategy if given some basic training in communications tools and techniques. RNRA also has a relatively narrow focus of which land law and policy are major components, unlike some other GoR institutions. Finally, by its own admission on more than one occasion, RNRA is enthusiastic about communications, and eager to improve its efforts in the area.

An outside expert should be commissioned, either by the LAND Project or by a comparable organization, to work hand-in-glove with RNRA for four to five weeks to develop a one-year communications strategy. Constant collaboration with RNRA in the development of the strategy is crucial to ensuring that it is adopted and implemented as intended. RNRA's previous communications strategy was not closely followed, both because it didn't go into sufficient detail to serve as a plan of action and because the exigencies of the land registration process overwhelmed other priorities.

The strategy would be research-based, and contain explicit key messages that can be used to inform and maintain the consistency of individual campaigns and communications products. The strategy would also detail the channels to be employed in conveying the key messages and explicitly detail the timing and budget for each component of the strategy. The campaign would also include both output targets (e.g. number of pamphlets distributed) and outcome targets based on measures of audience awareness and understanding.

Ideally, this process will not begin until after relevant RNRA staff have received training in communications planning and some basic research on national-level knowledge, attitudes and practices regarding land issues is in hand. Time could be allotted for follow-up mentoring by the outside expert so that obstacles can be addressed as they arise and the campaign can be adapted as needed.

Assist GoR in integrating SMS into its communications efforts

The LAND Project may wish to explore the possibility of integrating both targeted and blanket SMS campaigns into RNRA and/or MINIJUST's communications efforts. GoR institutions are in a unique position to take advantage of the awareness-raising possibilities of SMS, as they can work with service providers to distribute public service announcements free of charge, and because use of informational text messaging campaigns appears to remain somewhat of a novelty in Rwanda. Anecdotal evidence suggests that people pay attention when they receive informational text messages. Campaigns can be designed to reach specific geographic areas to promote an event, or be set up to blanket the entire country with information concerning a change in policy or the rollout of a new service. Numerous techniques (e.g. quizzes) can be used to keep citizens engaged through repeated messages and to generate ongoing conversations in between messages.

Work with RNRA to create and promote a hotline for land-related issues

RNRA is somewhat unique among GoR counterparts in that it has already begun experimenting with a basic hotline system. If RNRA can procure the proper PBx equipment, it should be provided with sufficient technical assistance to develop this nascent effort into a toll free warm-line system with pre-recorded messages that answer frequently asked questions, which eliminates the need for many callers to be answered by a live operator.¹⁰³ Technical assistance would include specification of required technical equipment, process mapping system menus, and operator training. If properly promoted as part of RNRA's communications strategy, such a system has the potential to significantly improve citizen understanding of land-related issues. RNRA is interested in such a system, though it is currently unclear what technological and human resources could be devoted to it.

Create Common Set of Land-Related Communications Materials

In the past, several organizations have developed land-related print materials individually or in small groups. There is some overlap in these efforts, and there is considerable cost involved in updating the materials as policies and procedures change, discouraging many organizations from using print

¹⁰³ A warm-line is distinguished from a hotline by the fact that warm-line users leave a message and receive a call back rather than having their call answered by a live operator. This reduces operating costs and simplifies operator training because calls do not have to be answered live or even on a daily basis. With such a system it is also possible to update the recorded content on a regular basis, allowing it to serve as a sort of "audible website."

materials. The LAND Project should consider working to develop a common set of “open-source” print materials on land issues that can be used by any organization seeking to conduct communications on land-related issues. Printing and distribution of the individual pieces can remain the responsibility of individual organizations, but the design, copy development, and updating costs could be centralized and either borne by the LAND Project, GoR, or a donor organization.

If the LAND Project undertakes this activity, a group of CSO and GoR representatives should be convened to determine the number of pieces required and their individual purposes (see below for discussion of communications working group). Content should be developed by smaller groups from civil society and GoR experts specific to the product in question. Final design and content should be approved by the communications working group, and the print-ready materials can be hosted on the LAND Project website/portal for download by any organization wishing to distribute the materials.

Commission a video on land issues and solutions

The LAND Project should consider commissioning a short video or series of videos dramatizing common land issues and demonstrating their successful resolution that can be broadcast on RTV or shown on MVUs at community meetings. This video could serve as a complement to the traditional town-hall style community meetings employed by GoR and several CSOs have said that video is a very effective communications tool, particularly when combined with a face-to-face meeting. This project should be timed to coincide with or immediately follow the end of the video production training mentioned above so as to take advantage of the enthusiasm and broader base of potential participants generated by the training.

Building Advocacy Capacity

Rwandan CSOs would benefit from a number of efforts to build their advocacy capacity and limited technical assistance to improve the dissemination of research findings. The effectiveness of CSO advocacy efforts would be further bolstered by the provision of limited capacity building assistance to GoR. Finally, journalist training (described below) would further raise the salience of land-related issues in the minds of policy-makers by improving the quality and depth of land-related reporting.

