REGIONAL GENDER IMPACT ASSESSMENT
USAID/RWANDA MISSION REPORT

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LIST OF ACRONYMS

ADS	Automated Directives System
AID	Agency for International Development
AIDS	Acquired Immune Deficiency Syndrome
BSS	Behavior Surveillance Surveys (BSS)
CARE	International Rescue Committee
CBO	Community Based Organization
CSO	Civil Society Organization
DFID	Department for International Development
DG	Democracy and Governance
EG	Economic Growth
FAWE	Forum for African Women Educationalists
FHI	Family Health International
GAD	Gender and Development
GOR	Government of Rwanda
HIV/AIDS	Human Immunodeficiency Virus/ Acquired Immune Deficiency Syndrome
INGO	International non-governmental organization
IR	Intermediate Result
IRC	International Rescue Committee
MIGEPROFE	Ministry of Gender and the Advancement of Women
MOJ	Ministry of Justice
NGO	Non-governmental organization
PMP	Performance Monitoring Plan
PRA	Participatory Rural Appraisal
REDSO	Regional Economic Development Services Office
R4	Results Review and Resource Request
RFA	Requests for Assistance
RRA	Raid Rural Appraisal
SIDA	Swedish government agency for bilateral international development cooperation
SO	Strategic Objective
SOW	Scope of Work
STD	Sexually Transmitted Disease
STI	Sexually Transmitted Infection
TAP	Transition Action Plan
USAID	United States Agency for International Development
USG	United States Government
VCT	Voluntary Counseling and Testing
WCF	Women's Communal Funds
WID	Women in Development
WIT	Women in Transition
WR	World Relief

EXECUTIVE SUMMARY

In January 2002 USAID/Rwanda took part in a REDSO-funded regional Gender Impact Assessment. Four missions were chosen for the study: REDSO Kenya, Rwanda and Tanzania. Fieldwork carried out in Tanzania, Kenya, Rwanda and Uganda examined USAID-funded activities in three sectors: Health (with special emphasis on HIV/AIDS), Democracy and Governance and Economic Growth. The team was charged with assessing "selected programs that are gender-based, gender-related or programs with a gender component." This regional assessment should enable missions to ensure that future stages of activity implementation will include gender considerations by demonstrating successes, missed opportunities and lower returns on results, due to the absence of a strategic approach in mainstreaming gender.

Rwanda, due to special circumstances (post-genocide transition), is a mission caught between the need to provide for humanitarian relief aid and development assistance. This special status over the past few years has made the USAID/Rwanda's mission difficult at times. However, the mission continues to make significant strides to improve its performance monitoring and to develop strong relationships with partners. As a result, many of the projects financed in Rwanda are specifically targeted to women and are not expected to address gender issues in all the targeted sectors.

The history of Women and Gender in Development within USAID begins with the Percy Amendment in 1973, when bilateral assistance programs were mandated to give priority to those activities that tended to integrate women into national economics of foreign countries. The Agency reaffirmed a commitment to gender with the establishment of an office for Women in Development (WID) in 1976, and the dissemination of the 1982 WID Policy Paper. What this demonstrates is a clear commitment to institutionalize or mainstream gender concerns. Then, in the mid-1990s, re-engineering emerged. It was assumed that gender had been mainstreamed into the system. The Automated Directives System (ADS) calls for gender analysis and provides general guidance – but not very clear – on the questions to ask. However, although this analysis is a formal requirement, the reporting requirements within the Agency no longer emphasize the issue. There is not enough space to deal with gender when reporting in the page-restricted R4s. The job of this assessment team was to ascertain how gender was faring under these changed assumptions and reporting procedures. In general, the assessment team found that relying on the ADS for gender mainstreaming, coupled with restrictive reporting space, was not working to ensure full incorporation of gender considerations at all levels of a project or proposal. Instead of gender being mainstreamed into all activities, gender has been partially de-institutionalized, and is usually considered only as an add-on category in most activities. Indeed, it is only after a project is designed that it is passed to a "gender officer," who is then expected to determine how best to consider gender in the activity or write gender into the proposal to ensure funding.

In the USAID/Rwanda mission context, this global trend has affected the implementation and reporting of gender considerations in programs. The assessment team found that there were various limits to and problems associated with gender mainstreaming:

1. USAID and partner staff rarely analyzed gender considerations upfront in a project design. The term gender was often equated with women's projects. Therefore, due to the

number of projects focused on women, gender was considered taken into account. Again, we note Rwanda's special transitional status.

2. Some partners indicated that gender meant that men and women participate in the activities, i.e., attend meetings. They therefore were careful to keep records of who attended meetings. However, even this minimal gender-disaggregated data was not reported or analyzed for program management.

3. A few partners maintained gender-disaggregated data and analyzed it for program decision-making. They reported the same to USAID. However, this was generally the result of their agency requirements, and not of USAID.

4. USAID/Rwanda incorporates some gender analysis into its revised ISP, however this is not consistent across the SOs. Furthermore, the mission is not receiving sufficient gender-disaggregated data to fully utilize the R4 process (Results Review and Resource Request) to demonstrate achievement of concrete results in the allocation of resources.

5. There is insufficient understanding among agency personnel of the Automated Directives System's (ADS) requirements on gender and how to implement them.

6. The 1982 Women in Development Policy Paper, found at http://www.usaid.gov/pubs/ads/ps/women/index.html, offers a clear rationale for why women must be considered in development at all phases. This same understanding does not seem to exist today among some personnel, even though the global situation for women has not changed.

While there are "gender" requirements clearly mandated within USAID and described in the ADS, they are not easily operationalzed by field personnel. Therefore, SO teams and partner organizations fail to fully mainstream gender in projects and proposals; instead, they opt for a piecemeal approach. The Agency has a Gender Plan that includes the introduction of gender expertise as a consideration in the award of USAID contracts and grants, and also the introduction of performance on gender integration as a factor in staff performance ratings—and for Foreign Service officers, for tenure and promotion considerations. However, this built-in system of rewards and punishments is not ensuring that field personnel or partners are actively mainstreaming gender.

The issue of gender is not ignored, but it is undertaken on an ad hoc basis, that is dependent upon the partner organization or the individuals involved in the project. Partners do not regularly collect and report sex-disaggregated data. Without sex-disaggregated data, no gender analysis can be done. Without an integrated gender analysis, there is little recognition of the relationship between patriarchy, differing modes of production and women's subordination and oppression.

Long-standing cultural attitudes are often pointed to as the reason for slow and limited movement towards gender equity in incorporating women into development. However, these cultural attitudes are discriminatory and biased. They are manipulations of pre-colonial cultural practices that now oppress both men and women. What is not being recognized is that culture is not static; it is a dynamic, fluid and ever-changing force. Gender roles change as economic and political conditions change. One key problem is that some attitudes towards gender roles remain

the same. Thus, implementation practices for USAID policy must be made clear and reinforced with training on a regular basis.

PRELIMINARY RECOMMENDATIONS

1. REINFORCEMENT OF THE USAID GENDER POLICY

- Make the 1982 WID paper required reading for all mission personnel. http://www.usaid.gov/pubs/ads/pps/women/index.html
- Provide training on how to use the ADS.

2. PROVIDE GENDER TRAINING AND TECHNICAL ASSISTANCE TO MISSION PERSONNEL, PARTNER STAFF AND SERVICE PROVIDERS.

- USAID should take the lead in ensuring that any organization that receives USG funding is capable of gender mainstreaming. Due to the low level of gender mainstreaming skills exhibited by mission personnel, partner staff and service providers, different levels of training are required. The development of a two tier-training module is necessary. The first level or module would cover basic gender awareness and basic rationale and procedures for disaggregating data by gender. A second level of training should be aimed at mission personnel and consist of gender analysis specifically geared to particular characteristics and problems of a given development sector.

3. REPORTING REQUIREMENTS:

- Promote dialogue with Washington on those aspects of reporting that are affected by re-engineering and thus result in the squeezing out of gender from the reporting process.
- The reporting requirements need to be more specific, both at SO and partner level, to enable them to provide the appropriate level of gender disaggregated data to the mission.

4. PROJECT DEVELOPMENT AND MANAGEMENT

- The USAID Requests for Assistance (RFAs) should address gender requirements sufficiently so that as the proposed partners develop their projects, they will develop indicators that demonstrate gender responsiveness. The RFAs should have detailed USAID requirements on gender to enable the partners to respond sufficiently and thus provide a basis for follow-up and reporting.
- Stricter enforcement of gender as a result area for project management would help to ensure that gender issues are monitored before, during and after project implementation.

5. RESOURCES

- Greater effort and resources are required to monitor and evaluate gender analysis, especially at the partner level. The SO teams should develop a baseline position on gender issues with specific targets and indicators. Partners should also have to provide similar data.
- The gender officer assigned to the mission needs more time to monitor project activities and their gender impact. She also needs support to collaborate more, in order to exchange ideas on how to implement and monitor gender issues. Gender should not just be "assigned" as a task.

6. MAKE GENDER THE AGENDA-SETTING ISSUE

- In decision-making structures and processes, in articulation of objectives, in prioritization of strategies, in the positioning of gender issues amidst competing emerging concerns, don't drop gender or make it an add-on. Use gender to access the problem and set the agenda for the solution.

1.0 INTRODUCTION

It is not that we should simply seek new and better ways of managing society, the economy, and the world. The point is that we should fundamentally change how we behave.

Vaclav Havel

1.1 OVERVIEW

This report gives two accounts dealing with gender impact assessment and the United States Agency for International Development (USAID). On the one hand, it summarizes a gender impact assessment of USAID/Rwanda and some of its partners that was carried out during January 2002. The fieldwork in Rwanda constitutes part of a larger gender impact assessment funded by REDSO, in which a team of gender specialists carried out rapid appraisal research (described below) in Kenya, Rwanda, Tanzania and Uganda. On the other hand, the report focuses on what may be termed the "partial de-institutionalization of gender" within the Agency — a phenomenon noted during the field research and found to have had a profound effect on how, and to what extent gender was mainstreamed into the activities of USAID and its partners.

In order to better understand the first account of gender and USAID/Rwanda, it is necessary to give an overview of the possible "partial de-institutionalization of gender," in USAID after the mid-1990s — which begins with the Agency's early successes in promoting the incorporation of women into sustainable development.

1.2 A LITTLE HISTORY

In 1973, the "Percy Amendment" to the 1961 Foreign Assistance Act mandated that bilateral assistance programs henceforth "be administered so as to give particular attention to those programs, projects and activities which tend to integrate women into the national economies of foreign countries, thus improving their status and assisting the total development effort."

The Percy Amendment thrust USAID into the forefront of the international donor community in promoting development for both halves of the population.

- By 1976, USAID had established its Office of Women in Development (WID), to translate the Percy Amendment into on-the-ground implementation in U.S. foreign assistance.
- By 1982, the WID Office published a much-praised WID Policy Paper laying out a framework for dealing with women that, to this day, never has been superseded. Like the Percy Amendment, it gave "pride of place" to the economic, especially female economic empowerment.
- Women in Development (WID) was gradually transformed into Gender and Development (GAD) and for the next decade-and-a-half, ever more sophisticated tools and frameworks for dealing with gender were developed. Although systematic attention to women and gender was far from uniform, a gradual process of institutionalization seemed to be well under way.

- For example, every project started with a Project Paper and every Project Paper included, among its various technical analyses, a Gender Analysis; some were mere boilerplate, to be sure, but knowledge did seem to be accumulating.
- Additionally, the Office of Women in Development provided varying levels of training and hands-on assistance to missions, Washington bureaus and USAID partners, to enable them to deal with "the gender variable."
- Then, in the mid-90s came two significant changes: WID Office training and technical assistance declined, while re-engineering, which changed the system and the reporting requirements, began. As with many paradigm shifts, this led to unintended consequences.
- As will be discussed below, this assessment found that some of those unintended consequences may have affected the gender impact of the various mission programs that the team was tasked to assess.

1.3 RE-ENGINEERING AND GENDER

The gender impact assessment team offers the hypothesis that some of the unintended consequences vis-à-vis gender may be traced to the fact that re-engineering produced a change in the Agency's documentation and reporting requirements.

Although the ADS 200 series continues to require attention to gender, little guidance and support (financial and Technical Assistance) are currently available for doing so. For example, the ADS section on Incorporating Gender Consideration in Programming says:

> Strategic Plans must reflect attention to gender concerns. Unlike technical analyses described in this section, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of a given Strategic Plan. Analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) How will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them (ADS\010716.200 & gender.doc).

These are laudable goals and are indeed the steps necessary for mainstreaming gender. However, the assessment team did not find ongoing evidence of this directive being implemented on a regular basis. Instead, we found that "gender fell through the cracks" even though a number of people involved in the process were both knowledgeable about the importance of taking gender into account and personally committed to insuring that development equally incorporated both males and females.

Furthermore, the reporting requirements and page limits of the R4 (Results Review and Resource Request) have meant that missions have limited space to showcase their results and to make their cases for funding. The R4's page constraints, in particular, have left missions hard-pressed to

devote the space necessary to a detailed gender analysis. The answers to the above questions required for a gendered analysis need space to be delineated. There is little room in the R4 to report on activities and accomplishments below the Strategic Objective (SO) and Intermediate Results (IR) levels. Ominously, the new Annual Reports provide even stricter page limits.

And unfortunately, in many missions, most attention to gender (e.g., reporting sex-disaggregated people-level indicators), tends to be at the sub-IR level. Of greater importance, there appear to be minimal rewards for devoting some of that scarce space to gender results, whereas sanctions for failing to do so seem even more modest: Mission R4s are not graded on their attention to/mainstreaming of gender. The net result, it can be argued, has been that the slow process of "gender institutionalization" taking place in the Agency for over two decades may have begun to backslide after 1995.

The main part of our story, that concerning USAID/Rwanda, starts with an analysis illustrating what might be considered a partial de-institutionalization of gender, or more aptly put in the Rwanda case, the equating of gender with women-only projects.

However, before presenting the analysis of the "squeezing out of gender" revealed by documents and practices encountered in the Rwanda fieldwork, it is useful to first introduce the larger study's objectives and methodology, as well as the specific fieldwork undertaken in Rwanda with the mission and its partners.

1.4 THE STUDY

According to the Scope of Work, the primary objective of REDSO/ESA's Regional Gender Impact Assessment was defined as "operational." The purpose, according to the SOW, "is to identify and address both strengths and deficiencies, so as to enhance future impact." Concretely, the team was charged with assessing "selected programs that are gender-based, gender-related, or programs with a gender component in at least 4 missions within the region." The missions chosen were: (1) REDSO (2) Kenya (3) Rwanda and (4) Tanzania; and the three sectors chosen were: (1) Economic Growth/Food Security, (2) Democracy and Governance/Conflict, and (3) Health/HIV/AIDS. (The list of contacts interviewed and the Scope of Work are included as Appendices A and B.) This regional assessment should enable missions to ensure that future stages of activity implementation will include gender considerations by demonstrating successes, missed opportunities and lower returns on results due to the absence of a strategic approach in mainstreaming gender.

In order to carry out the assessment, a rapid appraisal was undertaken. Rapid appraisal is a technique that has become increasingly popular in development research since it was first named at a 1978 conference at the University of Sussex (see Appendix D). There are several variations of the methodology, including Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA) and Rapid Assessment Procedures (RAP). All variants of rapid appraisal, however, share the same principle of cross-validating information. Specifically, a well-conducted rapid appraisal requires use of the principle of "triangulation" to establish validity and to lift the data collection above the level of a simple case study. Triangulation means that for each variable/issue on a tightly honed list, data are gathered from at least two sources, preferably via two different techniques.

