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# REVISED RWANDA COUNTRY ACTION PLAN

OCTOBER 1, 2005 – SEPTEMBER 30, 2006

WOMEN'S LEGAL RIGHTS INITIATIVE  
UNDER THE WOMEN IN DEVELOPMENT IQC

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## ACRONYMS

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CECI	Centre Canadien d'Études et de Coopération Internationale
CSO	Civil Society Organization
EGAT/WID	USAID Economic Growth, Agriculture, and Trade/ Office of Women and Development
FFRP	Forum des Femmes Rwandaise Parlementaires / Rwandan Women's Parliamentarian Forum
MIGEPROF	Ministry of Gender and Family Promotion
MINIJUST	Ministry of Justice
NGO	Non-governmental Organization
Profemmes/ <i>Twese Hamwe</i>	Collectif des Organisations Rwandaises de Promotion de la Femme, de la Paix et du Développement / a Collective of Rwandan Organizations for the Promotion of Women, Peace, and Development
UNDP	United Nations International Children's Fund
UNIFEM	United Nations Development Fund for Women
USAID	United States Agency for International Development
WLR	Women's Legal Rights Initiative

## SECTION I

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### Overview

#### A. Country Program Description

The USAID Women's Legal Rights Initiative (WLR) is a task order under the Women in Development (WID) Indefinite Quantity Contract (IQC) which was signed by Chemonics International, Inc. on September 30, 2002. The WLR project team, in coordination with USAID/Rwanda, the Africa Bureau, and the USAID Office of Women in Development (EGAT/WID), selected Rwanda as one of the focus countries for WLR activities in Africa.

Despite a post-traumatic social transition, over-population, and economic privation, the Government of Rwanda has made dramatic and impressive strides towards a peaceful and stable democracy, while demonstrating its commitment to the principles of gender empowerment, equality, and equity. Post-conflict Rwanda can boast the existence of a Ministry for Gender and Promotion of Family (MIGEPROF), a Women's Council (*Conseil National des Femmes*), a Rwandan Women's Parliamentarian Forum (FFRP), *abunzi* mediators, and *Gacaca* courts. Further advances by Rwanda toward gender mainstreaming and empowerment include the appointment of ministerial focal points on gender issues, networks of women's civil society organizations (CSOs), a 48.8 percentage of women in Parliament, research and reports by and about Rwandan women and girls, a new national constitution that incorporates women's equality and affirmative action for women, the accession of Rwanda to a number of international and regional politically-binding conventions promoting and protecting women's rights, and a host of appointed and elected women in visibly key positions in the different branches of government.

#### Violence against Women in Rwanda

*Over 32% of women were verbally or physically abused in their communities on at least one occasion between 1998-2003 by a person other than their spouse or sexual partner.*

*An estimated 59% of women were victims of violence during 1993-2003 at the hands of their spouse or sexual partner; 1 out of 3 women suffered from community violence (violence inflicted on them in their local communities) in the past five years.*

-- Report on Violence against Women, Kigali, June 2004, sponsored by the Ministry of Gender and Family Promotion, the International Rescue Committee, and USAID.

National public policy documents, such as the Poverty Reduction Strategy Paper, Vision 2020, and the National Gender Action Plan detail the country's development priorities. Of particular relevance to WLR are good governance, institutional capacity-building, and human resource technical reinforcement. It is within this overall context that WLR will contribute towards the development priorities of Rwanda. WLR Rwanda's mission statement is: WLR Rwanda will contribute to the movement against violence against women through the promotion of women's legal rights. We will do this through enhanced justice sector capacity for interpretation and enforcement of women's rights; a strengthened civil society; and increased public awareness.

**Staffing.** The WLR Rwanda project office will be led by Coordinator Ms. Rose Mukantabana, a well-respected lawyer and recognized advocate for gender equality in Rwanda. Coordinator Mukantabana, under the direct supervision of the WLR Legal and Gender Specialist Lyn Beth

Neylon, will be responsible for the local implementation of the action plan and other related activities, such as liaising with the government, local non-governmental organizations (NGOs), international partners, and USAID/Rwanda. The Coordinator is currently gathering input and suggestions from other projects related to women's rights in Rwanda, in order to determine which partners WLR Rwanda will work with for each activity. She will be supported by the newly employed Accounting and Administration Manager, Françoise Mukamana, who is working with the Project Management Unit and the Chemonics field accountant to learn and finalize in-country start-up procedures for the WLR Rwanda program.