Train CSOs in the design and implementation of multi-faceted advocacy efforts

Virtually all CSOs participating in the assessment would benefit from training designed to bolster their advocacy efforts through a combination of better planning/coordination, and exposure to new techniques and tools.

Ideally, a multi-day training would be conducted in two phases. Led by a competitively selected local organization, phase one would consist of a participatory workshop designed to expose CSOs to advocacy tools that might be unfamiliar to them, teach them how other organizations employ commonly used tools effectively, and to practice advocacy techniques using a series of scenarios.

Phase two would be led by an outside expert and would focus on the development of sophisticated, issue-based advocacy strategies integrating multiple organizations and utilizing multiple channels to deliver persuasive information to policymakers. Participants would also be expected to develop the

outline of advocacy plans for their organization as part of this training. Phase two of the training could occur immediately following phase one or at a later date.

Significantly this advocacy capacity building would not involve a radical reorientation of the way Rwandan CSOs attempt to effect policy change. The insider approach described above seems to work for Rwandan CSOs and it is likely that a shift to a more confrontational form of advocacy would backfire. A local organization with some training and advocacy experience would be the best choice for phase one because the tools and techniques shared are far more likely to be appropriate to the Rwandan context than something developed by a foreign organization. The outside expert in advocacy campaign planning is necessary since planning capacity appears low among all CSOs, but she/he would need to be selected carefully to ensure she/he is prepared to improve planning and coordination without attempting to impart a new, counterproductive style of advocacy to participants.

Create non-traditional research presentation and conference formats

One of the LAND Projects core objectives is to bolster land-related research. This would greatly benefit if accompanied by a parallel increase in the ability of CSOs and research institutions to attract GoR and other interested parties to their research. The LAND Project may be able to facilitate this by demonstrating innovative electronic, hard copy, and in-person research presentation techniques for research sponsored by the project and sharing these techniques with CSOs who have their own research to disseminate.

LAND Project communications staff could approach each piece of research or upcoming event as a test bed for innovative information dissemination techniques. Research could be conducted to determine the full range of tools available for generating interest and dialogue about a piece of research and each of these tools would then be employed to disseminate or promote a piece of research. Feedback on the effectiveness of this technique could be collected and shared with CSOs through an online forum such as Facebook, Ning, or Basecamp. Options that could be explored include:

- Email blasts
- SMS blasts
- Social Networking notifications
- Online discussions (various forums)
- Radio discussions
- Public or broadcast debates
- Mini-road shows
- Brown bag sessions
- Personalized, hand delivery of papers

Encouraging CSOs to emulate practices explored by the project communications staff would place the time and financial cost of the experimentation on the LAND Project, thereby making the CSOs more likely to be interested in innovation since it would be low cost and already proven.

The LAND Project should also consider experimenting with its conference and workshop formats. The numerous events mandated in the project work plan represent a unique opportunity to explore alternative formats that are likely to generate interest on the part of attendees, and under the right circumstances draw media attention to research findings. Again, LAND Project communications staff may wish to consider playing a role in researching and implementing innovative conference formats. In addition to traditional panel discussions other potential options to explore include:

- Poster presentations for ongoing research
- “World Café” style discussions
- Roundtable discussions
- Documentary film screenings
- Site visits
- “Ask the expert” Q&A sessions

Again, feedback from these efforts could be systematically collected and shared with interested parties so that they can incorporate successful methods into their own event planning. The CSO and GoR counterparts planning meetings and workshops of their own would benefit from exposure to alternative means of presenting and discussing research information without having to engage in experimentation themselves.

If feasible, this experimentation and experience sharing should occur at every LAND Project event where practicable.

Train journalists to cover land-related issues more effectively

Media coverage of land-related issues is low, in part because journalists are not well-equipped or motivated to cover land-related stories, which are often complex and take some time to resolve. Journalists also appear to be poorly informed about the intricacies of land law and policy, making it still less likely they will report on a land story.

The LAND Project may wish to explore the possibility of working with the Media High Council to offer short trainings on land issues to journalists. The training could be offered by a local CSO already familiar with training on land issues, if it could be adapted to the journalistic context. Partnering with the Media High Council, which is already conducting journalist training, could greatly reduce (or eliminate) the cost of such trainings and provide the journalistic expertise necessary to complement the land expertise.

If initial training programs prove successful, it is possible that more advanced trainings could be devised and/or that a land-related press club could be created.

Build GoR capacity and interest in receiving and responding to advocacy efforts

GoR officials need additional skills and commitment to CSO engagement. Meetings and workshops aimed at involving CSOs on discussions on land-related issues are taking place, but they appear somewhat pro forma, and GoR staff seem not to value them. Efforts to strengthen GoR communications and outreach planning and implementation, must include specific elements aimed at generating more frequent and fruitful dialogue with CSOs. Training efforts (described above) should include a segment on

gathering and responding to public input. Any technical assistance provided in the form of communications planning support should ensure that mechanisms for incorporating public input are incorporated into all communications plans and strategies devised.