Rapid appraisals are particularly well suited for exploratory research, as opposed to hypothesis-testing research. In many such instances, rapid appraisal methods may provide better-contextualized data that are more valid than those obtained by a large-scale sample survey. Also, rapid appraisals can do this more quickly and cheaply than surveys.

Even where it is not possible for a rapid appraisal to cross-check every specific fact, it can use multiple replications to provide "convergent validity." This means that a large number of interviews, observations, focus groups, document analyses, etc. are undertaken, and the repetition of the same basic questions provides multiple opportunities to establish the main parameters of the phenomena in question, as well as provide at least preliminary clues as to sources and extent of variation.

To complement the "inside angle of vision," part of the triangulation process should, ideally, involve an "outside angle of vision" – provided by knowledgeable key informants or members of a control group.

Despite extreme time pressures caused by very short field stays in each site, the research managed to follow the prime guidelines of a rapid appraisal. Given time constraints, it was not possible to crosscheck every one of the specific findings. Instead, the team relied on multiple replications, as discussed above. Data were gathered via four principal means: (a) Key informant interviews, (b) focus groups, (c) analysis of documents, and (d) observation. (A detailed description of the rapid appraisal methodology is included in Appendix D). The strategy utilized in each mission began with interviews of USAID staff and analysis of documents for each of the three sectors/related Strategic Objectives. Then team members met with USAID partners, starting at the International NGO/partner level, and descending also to the National NGO/partner level. Next, wherever possible, the team went to the Community-Based Organization (CBO) level, and, even, where time permitted, to actual clients/service recipients.

Over the course of fieldwork, which extended from January 7 through February 17, 2002, the team interviewed some 200 people, mostly in individual key informant interviews. Disaggregated by gender, this involved a total of 92 men (46%) and 108 women (54%).

In Rwanda, fieldwork extended from January 26, 2002-February 5, 2002. All work was conducted in Kigali or its environs. Interviews were conducted in English, Kiswahili, Kinyarwanda and French. For the last two cases, there was a translator working with the team, namely, Julie Mwamwiza or Kim Pease. A total of 52 people were interviewed (15 men, 29% and 37 women, 71%). Of this number, three men and four women were from USAID/Rwanda. Among partners, the team interviewed 7 men and 10 women. At the grassroots level, 5 men and 22 women were interviewed. The team met with two women's groups who had received funding for a shelter project and an income-generating project. Admittedly we interviewed more women than men in Rwanda. See Table 1 for a complete gender breakdown of the Rwanda interviews. However, there is a tendency in Rwanda to equate gender with women. Here it must be noted that because of Rwanda's post-genocidal circumstances, many of the projects that were previously funded focused on women. The two Women in Transition projects that the team

assessed were in the post-funding phase. The assessment fieldwork was carried out in Rwanda by Miriam Gachago and Lorna Lueker. [1]

TABLE 1
People Interviewed for Rwanda Mission Gender Impact Assessment

	MEN	WOMEN	TOTAL
USAID	3	4	**7**
PARTNERS	7	10	**17**
CBO	5	22	**27**
OTHERS/OUTSIDERS	0	1	**1**
TOTAL	**15**	**37**	**52**

As further background, the following is the list of Rwanda partners with whom the gender impact assessment team worked, observed and interviewed during our fieldwork.

TABLE 2
List of Rwanda Mission Partners Contacted

- WIT--Women in Transition
  Gasabo District CBO Fisheries Project
  Abashyirahamwe Association Shelter Project
  Vice Mayor for Gasabo district
  Ministry of Gender representative for Gasabo district
- FAWE's Girls School--Forum for African Women Educationalists
- World Relief
- CARE International--Cooperative for Assistance and Relief Everywhere
- FHI--Family Health International
  IMPACT—Implementing AIDS Prevention and Care Project
- IRC--International Rescue Committee.
- HAGURUKA—Association for the Defense of Human and Children's Rights.

[1] Miriam Gachago has worked in the field of Gender and Development for more than 20 years. Her extensive experience includes gender analysis, training and assessment in more than 8 African Countries. She has specialized in the development of gender analysis tools and has worked as a trainer for international organizations. She is fluent in Kiswahili and English.

Lorna Lueker has a Ph.D. in sociology with area specializations in Africa Area Studies, Gender and Development and Research Methods. Her work has primarily been on women and human rights and women in conflict in Africa. Her previous work has focused on Southern Africa.

2.0 BACKGROUND

2.1 COUNTRY BACKGROUND AND STATISTICS

Rwanda is a small, densely populated, landlocked country in the Western part of Central Africa. It is bordered by the Democratic Republic of Congo (West), Burundi (South), Tanzania (East), and Uganda (North). Rwanda is predominantly rural and very mountainous. The steep mountains and deep valleys that cover most of the country have earned Rwanda the nickname of "the land of a thousand hilltops."

The topography limits the amount of land available for agricultural and pastoral activities. The economy is agriculturally based, and thus weather is a major factor in the stability of economic growth. Annual rainfall varies between 800-900 mm in the hilltop areas, and from 1,400 to 12,800 mm in the mountains. The climate is mild, with annual temperatures averaging 25° C. However, the lowlands are subject to flooding during rain, and frequent weather changes often result in the disruption of agricultural cycles and destroyed harvests. Agricultural exports contribute about 40% of the Gross Domestic Product. The majority of these earnings come from the export of coffee, nearly 75%; the remaining exports include tungsten, tin, pyrethrum and tea. The principal food crops include plantain, sweet potato, beans, cassava, sorghum and maize, avocados and other fruits. With limited additional cultivatable land and shrinking plot sizes of declining fertility, continued reliance on primary subsistence agriculture, as the major means to feed the people and reduce poverty, is not a viable long-term solution.

Rwanda's population is estimated at 8.5 million by the World Bank (http://worldbank.org), and is growing at 3.6% per year (doubling every 20 years). The population density is 317 people per square mile. Thus, topography, weather and too many people in too little space, create a condition in which up to 25% of households lack sufficient food, and more than 65 percent of Rwanda's population lives below the poverty line (USAID, R4 2001:7).

Reporting on data gathered from UNICEF and from the 1996 Demographic Survey, the National Gender Plan of Action from the MIGEPROFE reports that Rwanda is 90% rural and the prevalence of poverty is four times higher in rural areas than in urban. Furthermore, female-headed households, with a lack of adult labor, make up the majority of poor rural households. As a result of the civil war and genocide, 21.5% of adult women are widows and furthermore, women head 34% of households; there also is a significant minority of child headed households. Finally, the ministry reports that data from the 1996 socio-demographic survey also show that 54.3% of the Rwandan population is women and that 60% of the population in the productive age bracket are women. 56% of all Rwandans are illiterate, of whom 52% are females and 48% are males (National Gender Plan of Action). These figures clearly demonstrate a situation of gender imbalance in all sectors of society. These are major implications for the country's development process in terms of the equal participation of all citizens.

The nation has made significant progress along an ambitious path of reconstruction, national reconciliation and economic reform over the past eight years. The country is recovering from the 1994 genocide in which 850,000 people were killed in three months. Moreover, 200,000 people fled as a result of the violence. National reconciliation, security and economic recovery have

been the priorities in the transition from emergency to development. Poverty reduction, justice and good governance are the key elements in the GOR current economic and social policies. The government has embarked on an ambitious program of sociopolitical reforms, aimed at improving justice and governance and empowering the population through decentralization and democratization. However, the obstacles to development are many.

The 1994 genocide created a new set of social relations amongst and between women and men. There is a gender imbalance in the population, (as noted above 54% of the population are estimated to be women and 34% of households are headed by women). Women are disproportionately poor and uneducated. They also face high levels of physical violence. In the words of a senior female civil servant, "it is not that there was no violence against women before, but traditionally these internal family matters were kept quiet" (http://www.ucl.ac.uk/DPU/40_hands.htm#Rwanda). Now women are encouraged to talk and the legal system is seriously looking into ways to punish rape. Women's Councils were established throughout the country, at all levels. In 1999, women gained the right to inherit and the right to own property. In post-conflict Rwanda, women have to assume roles and positions in society for which traditional Rwandese culture did not prepare them.

Despite the limited capacity of the GOR, there is great interest in incorporating gender in planning in Rwanda. Many decision-makers in Ministries, NGOs and Donors show a strong commitment to gender mainstreaming, and the ruling party continues to make statements supporting women in all spheres of public life. The country faces many challenges in rebuilding its economy and its basic infrastructure; reformulating its legal system; dealing with trauma, orphans and war criminals; fighting HI/AIDS and poverty, and, of course, sustaining peace.

Three key processes towards development equality have already taken place in Rwanda: The formulation of a new Constitution; the development of a National Poverty Reduction Strategy, and the creation of a National Gender Policy. In addition, Rwanda has embarked on an extensive decentralization program. These processes represent unique opportunities to mainstream gender as a crucial variable in development planning.

2.2 BRIEF OVERVIEW OF USAID DEVELOPMENT STRATEGY IN RWANDA

USAID/Rwanda finds itself as a mission caught in the middle – struggling to balance between humanitarian aid and development assistance. The events of 1994 initially transformed the USAID/Rwanda effort into a largely humanitarian operation, providing almost $600 million in emergency relief assistance, including nearly $411 million in food assistance to a large displaced population within the country and outside of its borders (Lalonde and Morel-Seytoux, 2002:4). However, with stability returning to the region and with more pressing needs elsewhere, the mission's budget has been drastically reduced. In fiscal year 1998, USAID assistance to Rwanda was $45.7 million. It increased slightly to $49.3 million in FY 1999. However, by FY 2001 Rwanda only received $25.85 million (USAID Fact Sheet/Rwanda). Thus, Rwanda is clearly a mission in transition.

The mission's current objective is to increase the stability and to strengthen the development capacity of the country. The mission's Integrated Strategic Plan, developed five years ago (1997), was intended for use during a two-year post-conflict phase. Later that same year,

USAID/Washington approved a Transition Action Plan (TAP) for Rwanda. Because the mission and Washington recognized the special circumstances of Rwanda, the TAP served as an Integrated Strategic Plan (ISP). As a result of the fluctuating political and social climate in and around Rwanda, the mission finds itself operating sometimes in response to emerging crisis, and, at other times, contributing to meaningful and lasting development. For example, the mission has had to work with more than 2,300,000 refugees, as well as attempt to build the capacity of a devastated and misplaced workforce. The mission also must respond to conflict situations on the borders and/or natural disasters.

The 1994 conflict/genocide in Rwanda resulted in an imbalance between men and women in the population; as a result, women were clearly a targeted population for USAID/Rwanda benefits in the Transitional Action Plan. In general, however, the incorporation of gender analysis into the mission's strategic plan is not strong. But, mission personnel are aware of this limiting factor and they are taking steps, or want to take steps, to mainstream gender into the goals and objectives of their activities.

The mission is currently writing a new ISP. In preparation, the mission is taking the Women in Development message seriously and they are attempting to learn how to mainstream gender into all phases of the development process. To this end, they underwent a WIDTECH gender assessment in December 2001, and volunteered to participate in the Regional Gender Impact Assessment offered by REDSO in January 2002. In addition, SO team members are working with their partners to mainstream gender. Mission personnel and partners stated that they were committed to the development of a plan of action that would enable both women and men in Rwanda to fully participate in the development of the nation. Strategic Objective teams are meeting with their partners to engage in discussions of mainstreaming gender into projects (interview with Juvenal 1/31/02). In addition, the Health SO team was also undergoing a separate assessment and they specifically requested that a gender specialist be included on the assessment team. Clearly, a commitment to the idea of gender mainstreaming exists. The Gender Officer for the Rwanda mission is an active and vital force in this area; she works tirelessly to ensure that gender is given every possible consideration. In the course of her duties as the USAID gender officer, she participated in a Donor Gender Roundtable. Many of the international donors involved in Rwanda meet on a regular basis to confer on gender-related issues in their projects.

The GOR is also committed to the idea of gender mainstreaming. They created a fully funded ministry (MIGEPROFE) that maintains an active portfolio. Women in Rwanda, with the help of USAID and other donors, are rebuilding their lives and their communities. Utilizing thousands of grassroots associations, connected by networks throughout the country (Newbury and Baldwin, 2000:2), women have begun to rebuild their lives: Reconstructing their homes, building centers for survivors of genocide and rape, learning to read and write, returning to school, acquiring new skills, participating in political life, and forming local businesses. This work is promoted by the Ministry for Gender and Women in Development (MIGEPROFE). Ministry representatives in each prefecture and commune work with local government officials to raise awareness of women's issues. MIGEPROFE also works to support the women's grassroots organizations, 15,400 of which have been set up since 1994 (Newbury and Baldwin, 2000:2). USAID funds some of these organizations.

However, funding of women's organizations is not enough. Because Rwanda is, in essence, a young country and because USAID expects its efforts to have both immediate and long-term consequences, it is essential that the mission and partners fully mainstream gender as quickly as possible into all phases of activity design and implementation. For example, decisions are currently being made on whether to focus health training resources more on doctors or on primary care providers; this decision will have a significant impact on sector policies and program capacity. If a gender analysis is brought to this discussion, they will find that the impact may be even wider than anticipated, and that they can get more "bang for their buck." The unintended consequences of ignoring gender are often harmful, while the consequences of incorporating a gender analysis into the early design stage tend to be productive. Another example, emergency and humanitarian feeding decisions and initial agricultural policies established during the transition period, must be made together with the longer-term objective of food security (USAID, 2001:7). In a country where 90 % percent of the population is engaged in agriculture and where women comprise 54% of the population, food security and successful agricultural policies are not likely to be made without a gender analysis of the sector. Resources are necessary to support the commitment that exists for gender mainstreaming both in USAID/Washington and in USAID/Rwanda.

3.0 MISSION STRATEGY AND ITS GENDER RESPONSIVENESS

As noted above, the Rwanda mission underwent a gender assessment just two months before the arrival of this team. Another team, sent by WIDTECH, conducted the assessment.[2] The presence of the other team, just prior to this team's visit, both hindered and helped our understanding of gender awareness and gender mainstreaming practices in Rwanda. The previous team was instrumental in alerting the USAID/Rwanda mission personnel that they lacked serious consideration of gender in their plans and activities and that ongoing gender analysis was not part of their regular program. However, this team was hampered slightly by the previous assessment. Some SO teams and partners felt that they had just told their story and that they did not have time to tell it again. However, it should be noted that people who were very busy remained very gracious, and gave as much time as possible to this assessment.

Overall, the Strategic Objectives for the Rwanda Mission are gender neutral or gender blind. With few exceptions, results are not framed in a manner that targets men or women at the program level, at the Strategic Objective or Intermediate Results levels. There is little call for the collection of results or data in a sex-disaggregated manner, and no understanding of how an analysis of these data can be used to improve results and outcomes. Although SO team members are familiar with the ADS 200 gender requirements, these requirements have not been operationalized in the planning and decision making process. In other words, the critical questions necessary for mainstreaming gender are not being asked or answered. There are two exceptions represented in the work of Pierre St. Hilaire (DG) and Deborah Murray of IMPACT (Health/HIV/AIDS), who clearly addressed the issues of both the different roles of men and women, and of the relationship and balance between them and the institutional structures that supported them. The partners who collect and utilize sex-disaggregated data do so because of a larger institutional mandate coming from their organizations. A specific look at each Strategic Objective will demonstrate this more clearly.