Ms. Mukatabana was the former executive secretary of Hagaruka, one of the country's leading women's NGOs responsible for establishing direct legal aid services for women in Rwanda. She was also the former vice president of an influential and progressive network of Rwandan women organizations, Profemmes/Twese Hamwe, and a significant player in the coalition-building and mobilization efforts that supported the "genderfication" of the national constitution adopted in May 2003. Recently, Ms. Mukantabana participated as an expert member of the Rwandan delegation to the International Conference on the Great Lakes Region in Kenya, as the Chair of the Technical Thematic Taskforce on Humanitarian and Social Issues, responsible for the identification and development of priority projects with regional implications for peace and development. The development and empowerment of women were among the project themes prioritized by the ten countries represented in this regional structure.

**Coordination with USAID.** In close consultation with EGAT/WID, USAID missions in Africa, and the USAID Africa Bureau, WLR selected Rwanda as one of its focus countries. In October 2004, WLR Chief of Party David Vaughn and WLR Legal and Gender Specialist Lyn Beth Neylon, accompanied by EGAT/WID Gender Advisor Sahana Dharmapuri, conducted a two-week assessment visit to Rwanda. During this and a follow-up visit in July 2005, the WLR Rwanda team discussed and liaised closely with USAID/Rwanda regarding our findings and conclusions. WLR's CTO, Ed Lijewski, has been and will continue to be kept apprised of all important developments. A WLR team recently returned from three weeks in Rwanda, from October 3-23, 2005 to solicit input on start-up activities, conduct administrative training for the new project staff, and finalize the identification of partners and priority activities for the country action plan following consultations with the government, cooperating partners, and USAID/Rwanda.

## **B. Impact and Notable Achievements**

At present, achievements for the WLR Rwanda program are limited and administrative in nature. We have vetted and hired two new WLR Rwanda team members: Project Coordinator Rose Mukantabana, and Accounting and Administration Manager Françoise Mukamana. WLR carried out an assessment in October 2004, and conducted two follow-up field visits and additional research, including interviews, in Washington, DC, during 2005. These resulted in the completion and submission to USAID of the Rwanda country assessment report, a provisional start-up action plan, and this final draft action plan for consideration.

### C. Challenges and the Way Forward

In addition to domestic and regional security concerns, there are a number of foreseeable challenges to the implementation of the WLR Rwanda country action plan in fiscal year 2006. Securing the Rwandan's government approval, confidence, and collaboration will require the successful realization of a working partnership between government officials and WLR Rwanda. Given the high number of international organizations and donors active in-country, WLR Rwanda will need to become vigorously active in inter-agency coordination efforts.

Governmental changes will also create challenges for WLR Rwanda. The Government of Rwanda is currently planning another administrative restructuring, which requires constitutional amendments. These changes are supposed to be completed before the March 2006 elections, but important decisions about how the restructuring will actually be implemented are still being made. There is a proposal to change the number of districts in Rwanda from 106 to 30, and the number of provinces from 12 to 5; the provincial tribunals could be eliminated. Which judges and magistrates are in charge of what courts, and the scope of their jurisdictions, is not known yet. One proposal replaces district tribunals with courts of "*grand instance*," with new "*tribunaux de base*" at the sector level, the number of which has not been determined. Whatever the final configuration of the judiciary, this restructuring will impact WLR Rwanda's choice and timing of activities. For example, it could delay trainings in the judicial sector, because elected officials' and judges' jurisdictions are based on the administrative structure, which will be in transition for some time. In addition, MIGEPROF has been "downsized" from an independent Ministry to part of the Prime Minister's office, and the formerly large staff has been reduced to only five people working exclusively on gender issues, with no legal officer. The role of MIGEPROF has been changed to coordination rather than implementation of activities, and how this will affect WLR Rwanda's activities is unknown.

However, the most immediate challenge will be to quickly secure input and support from identified local partners, including the government, for country action plan activities. In all projects, but particularly in Rwanda, a collaborative process is essential for success. Because of the influx of so many international agencies into Rwanda, with mixed results so far, the WLR Rwanda program will require focused and streamlined objectives, a narrowly-defined scope of implementation, and high impact results within a relatively short time frame, all while coordinating activities with local partners and government Ministries. As a practical matter, to avoid competition for people's time and attention, NGO projects cannot do activities at the same time as government-sponsored activities, which could potentially delay the implementation of WLR Rwanda's meetings or trainings.