CSO advocacy capacity building should complement these efforts by providing GoR officials more active and interested counterparts with which to engage. New engagement opportunities should be aligned to coincide with the end of CSO advocacy capacity building if possible.

Coordination and Information Sharing

Significant improvements in communications and advocacy efforts on land-related issues can be achieved simply through better coordination and information sharing both among CSOs and between CSOs and GoR.

Partner Working Group on Communications and Outreach

The LAND Project should create a partner working group on communications and outreach to facilitate this coordination and information sharing, as called for in the current project work plan. This working group could include members from both civil society and GoR. The working group could be managed and coordinated by the LAND Project Communications Specialist, serving as Permanent Secretary. The working group could include members of the Justice, Reconciliation, Law and Order Sector (JROLS) Thematic Working Group on Information, Communication, and Technology, which has a related yet separate function and is another potential option for collaboration.

The working group should meet as frequently as possible, preferably on a monthly basis, to discuss upcoming communications and advocacy activities and opportunities for collaboration therein. Among the first orders of business for the working group could develop a common set of print materials on land-related issues (discussed above) and a review of proposed features for the Land Project website/portal (discussed below).

Website/Portal

A LAND Project website/portal that produces a one-stop platform for GRO-produced land-related information and creates more consistent opportunities for CSO information-sharing, appears to be capable of ameliorating both the problem of top-down information gathering and bottom-up information gathering, to a large degree. The LAND Project website/portal should be developed and rolled out in stages as additional information about useful features and user requirements becomes available. The above assessment findings provide a useful starting place for design of the website/portal, but are insufficient to guide the complete design of the website on their own. A preliminary concept for the website is sketched below. The timing and next steps required for bringing this concept to fruition are further elaborated in the website/portal action plan found in Annex B, but additional input, primarily from the Partner Working Group on Communications and Outreach will be required to complete the task.

Design and Content

The LAND Project website must be easy to navigate, easy to update, and have a flexible, expandable design. Based on information gathered during the assessment the website/portal should contain, at a minimum, the following features in approximate order of priority:

1. Current copies of official land-related policy, law, and planning documents
2. A calendar of upcoming land-related events both in Rwanda and abroad
3. An archive of land-related research from Rwandan institutions or relevant to Rwanda
4. An interactive, moderated forum, possibly a blog, for ongoing discussion of land-related issues
5. A comprehensive directory of links to Rwandan and international organizations addressing land issues

The LAND Project is currently seeking bids from qualified vendors to develop a website that matches the above criteria. As requested in the RFP, the design for the public website should include attractive features designed to draw readers' attention to recent updates and news, and should be underpinned by a simple content management system that can be utilized by the LAND Project Communications Specialist with a minimum of training.

It is currently envisioned that a password protected web portal will eventually be added or linked to this initial website. Information gathered during the assessment suggests that the following features, at a minimum, should be included in the password protected portion of the website/portal:

1. A database of land disputes, as required in the LAND Project work plan.
2. A virtual workspace or discussion board for researchers to share contact information, ideas, and suggestions prior to launching research projects.
3. Contact information for CSOs and GoR offices focused on land issues¹⁰⁴
4. Agendas, minutes and working documents for the Partner Working Group on Communications and Outreach
5. "Open-source" print materials (described above)

Additional features to include in the private portion of the website/portal might include current official statistics regarding LTR progress and historical GoR data land issues, assuming it is available.

It should be noted that there is no inherent reason why many of these features should be located in the password protected portion of the website/portal. The list above was derived from respondent preferences gathered during the assessment process.

¹⁰⁴ CSO and GoR contact information was mentioned by many participants as a key aspect of any website/portal. However, privacy and spamming concerns may make some users reluctant to share their contact information with a wide group of actors, many of whom they do not know personally. Any sharing of contact information on the site would be purely voluntary and would require a deliberate posting by the individual or organization in question. This would allow users to determine the type (email, office phone, mobile, etc.) of contact information they wish to share with the group, if any. Full contact information for members of the Partner Working Group could be shared more privately and a separate collaboration space could be created to wall off PWG discussions from the wider group of users with access to the password protected portion of the site.

A more open configuration would place items 1, 4, and 5 on the public portion of the website/portal, and leave only the virtual workspace and contact information behind password protection. This configuration would probably generate additional traffic from casual and occasional users, but might make key counterparts reluctant to use the site for Partner Working Group activities.

Hosting

Respondents were split on the question of who should ultimately host the LAND Project website/portal. Reasonable possibilities include RNRA, MINIJUST, National Land Commission, and LANDNET (Rwanda), but this issue requires further study before a final decision can be made. The LAND Project intends to use a third party vendor to host the website/portal for the startup phase and while private portal features are being added. When the site is complete and its hosting and maintenance requirements are fully determined, the LAND Project should enter into detailed discussions with each of the above parties and any other bodies that may be interested in hosting the site. Whichever organization is ultimately selected will need to be provided with ongoing training and mentoring of the designated webmaster, the relevant communications staff, and their supervisor(s) by the LAND project. This will help to ensure that the website is kept up-to-date and that it continues to adapt to user demands. Adjustments to the website should consider user comments, formal input from the Partner Working Group on Communications and Outreach, and website analytics (called for in the current design specifications listed in the request for proposal document for the public portion of the website/portal).