3.1 STRATEGIC OBJECTIVE ONE: INCREASED RULE OF LAW AND TRANSPARENCY IN GOVERNANCE

The goal of this objective is to work towards an increased rule of law and transparency in governance. The purpose of the SO is to strengthen those institutions that form the foundation of a sound political and judicial system, and to assist Rwanda in its transition to a full democracy -- in which ethnic tolerance, respect for human rights, and the rule of law are instituted. Activities towards this SO are strong. In 2001, a fourth IR on strengthening civil society was added, and the previous three were recast and reorganized to better show causality. However, the language of the SO, the Intermediate Results and the Indicators remains silent on gender. The people level indicators are not sex-disaggregated, even where possible.

The Intermediate Results are:

[2] The WIDTECH assessment team report was due January 31, 2002, and it was made available to this team a few days before we completed our work. However, during the course of our work we were often referred to this report for information.

I.R. 1.1 Justice rendered more effectively;
I.R. 1.2 Increased security of persons and property;
I.R. 1.3 Increased accountability at all levels of government; and
I.R.1.4 Civil society strengthened.

The sub IRs include:

1.1.1 Strengthened capacity of the Ministry of Justice;
1.1.2 Enhanced legal human resource capacity;
1.1.3 Citizens engaged in *Gacaca* process;
1.1.4 Genocide victims compensated;
1.1.5 Improved flow of information on justice issues;
1.2.1 Strengthened capacity of the national police;
1.3.1 Improved popular representation at all levels of government;
1.3.2 Fiscal and administrative structures decentralized;
1.3.3 Limited authorities devolved from central government;
1.3.4 Strengthened capacity of legislature to function as independent arm of government;
1.3.5 Mechanisms for citizen input on local resource decisions;
1.3.6 Reconciliation promoted through dialogue, research and technology applications that increase community confidence and participation in local government; and
1.4.1 Increased promotion and awareness of human rights (Civil Society Fund).

The mission has a strong verbal commitment to women, and works with a number of partners to improve the legal and political status of women, including Haguruka and the IRC. USAID is also working with the GOR, which is committed to promoting women's advancement and gender equality. However, there is no evidence from discussions with the SO team, analysis of the R4s, or the PMP, that the analytical work necessary to mainstream gender has been performed; nor is there clear attention to gender in the planning, implementation and reporting of activities. Little evidence was provided that suggested answers to the key questions: (1) How will gender relations affect the achievement of sustainable results? and, (2) How will the proposed results affect the relative status of women?

USAID/Rwanda works closely with the Ministry of Gender and the Advancement of Women (MIGEPROFE). The establishment of this Ministry is a major step forward for women. The Ministry has a clear mandate to facilitate the elimination of gender imbalances in all sectors of development, through a process of gender mainstreaming and through the promotion of women's advancement by the adoption of deliberate actions in economic and socio-political empowerment. While the Government of Rwanda has demonstrated a commitment to gender mainstreaming, there is no clear mandate within this SO to consider gender as an analytic category, or to understand how gender analysis could strengthen and improve programs.

For example, to render justice more effectively in Rwanda, it was determined that more lawyers needed to be trained. There was a clear call to train equal numbers of Anglophone and Francophone law students. However, not until three pages later in the R4, did the discussion even mention any gender considerations. Even then the indicator reads: "Number of new lawyers (men and women) trained in the English language program at the National University of Rwanda Law School." This is the type of after the fact add-on that passes for gender mainstreaming. There is no attempt to understand why, or if, women or men should be trained as

lawyers, and in what specialties; what support systems are necessary for success, and what impact it will have on rendering justice more effectively; or how this might help move along the g*acaca* process. If these questions were asked, the answers were not presented.

In a memo to Washington — (subject: USAID/Rwanda FY 2003 R-4 Submission: Critical Issues and Key Changes) — it is noted that: "Fifty-three (of whom one-fifth are women) of the 120 graduates of USAID-funded legal training are employed at the Ministry of Justice (MOJ), and the others work with other ministries, human rights organization, and the private sector" (Goldman, 2001:10). While the mission is meeting its goal to increase the capacity of the justice system, it is not considering the role of gender in this process.

The main work in the area of gender analysis in regards to the country's legal code comes primarily from the work of Pierre St. Hilaire, the Resident Legal Advisor to Rwanda. He is not attached to an SO team. As a lawyer on loan from the U.S. State Department to the MOJ, his task is to help the MOJ bring the Rwandan legal code into compliance with international treaties to which Rwanda is a signatory. This is necessary before Rwanda begins the *gacaca* process.

The *gacaca* process is the use of traditional methods of justice (*gacaca*) to expedite the trials of the genocide suspects, and is expected to help clear the bulk of the caseload of over a hundred thousand suspects of varying levels of genocide crimes. It is believed that the process of local justice implemented by community courts will help heal some of the hurt and anguish suffered by communities during the 1994 genocide. "Rwandans favor the *gacaca* system of law, which researchers found was due to an overwhelming desire to fairly resolve the genocide cases. More than half of those surveyed, 58 percent, said they were 'highly confident' that the *gacaca* jurisdictions will resolve the genocide trials problem. And 53 percent said they were 'highly confident' that the jurisdictions would help to promote sustainable peace in the country" (http://www.jhuccp.org/news/052101.stm).

The *gacaca* are the local courts, based on Kirwanda traditional justice, which are going to be used to try the genocide suspects. The decision to use these courts was made with a view to speeding up the process of bringing people to trial for crimes. In order to ratify the authenticity of these courts in the context of international conventions dealing with justice, the U.S. State Department seconded a legal advisor to the Rwanda Government Ministry of Justice for one year. While gender issues were not part of the legal advisor's scope of work, he has done an exemplary job in bringing out the gender issues that could affect the process.

The legal advisor has raised a number of gender issues for consideration and has mainstreamed gender in all his activities, as indicated in memos shared with the team that he has sent to the GOR (see Appendix C). A serious issue is that there are only a negligible number of women in the police force. This concern was raised as police would be involved in the arrest and prosecutions of those charged in gacaca trials. One of the main unrevealed crimes today is the rape of women. St. Hilaire noted that women rape victims would be unwilling to discuss their cases with male police officers. This led to the police force reconsidering its recruitment procedures. He has also discussed extensively issues regarding the classification of rape as a level I offense, since it is not treated as such by the Rwanda penal code. Each time the legal advisor has found loopholes in the Rwandan law, he has worked with the GOR and drafted new legislation, which he expects to be passed by parliament in order to facilitate the *gacaca* process. He noted, however, that much attention is being directed to the women in order to have a greater

impact on gender issues. While this will help to some extent, it would be more complete if some attention could be given to the sensitization of men. He noted that if activities are designed, based on gender, men will learn to respect women and not to re-victimize women who come forward during the *gacaca* process. This has been communicated to the Ministry of Gender in hopes that action will be taken.

In this process, St. Hilaire has spent countless hours reviewing the Rwandan penal code and has made numerous suggestions on how to remove the gender discriminatory language from Rwandan law. The introduction of the *gacaca* has led to questions of how to deal with gender-based violence. Because of work in this area, there has been a redirection of USAID assistance in support of a public awareness campaign on *gacaca*. However, much more is necessary to revamp the legal system in preparation for the upcoming trials and to administer justice in the future.

USAID/Rwanda provided assistance to help develop the previous military police authority and to train the police in internationally recognized standards of human rights, rule of law, anti-corruption and promotion of civilian police roles that support democracy. In 2000, the GOR created a new national civilian police force. This fledgling organization requires substantial assistance for training in police procedures and observance of human rights, as well as some discretionary logistical and commodity support (Lalonde and Morel-Seytoux: 2002: 33). As previously noted, St. Hilaire was instrumental in pointing out the limited number of women on the police force. When the National Police Force was created there were only 37 women out of 3,000 officers (Hilaire, 2001). As a result of his actions, more women are now members of the police force and there are ongoing discussions of how to increase their numbers further. One hundred-sixty new female officers have been recruited and many more have applied. The majority of the applicants have been rejected, however, because they did not meet the educational requirements (Hilaire, 2001).

In 1999, the GOR institutionalized, through law and nationwide local elections, local decision-making structures initiated under USAID's Local Governance Initiatives (LGI) project. This has produced 160,000 newly elected local government officials who received training in the leadership and resource mobilization skills needed to serve the citizens who elected them--an effort supported by USAID/Rwanda. Following the success of the local elections, the GOR made an additional step forward to deepen democracy and improve accountability through the successful completion of secret ballot district elections held in early March 2001. A number of women were elected to local offices.

Along with these successes and many small initiatives aimed at increasing women's strategic roles in society, women are also benefiting significantly from other activities under SO1, as genocide survivors, as lawyers, and as community members involved in *gacaca*. It should be noted, however, that while women are benefiting significantly from USAID/Rwanda's support, gender analysis has not been included as part of the planning process within the portfolio or activities under this SO. When gender analysis is not utilized as a planning tool, then results are not framed to account for the goal of gender equality. In part, the success under this SO has to do with the individuals working in this area. Although there are positive results ensuing from this Strategic Objective, the SO is gender blind in its language.

3.2 ANALYSIS OF DEMOCRACY AND GOVERNANCE PARTNERS

Women are benefiting from the USAID program, despite the fact that gender in not mainstreamed in a systematic fashion. One of the key issues is that for many of the mission personnel and partners, gender equals women. Many of the missions' activities are designed around women. As a result, there is no systematic requirement on behalf of the SO teams to request, track or monitor sex-disaggregated data, or to engage in gender analysis. There is recognition of the ADS requirements on gender reporting, but mission members state that the guidelines are not clear and that they do the best that they can. Our interviews with partners similarly demonstrated a clear focus on women, not on gender. Similarly, there was no systematic attempt by partners to collect sex-disaggregated data.

One DG partner that the team visited was Haguruka. Haguruka is an organization that promotes the rights of women and children in Rwanda. It is a membership organization with 100 members, both men and women but predominantly women. The Board of Directors is composed of three men and six women. The main objectives of Haguruka are the:

- Promotion of human rights.
- Eradication of discrimination against women and children.
- Creating an awareness of human rights conventions.

Haguruka also seeks to empower women and children through the following strategies:

- Training on human rights, with specific emphasis on women and children.
- Advocacy in relation to human rights, with the general assembly and all ministries dealing with gender and human rights.
- Production of materials on human rights.

Haguruka has a group of four lawyers who are trained to deal with problems of women and children and to work with paralegals in local communities.

Haguruka utilizes 350 paralegals throughout the country, only 20 of whom are men. They are well trained to deal with the main problems of women and children at the community level and are also able to help the women and children to seek professional legal help when necessary. The paralegals work with MIGEPROFE structures at all levels.

The main problems faced by women and children are limited property rights, unfavorable inheritance laws, violence, and the lack of legal recognition of customary marriage. The law does not protect women and children if a marriage is not legalized. It is up to men to determine if a marriage is legalized. According the National Executive Secretary of Haguruka, women settle for customary marriages because if they push for legalized marriages, men will just go somewhere else.

Haguruka also offers economic assistance to child genocide survivors by offering economic assistance, through credit, to foster families, as well as offering the children both skills training and start-up capital for economic activities.

Haguruka is a member of the Rwanda Women's Network that encompasses all women NGOs in the country. Organizations like Haguruka (Stand Up), a women's and children's rights group, were engulfed by hundreds of women asking for legal help after being turned away from their land. Even though the Rwandan Constitution has supported equal rights since 1992, the customary practice was vastly different.

> "The Constitution was not applied," explains Edda Mukabagwiza, Executive Director of Hagururka. Judges - almost exclusively men - tended to side with cultural norms over constitutional niceties, she says. "The woman had no rights to property because property belonged to men. Only boys had the right to inherit. The most important thing in this new law is the equality between women and men, girl and boy."

Haguruka, working with a network of paralegals throughout the country, attempts to inform women of their legal rights. Knowledge alone is not sufficient for women to be able to take action. Work also needs to be done to educate men about women's rights.

International Rescue Committee

The International Rescue Committee is another major partner for USAID/Rwanda that the team was able to interview. The work of IRC is critical to women's empowerment, although the programs are currently not designed from a gender mainstream perspective. The IRC, working with the GOR, is helping to decentralize authority and to give communities the power to make decisions. In 1999, national elections were held at local levels, empowering democratically elected officials to act on behalf of their communities. The election guidelines called for 1/3 of all the local officials elected to be women. The IRC, working with the GOR, is helping to build capacity in local communities by empowering women and youth to join the decision-making process.

One of the ways women's participation at the local level in Rwanda is being increased is by the creation of elected "Women Committees" at each level of government administration. A joint initiative of the MIGEFASO and women's organizations, these grassroots structures consist of ten women who are elected in women-only elections to represent women's concerns at each level of government. The lowest level of representation is that of the cell, where the committee is elected by individual women from a population of 2,000-5,000 people. The committee members at the cell level elect the committee members at the next administrative level, the sector, and so on up to each of the twelve prefectures in Rwanda.

USAID/Rwanda partners have focused activities on building the capacity of women. This is commendable and they have done an excellent job. However, the time has come for gender mainstreaming in all activities (see Appendix E). The first step is for each SO team and each partner to formulate objectives, indicators and outcomes in terms of gains for both men and women; also to collect data on males and females and analyze those data to better understand the link between macro-level social policy and micro-level impact on individual lives.

3.3 STRATEGIC OBJECTIVE TWO: INCREASED USE OF SUSTAINABLE HEALTH SERVICES IN TARGET AREAS

The purpose of this SO is to increase the utilization of quality health care and basic social services in targeted geographic areas of Rwanda. The expected result is the increased use of sustainable health services in target areas. The indicator is the percentage of target group reporting condom use in most recent act with non-regular partner. There is some evidence, from discussions with the SO team and analysis of the R4s and the PMP, that the analytical work necessary to mainstream gender has been performed. IMPACT is the implementing partner on this project. They are tracking and reporting sex-disaggregated data. While the indicator is gender neutral, the partner understands that "you have to understand who your audience is if you want to affect behavioral change" (Murray 2002, Interview). The program is aimed at youth with target goals set for both males and females. A second indicator is the percentage of target population enrolled in pre-payment schemes. There is no evidence of gender mainstreaming.

The Intermediate Results (I.R.) and their indicators for this SO are mostly gender neutral as explained below:

I.R. 2.1 Increased availability of decentralized, quality primary health care and STI/HIV services in target areas.

Indicator: Percentage of health centers meeting functional requirements (as defined by established criteria) in STI delivery in target area.

There is no evidence of gender mainstreaming.

I.R 2.2 Improved knowledge and perceptions related to reproductive health, emphasizing STI/HIV, in target areas.

Indicator: Percent of target group citing at least two effective means of protecting themselves from HIV infection.

Gender mainstreaming is evident in this area. Data from the 2000 Demographic and Health Survey are being used to identify, in a sex-disaggregated fashion, a number of factors: Level of knowledge of HIV/AIDS; means of transmission; means of prevention; condom use; rates of sexual activity; and care and treatment choices. With these data, programs are being designed and implemented that take into account a situational analysis of both women and men, thus setting clear target goals, with an understanding of how to meet the goals efficiently.

I.R 2.3 Enhanced sustainability of PHC services, through improved financial accountability and improved health care financing.

Indicator: Cost recovery ratio among members and non-members in pre-payment plan.

The ISP states that the Ministry of Health received only 4.2% of the national budget in 1999 and that donor aid pays 50% of health sector costs in Rwanda, while 9% comes from the GOR. Thirty-three percent of health care costs are born by households, placing a large burden on

limited domestic resources. Pilot pre-payment insurance schemes have been introduced, in partnership with USAID/Rwanda: Kabgayi in Gitarama (22,000 families), Byumba (49,000 families), and Kabutare in Butare (18,000 families). The Interim Poverty Reduction Strategy Paper notes that:

> An annual fee of RWF 2500 for a family of not more than 7 persons is paid for healthcare provided at the health centres. The fee was suggested by the communities through focus group discussions on affordability of services. The scheme is managed by local authorities and management committees of the health centres. The funds enable the health centres to purchase drugs from CAMERWA. Take-up rates of about 10% have been achieved in the first year; those households which have bought the insurance have greatly increased their use of the health system.