Other impediments include the unreliable infrastructure in Rwanda – the field office cannot rely on having dependable electricity, water, or working phones (cell or land lines), and aside from the main streets in Kigali, most roads are unpaved, rutted, and very difficult to navigate, particularly in the rainy season. Transportation is unpredictable and expensive. Also, in spite of good political will at the national government level, there is strong resistance to the recognition and implementation of women's rights at the grassroots level, due (we believe) to long-standing customary law and traditional practices.

To address these challenges, the WLR legal and gender specialist and the project manager traveled to Rwanda the first three weeks of October 2005 to consult with partners, liaise with the relevant government Ministries and agencies, and solicit input from USAID/Rwanda. The team provided administrative training to the newly-employed project staff, and spent time discussing, developing and planning future WLR Rwanda activities that will meet local needs, work in the Rwandan context, and fill the gaps of existing programs and projects. This action plan has been revised to reflect local discussions with partners and stakeholders.

WLR Rwanda will continue to coordinate and explore potential partnerships with other U.S.-based and international partners currently (or contemplating) operating projects in Rwanda such as USAID/Rwanda's democracy and governance project partners, the U.S. government-funded President's Emergency Plan for AIDS Relief (PEPFAR), the United Nations Development Program (UNDP), the United Nations Development Fund for Women (UNIFEM), and other international projects with complementary activities with a gender dimension, such as projects funded by Sweden/SIDA, Germany/GTZ, Canada/CIDA, Britain/DFID, the Netherlands, Belgium, Switzerland, and the European Union.

The identified line ministry will be either MIGEPROF or the Ministry of Justice (MINIJUST). USAID/Rwanda will give WLR Rwanda guidance on this point. Potential partnership arrangements are being considered with cooperating Rwanda-based partners, including the National Judicial Training Center/*Centre National de Formation et Développement Judiciaires* (hereafter the Magistrate School); the FFRP; Women's Councils; Profemmes; Haguruka; AVEGA; Rwandan Women's Network; the Women's Councils; and National University of Rwanda at Butare Legal Clinic/*Clinique Juridique* (hereafter the Butare Law School Legal Aid Clinic); and possibly the Bar Association and other NGOs such as Seruka.

## SECTION II

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### Implementation

The WLR Rwanda country action plan for 2005-2006 will focus on strengthening the capacity of the justice sector and civil society organizations, and public education. This will include a mix of the following:

- Develop materials and trainings for workers in the legal sector, including legal aid providers/paralegals/law students, and magistrates and judges on the legal implications of gender-based violence to enhance their ability to provide legal assistance and enforce Rwandan laws and international obligations.
- Support public education on violence against women in Rwanda and women's rights by collaboratively designing a media strategy and public awareness campaign with local language materials, radio spots, and other awareness-raising methods.
- Promote collaboration among CSOs by working with an existing network to provide a forum where they can exchange information and make plans to work together.
- Foster public discourse on how women's legal rights strengthen the Rwandan family, in the context of Rwanda's development plans, by sponsoring a national conference on this topic.

The cross-cutting theme which will link the activities listed here is information about and advocacy against violence against women. Each of the described activities will bolster efforts to guarantee women access to justice, and in particular, the right to be free from violence. WLR Rwanda's activities will also aid national efforts to develop participatory governance by creating opportunities for partnerships among civil society, local government, and policy-makers; promote the rule of law; and encourage public awareness of every Rwandan's rights and responsibilities.

In the following section, WLR provides details on its three technical components—justice sector strengthening, civil society capacity-building, and public education and awareness—and the strategies, associated activities and tasks, resource requirements, benchmarks, and plans to ensure sustainability. Detailed information about overall staffing and performance monitoring, including a chart with indicators and expected results, can be found in Section III, Program Management. Annex A contains a detailed timeline showing activities, specific dates, and parties responsible for the activities and results.

#### A. Component One: Justice Sector Strengthening

**Overview and strategy.** The WLR Rwanda assessment identified a number of gaps in Rwanda's formal justice system, and an overall lack of gender awareness and safeguards for women who have been victims of gender-based violence. WLR Rwanda initially considered supporting the creation of draft legislation against violence against women with associated public hearings, but happily, this is already being done by FFRP, through projects funded by UNDP and UNIFEM.