Further Research

Additional research is required to inform the development of maximally effective communications and outreach efforts. The LAND Project should consider commissioning research on the following topics as part of its ongoing effort to improve understanding of the impact of land-related issues in Rwanda:

Knowledge, Attitudes and Practices Surrounding Land Issues

Both GoR and CSOs suffer from an extreme dearth of information regarding what Rwandan citizens actually know about land-related issues at this moment, and how satisfied they are with what they know. Although smaller, more focused studies would be valuable in their own right, a nationwide survey or systematic qualitative assessment of citizens knowledge, attitudes and practices surrounding land issues would do a great deal to inform GoR and CSO communications efforts. This information would also help to substantiate civil society's advocacy efforts with the objective facts often lacking from their analyses to date.

Effectiveness of Communications Efforts

Even more valuable for planning communications strategies and campaigns is information about how citizens came to gain their knowledge. The LAND project should attempt to support efforts to rigorously examine the effectiveness of current or planned communications activities as robustly as possible. The capacity building activities described above will develop basic communications research capabilities among CSO and GoR staff, but resources may still be required to encourage these organizations to conduct research on the effectiveness of their communications activities. As noted elsewhere in this assessment, GoR places a priority on implementation over research. This impetus in favor of "doing"

over “thinking” may need to be gently countered through provision of research support for these activities.

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ANNEX A: List of Organizations Assessed

Organization	Type	Contacted for Interview or Questionnaire	Responded
Abunzi Secretariat, Ministry of Justice	GoR	Interview	Yes
ActionAid (Rwanda)	INGO	Interview	Yes
Association des Volontaires de la Paix (AVP)	NGO	Questionnaire	Yes
Association Rwandaise des Ecologistes (ARECO)	NGO	Questionnaire	No
BENISHYAKA	NGO	Questionnaire	Yes
Center for Conflict Management at NUR	Research/University	Interview	Yes
CLADHO	NGO	Questionnaire	Yes
COPORWA	NGO	Questionnaire	Yes
Gender Monitoring Office (GMO)	GoR	Interview	Yes
Haguruka	NGO	Interview	Yes
Imbaraga	NGO	Interview	Yes
Inades- Formation (Rwanda)	INGO	Interview	Yes
INES	Research/University	Interview	Yes
Ingabo	NGO	Interview	No
Institute for Policy Analysis and Research (IPAR)	NGO/Think Tank	Interview	No
Institute of Legal Practice and Development (ILPD)	Research/University	Interview	Yes
Institute of Real Property Valuers of Rwanda	Professional Association	Interview	Yes
Institute of Research and Dialogue for Peace (IRDPP)	NGO/Think Tank	Interview	Yes
Kigali Bar Association (KBA)	Professional Association	Interview	Yes

LandNet	NGO	Interview	Yes (concurrent w/ REDO)
Legal Aid Forum	NGO	Interview	No
Maison d'Accès à la Justice (MAJ)	GoR	Interview	Yes
NUR Faculty of Agriculture	Research/University	Interview	No (no communications)
NUR Faculty of Law	Research/University	Interview	Yes
NUR Legal Clinic	Research/University	Interview	Yes (concurrent w/ NUR Faculty of Law)
Profemme Twesehamwe	NGO	Interview	Yes
RCN Justice et Democratie	INGO	Interview	Yes
REDO	NGO	Interview	Yes
RHEPI	NGO	Questionnaire	No
Rwanda Initiative for Sustainable Development (RISD)	NGO	Interview	Yes
Rwanda Women Network (RWN)	NGO	Questionnaire	Yes
Rwandan National Resources Authority (RNRA)	GoR	Interview	Yes
Search for Common Ground	INGO	Interview	Yes
Transparency International (Rwanda)	INGO	Questionnaire	No

ANNEX B: Website/Portal Action Plan

Introduction

Using information derived from the LAND Project Communications and Advocacy Assessment, the following discussion describes the most desirable features of the LAND Project website/portal and presents options for development of the website/portal's more interactive features.

Development of the LAND Project website/portal will proceed in two phases. Phase one, already underway, will focus on the development of a public-facing website for that offers information on the project, official GOR law and policy documents, land-related news/commentary and, and research. Phase two will focus on the development of a limited-access portal or portal-like portion of the website that allows GOR, civil society and other high level users to share information and collaborate more comprehensively on land-related research, policy formulation, communications and advocacy. Phase two will commence upon launch of the public-facing website, so that information gleaned from its launch can be used to inform development of the portal portion of the site.

Website Development

Development of the public-facing portion of the LAND Project website is underway. An RFP has been released and potential vendors are in the process of developing proposals. The public-facing website will:

- Feature current information about LAND Project activities, including upcoming events, important successes, and lessons learned;
- Share recent research findings on land issues that can inform policy makers and those engaged in land policy advocacy;
- Channel useful data and information on land to researchers and policy makers

For additional details on the content and features of the public-facing website, please see RFP #0001, available from the LAND Project COP upon request.