There is no evidence of gender mainstreaming. Since the indicator is "cost recovery," understanding how healthcare decisions are made at the household level, who determines if and when healthcare interventions are sought and who pays for them are critical questions to ask when attempting to improve service. Clearly, a gender analysis would be useful here.

I.R 2.4 Increased Government of Rwanda capacity to provide basic social sector support.

Indicator Presence of improved GOR policy guidelines or social sector practices which protect the rights of children.

Indicator Number of people trained in country in GOR public health training programs.

There is no evidence of gender mainstreaming. An analysis of the type of personnel needed and whether men or women are best suited for particular jobs and more or less likely to be successful is clearly needed. A quota system for women might be appropriate given the cultural and structural barriers faced by women.

In addition, mainstreaming gender analysis in the area of health is critical to understanding, preventing and stopping the spread of disease and controlling maternal child mortality. The population growth rate in Rwanda is approximately 3.6 percent, and 49 percent of the population is below 15 years of age. Life expectancy is 49 years, with an infant mortality rate of 131 per 1,000 births, and an extremely high maternal mortality rate of 810 per 100,000. Deterioration in the country's health indicators is due mainly to high levels of malnutrition and the prevalence of malaria and AIDS. The GOR does not have enough funds to deal with the emerging health care crisis. A national health accounts study in 1998 showed that 50% of health sector costs in Rwanda are provided through donor support, with only 9% coming from GOR (USAID, 2001:23). However, within the PHN (health/HIV/AID) strategic objective the mission is shifting its priorities from the humanitarian or emergency-oriented interventions of the immediate post-genocide period, to focus on a partnership with the Ministry of Health (MOH) to help develop its technical and management capacity. This approach will focus on systems strengthening, and make use of pilot activities to test and demonstrate new program strategies for possible expansion nationwide (Lalonde and Morel-Seytoux: 2002: 33).

HIV/AIDS is escalating as one of the most important public health issues in Rwanda. According to the most recent sero-prevalence data (1997) published in Rwanda, HIV prevalence is about 11 percent among the adult population and about 4 percent among children. Approximately 400,000

Rwandans are currently living with HIV, which is one of the three leading causes of death in the country (Deborah Murray, 2002). HIV prevalence among high-risk groups ranges from 32 percent to 56 percent. USAID is focused on a campaign of Information, Education and Communication (IEC) in four target regions (Kigali, Gitarama, Kibungo, and Byumba) in an attempt to change high-risk behavior related to STI/HIV. The program is using both traditional and non-traditional communication channels, including church networks, administrative officials, youth groups and sport teams, and a range of women's associations.

In conjunction with the GOR and partners, USAID is working to build capacity in case management of STIs using the syndromic approach, and in information, education and communication activities (IEC) targeting health center clients primarily at the district hospital and health center levels. USAID will continue to finance activities that strengthen effective management and implementation of primary health services, with an emphasis on STI/HIV services, behavior change, and social services for vulnerable groups. In partnership with the GOR, USAID/Rwanda has supported capacity-building activities such as funding U.S. post-graduate education opportunities in public health and management for MOH officials; developing curriculum modules for the School of Public Health at the National University of Rwanda; and training MOH staff in financial management, budget planning, data collection and analysis (Lalonde and Morel-Seytoux: 2002: 33).

A significant issue addressed under this SO is the high rate of growth in population. USAID will explore with the MOH appropriate interventions in family planning/child spacing within the context of post-genocide pro-natalist social pressures (Lalonde and Morel-Seytoux: 2002: 33). The program will work toward the development of culturally acceptable services and communications to help control the high rate of maternal and child mortality. Given that Rwanda is one of the most densely populated countries in East Africa, increased use of contraception will be vital to maintaining and sustaining any development advancements in the country.

Finally, in an activity that provides cross-sector linkages there is the potential for the Rwanda mission to fund the Victims of Sexual Violence program.

> Victims of sexual violence have suffered and continue to suffer from wounds and sexually transmitted diseases (STDs). According to most the international or local NGOs that I have consulted on these issues, it is often difficult to determine how many women have been sexually abused. This difficulty, they note, makes it harder to provide appropriate care to victims of sexual violence (Pierre St. Hilaire, 2001).

The proposed project would offer women access to healthcare options (physical and mental) that have not been available to them. This assessment team suggested, and we were supported by St. Hilaire, that a counseling program for men whose daughters, sisters, wives or other family members were victims of sexual violence be developed. Men also must come to terms with the sexual violence perpetrated during the civil war; this is critical in light of the upcoming *gacaca* process. Among the partners involved with the proposal, there were feelings that while this was a good idea and probably necessary, the resources necessary to accomplish this were not forthcoming.

The primary framework used to plan healthcare initiatives in Rwanda remains maternal and child health. In general, many of the services in the healthcare sector are focused on women and positively impact their lives, but the objectives of the program are not designed through a gender analysis of health issues.

Our opportunities to meet with Health partners and SO team members were limited, due to the presence of another assessment team working while we were at the mission. However, we did meet with a member of the SO team and two partners – FHI/IMPACT and World Relief. We also worked with the gender assessment person on the health assessment team. In this capacity we were present for a discussion with the religious leaders in Rwanda and we met with FAWE (this will be discussed below).

The health initiatives are well positioned for incorporating gender analysis into activities. In fact, FHI/IMPACT in Rwanda is already designing and carrying out projects that mainstream gender. Deborah Murray said that IMPACT was engaging in programs to modify behavior. They automatically assess gender in all of their activities, in order to understand their clients. For example, she told us that in 2000, IMPACT undertook the first round of Behavior Surveillance Surveys (BSS). The BSS provides valuable data about HIV/AIDS-related knowledge, attitudes and behaviors. The BSS methodology is a monitoring and evaluation tool designed to track trends in HIV/AIDS-related knowledge, attitudes and behaviors in sub-populations at particular risk of HIV infection, such as female sex workers, migrant men and youth. Clearly they are collecting and using sex-disaggregated data.

Furthermore, IMPACT has conducted focus groups in three sites in Rwanda and utilized sex-disaggregated data and designed new services and activities around the Voluntary Counseling and Testing (VCT) sites. Two sites are offering a program of prophylaxis for tuberculosis (TB) and other opportunistic infections for people who are found to be HIV positive. At each of these sites, IMPACT also is supporting small-scale projects with the local association of people living with HIV/AIDS (PLHA). In addition, two VCT sites are participating in IMPACT's efforts to prevent mother-to-child transmission of HIV (MTCT). MTCT programs will be introduced in at least two additional health facilities where VCT services are fully operational. The Director has clearly mainstreamed gender into IMPACTS activities.

World Relief

World Relief (WR) is an organization that mainly works with churches on issues of HIV/AIDS prevention and care. The basis of their work is family protection and preservation. The program is targeted to church leaders who, in turn, train and inform the membership, and mainly the youth, on the problems of AIDS/HIV. A youth manual on HIV has already been developed both in French and Kinyarwanda.

Considering that the church leadership in Rwanda is predominantly male, WR targets both men and women, without strong reference to gender considerations:

A) This was a very good opportunity to work with a male clientele. Men rarely attend awareness programs on HIV/AIDS and this would target them without indicating that it was targeted to men.

B) This program would also target women by insisting that the leaders of women activities in the church needed to be trained alongside the men. The project has therefore trained all the women union leaders from all the Dioceses of the Anglican Church in Rwanda.

C) Male and female children are all involved in taking care of dying parents. It is important that they receive skills to do so, as well as skills for survival after the death of parents.

A manual on care has been developed in English, French, Kiswahili and Kinyarwanda.
All the manuals developed have been very successful if one can measure success by demand. The manuals have also been distributed to the micro-finance group members.

The partner's focus on HIV/AIDS is well-placed, given the CBO that they work through. Their message is that HIV/AIDS can be prevented if one is faithful to one's partner and if abstinence is practiced outside of marriage. The two partners interviewed were well aware of gender mainstreaming and utilized data and knowledge about gender roles and responsibilities when designing and carrying out activities.

3.4 STRATEGIC OBJECTIVE THREE: INCREASED ABILITY OF RURAL FAMILIES IN TARGET COMMUNITIES TO IMPROVE HOUSEHOLD FOOD SECURITY

The purpose of this SO is to expand agricultural production and marketing chains through improved agribusiness opportunities, increased access to financial services, enhanced technology transfer, production and conservation practices, and fostering an enabling policy environment. Ninety percent of the population in Rwanda lives in rural areas. In order to meet this strategic objective, the following results framework was developed, with a focus on one major Intermediate Result:

IR: Expanded Production/Marketing Chains.

There are three lower level sub-IRs which include:

I.R. 3.1.1 Increased ability of farmers to respond to and benefit from market demand.
I.R. 3.1.2 Expanded agribusiness opportunities.
I.R. 3.1.3 Increased access to financial services.

The primary partners working on this SO, that this gender assessment team visited, were International Rescue Committee (IRC)-discussed above, Women In Transition Initiative (WIT) and Care International. Specific findings of the partners will be discussed below. Here it should be noted that, at the overarching policy level, the gender assessment team finds that the SO3 team lacks the capacity to incorporate gender analysis into strategic objective and requires both, more detailed guidance from the ADS 200 guidelines, and significant gender assessment training. In regards to the work of this SO team, most promising is the strong cross-linkages formed between democracy and governance and economic growth. As will be evident from our later discussion of specific partners, there is a nice synergy between increased economic the opportunity and increased democratic participation of women in local politics. Critical in this synergy are special funds available from AID Washington that enhance the ability of the Rwanda mission to provide support for activities.

Incorporating a gender-focused analysis into the SO3 team strategic objective and for USAID to provide leadership and guidance in these areas is critical. Currently there is a strong reliance on partners to determine their own objectives, indicators and results. A USAID leadership role in mainstreaming gender is critical to combat the poverty faced by the most economically vulnerable of all Rwandan households. In addition, cultural laws and practices that deem women subordinate to men, and less likely to be landowners, disadvantage women. While these laws are changing--thanks to the hard work of Pierre St Hilaire and the Ministry of Gender--there is still a long way to go to bring about an ideological change. This change is critical, however, as the day-to-day reality of women is already changed. Women are defacto-heads of households; they are doing the labor and are already working in non-traditional occupations.

Once again the objectives, indicators and results are not gender sensitive. People level indicators are not sex-disaggregated. For example, a number of sub-IRs discuss farmers. However, there is no evidence that USAID or partners are examining the differences involved in farming for men and women. There are examples of several women's farmer associations, but there is no understanding of the amount, or types of agricultural extension services that reach them in comparison to men. Without such knowledge and analysis, little progress will be made in improving the status of women farmers and thus increasing the available food supply. Again, gender needs to be put at the forefront to better understand and improve the lives of Rwanda citizens.

Furthermore, the Integrated Strategic Plan recognizes that the Rwandan economy is evolving on two tracks. One is an urban-based, market-oriented and fully monetized system of production. The other is a rural-based, subsistence-oriented economy, that is dependent on barter and trade and lacks access to cash and credit. Given that men tend to dominate urban economies, while women are predominantly members of rural economies — a gender mainstream agenda is critical in approaching this problem.

3.5 ECONOMIC GROWTH PARTNERS

Women In Transition Project (Wit)

USAID worked with the Rwandan Ministry of Family and Women Promotion on the Women in Transition Initiative (WTI). WTI provided 1,600 grants to 1,450 women's associations in 85 communes and 11 of Rwanda's 12 prefectures. As reported by Buddy Shanks, the Acting Director of WIT, the grants have been used for shelter, livestock, income generation and other activities, improving the lives of more than 163,000 beneficiaries. WIT falls between two SOs – Democracy and Governance and Economic Growth. Under its original funding, the main objective for WIT was to provide economic empowerment for women, leading to participation in community level decision-making and as a means of promoting unity and reconciliation. To this end, they have done a fantastic job and are to be commended.

> WIT's phenomenal success in reaching and funding women's activities in isolated and insecure communal sectors has been well documented. Now the program is poised to move in a new strategic direction that entrenches local ownership and enhances the prospects for sustainability beyond the lifetime of USAID funding. Instead of providing direct support to as many women's associations as it has done previously, WIT will concentrate in the future on strengthening the Women's Communal Funds (WCFs). The WCFs are equivalent to women's community banks and, to date, WIT has trained and funded 26 of them (http://www.usaid.gov).

The Abashyirahamwe Association Shelter Project

The team visited one of the shelter projects funded by WIT. In this case, thirty women who fled Rwanda during the civil war and who later returned found themselves landless, homeless, and hungry. They formed an association in the hope of obtaining agricultural land from the local administration. They got land. They carried out farming activities and they were able to provide food for their families, and to sell a little bit to earn cash. When the WIT project started in this commune, the local administration was aware of this group of women who were desperate for shelter. The women's group applied for a shelter grant and they were given the resources to build 30 houses. WIT provided funds directly to the association, thus enabling the women to make their own determinations. This method of project implementation made women responsible for the management of the grant and the construction process. The plan was to construct a few houses at a time, until all the houses were completed. It was the women's responsibility to determine who was most desperate and therefore build their houses accordingly. WIT funding provided the women not only the means to build houses, but with opportunities for decision making, leadership and sharing.

A side benefit mentioned by the women during the interview was that since this project was in operation as the women were returning to the country after the genocide, it served as a therapy group, and many of the women have had their self-esteem restored. They learned how to withdraw money from a bank, purchase materials for building a house and supervise the construction of the houses - activities that they had never done before in their lives. The women's lives had been devastated, and having a project that needed their concentration and continuous collaboration really helped to put their lives together.

> "Having a roof which my children and I could call our own in Rwanda gave me a glimpse into the future. My hope for Rwanda was restored and my life assumed a purpose. I can now go on however hard the situation may be." http://www.usaid.gov/hum_response/oti/country/rwanda/rwd2000.html.

There are many stories like the Abyshirahamwe Shelter women's group throughout the various communes in Rwanda. A letter handed to Buddy Shanks, the departing project coordinator (September 1996 – May 2000), by one of the women stated,

> "By this letter we want to thank WIT for the sincere love that that you have shown to our women. Mamas of Rwerere were close to death when you first arrived. Now women, widows and their orphans sing a song of praise to WIT. This letter is a small nothing, but it means a lot because it comes from the depths of our hearts" (Shanks, 2000:4)

WIT, as a project, has progressed from supplying shelter to women returnees to a level where it funds individual women enterprises through the Women Communal Fund. This within a period of six years is a phenomenal achievement. For the women to be provided with assistance they had to be organized in associations. These associations helped in tracking the loans and encouraging the members to carry out their objectives. The associations have also acted as a forum for leadership development for women. The grassroots associations have their own elected leadership who are trained how to run their association. These associations elect representatives to the cell level and up to the commune level. This committee of representatives from different levels makes the decision on the loans. The women are, therefore, receiving practical leadership training as they execute their duties. It is no wonder that WIT is credited with contributing significantly towards the election of many women to the local councils during the last elections. WIT thus provides the type of cross-sector linkages that are necessary to long-term development.

Twenty-seven percent of councilors are women and some of them are in mayoral positions.