Because of the amount of new legislation awaiting action, WLR Rwanda's short timeline, and the impending elections, we rejected supporting the creation or amendment of laws to address the other specific legal concerns, such as insufficient protection for victim-witnesses of violence, and lack of procedural training on sexually violent crimes.

In order to improve the implementation of women's legal rights in Rwanda, WLR proposes to support the development of materials and trainings for the justice sector at several levels on the legal and societal implications of gender-based violence. In doing so, the justice sector will enhance its technical capacity to fairly and efficiently argue, interpret, apply, and enforce international and national laws relating to women's rights, which will not only improve women's access to justice, but also bring authority and weight to the positive effects of the rule of law. In addition, the legal guarantee, upheld by courts, of a woman's right to be free from gender-based violence will promote public confidence in the fairness and gender sensitivity of the justice sector – important in a country where at least 52% of the population is female.

**Key activities.** WLR's primary activities to strengthen the justice sector will be the development of a curriculum, materials and trainings on women's legal rights and violence against women, targeting two levels of the legal sector: 1) judges and magistrates; and 2) legal practitioners (lawyers, paralegals, law students). We will modify and/or reprint existing materials instead or in addition, if any have been produced that are appropriate for our purpose.

- **Curriculum Development.** The initial curriculum development will be a course on “Women's Legal Rights” (or perhaps “Gender and the Law”), which will include materials on national and international law and on gender-based violence, for judges and magistrates. Because of the technical and specialized nature of the course, a judge and/or legal education consultant will be hired to develop a curriculum, in collaboration with the Magistrate School, tailored for the judiciary. If things go according to plan, the “Women's Legal Rights” curriculum will be taught at the Magistrate School, which is currently developing courses in anticipation of its transformation from a training center into an independent professional institute. The Director of the Magistrate School indicated to the WLR Rwanda team that he expects the Parliament to pass legislation within the month to enable this change, which would require that law graduates attend a two-year course of study at the School before becoming magistrates. Even if the transition of the Magistrate School is delayed, the Director is interested in offering a truncated version of our course on women's rights as a continuing education class for current judges and magistrates, until the full course can be taught. We anticipate that negotiations with the MINIJUST Executive Committee for determining the courses offered by the Magistrate School will occur in November and December 2005, and that WLR Rwanda can identify curriculum development consultants in December 2005 and January 2006. The consultants will design and finalize the curriculum in February, March, and April 2006, and we will apply and obtain final approval from the Executive Committee to include the curriculum in April or May 2006.
- **Materials Development and Publication.** Materials on gender-based violence will be developed, if suitable training materials have not already been produced, for legal practitioners. These materials will be of a more practical nature than the Magistrate School

curriculum materials, because their purpose will be to teach paralegals, law students, and interested lawyers how to prepare a case and papers for court for victims of gender-based violence. Simpler materials can also be used for general public awareness on violence against women (see component three – public education and awareness-raising). Rather than hiring a consultant, WLR Rwanda would prefer to hold a week-long materials development workshop so that materials for practitioners are developed collaboratively by the groups that will promote them. This technique worked very well for the development of WLR Benin’s outstanding paralegal manual and public awareness materials. WLR Rwanda’s partners for these activities will be the Butare Law School Legal Aid Clinic (which trains law students), Hagaruka (which trains paralegals), and perhaps other legal-oriented NGOs. Preliminary meetings with NGO partners to choose appropriate representatives to create the practitioners’ materials will occur in January 2006, and the materials development workshop will be held in February or March. This leaves a month or six weeks to get the materials published for the pilot trainings. In July-September 2006, the partner doing the trainings will review feedback and evaluations from the them and revise the materials as necessary.

- **Pilot Trainings.** After designing the course curriculum and the practical training materials, WLR Rwanda will support pilot trainings of practitioners, organized by our local partners. The first trainings will be with law students from Butare Law School Legal Clinic and paralegals from Hagaruka, AVEGA, and Ibuka (the only three organizations which train paralegals), if they are interested. The pilot trainings will not only teach the practical application of the law, but trainers’ suggestions and post-training evaluations will probably result in revisions to the training materials. The topics for the training will specifically address the legal and practical implications of gender-based violence; however, a key message highlighted in the training methodology will emphasize the necessity of a multidisciplinary and cross-sector approach in understanding and addressing issues of violence against women. Identification of a legal rights partner to hold pilot trainings for practitioners, and the negotiation of a fixed price subcontract with them for the trainings, will occur in April-May 2006. The first pilot training should be implemented in May, and the second one in June.