Proposals will be received in late October, and work on the site should begin in December. Assuming the website takes approximately 90 days to construct, it should be complete by March or April 2013.

Portal Development

Development and launch of the public-facing website will be completed prior to development of the portal portion of the site. Analytic data and feedback from partners will be used to determine the final feature list for the portal. The final list of features required will drive selection of the platform used for the portal. The platform ultimately selected will be the one capable of most sustainably delivering the required features at the lowest development and maintenance cost.

The four software platforms presented below represent four popular, proven options for enhancing collaboration and information-sharing among a diverse range of actors. Many additional platforms are available, but these four are representative of the broad range of options available.

Ning

Ning is an online platform that enables everyday users to create custom social networks and websites

that are hosted at ning.com. The platform allows for multimedia integration from blogs and photos to videos and forums with an emphasis on empowering online communities. In terms of appearance, content, and integration with popular social networks there is no limit to what can be created. Ning can be described as a Facebook tailored specifically to your organization with a suite of extended features. Unfortunately, Ning does not excel at online collaboration or document management. It is possible to share documents through Ning, but the feature is somewhat hidden. One would have to create a forum and attach documents to it from which users could download the document to their own PC.

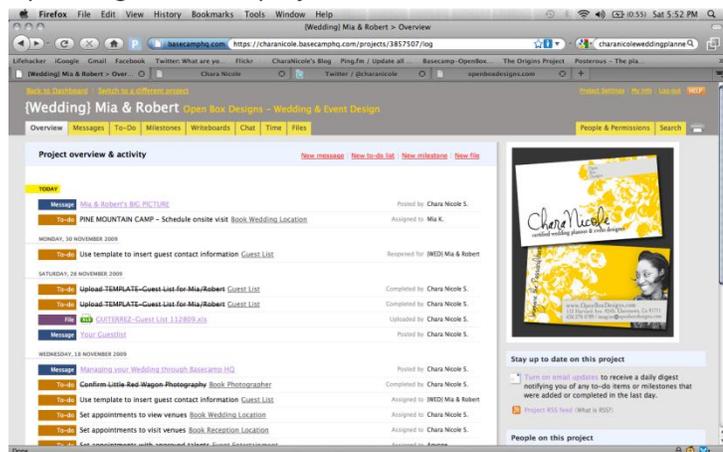
Through this forum users could hold discussions about the document but this does not enable real time collaboration. Ning's service is programmed with PHP and the platform runs on Java. Ning allows full visual customization with a variety of templates and also allows users to customize further with CSS. Paid subscriptions start at \$24.95 / month but can reach as high as several hundred dollars, depending on options and storage.



Base Camp

Base Camp is a full-featured project management and collaboration system that makes it easy to form working groups, assign tasks, and stay updated on progress. When a user logs into a project that they have been assigned to they will be directed to the project overview page. The overview contains a calendar with project milestones, a list of people assigned to the project, and a list of tasks that have been assigned to those individuals. There are several other tabs within the project that facilitate smooth, easy collaboration between project members, such as messages, to-do, milestones, writeboards, and a chat feature. It is possible to check time spent on individual components of a project within Basecamp and there is a document management system that ensures each member of a project has the latest draft of a particular document, dataset, etc.

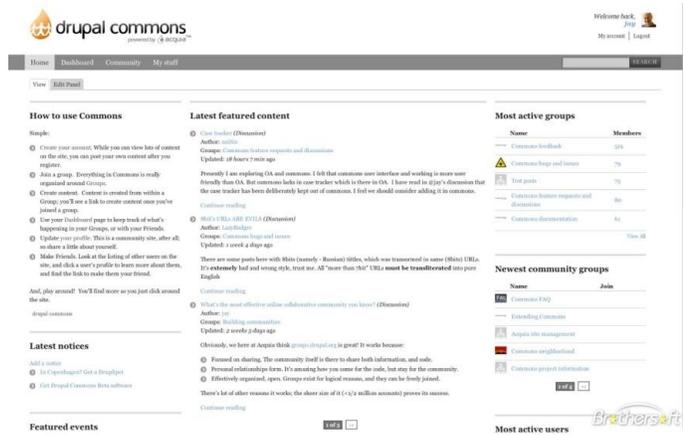
Basecamp has a proven history of solving the problems that commonly arise in collaborating through email alone. The interface is well organized and clean but



offers limited customization. Basecamp is proprietary. The software is not owned by the user and a monthly subscription is required to maintain access.