The Gekoro Fisheries Project

Two women's associations were given a loan to construct fishponds and to buy fingerlings. The project progressed satisfactorily and the women were able to pay back a two-year WIT loan over the course of 18 months. This project was deemed a success. In the meantime, WIT stopped monitoring the project, as the loan had been repaid

Unfortunately, at the end of the second year, the fishing nets—which were old to begin with--disintegrated and fell apart. The group did not know where to get replacement nets. The women have not fished for commercial purposes for the last year. During our field visit, we discovered that the ponds were covered by weeds and not in use. They need to do something to rescue the project or it will fail. This is an example of lack of follow-up for completed projects. It is also an indication of the lack of project ownership by the beneficiaries. Fortunately, the Vice-Mayor for Gesabo district accompanied us on the field visit. She will ensure that the women's associations are informed on how to apply for another loan to buy a net.

The women did not know how to get another net. While the group has used simple methods to fish for improvement of their diets, they have not received an economic return on their investment. The problem was only brought to light because this assessment team insisted on following project funds to the grassroots level. The lack of monies allocated to post-project follow-up is a critical issue. This is especially true in Rwanda amongst poor rural women, where education and capacity may be limited. The problem (no net) for this once successful group should have been discovered earlier and resolved. The problem could also have been foreseen during project implementation, and necessary steps taken to educate participants about 1) net mending or 2) net replacement.

However, this is symptomatic of a larger problem. Having funded so many associations, WIT does not have the capacity (i.e. funding) to follow-up on all of the associations that it has worked with in the past. It becomes difficult for them to track a project two years down the line. Even while deemed successful under the rubric of an activity or a loan agreement, some of the projects may not have had the impact that they were expected to have.

Care International

CARE International is a USAID partner in the economic growth SO. They are partnering in running a micro-enterprise project that is based purely on members' savings. This project has encouraged poor families to mobilize their savings through local associations and cooperatives, which already existed before CARE started working in the community.

While USAID/Rwanda has not been requesting gender-disaggregated data, CARE requires it of its partners and they generally keep their data that way. The project baseline data are disaggregated and they, therefore, will make it easy to monitor the gender aspects of the project. Gender is also included as a topic in their community training, and they expect to have it discussed according to the local community traditions.

In order to be sensitive to community needs, CARE has trained a team of community advisors. Currently there 143 advisors and 56 are women. While the advisors are not paid for working in their own community, they are paid for consulting in other communities--that is in assisting other communities to implement savings association schemes. Since their fees are determined in accordance with the local agricultural wage, it will be possible for communities to hire facilitators, even when CARE has pulled out of the project.

CARE demonstrates that it is easy to keep gender-disaggregated data and to use the data in meaningful ways to assist projects at the community level, and at no additional cost. Gender disaggregate data are utilized as a management tool resulting in better projects and in projects that have the potential to operate with only minimal support from the donor.

Forum for Women Educationalists (Rwanda) and Fawe Girls School (Fawe)

The funding for the FAWE Girls School was under a special initiative and not part of the regular SO program. However, we are incorporating the partner in our report, in recognition of the work that they do, and to demonstrate that special funding categories are often useful. FAWE's vision begins with a seemingly simple notion: Education for all is both a human right and a development necessity. FAWE is committed to equitable access to a full range of educational opportunities and resources for girls. FAWE is seeking to end gender disparities in education. The goal of the organization is to provide more girls with access to schooling, and to help them complete their studies by removing many of the obstacles that young women face, thus enabling them to perform well at all levels. Some of the major concerns in girls' education in Rwanda being addressed by FAWE are: High drop-out rates for girls at all levels of education; lower academic performance for girls at all levels; low enrollments in science and mathematics, and low enrollments in tertiary institutions. Other concerns include sexual harassment for girls in school and outside of school; very poor school environments-sanitation; lack of boarding facilities for girls; teachers, parents, and communities that do not attach value to the education of girls; and a lack of baseline data on girls' education. FAWE seeks to create positive societal

attitudes to reinforce policies and practices that promote equity for girls, in terms of access, retention, performance and quality--by influencing the transformation of educational systems in Africa, in general, and in Rwanda in particular.

Our visit with this partner and then with the school, was a treat. While this is a women or girls focused program, the goal of the program — "The Centers of Excellence" — is to take an integrated approach to solving the problem of limited educational opportunities for girls. They provide a full educational opportunity. FAWE's Girls School in Rwanda is in its fourth year of operation. They admit 60 girls every year. Their current enrollment is 237 girls. They have only lost three girls in four years. This is an amazing record of retention.

At the school we interviewed teachers and students. We explored the facilities and watched the girls at work and play. The school literally lived up to its proclaimed program of excellence.

The strengths of the partners under this SO are their synergies and linkages across SO teams. Particularly at the economic level, where resources are scarce, people should be at the forefront of all anticipated results. If the goal is to move Rwanda beyond its dependence on agriculture, the population must be educated. Given the cultural and structural barriers to girls' education, it makes good financial sense to fund this type of program. Likewise in the economic realm, if one wants to increase farmers' yields, one must know whether the farmer is male or female, and what the difference is in terms of crops, resources, access to markets, decision making power and available labor resources, as well as other competing demands on time. This will enable an activity to appropriately target groups to get expected outcomes.

4.0 USAID IN RELATIONSHIP TO OTHER DONORS IN TERMS OF GENDER

There is an attempt in Rwanda on the part the donor community to consult and coordinate efforts. USAID/Rwanda has developed its current ISP (revised 2001) with an eye to complement, rather than duplicate, the programs of other donors. A number of donors are involved in gender activities in Rwanda. They have formed a gender coordinating roundtable to help facilitate and focus the efforts of donors towards gender and development. The group includes USAID, SIDA, DFID, CDIA, UNDP, UNIFEM, Dutch Corporation, and the Office of the Canadian Embassy. They all attended the most recent gender roundtable meeting. Unfortunately, the assessment team was engaged in other interviews during this meeting and we were unable to attend. This is a fledging effort that is taking shape. Each of the donors has a gender and development philosophy that serves as a guiding principle for activities. This assessment team did not have time to actually schedule interviews with these donors, to determine the extent to which each meets its stated gender policy. In questions to USAID partners about other donors' gender reporting requirements, there was no clear opinion about one donor or another. However, most frequently, CIDA was thought to have more stringent gender reporting requirements for its activities.

DFID—Department for International Development

Gender equality and women's empowerment are both core development principles and central to any progress towards achieving the full range of development. Inequalities between women and men are deeply rooted and need to be tackled across the board if poverty reduction is to be achieved. The DFID is committed to support the GOR and is engaged in providing gender training and capacity building for the MIGEPROFE. To support gender mainstreaming in Rwanda, DFID has funded three staff members of the Ministry of Gender, and one from the local NGO AVEGA (Widows of the Genocide), to attend a three-week gender training course.

SIDA--Swedish Government Agency for Bilateral International Development Cooperation

Sweden has long played a leading role in recognizing the importance of equality between women and men in the development process. Sweden has, for example, worked to put gender equality on the agenda of all the principal United Nations conferences of the past decade. At the Fourth World Conference on Women in Beijing in 1995, Sweden played a key role in pinpointing the importance of men's roles, responsibilities and needs for the success of the efforts toward equality. In Rwanda, SIDA was involved in education and in the funding of construction of schools.

CIDA—Canadian International Development Agency

Gender equality must be considered as an integral part of all CIDA policies, programs and projects. Achieving gender equality requires the recognition that every policy, program and project affects women and men differently. Achieving gender equality does not mean that women become the same as men. Women's empowerment is central to achieving gender equality. Promoting the equal participation of women as agents of change in economic, social and political processes is essential to achieving gender equality. Gender equality can only be achieved through partnership between women and men. Achieving gender equality will require specific measures designed to eliminate gender inequalities.

UNDP—The United Nations Development Program

The UNDP has made a major contribution through its global analysis and the establishment of new measures like the GDI and GEM, but the extent to which gender equality has been a focus of country programs has been uneven.

UNIFEM—The United Nations Development Fund for Women

UNIFEM plays a central role in promoting gender equality in the UN. It plays a significant role in knowledge development and capacity building, and in supporting greater coordination within the UN, and between the UN and the wider donor community. UNIFEM supported The Inter-Parliamentary Union and the Forum for Rwandan Women Parliamentarians, as part of its work to strengthen the gender focus in electoral, constitutional, legal and judicial processes. They prepared a paper on, "The inclusion of principles of gender equality and women's human rights for a gender-sensitive constitution." They also funded a workshop on "CEDAW and the Rwandan Constitution" and presented a paper to the Constitutional and Legislative Review Commission on CEDAW. They provided funding to the Commission to sensitize commissioners and community leaders in three prefectures - Byumba, Kigali and Umutara - on the constitutional review process, and on the importance of preparing a gender-sensitive constitution for Rwanda.

USAID—United States Agency for International Development

According to the USAID Gender Working Group's subcommittee on program implementation, there are many specific features of a "gender-sensitive" program: This includes the involvement of women in identifying, prioritizing and resolving their own needs; involves women's partners and promotes male responsibilities; empowers women to change their status within the home and the community through income generation, literacy and political participation; addresses social, economic and physical barriers to access for women and men; addresses domestic violence, emotional and physical abuse, and the threat of abandonment; provides a broad range of services and interventions to women and men's reproductive needs and intentions in designing programs; allows time for the participatory

process to hear community needs; focuses on clients' reproductive health needs instead of demographic goals only; addresses sexual health and needs for sex education; includes women at the policy-making level; pursues the framework outlined at the 1994 International Population and Development Conference in Cairo and the 1995 Fourth World Conference on Women in Beijing; and recognizes how gender affects male/female relationships and existing inequities.

5.0 LESSONS LEARNED

There are a number of common issues or problems, all related to the lack of training, that the assessment team was able to identify among SO teams and partners in Rwanda (see table 3):

TABLE 3
Overview of Problems Due to the Lack of Gender Training

Issues identified in Rwanda Missions	Steps possible to correct the problem	Follow-up necessary
Insufficient awareness of gender issues by staff and little knowledge on how to improve in this area.	Gender training by sector specialists for each team. Gender awareness seminars for mission personnel and partners. Include as part of on going personnel review incentives and training of staff, recruitment of social scientists, and tie gender awareness to equity in promotion.	USAID supervision monitors social and gender issues, and discusses them in team strategy meetings. An annual regional meeting for the mission gender coordinators to discuss goals, outcomes from activities, and lessons learned.
Insufficient knowledge of social and gender dimensions. Slow progress resultant from a lack of critical mass trained staff and limited budgets.	Set up socio-economic and cultural information databases with sex-disaggregated information in databases. Training for use of sex-disaggregated data in the formation of policies and programs supported by USAID	Earmark funds for gender training and analysis and for sufficient personnel to ensure that gender does not become just an added on category.
Too few staff with some skills in social or gender analysis	Training of staff on social, economic and gender analysis and on participatory methods. Monitor results for women and men and report results in sex-disaggregated manner	Increase in-house training to reach more staff and make training more sector-specific for team members. Provide training to expand gender assessment across missions.

The USAID/Rwanda mission, to its credit, has already taken steps towards correcting some of these problems. However, the mission must be supported in its efforts. REDSO, the Africa Bureau and USAID/Washington can help USAID/Rwanda in its efforts to mainstream gender, by supporting this effort at the appropriate levels. For example, there should be monetary or budgetary support to fund design and follow-up activities, provide necessary expert consultation services, develop policy mandates with clear guidelines, provide gender awareness and gender analysis training for staff and partners, and develop performance and monitoring standards that recognize and account for gender mainstreaming. In other words, if gender is important to the Agency and if the Percy Amendment is still to be taken seriously, then monies must be committed to the endeavor and follow-up must be done regularly and taken seriously.

Without a "gender" requirement clearly mandated and easily operationalized, organizations, both within and outside of USAID, fail to mainstream gender. Without a built-in system of rewards

and punishments, gender is not being actively considered. Worse yet, however, is that with few exceptions, partners do not often collect sex-disaggregated data. Without sex-disaggregated data, no gender analysis can be done. Without an integrated gender analysis, there is little recognition of the relationship between patriarchy, differing modes of production, and women's subordination and oppression. Long-standing cultural attitudes are often pointed to as the reason for slow and limited movement towards gender equity in incorporating women into development. However, these cultural attitudes are discriminatory and biased. They are manipulations of pre-colonial and colonial cultural practices that oppress women. What is not being recognized is that culture is not static; it is a dynamic, fluid and ever-changing force. Gender roles change over time in practice; however, some attitudes towards gender roles remain the same.

In Rwanda this is clearly evident in the rate at which women have been thrust into positions of leadership, de-facto heads of households and sole providers for their families. As a result of the 1994 war and resulting genocide, women now comprise the majority of the Rwandan population, or 54% (1996 Demographic Survey).

- Greater attention needs to be paid to linkages between policy instruments and gender impact. Macro-policies currently influence USAID projects on trade, scientific advancement and technology dissemination; yet gender impact is usually only considered at the micro level.

- The lack of gender-disaggregated statistics and data continues to impede awareness and understanding, undermines policy analysis, and limits both the ability to design or implement gender-responsive programs.

- A gender perspective is necessary from the beginning (and must start with SO team members) of any objective or project.

- Equal participation of both men and women in decision-making roles should be ensured, so that debate on macroeconomic and sectoral policies includes a gendered perspective.

More generalized lessons learned:

1. Most USAID and partner staff know that it is beneficial to make gender considerations in the project cycle, for purposes of right targeting of resources and benefits to individuals. They are committed to doing it, and at times they even believe that they are doing it. In most cases, however, they lack the skills for mainstreaming gender and, therefore, tend to miss the mark.

2. USAID staff no longer requires the partner organizations to report gender-disaggregated data on their activities. Most of the organizations, therefore, are not committed to doing so, even though some of them receive gender-disaggregated data from their own project partners. This has led to partial deinstitutionalization of gender in USAID.

3. It is the view of the SO teams and of some of the partners that when gender is mainstreamed in a project activity, it does not have to be discussed in the text, except for

a casual mention. This is an indication of low-level skills in mainstreaming gender, and there is need to address this urgently.

4. Gender awareness training is no longer done routinely for USAID and partner staff. This means that the staff who have joined the organizations since the training stopped may not have the basic skills in gender analysis.

5. Gender desegregation of data has been taken as an end in some of the organizations. This means that they are not aware of the advantages that obtain from it, and therefore it is just done as a routine.

6. There is no clear understanding of the difference between "WID," "GAD," and Gender Mainstreaming. For example, while commercialization of non-traditional cash crops is viewed as one of the sure ways of bringing women into the mainstream of the cash economy and of increasing their incomes, the strategy has failed to work in some USAID project activities, because full consideration was not given to gender issues from the outset. The women have ended up being used as unpaid labor, while the benefits have gone to men. Or women's projects fail due to lack of follow-up.

7. The common belief to be found in the health sectors is that as long as men and women participate, gender is being considered. This is often not the case, and does not help to achieve the desired results. It is necessary to do some analysis on targeting and resource allocation in order to get the full picture.

8. The need for training in gender analysis has been voiced by SO team members, as well as by partners, as a way of getting gender back to the mainstream of the USAID program.

6.0 CONCLUSIONS AND RECOMMENDATIONS

What does mainstreaming gender into development mean? As a concept, it reflects a desire for women to be at center-stage, part of the mainstream. Gender mainstreaming has been used in many ways since it entered development jargon in the 90s. For some it means ensuring that women are part of the development process. For others, it means simply mentioning gender in documentation and thereby expecting it to be considered in the course of project implementation. There is, therefore, no consistent understanding of the meaning of, and different ways of implementing "gender sensitive programs." Gender mainstreaming refers to the process of equitable distribution of the resources, opportunities and benefits of the development process. The process of mainstreaming requires integration of equality concerns in the analysis, formulation of policies, programs and projects, with the objective of ensuring positive impact on men and women and in bridging gender disparities. This concept also takes into consideration the inclusion of interests, needs, experiences and visions of both women and men in the definition of development approaches, policies and programs, and in determining the overall development agenda (Gachago, 2002:6).