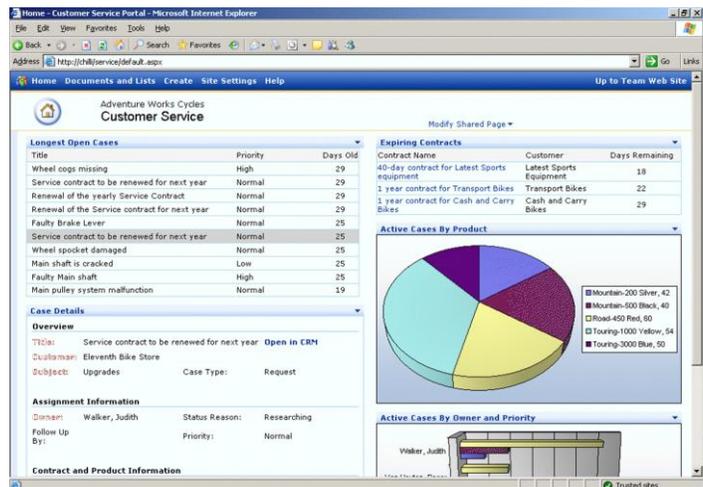
Drupal Commons

Drupal Commons is a powerful content management system and pre-packaged set of Drupal core code, contributed modules, and themes. The platform is designed to be set up as a social intranet and is specifically designed to compete with Microsoft Sharepoint (discussed below). As such, it can be self hosted. Drupal Commons allows users to organize and join groups, create content within those groups such as blog entries, polls, events, documents, and wiki pages, as well as post *Shouts*, a type of group-specific “Twitter-like” post. All existing content that a user has access to is easily organized and available from the *Community* tab. From the *Dashboard* a user can see the most recent activity and published content in their groups. A key feature of Drupal Commons is the ability of users to *Friend* each other, which will result in the users being able to view each other’s content and shouts within their respective feeds. Another important feature in Drupal Commons is the notification system. If a user finds a blog post that they consider interesting or relevant to their project they can choose to be notified by email when that post is edited or commented upon. Drupal Commons has a very simple, pleasing interface that is easy and intuitive. While it has been constructed of previously existing Drupal modules that have been patched together, it works very well and is both secure and stable. Its current iteration is relatively basic but it is also open source, fully customizable, and free. There are thousands of improvements and additions available from third party developers.



SharePoint

SharePoint is a business application with broad capabilities, ranging from document and file management to collaboration and social networking. SharePoint easily integrates with the Microsoft Office suite of software with which most professional computer users are familiar. SharePoint can operate on a company’s private server, or it can be hosted through the cloud as part of the Office 365 platform. Microsoft marketing utilizes its *SharePoint Wheel* to indicate the tasks that it can facilitate, namely, *Sites*, *Communities*, *Content*, *Search*, *Insights*, and *Composites*. SharePoint sites are as varied as



the businesses that utilize them but users would always log into a central home page. From this home page a user might see active projects, assigned tasks for the day, a calendar with milestones and employee schedules, Twitter feeds, news, statistics, and even a list of recent achievements. There would be tabs on this home page to navigate to projects, forums, groups, a document database, a place to schedule time-off, blogs, and anything else that a company may want its staff to have access to. SharePoint allows administrators to limit or extend visibility to specific users through permissions. While SharePoint is not open source it is possible to extend custom modules through the application programming interface and it can be fully tailored to a specific requirement.

Each option above presents tradeoffs (e.g. cost vs. customizability or control vs. maintenance requirements) that can only be properly evaluated with more complete information regarding final system requirements for the portal. Rather than attempting to pick a “winning” platform in the absence of this information, it is more prudent to elucidate these tradeoffs so that a fully informed decision can be made when a comprehensive picture of the final system requirements is available. The table below compares the platforms mentioned above and summarizes these tradeoffs.

Table 3: Website/Portal Platform Comparison

	Ning	Base Camp	Drupal Commons	SharePoint
Ease of development	High- Existing project staff can customize and manage	High- Existing project staff can customize and manage	Low- Extensive professional development required	Low- Extensive professional development required
Ease of use	High- Made for everyday, casual computer users	High-Moderate- Users with basic business computer skills	Moderate- Depends on features, but requires office-level computer skills	Moderate- Depends on features, but requires office-level computer skills
Customizability	Low- Look and feel only	Low- Look and feel, limited work flow customization	High- Extremely flexible	High- Extremely flexible
Collaboration	Moderate- Commenting, posting, chatting	High- Document management, virtual whiteboards, chatting, messaging, calendaring	High- Document management, virtual whiteboards, chatting, messaging, calendaring, customizable workflows	High- Document management, versioning, calendaring, customizable workflows
Groups	No- Each site is an individual social network	Yes- Each project is a group	Yes	Yes
Database Integration	No	No	Yes	Yes
Mobile Integration	Yes	Yes	Yes	Yes
Hosting	Hosted by Ning	Hosted by Base Camp	Self-hosting or third party hosting	Self-hosting or third party hosting

	Ning	Base Camp	Drupal Commons	SharePoint
Sustainability requirements	Low- Requires ongoing subscription, but minimal maintenance	Low- Requires ongoing subscription and non-technical housekeeping	Moderate- Requires technical and non-technical system maintenance.	High- Requires technical and non-technical system maintenance, plus license management for shifting user communities
Cost	\$25-\$60 USD/Month LOP Cost: \$1,400-\$3,300	\$20-\$50 USD/Month LOP Cost: \$1,100- \$2,800	High- Open-source software, but development and hardware costs can be significant depending on options selected LOP Cost: \$40,000+	High- Software licenses and hardware costs can be significant depending on options selected LOP Cost: \$60,000+
Major Advantages	<ul style="list-style-type: none"> • Easy to launch and use • No real development or maintenance required • Inexpensive • Encourages casual dialogue 	<ul style="list-style-type: none"> • Easy to launch and use • No real development or maintenance required • Inexpensive • Document-based collaboration 	<ul style="list-style-type: none"> • Fully customizable • Open source platform reduces cost • Expandable, sustainable 	<ul style="list-style-type: none"> • Fully customizable • Integrates with Office software suite • Expandable, sustainable

	Ning	Base Camp	Drupal Commons	SharePoint
Major Disadvantages	<ul style="list-style-type: none"> • No document-based collaboration • More social than professional • Limited customization • Not “owned” by the project 	<ul style="list-style-type: none"> • Project orientation discourages long-term general engagement in favor of issue-specific collaboration • Project orientation discourages casual dialogue • Not “owned” by the project 	<ul style="list-style-type: none"> • Development expensive • Requires more professional web maintenance 	<ul style="list-style-type: none"> • Development expensive • Requires more professional web maintenance • Licensing for users and software increases cost

Timing

Development of the portal should coincide with the launch of the public-facing project website. The first step in the process will be to determine what additional features GOR and civil society users would benefit from that can only be provided by a portal or portal-like software source. This analysis can only truly begin once the public-facing portion of the website is launched and has been used for some time. Users need to access the features of the public-facing portion of the website and apply them to their own work for a limited period of time in order to determine what other features might be most useful to them.

A final determination of the platform to be used for the portal or portal-like portion of the system should be made within 60 days of launching the public-facing website. This determination should be based on information from website usage statistics, an online survey (e.g. Google Docs, Survey Monkey) of partners who will use the private portion of the site, trial usage of social networking and project collaboration software options and formal input from the Communications Working Group.

Final determination of the portal or portal-like platform required will shape the remainder of the development timeline. Social networking (e.g. Ning) and project collaboration (e.g. Base Camp) software can be launched in a matter of days and without specialized IT support. If either of these types of platforms are selected, the LAND Project Communications Specialist should:

1. Work through the online tutorials for the system selected
2. Develop initial list of users and written procedures for requesting and granting access to new users
3. Customize the “site”, in keeping with branding and marking requirements
4. Upload vetted initial site content
5. Test procedures and notifications with LAND Project staff
6. Develop launch email/letter with background, basic user information and date/time for live or virtual launch event
7. Go live and hold launch event

Completion of this process should not take more than two weeks, particularly if the initial site content is already prepared.

In contrast, full service portal software (e.g. Drupal Commons, SharePoint) will require significant development time and will likely necessitate the purchase of hardware if the portal portion of the site is to be self-hosted. Development of a true portal will require the RFP creation, vendor selection, site development, testing and acceptance. The total development time under this scenario is approximately 90-120 days from the date of vendor selection.

ANNEX C: Email Questionnaire



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COMMUNICATIONS ASSESSMENT

Core Communications Capacities

For the purposes of this assessment, internal communications is meant to be understood as the exchange of information within the organization, between personnel and staff, and between organizational decision-makers on policies, programs, or strategies impacting the organization's mission. External communications is meant to be understood as information that is exchanged with or transmitted to audiences external to the organization.

1. Does your organization regularly conduct external communications activities with the public? (Check one)

- Yes
 No

If yes, how often?

2. Who are the target audiences for external communications?

3. Is there two-way communication between your organization and the public? (Check one)

- Yes
 No
 Don't know

4. What types of external communications tools does your organization typically use to engage in land-related communication? (Check all that apply)

- Print media (interviews, press releases, advertisements, policy briefs, etc.)
 Radio
 TV
 Internet media (websites, blogs, discussions boards, online forums, YouTube videos, etc.)
 Social networking (Facebook, Twitter, LinkedIn, etc.)
 Workshops or training sessions
 Phone lists, hotlines, answering services
 SMS or voice recordings transmitted to mobile phones
 Multi-media presentations (videos, DVDs, electronic presentations)
 Public meetings
 Help desks or information sessions
 One-on-one meetings (or individual appointments)
 Other: _____

5. Approximately what portion of your communications and outreach work focuses on land-related issues? (Please check closest approximation)

- All
- Three quarters
- Half
- One quarter
- Less than one quarter

6. What type of external communications do you consider most effective for land-related issues?

7. What types of external communications do you believe that members of the public prefer when receiving information from your organization on land-related issues?

8. How would you rate your organization's external communications programs on land-related issues? (Check one)

- High professional standards
- Good
- Satisfactory
- Poor
- Very Poor

9. Are there any materials that you are able to share to help us understand your organization and its outreach and communications capacity? If yes, please attach, provide a link below or deliver to interviewer directly.