With this as the operational definition of gender mainstreaming, we must conclude that USAID/Rwanda does not yet mainstream gender into all of its projects. The mission applies an "integrationist" approach which builds gender issues within existing development paradigms. The widening of women-and-gender concerns across a broad spectrum of sectors is the key strategy (Jahan, 1995:13). Within this framework, however, the overall development agenda is not transformed, but each issue is adapted to take into account women, but not gender concerns. A good example of the integrationist approach is the practice of designing WID components in major sectoral programs and projects. Women are fitted into as many sectors and programs as possible, but sector and program priorities do not change because of gender considerations. If gender were mainstreamed, the approach would be setting the agenda (not being added to it as an add-on after the fact). This implies the transformation of the existing development agenda with a gender perspective. With this difference in mind, we will now provide a set of preliminary recommendations of possible steps towards gender mainstreaming in USAID/Rwanda and partner activities.

6.1 RECOMMENDATIONS

A. REINFORCEMENT OF THE USAID GENDER POLICY

- Make the 1982 WID paper required reading for all mission personnel, http://www.usaid.gov/pubs/ads/pps/women/index.html.
- Provide training on how to use the ADS.

B. PROVIDE GENDER TRAINING AND TECHNICAL ASSISTANCE TO MISSION PERSONNEL, PARTNER STAFF AND SERVICE PROVIDERS

- USAID should take the lead in ensuring that any organization that receives USG funding is capable of gender mainstreaming. Due to the low level of gender mainstreaming skills exhibited by mission personnel, partner staff and service

providers, different levels of training are required. The development of a two tier-training module is necessary. The first level or module would cover basic gender awareness and basic rationale and procedures for disaggregating data by gender. A second level of training should be aimed at mission personnel and consist of gender analysis specifically geared to particular characteristics and problems of a given development sector.

C. REPORTING REQUIREMENTS:

- Promote dialogue with Washington on those aspects of reporting that are affected by re-engineering and which are thus "squeezing out" gender from the reporting process.
- The reporting requirements need to be more specific, both at SO and partner level, to enable them to provide the appropriate level of gender disaggregated data to the mission.

D. PROJECT DEVELOPMENT AND MANAGEMENT

- The RFAs should address gender requirements sufficiently, so that, as the proposed partners develop their projects, they will develop indicators that demonstrate gender responsiveness. The RFAs should have detailed USAID requirements on gender, to enable the partners to respond sufficiently and thus provide a basis for follow-up and reporting.
- Stricter enforcement of gender as a result area for project management would help to ensure that gender issues are monitored before, during, and after project implementation.

E. RESOURCES

- Greater effort and resources are required to monitor and evaluate gender analysis, especially at the partner level. The SO teams should develop a baseline position on gender issues with specific targets and indicators. Partners should also have to provide similar data.
- The gender officer assigned to the mission needs more time to monitor project activities and their gender impact. She also needs support to collaborate more in order to exchange ideas on how to implement and monitor gender issues. Gender should not just be "assigned" as a task.

F. MAKE GENDER THE AGENDA-SETTING ISSUE

- In decision-making structures and processes, in articulation of objectives, in prioritization of strategies and in the positioning of gender issues amidst competing and emerging concerns, don't drop gender or make it an add-on. Use gender to access the problem and to set the agenda for the solution.

APPENDICES

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APPENDIX A
LIST OF PERSONS INTERVIEWED IN RWANDA

Sector	Country	Organization	Contact		Position
---------	Rwanda	USAID	Joan	LaRosa	Program Officer/Acting Director
---------	Rwanda	USAID	Pierre	St. Hilaire	Resident Legal Advisor to Rwanda
---------	Rwanda	USAID	Angelina	Allen-Mpyisi	GHAI Coordinator/Gender Officer
DG	Rwanda	USAID	Pierre	Munyura	Governance Specialist
DG	Rwanda	USAID	Kimberly	Pease	Program Support Officer
DG	Rwanda	USAID	Serge	Rwamasirabo	Food Security Advisor
Health	Rwanda	USAID	Beth	Drabant	S.O. Team
EG	Rwanda	CARE	Michelle	Carter	Assistant Country Director
EG	Rwanda	CARE	Ephron		Monitoring and Evaluation Officer
EG	Rwanda	CARE	Afurika	Juvenal	Food and Economic Security Program Coordinator
EG	Rwanda	Fisheries Project	Group Interview		Group Members
EG	Rwanda	IRC	Lizanne	McBride	Country Director
EG	Rwanda	Shelter Project	Group Interview		Home Owners
EG	Rwanda	WIT	Buddy	Shanks	Interim Director
EG	Rwanda	WIT	Julie	Mwamwiza	Assistant Coordinator
DG	Rwanda	HAGURUKA	Jean Flora	Kayitesi	Lawyer in change of Paralegals
DG	Rwanda	HAGURUKA	Rose	Mukantabana	National Executive Secretary
DG	Rwanda	IRC	Jean Claude	Desmarais	Chief Technical Advisor, Community Development Program
DG	Rwanda	WIT	Josephine	Murungi	Vice Mayor for Gasabo
DG	Rwanda	WIT	Constance	Uwimana	MIGEPROFE Rep for Gasabo Dist.
Health	Rwanda	Impact/FHI	Deborah	Murray	Resident Advisor
Health	Rwanda	World Relief	Deborah	Dortzbach	International Director
Health	Rwanda	World Relief	Peter	Greer	Managing Director Micro-Finance Project
Health	Rwanda	World Relief	Emmanuel	Ngoga	HIV/AIDS Program Manager
Special/ Education	Rwanda	FAWE	Anne	Gahongayire	Coordinator
Special/ Education	Rwanda	FAWE	Jane	Mutoni	Community Mobilizer
Special/ Education	Rwanda	FAWE	Joseph	Rwagatare	Head Master

APPENDIX B
SCOPE OF WORK

REDSO/ESA
REGIONAL GENDER IMPACT ASSESSMENT

TASK ORDER/STATEMENT OF WORK

I. OVERVIEW

After nearly 25 years of USAID developmental interventions in the ESA region, there is more positive evidence that USAID interventions overall have improved the lives of ordinary people (CDIE: USAID Performance Monitoring and Evaluation News. July 1999). There is, however, a lack of hard evidence with which to determine the progress and advancement in women's status as the result of these USAID interventions. It is assumed that this difficulty has been occasioned by the lack of harmonized, coherent and consistent gender specific and gender-disaggregated data from which interventions could be measured. Nevertheless, and probably as the result of the intense pressure emanating from international fora on women's equality and development, many international development organizations and NGOs continue to emphasize the need to address gender as a developmental variable while simultaneously continuing to base their development assumptions on the general situation of women in Africa identified over twenty years ago. The general practice has been to focus on women-specific activities and address these through a poverty lens, thus leading to an emphasis on poverty alleviation strategies for women, mainly at the micro-level using a basic needs approach, with few sustainable development concepts to support these.

An analysis of current trends of gender relations and their underlying structures must be the starting point for interventions aimed at achieving sustainable models of development in east and southern Africa. Of critical importance is the need to address gender issues from a more proactive and facilitative platform rather than from a passive approach. The development of a regional perspective on gender, therefore, calls for more involved liaison within REDSO/ESA and amongst USAID Missions in the region, to develop joint planning and programming across the identified Strategic Objectives and build consensus on appropriate regional approaches.

II. BACKGROUND

Over the last ten years, gender has evolved to become one of the essential crosscutting development issues within USAID (alongside environment, conflict and HIV/AIDS). This has, therefore, raised questions about the effectiveness of USAID approaches towards women and identified a need to estimate the impact of these WID/gender interventions. In the late 1980s and early 1990s, the integration of WID into Mission programs was assessed through the WID Portfolio Reviews with the objective of enabling USAID Missions to design WID Action Plans. A common approach to these reviews was to focus merely on identifying where women were mentioned, and where possible, recommend where else they could be inserted. Little gender analysis was undertaken, largely because its value wasn't well understood, it was considered to be of marginal importance,

but also partly, because there were few mechanisms to allow recommendations to be incorporated into a restatement of the objectives of the project.

USAID has financed a variety of Women in Development activities in Eastern and Southern Africa, through bilateral and regional programs. These activities have utilized different methods of gender-based programming, including activities focused specifically on women or sectors where women are perceived as playing a critical role such as in the microenterprise sector. With the onset of re-engineering of USAID, gender disaggregation of monitoring and evaluation data has gained prominence while "mainstreaming" of gender activities into larger programs is becoming a more common theme within the current debate on institutionalizing WID. To date, an impact assessment of these different methods has not been made, nor has USAID seriously examined the actual impact of its programs on between the women and men of east and southern African or the program impact of the relationships between them.

The challenge facing USAID Missions is to accurately and clearly articulate program results through a gender perspective. While Missions are required to have a Performance Monitoring Plan, very few have a gender specific strategy to assess performance, and/or impact, by gender. A major barrier has been the lack of gender statistics. USAID missions urgently need specific and consistent information flows on the situation of women and men in areas where there is a programmatic focus. While some information has been gathered by host-countries through the requirements of the Beijing Platforms for Action, much of this is not in a readily accessible format to USAID. All activities need gender-disaggregated information to fulfill their planning functions. And, as time goes by, USAID needs to develop the ability to continuously measure whether its policies and programs are succeeding in addressing gender inequalities.

Purpose

The objective is to determine the level of impact of USAID programs in selected sectors with specific attention paid to the numerous Women In Development (WID) activities in eastern Africa, financed by USAID over the last 5 - 10 years though bilateral and regional programs. [It is assumed that further back than ten years will require too great a level of effort for this assessment to be feasible]. This regional assessment on gender will provide the rationale and primary basis for developing a regional approach to gender within the region by:

i) providing an opportunity to indicate the availability of information on gender to missions in the ESA region. While it is well understood that there will be gaps, it is also clear that there is a lot of information that is not being fully utilized, or that which has not been analyzed; (ii) describe the various approaches to gender taken by participating missions; (iii) explain the relevance for enhanced networking, share lessons learned and best-practices from up-to 10 years of the application of WID in the region; (iv) identify where USAID has the comparative advantage on addressing gender concerns over other donors and partners; and, (v) assist in identifying potential avenues for future USAID interventions on WID within the region.

While the process may be adjusted based on feedback from the bilateral missions, AFR Bureau and G/WID, REDSO envisages that an IQC firm specializing in evaluations will be hired to undertake a six-month impact assessment process to be managed by the regional mission at REDSO/ESA.

III. EXPECTED PERFORMANCE AND OUTCOMES

Impact assessment is often difficult because causality is difficult to determine, in addition to being costly and time-consuming. However, managers need to know the effects of project activities on the intended beneficiaries during implementation. The primary objective of this regional gender impact assessment is operational. The purpose is to identify and address both strengths and deficiencies so as to enhance future impact. As a result, it is anticipated that this report will enable missions to improve the levels of utilization of what is available, and to make proposals on how the information base can be further expanded and improved. This assessment should thus ultimately lead to the improvement of gender specific data available to Missions in the region. A second objective is to use the assessment as a learning tool as well as a means to improve program performance on gender issues and in enhancing the capacity to demonstrate accountability.

At the end of the six-month assessment process, this activity will achieve four specific results that will include:

(i) a report on the regional gender impact of USAID supported activities;
(ii) an inventory of currently collected data (including type of data, that is, qualitative, quantitative, availability reliability, utility, etc.);
(iii) a draft regional database on gender as a means for tracking activities that have a WID/gender perspective or impact in the region; and,
(iv) USAID Missions in ESA region, AFR Bureau and G/WID will participate in a workshop leading to the defining collaborative regional approaches to gender considerations based on the results of the Gender Impact Assessment.

The contractor will face the challenge of making the disparate information received from the various activities and approaches coherent and meaningful. To enable REDSO/ESA and participating Missions achieve this the contractor shall undertake several inter-related activities. First, the contractor will undertake interviews of WID officers, Monitoring and Evaluation experts, Program Officers and Africa Bureau personnel with the objective of defining desirable approaches, set minimum standards, and refine the broad scope of the terms of reference for the evaluators. Second, the evaluators will undertake an assessment of selected programs that are gender-based, gender-related or programs with a gender component in at least 4 missions within the region over the last 5 - 10 years and identify the means by which appropriate and cost-effective data may be gathered. Third, the contractor will pull together all available data for creating a mission-specific/sector-specific database. Fourth, the contractor will design, convene and facilitate over a workshop to include Program officers, WID Officers, Monitoring and Evaluation experts drawn from Missions within the region, and also include G/WID and Africa Bureau personnel, to review the results and make recommendations leading to the development of regional approaches to gender considerations.

IV. SPECIFIC TASKS/STATEMENT OF WORK

The Contractor will carry out this Assessment by undertaking four distinct steps:

Step 1: Activity Design and Workplan

The Contractor will develop a detailed Workplan to be approved by REDSO/ESA in which the implementation and timing of the Activity Management process will be detailed. The Contractor will also detail the methodology to be used in implementing each step of this activity.

Estimated Timing: 10 days.
Location: Home-base.

Step 2: Regional Gender Impact Assessment

The Contractor will undertake a regional gender impact assessment in **at least 4 development Missions in the east Africa region**. Focusing on agreed upon countries in the ESA region, the Contractor will:

i) Assess why unexpected progress on gender impact, either positive or negative, is occurring;
ii) Determine whether conditions for sustainability exist;
iii) Re-examine and/or test the validity of hypothesis and assumptions embedded in strategic objectives and results frameworks;
iv) Determine whether the needs of intended customers are being served;
v) Identify, probe, and understand positive and negative unintended impacts of assistance programs and;
vi) Distill lessons learned, which may be useful elsewhere in the region and the Agency.

The Contractor shall work from the field missions and Washington to:

i) Provide technical expertise to carry out background research and desk studies identified by USAID/REDSO/ESA and other operating units participating in the assessment;
ii) Perform activity, program, and results level gender impact assessment and related performance monitoring at Mission and Regional level; and
iii) Develop reports and disseminate findings from the impact assessment.

The contractor will also address the following strategic questions: What is the existing WID/gender portfolio funded by USAID in the ESA region (incorporating detailed information on WID/gender strategic objectives, results, components and activities)? What are the regional trends that should influence the allocation of resources? How does the existing portfolio fit in with AFR/B and Agency priorities and with G/WID priorities? Are there opportunities to optimize resources regionally? The objective of which will be to produce a prioritized list of issues and concerns that are considered critical to addressing gender considerations within the country and across the region.

Estimated Timing: 45days.
Location: East Africa --One round trip through Missions (Washington/east Africa)

Step 3: Develop a Regional USAID Gender Information System

Utilizing the country and regional specific data collected during the regional gender assessment the Contractor will develop a regional gender information system that USAID Missions can build upon. Essentially a database, this system will contain available and illustrative data, trends and analytical tables indicating how it will be organized and managed. The Contractor will prepare a separate report indicating the consistency of data, lessons learned from other identified gender databases, such as the ENI Gender database, etc. The Contractor will also make recommendations to REDSO on where this database should be housed, future management and analytical processes required.

Estimated Timing: 20 days
Location: To be determined on basis of the proposal.