10. Please provide a brief description of how your organization plans, develops and approves its communications activities. Attach any relevant planning documents, provide a link or deliver hard copies to the interviewer if possible.

Organizational Behavior and Public Outreach

1. Does your organization interact directly with members of the public? (Check one)

- Yes
- No

If yes, please explain how and in what capacity.

2. Does your organization conduct face-to-face meetings with members of the public on land-related issues? (Check one)

- Yes
- No

If yes, on which topics do you conduct face-to-face meetings with members of the public?

How often do you hold meetings?

3. Do members of the public have repeated interactions with your organization?

4. How would you rate your organization's attempt to keep the public informed on land-related issues? (Check one)

- High professional standards
- Good
- Satisfactory
- Poor
- Very poor

Why?

5. What additional tools or assistance does your organization need in order to improve it's external communications on land-related issues

Information Management

1. On a scale of 1 to 5, how knowledgeable is your organization on current land-related issues, practices, and policies in Rwanda?

- 5- Very knowledgeable
- 4- Somewhat knowledgeable
- 3- A little knowledgeable
- 2- Not very knowledgeable
- 1- No knowledge

2. How does your organization stay updated on land-related issues and policies?

3. What methods does your organization use to collect information and stay up-to-date? (Check all that apply)

- Media (print, radio, TV, Internet)
- Government informational meetings
- Professional workshops or training sessions
- Internet (searches and databases)
- Newsletters
- Social networking
- Discussion groups with community members
- Official government websites
- One-on-one meetings with experts
- Other: _____

4. Does your organization have any of the following? (Check all that apply)

- Computers
- Phones/Cellular Phones
- Electricity
- Generator
- Printers
- Internet access
- Radio
- TV
- Newspapers
- Other periodical subscriptions, including magazines

If your organization has internet access, approximately how many hours per day is this access available? Is the bandwidth (download and upload speed) sufficient to meet your needs?

Competitive Landscape

1. Which organization, group, or agency (or individual) do you believe currently provides the most accurate information on land-related issues, laws, and policies in Rwanda?

2. Are there any organizations in Rwanda undertaking similar outreach activities on land-related issues (e.g., organizations with a similar mission or offering similar services)?

If yes, do they cover any of the same audiences and geographic areas as your organization?

3. Does your organization partner with any other organizations or institutions in communication land- related information?

- Yes
- No

If yes, which organizations do you partner with and in what capacity?

Miscellaneous

1. Please add any additional information you would like us to know below.

ANNEX D: Web Portal Questionnaire



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COMMUNICATIONS ASSESSMENT – Web Portal Annex

Current Practices

1. Does your organization actively seek out information on land-related issues, laws and policies?

- Yes
 No

If yes, where do you currently get information on land-related issues, laws and policies?

- Media (print, radio, TV, Internet)
 Government informational meetings
 Professional workshops or training sessions
 Internet (searches and databases)
 Newsletters
 Social networking
 Discussion groups with community members
 Official government websites
 One-on-one meetings with experts
 Other: _____

If you obtain your information from online resources, which do you use?

2. Where do you currently get your information on land-related issues, laws, and policies online? (Check all that apply)

- Government of Rwanda website
 Local NGO website(s)
 International NGO website(s)
 News websites
 Any seemingly useful website provided by a search engine
 Other: _____

3. Of the information that is currently available, which sources do you consider most reliable? Please list their name(s) below.

4. What kind of information would you like to be able to find online that is not currently available? Please describe briefly below.

Expected Usage – General

1. If a web portal were available that provided information specifically on land-related research, laws, policies, opinions and events in Rwanda, would you use it?

- Yes
 No

Why or why not?

If yes, which features would you most value? (Check all that apply)

- Access to recent land-related research
 Links to land related policy and law
 Access to a newsletter land issues and research findings
 Information about land-related news and events in Rwanda and abroad
 Access to a blog posting different perspectives on land issues in Rwanda and incorporating reader comments
 Access to databases on land disputes or other legal information
 Other: _____

2. How do you anticipate using the web portal's information and services? (Check all that apply)

- Draw on it as general knowledge for my work
 Use information in my own research and reports
 Distribute it to others
 Use it for proposal or program design
 Use it to develop advocacy approaches or materials
 Use it for direct collaboration with other researchers
 Other: _____

3. If you work as part of an organization, would you anticipate that others in your organization would use a portal dedicated to land-related issues and research?

- Yes
 No

If yes, what features do you believe others in your organization are likely to value?

- Access to recent land-related research
 Links to land related policy and law
 Access to a newsletter land issues and research findings
 Information about land-related news and events in Rwanda and abroad
 Access to a blog posting different perspectives on land issues in Rwanda and incorporating reader comments
 Access to databases on land disputes or other legal information
 Other: _____

Components

1. What kinds of general functions would you find most helpful in the web portal? Please describe briefly below and attach additional pages if needed.

2. What suggestions do you have for the content of the web portal? Please describe below and attach additional pages if needed.