Step 4: Dissemination Workshop

The objective of the regional workshop/meeting is to bring together lead UASID persons responsible for implementing gender considerations in the bilateral Missions to:

a) Present and disseminate the results of the Regional Gender Impact Assessment;
b) Share other information, lessons learned and best-practices for dealing with the issues and concerns identified in the assessment;
b) Identify key areas from the priority list of issues and concerns;
c) Develop criteria for the selection of issues on which to collectively focus efforts and/or resources;
d) Identify interventions more effectively done at the regional rather than the bilateral level, for example, types of training, etc.;
e) Develop country workplans and regional workplan. These workplans are envisaged as the basis for forming a joint regional strategy for dealing with each of the identified areas of focus. REDSO's primary role will be to facilitate the process of implementation; and
f) Build consensus on monitoring tools and impact data.

The Contractor will prepare a Workshop Report summarizing issues, processes and conclusions.

Estimated Duration of Dissemination Workshop: 3 days
Estimated LOE for design, planning, implementation and report writing: 12 days
Location: Kenya

V. SCHEDULE

The intended timeline for the assessment is approximately May 15, 2001 through October 15, 2001. The contract shall run for a period of six months counting from the effective date of the contract. The Contractor shall:

1. Complete the Country Specific Gender Assessments within three months;
2. Undertake the regional workshop within 5 months from the effective date of the contract;
3. Establish a functioning database on Gender/WID within 5 months from the effective date of the contract;

4. Continue to meet performance deadlines as established in the contract document.

VI. REPORTS AND DELIVERABLES

The Contractor shall prepare and present to REDSO for approval and/or information:

A. Reports

1. A detailed Activity Design and Workplan proposal. This should not exceed 20 pages;
2. Monthly progress reports. It is anticipated these will provide detail of progress made and are expected not to exceed 10 pages;
3. Country Reports on the Regional Gender Impact Assessment. These country reports should be no more than 30 – 40 pages each containing an executive summary (not to exceed 4 pages) of the country findings and conclusions;
4. Synthesis Report on the Regional Gender Impact Assessment. This will be the main report and should be no more than 65 - 75 pages and must contain an executive summary (not to exceed 5 pages) of the findings and conclusions;
5. Report on the development of the initial database designed to track Gender/WID objectives, results or related activities at Mission and regional levels focusing on 3 identified and approved sectoral areas. The report should be no more than 15 – 25 pages;
5. Workshop Report. The report should be no more than 30 – 40 pages and should contain a summary of discussions, recommendations and agreements; and
6. Final Activity Report.

B. Scope and Methodology

In designing this Activity, it is anticipated that the Contractor will undertake:

i) Desk reviews of R4s, Country Strategic Plans, Results Packages, Activity papers, evaluations, work plans, and other special reports on WID/Gender activities from and on the region;
ii) Review PPC/CDIE, AFR/ABIC and G/WID documents/publications that are relevant to this assessment;
iii) Interview with relevant Agency staff in AID/W, Mission staff in selected ESA missions;
iv) Design necessary survey instruments and undertake the regional gender impact assessment;
v) Develop an inventory of Gender/WID activities in the ESA region and Gender/WID Data Sources, Baseline Sources; etc.;
vi) Design and deliver regional gender information system;
vii) Design and deliver the Dissemination Workshop.

C. Dissemination Workshop

The contractor shall deliver one workshop as noted in Section IV (4) above. The contractor shall identify, select and make recommendations for an average of 25 - 30 participants for Workshop as agreed with USAID/REDSO/ESA.

VIII. TECHNICAL ASSISTANCE REQUIRED

A team of three social scientists will undertake this Regional Gender Impact Assessment. Two (2) social scientists will have experience in at least two (2) of the following development sectors: Gender Issues, Food Security/Economic Growth, Democracy and Governance/Conflict, and Capacity Building, and one (1) social scientist will have experience in the monitoring, evaluation and impact assessment of USAID programs.

The technical qualifications of the team required are:

a) Regional Gender Impact Assessment:

1) Women in Development and Gender Analyst/Team Leader (Senior Level): 1 person/55 days

Qualifications:

At least MA degree and academic training in a social science discipline (anthropology, sociology, economics, political science or women's/gender studies), including specific training in social research methods and design. Extensive experience designing and implementing social research activities in developing countries, including the design and evaluation of development programs and projects that focus on techniques to assure that women participate in and receive the benefits of economic development.

Skills:

Demonstrated consulting and supervisory skills; demonstrated skills in writing technical reports and presentation. Technical knowledge and experience of gender impact assessment and training skills.

Experience:

Gender impact assessments; detailed knowledge of and experience of USAID activity design, implementation and evaluation policies; working with African NGOs. Good understanding of the ADS requirements on gender impact reporting.

Dissemination Workshop (See below):

Women in Development and Gender Analyst/Trainer (Senior Level)– one person for 12 days:

The Team Leader will also undertake facilitation and training in the Dissemination Workshop.

Note: The Team Leader must have prior experience in the impact assessment of gender related activities and will be responsible for the supervision, coordination and intellectual management of the Team's work. The Contractor is required to indicate the ability to work with regional experts.

2) Evaluation Methods and Training Analyst (Mid-Level): 1person/ 45 days

Qualifications:

At least MA degree in academic training in evaluation research methods and practices or academic training in broader social science or economic research methods. Extensive practical evaluation experience evaluating development programs and running evaluation-training sessions. Specific experience

evaluating: developing country programs and projects, designing and implementing performance measurement and evaluation systems for management decision-making, implementing both formative and summative evaluation studies, and application of both qualitative and quantitative evaluation methods.

Skills:

Demonstrated analytical and consulting skills; skills in writing technical reports and presentation; proficiency in database management and spreadsheet; ability to analyze and package gender disaggregated data; extensive knowledge of running evaluation-training sessions and leading training courses on performance measurement and evaluation systems, and the application of both quantitative and qualitative evaluation methods; etc.

Experience:

Evaluation and impact assessments; understanding of the ADS and experience of USAID activity design, implementation and evaluation policies.

Dissemination Workshop (See Below):

Evaluation Methods and Training Analyst (Mid-Level) – one person 12 days: The Evaluation Methods and Training Analyst will also be a lead trainer on assessing gender impact and in presenting the regional gender database.

3) Program and Policy Analyst (Mid-Level): 1 person/45 days

Qualifications:

At least MA degree and training in economics, policy analysis, program development and management, or social sciences including specific emphasis on quantitative and qualitative analysis of social and economic development programs and extensive experience with methodological approaches to assessing social and economic policy reforms in developing countries.

Skills:

Demonstrated consulting skills; program development skills; writing USAID reports.

Experience:

Detailed knowledge of USAID activity design, implementation, program/activity development and management, monitoring and evaluation policies and procedures. Good understanding of the ADS requirements on reporting.

b) Other Required Performance Categories

<u>i) Database Development:</u>

1) Database Specialist (Junior-Level): one person for 20 days

Skills: Working under the direction and supervision of the Evaluation Methods and Training Analyst, the Database Specialist will have demonstrated proficiency in database design, development and management; experience in analytical and statistical skills; ability to package and present data other gender disaggregated data; etc. This specialist may be contracted locally in the region.

ii) Dissemination Workshop:

1) Workshop Facilitator/Trainer (Senior Level) --one person for 12 days:
Skills: Demonstrated training and facilitation skills for USAID workshops.

2) Conference Support Staff – three persons for 7 days:
Appropriate local support staff.

IX. RELATIONSHIP AND RESPONSIBILITIES

The following relationships and responsibilities will apply to this IQC:

a) The Contractor shall operate under the technical direction of Wanjiku Muhato, Regional Advisor of Gender Issues, USAID/REDSO/ESA;
b) The Contractor will be responsible for all logistics under this Task Order;
c) The English language is the only language required for performance of work under this Task Order; and
d) The Task Order IQC Contractor shall request, in writing, and obtain through the Task Order CTO, Country Clearance for individuals traveling under this Task Order (or, other cooperating country, as required), prior to commencing their international travel.

APPENDIX C
MEMORANDUM FROM U.S. DEPT. OF JUSTICE REGARDING PROSECUTION OF GENDER-BASED VIOLENCE IN RWANDA

November 30, 2001

Gerald GAHIMA
Prosecutor General
Kigali, Rwanda

Re: Prosecution of Gender-Based Violence Committed during the Genocide and Medical Treatment and Psychological Counseling for Victims of Torture.

Dear Mr. Prosecutor General:

Given that the training of the *gacaca a* judges will begin in February 2002, there is an increasing urgency to resolve several outstanding issues that, if not resolved before the implementation of *gacaca*, can have dire consequences for the success of the *gacaca* process. As discussed more fully below, these issues concern, *inter alia*: 1) adoption of a uniform definition of rape for *gacaca* and the classic justice system; 2) training of those *gacaca* judges charged with categorizing the accused; 3) specialized training of *gacaca* judges and other actors in the judicial process in trauma counseling; 4) installing security measures to guard against violence and threats of violence against victims and witnesses, *gacaca* judges and others working in an official capacity for the *gacaca* jurisdictions, including those enforcing warrants of arrest or those serving process on an accused; and 5) filing with the UN Secretary-General a notice of derogation to shield the Rwandan government from any future action for violation of the defendant's fair trial rights in the *gacaca* jurisdictions.

A. Guidance Memorandum on Sexual Torture and Rape.

On June 26, 2001, we met with Minister of Gender and Women in Development, Angelina Muganza, to discuss, among other things, issues concerning the treatment of rape in Rwanda's laws and in particular the prosecution of the genocide cases. Most notably, we discussed whether rape can or should serve as an independent basis for charging someone with sexual torture under the Organic Law of 1996. That issue, as you are aware, does not admit of one conclusion. Nor is it an academic one. There are deep divisions among prosecutors and judges on whether rape alone can ever amount to sexual torture. In any event, my immediate concern at the time was not how rape should be classified, but that however it was classified it be done so in uniformly. Moreover, we discussed—but did not decide—the question whether those who extracted sexual favors from women whom they saved from execution, should similarly be prosecuted as category one offenders, another issue that has divided the courts and the *parquets*. The answers to these questions are not easy and have far reaching implications for the proper disposition of these cases and the ultimate quest for reconciliation.

Article 51(d) of the *gacaca* law, which supersedes the Organic Law of 1996, makes it plain that "rape" is now a category one offense, regardless of the misconceptions under which judges and prosecutors may have labored in interpreting Article 2 of the Organic Law of 1996. The fact still remains, however, that the *gacaca* jurisdictions are not authorized to recategorize those defendants whose dossiers were transferred to the *Tribuneaux de Premiere Instance* before March 15, 2001. Accordingly, there exist the possibility that some offenders who committed identical crimes will receive (or have received) widely different sentences depending on the jurisdiction in which they are tried or the panel of judges they happened to draw. Justice, if we understand that term to mean fair process for those faced with the death penalty, should not be dispensed in this arbitrary manner, and this government should take the necessary steps to avoid this potential miscarriage of justice. At a minimum, the Ministry of Justice and the

Supreme Court should immediately issue a guidance memorandum to the *parquets* and the Tribunals directing them to categorize alleged rapists uniformly.

Although I have avoided expressing an official view on the issue in the past, the time is ripe to present one. I believe that rape, whether or not it is accompanied or preceded by horrific acts of physical torture such as the use of a spear, machete or *masu* against the victim before and/or during the rape, is "sexual torture," notwithstanding attempts in the *gacaca* Law to draw a distinction between those two acts. This government would be on firm legal ground to characterize it as such. Article 1 of the Torture Convention defines torture as:

> An act by which severe pain or suffering, whether physical or mental, is intentionally inflicted on a person for such purposes as obtaining from him/her or a third person information or a confession, punishing him/her for an act . . . when such pain or suffering is inflicted by or at the instigation of or with the consent or acquiescence of a public official or other person acting in an official capacity.

Rape in times of war by a state agent with the purpose of intimidating or humiliating falls within the criteria of torture. In March 1996, the Inter-American Commission on Human Rights found that a rape of a woman at her home by a state agent amounted to torture under article 5 of the American Convention. *Fernando and Raquel Mejia v. Peru*, Report No. 5/96, case 10/970, 1 March 1996.

The Inter-American Commission noted that rape by a state agent meets each of the three necessary components of torture under contemporary international law. First, rape is an intentional act, which causes physical and mental pain. Second, it is inflicted with the purpose of humiliating and dominating a person. Third, it is committed by a public or private person acting at the official's instigation. In another report on the Situation of Human Rights in Haiti, the Inter-American Commission stated that when the sexual abuse is committed by representatives of the army, the police or their armed civilian auxiliaries, with the authorization or tolerance of the illegal regime, it constitutes a violation of article 5 of the American Convention, and other international treaties. *See* Inter-American Commission on Human Rights, *Report on The Situation of Human Rights in Haiti*, OEA/Ser.L/V/II.88, 9 February 1995. Like the situations presented in the two reports cited above, the *Interhamwe* and other private citizens who committed rape during the genocide used it as an instrument of war to punish and humiliate the victims, and they did so as part of an official government-sponsored campaign of ethnic-cleansing. I recommend in favor of a guidance memorandum from the Executive and Judicial Branches of the Rwandan government directing their subordinates to treat rape as "sexual torture."

B. Proposed Legislation, Rules and Definitions.

In addition to adopting a uniform definition of rape, it is equally important to resolve which specific acts constitute rape. Otherwise, there will be no way of ensuring that detainees who are accused of committing the same acts or set of acts are categorized differently. Such disparity could undermine the legitimacy of the *gacaca* process, whose success will depend largely on the perceptions by Rwandans and donors supporting the process. For example, some prosecutors believe that there is significant difference between a detainee accused of raping a woman through violent and forceful means and those who had sexual relations with women whose lives their spared or saved from others. Consistent with my position in Part A of this memorandum, there is no legal distinction --for the purpose of charging an individual with an offense-- between the rape of woman accomplished through violent means and one accomplished with threats of handing the woman over to *Interahamwe* or ordinary citizens with genocidal intentions if she did not "willingly consent" to sexual relations. To the extent rape is a category one offense subject to the death penalty-- and I have expressed my views on this matter in other memoranda and will not repeat them here-- each hypothetical act described above should be classified as a category one offense. In each of the scenarios delineated above, one could not argue that the women "consented." The *gacaca* judges should receive specialized training on how to properly classify category one defendants charged with rape. Such training, however, cannot be effective without a definition of rape. [3] The penalty that this classification carries demands close attention to the training of the judges at that stage of the *gacaca* process.

[3] These examples are by no means fictitious. There are, in fact, individuals charged with committing those acts and who will be categorized by the *gacaca* jurisdictions. Although other examples were not developed here, but there are other legally difficult factual scenarios the *gacaca* judges will have to grapple with in their deliberations (i.e. whether there is "genuine consent" in

Finally, I drafted and submitted for review a proposed rape law for the Penal Code and suggestions for drafting a rape shield law to bar irrelevant inquiry into a rape victim's sexual past. We should meet with Minister Muganza to discuss what, if any, additional steps should be taken to expedite adoption of a law defining rape. Similarly, a rape shield law statute is an important tool for protecting women from unwarranted attacks on their reputation during judicial proceedings. It could also serve as an incentive for a woman to report crimes involving sexual violence. Any measure taken by the Rwanda government to treat rape victims as "true victims" and not as an accomplice or an unwitting participant to the crime could serve as a disincentive to many would-be rapists.

C. Creation of Sexual Violence Desk in Every Province

During our June 26th meeting with Minister Muganza, she suggested the creation of an office or "desk" in each jurisdiction to deal with gender-based violence. We should voice strong support for her proposal and urge the Minister of Justice and the Commission General to implement it. Victims of rape or other sexual abuse--either from fear that they will be stigmatized or out of fear of reprisals-- are often reluctant to report rape crimes. To be effective, an office (or "desk") of this sort must adopt a policy whereby women can file a confidential complaint about sexual abuse without fearing reprisals. More important, those selected to staff that office must be properly trained to avoid retraumatization or revictimization of the complainant. In this culture, as in other male-dominated cultures, most rape victims do not receive the support of their husbands. To the contrary, many Rwandan women suspected of having been raped were shunned and continue to be shunned by their husbands or their communities.

The shame these women have had to bear is so strong that many, hearing of investigations and possible court proceedings, fear it is they who will be brought to trial for having been raped. It is hardly surprising that many suffer silently and would rather risk the rapist escaping punishment than to be identified as a rape victim.

As you know, USAID recently received funds to treat victims of torture, a portion of which will be used to provide gender-sensitive training to prosecutors and other law enforcement and judicial personnel, including *gacaca* judges, to prevent the retraumatization of women victims during judicial proceedings. According to AVEGA and other organizations that work with victims of violence, women victims of sexual abuse feel most comfortable recounting their experience to another woman (or an older male) and not to a young male police officer or prosecutor. Unfortunately, young male police officers and prosecutors comprise the majority of the police force and prosecutors at the *parquets*. Based on the latest statistics provided by the National Police (per Dennis Karera), there are 4000 officers in the National Police Force, of which only 200 are women. The Ministry of Justice fairs no better. Of the 245 prosecutors in the country only 24 are women. To increase the effectiveness of the office proposed by Minister Muganza, the Rwandan government would have to increase these numbers dramatically. Indeed, it will require a strong commitment on the part of this government to encourage the hiring of women in the Ministry of Justice and the National Police force. The GOR must implement a broad and robust recruitment program aimed at women, which includes incentives for them to join these sectors of government.

In addition to creating a sexual violence office in various provinces, serious consideration should be given to changing court procedures for victims of sexual violence. To avoid stigmatizing women and to protect their privacy, judgments in rape cases should not be made public, unless the victim's name is redacted. Moreover, current court procedures should be amended to give rape victims the choice of whether or not to testify publicly. I have discussed this issue with Judge Karugarama and, at present, he sees no legal impediment to changing these procedures so as to accommodate rape victims and not undermine the defendant's right to an effective defense. This approach would be consistent with procedures in the *gacaca* proceedings (Cell level) to seal hearings involving rape allegations.

D. Measures to Treat Women Victims of the Genocide

Victims of sexual violence have suffered and continue to suffer from wounds and sexually transmitted diseases (STDs). According to most the international or local NGOs that I have consulted on these issues, it is often difficult to determine how many women have been sexually abused. This difficulty, they note, makes it harder to provide appropriate care to victims of sexual violence. The fact that most victims have a desire to remain silent about the abuse further diminishes the likelihood that they will receive adequate assistance. The ICTR only provides medical and psychological counseling support for the women victims who are party to proceedings before the ICTR. It is

instances where a woman "willingly consented" to se to protect a family member). Whether there is consent in that situation depends on whether the definition of rape makes it clear that force or threat of force against a third party can vitiate consent.

not clear whether this type of assistance continues past one year after these witnesses have testified. According to an AVEGA representative, the ICTR has not indicated whether it will continue the support of approximately 200 victims of the genocide and witnesses who cooperated with the ICTR. I voiced concerns to ICTR representative, Nieves Molina, who oversees the ICTR Victim and Witness Fund, on the adverse effects termination of this program would have on these victims. There is something perverse and immoral about the ICTR's decision or policy to discontinue the financing of medical and psychological treatment of "former" witnesses and victims.

Ms. Molina and I discussed -- and will continue discussion of-- ways to continue supporting these women and the feasibility of extending this program to victims of sexual violence whom the ICTR identified during its investigations but which witnesses declined to cooperate with the ICTR. The discussions with Ms. Molina were fruitful. She appears to agree that medical treatment and counseling should be made available to all victims of gender-based violence, whether or not they choose to cooperate in judicial proceedings. She questioned, however, whether it would be beyond the scope of the ICTR's mandate to extend treatment to all victims of gender-based violence identified by the ICTR but who declined to cooperate with the Tribunal. Such assistance should not be conditioned on their usefulness to the authorities. She acknowledged that the ICTR has not had to grapple with these issues but that she would press the matter with the Registrar, Adama Dieng, upon her return to Arusha.

E. Rape as a death penalty-eligible offense & Derogation.

Notwithstanding the analysis provided in part A of this memorandum, the classification of rape as a death penalty-eligible offense is in violation of *Ex Post Facto* clauses in Rwanda's Constitution and several international instruments to which Rwanda is bound, specifically the African Charter on Human and People's Rights and the International Covenant on Civil and Political Rights, the latter of which provides for an enforceable right to compensation of those whose rights are violated by the *gacaca* jurisdictions. Moreover, as expressed in my memorandum on whether Rwanda qualifies for derogation, to maintain rape as a death penalty-eligible offense is to virtually guarantee that a petition to derogate from ICCPR fair trial rights will be rejected. I will complete a draft of the petition, consistent with the results of my consultations with Professor Edwards of Indiana Law School and Professor ___ of Columbia University Law School. Both agree that Rwanda has a good case for derogation and believe that respectable arguments could be made for why the African Charter, which has no derogation clause but contains fair trial rights similar to the ones recognized in the ICCPR, should not be an obstacle to obtaining permission to derogate from rights implicated and violated the *gacaca* law. We are in the process of scheduling a meeting with Minster Muganza for the week of December 3rd. We should also meet with the Commissioner of Police and the Minister of Justice to discuss a timetable for the implementation of these initiatives.

Very truly yours,

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APPENDIX D
RAPID APPRAISAL METHODOLOGIES (RAMS)

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OVERVIEW OF RAMS

The first rapid appraisal methodology was named Rapid Rural Appraisal (RRA) at a conference at the University of Sussex in 1978, and proposed the concept of "triangulation" for establishing validity. Triangulation entails working with a honed-down list of variables and issues, and for each of them, gathering data from (at least) two sources, preferably using (at least) two different research techniques (say, focus groups vs. key informant interviews). Today, there is a growing family of rapid appraisal methodologies, including Rapid Rural Appraisal (RRA), Participatory Rural Appraisal (PRA) and Rapid Assessment Procedures (RAP). All rely on the principle of "triangulation" for validity. It is precisely this systematic attempt at cross-validation that raises the rapid appraisal methodologies above journalistic accounts, or "quick and dirty" research.

Even with triangulation, rapid appraisals produce data that are not as rigorous as random sample survey research. But because of their better ability to handle contextual data, rapid appraisals may have comparable - and sometimes better - levels of validity.

Moreover, rapid appraisals can be undertaken where random sample survey research cannot. The four principal reasons for not doing random sample survey research are that (1) it is not possible to meet the requirements for a random sample; (2) it is too early in the research process to be able to write the right questions and, especially, write the right closed-end alternatives to those questions, (3) the topics and/or target group may not be amenable to the rigid format of a survey, and/or (4) it is suspected that there is little variation in the answers people will give to the questions of interest. Specifically:

- The main reason for not being able to fashion random samples is that in many remote, large, or difficult terrain areas, it is too difficult and expensive to undertake the mapping that can establish the universe from which the random sample can be drawn.

- The main reason that surveys are inappropriate for the early, exploratory stages of research is that the multiplicity of open-ended questions that are needed at this juncture are horrendously expensive to code and analyze, and the process usually takes so long that results come in much too late to be of use to the average development project.

- Surveys also may be contra-indicated when the topic is too controversial or delicate or complex, and/or the target group may be engaged in activities that are too intimate or illegal to be willing to give truthful answers to the interviewer. (It also is impossible to delineate the universe of those engaged in illegal activities, precluding a random sample.)

- Finally, a large-scale random sample survey is most justified where there is lots of variation in the questions being explored, but too expensive if it just confirms key informants' assertions of uniformity (e.g., that almost 100% raise maize and cattle).

It is also worth mentioning two other potential advantages of rapid appraisals (RAs) that are relevant for development projects:

(1) RAs are extremely useful for measuring results or impact at any point in the life of a project, and RAs can be integrated into any Monitoring and Evaluation (M&E) system.

(2) RA focus groups with various sub-groups of both clients and control groups can be used to supplement quantitative indicators and provide the prospect of a more participatory way of creating and periodically measuring indicators.

A TYPICAL RAPID APPRAISAL SEQUENCE

As a caution, note that not all the steps presented here must always be done, nor must they be done in the following order; sometimes two or more steps can take place concurrently. What is important is that the information obtained is triangulated, or cross-validated. This means using two or more techniques, comparing the vision of "insiders" and "outsiders," and (where projects already are under way) contrasting the experiences of both clients and control groups. The typical steps of a rapid appraisal for a development project or program are:

1. Review of Secondary Data

This includes two types of **literature/documents: outside** literature (social science studies, government reports, donor studies, "gray literature," etc.), and **inside** literature (those related to the organization's project cycle, from initial formulations to final evaluations).

It also includes **re-analysis of existing data**. Again, these can be **outside** sources (national account statistics, household surveys, census, and/or quantitative data generated by bilateral or multilateral agencies, such as the World Bank LSMS series), and/or **inside** sources (e.g., rerunning tables to disaggregate them by gender, region, economic sector, age groups, etc.) The idea behind re-analysis of extant data is to use variables that had been collected and which are important to you but had not been used to disaggregate the data in the original analysis.

2. Gathering of Primary Data

Here are the main techniques:

- **Key informant (KI) interviews**. These make use of a flexible, semi-structured "topic list," rather than a rigid questionnaire, and this topic list can and should be continually adapted/modified as new insights and topics emerge.

  - Typically, KI interviews begin at the top, at the national level, and then work their way down to the grass roots level.

- They also should involve both **outsiders** (e.g., the staffs of NGOs that compete with the one(s) involved in the project; locally knowledgeable people such as teachers, health post workers, etc.) and **insiders** (various levels of project staff).

- **Focus group interviews**. These can be conducted in a participatory manner by the facilitator, so that participants interact and discuss topics among themselves, often arriving at new insights and recommendations.

  - The most essential thing is that focus groups should be **homogeneous**. One should never combine people with conflicting interests in the same focus group (e.g., labor and management; large landlords and tenant farmers, and - in most situations - men and women). Neither side will be forthcoming and honest.

  - Focus groups also should be **small**; the ideal size seems to be **five.** In practice, up to eight can be manageable with a trained facilitator running the discussion and a second person recording; conversely, the occasional group of four (or even three) may be necessary if there are "no shows." Why five? Social psychology research has established that when group size goes above five, a clear leadership structure begins to emerge: one or two dominate the group and one or more tend to withdraw, saying little or nothing. And based on my experience in over three dozen countries around the world, five is indeed the magic number for interactive, insight-producing discussions that can be managed by one facilitator (aided by one assistant to help record answers).

    - Focus groups can collect two kinds of data: (a) on the **issues**, and (b) **socioeconomic and socio-demographic** information. The social data can be collected at strategic moments when the issues discussion is veering off on a tangent, or being monopolized by 1-2 people. The facilitator announces that it is now time "to go around the circle," and asks everyone, e.g., how many children they have and how old they are. This breaks up the unwanted discussion pattern and the facilitator can pick up with a new topic or ask for a comment from someone who had not spoken.

    - During the project implementation phase, focus groups should be conducted not only with **insiders/clients** but also with **outsiders/controls**. It is necessary to have separate control group meetings in order to find out what other factors (exogenous variables or externalities) may have been affecting the people in the area, independent of the program/project.

- **Supplemental techniques.** These include:

  - **Follow-up individual interviews** with a few people from the focus groups to clarify points that remain in doubt.

  - **Observation**. This can be a powerful tool, especially for conservation/natural resource management projects. One can walk a farmer's fields and see what

measures he/she actually is using, vs. what the person may say in an individual interview or focus group.

- **Content analysis** of newspapers or other media (TV, radio, magazines) or even donor or project documents may be very revealing - especially of biases that exclude certain groups or present them in a stereotyped way.

- A "last-step" mini-survey. Such a technique is useful if, after all the above:

  (1) we still cannot predict what the people in the next focus group are going to say on a particular topic, or

  (2) we need quantitative data, either to convince skeptics or because the consequences of loose estimates could be detrimental to the clients.

But this "last step" survey need not include all the items for which clear patterns have emerged. For example, if we already know the main crops and livestock in the area, the gender division of labor vis-à-vis those crops and livestock, and any variation in that gender division of labor by ethnic group or level of wealth, we do not have to include these items in the survey instrument. To reiterate, the mini-survey questionnaire need contain only the questions that remain in doubt. By this time, we probably know enough about even those issues to be able to make most questions "closed-end."

Naturally, a random sample remains the ideal. Sometimes, this becomes feasible for a "last-step" mini-survey when it would have been impossible for an initial baseline survey. This may be because the unsettled questions are now confined to a small sub-sector of the original geographic area. If so, the cost of constructing the "sampling universe" could be greatly reduced.

3. Feedback

In order to help the various stakeholder groups feel a sense of ownership in the project, it is necessary to encourage their participation in decision-making related to the project. One key step is to consult with them about preliminary findings and first round suggestions about project initiatives. The general sequence is to reverse the process to this point and "go back up the pyramid." In short, one would start with some of the grass roots people who had been focus group or key informant interviewees. Then one could hold a community-level meeting, even though those with less power would be unlikely to participate freely. There also should be feedback meetings with project staff (front-line workers, as well as project management), and finally, at the national level (including top management of the project, relevant donors, government officials, and the like).

In sum, rapid appraisals can provide data that can be defended scientifically more quickly and cheaply than any comparable method. As a final bonus, they are particularly suitable for typically under-funded development sectors, such as gender and development.

APPENDIX E

WID, GAD and Mainstreaming Approaches to the Advancement of Women: a Comparison		
A WID -women-focused - focus only on women, does not consider the role of men. WID is ineffective as an overall approach, although special projects for women may still be useful.	**GAD - gender-oriented** - compares women and men to identifying differentials in access, participation and benefits, and focuses on the gender relations that generate such differences.	**Mainstreaming** - focuses on developing institutional mechanisms and strategies to effectively implement a gender-oriented approach in all areas of the mainstream.
Understanding of the problem: 1) women's lack of participation in development; 2) women's lack of capability and experience to compete equally with men.	1) gender inequality; 2) unequal power relations between women and men that constrain women's participation in development; 3) lack of recognition by policy makers of the extent to which women are engaged in development but on an unpaid and undocumented basis.	1) institutional biases that contribute to the unequal representation of women in decision making in all fields and at all levels; 2) lack of institutional arrangements to implement a gender perspective in policy formulation, programming and implementation in all fields and at all levels; 3) an institutional environment that is more compatible with men's gender roles than those of women.
Responses: 1) develops new activities for women to *increase* their role in development. This often merely adds to the burden of women who are already fully (but invisibly to the policy makers) occupied with unpaid domestic work and productive work in agriculture or the informal sector, usually as unpaid workers. 2) Training and capacity building to enable women to compete equally with men; 3) special projects for women.	1) the use of gender statistics: sex-disaggregated data showing the differences between women and men, and data on specific gender issues such as counting and valuing unpaid work; 2) gender training to raise awareness of gender issues and the extent to which they affect policies and programs; 3) the use of gender analysis to identify differential impacts on women and men and to develop measures to address such differences;	1) institutional changes (such as affirmative action policies) to facilitate an increase women's representation in decision making in all areas of the mainstream; 2) institutionalization of gender analysis, gender statistics and other techniques of gender mainstreaming in all areas of the mainstream; 3) other institutional and organizational changes to enable women's gender needs to be met equally with those of men in all areas of the mainstream.

Source: Corner, Lorraine. *Capacity Building for Gender Mainstreaming in Development.*

APPENDIX F
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