**Resources.** One or two short-term technical consultant(s) for curriculum development for magistrates; a facilitator and representatives from cooperating partners for the materials development workshop; partner NGOs to implement the pilot trainings and evaluations; a publisher for all materials; the Magistrate School; the Butare Law School Legal Aid Clinic; possibly the Bar Association; MINIJUST, MIGEPROF, and NGOs Hagaruka, AVEGA, and Ibuka (depending on interest).

**Benchmarks.** Expected benchmarks during this action plan period include:

- A curriculum on Women’s Legal Rights, including national and international law on violence against women, for judges and magistrates developed and published.
- A materials development workshop with local partner participants held to develop materials for legal practitioners on women’s legal rights and violence against women.

- Training materials for legal practitioners on legal and practical implications of gender-based violence and how to prepare cases for court published.
- Trainings held for paralegals, law students, and interested lawyers on violence against women and its multi-faceted social and legal implications on individuals, families, the justice system, and Rwandan society.
- Evaluation of the effectiveness of these activities.

**Sustainability strategy.** The publication of quality materials on the issue of violence against women in Rwanda will ensure that there are educational materials available after WLR no longer exists here. Education of judges and magistrates to the issues around gender-based violence in Magistrate School will result in an improvement in the justice sector's capacity to fairly and competently resolve gender-sensitive cases throughout their careers. Trainings for practitioners will give them information and skills they can use immediately and in the future to help women's access to justice in Rwanda. Finally, by bringing together disparate local partners to collaborate on the development of materials, WLR Rwanda will build the capacity of the organizations to work together, a skill that is always useful.

## **B. Component Two: Civil Society Capacity-Building**

**Overview and strategy.** The WLR Rwanda assessment found that although there exist several mechanisms to help NGOs share information, they are under-utilized. The *Centre Canadien d'Études et de Coopération Internationale* project (CECI) currently provides facilitation services and some financial support for NGO networking, allowing them to meet in thematic groups to discuss projects on shared interests. However, the CECI project is closing down in January, 2006, and it is unlikely that the thematic groups will continue after its departure. The WLR team considered continuing the activities of the departing CECI project, but after meeting with them, we realized that they work with many CSOs on virtually any issue, which is beyond the scope of WLR, although it is possible for us to support the gender and justice thematic group. WLR's activities must address the complaint that NGOs often waste resources with duplication and need to collaborate more. We aim to strengthen the capacity of civil society to forge partnerships among themselves, and better exchange information with the government in order to impact the legislative drafting process, promote democracy, increase accountability of parliamentarians and local officials, and identify and resolving issues of local and national concern.

**Key activities.** Profemmes is an umbrella network for organizations working on issues of interest to women, but currently they do not seem to have the capacity to provide an effective forum for their member organizations. WLR Rwanda's main capacity-building activity is to consult with Profemmes and its member organizations, and together devise a way to assist Profemmes in its role as coordinator of women's NGOs. We will also financially support and facilitate the gender and justice thematic group until the end of the fiscal year. Many members of CECI are also members of Profemmes, and in supporting both we hope to somehow merge them so that a sustainable cooperative entity will be created. Additionally, WLR Rwanda also will work with Hagaruka to finalize and print a training-of-trainers manual, previously developed but never published, on how to do human and women's rights trainings, and support pilot trainings of NGO leaders, beginning with USAID/Rwanda's DG partner NGOs.

- **Profemmes.** WLR Rwanda will meet with this already-established umbrella network of women's groups to discover what the obstacles are to better coordination and information-sharing among their member organizations. We will contribute to Profemmes' strategic plan and work with them and their members to develop a mechanism that will allow all member and other interested NGOs to share information and to strategically work together to accomplish their goals collectively and avoid duplication. Talks will begin in October and November 2005, and work on Profemmes' strategic plan will occur in November and December 2005, and be implemented during the next calendar year. We will evaluate the effectiveness of efforts to help Profemmes in their role as coordinator in June and July 2006, so that any necessary changes in our tactics or strategy can be made quickly.
- **Working group on Gender and Justice.** Beginning in January 2006, when CECI ends its support of the thematic NGO group meetings, WLR Rwanda will facilitate the monthly meetings of the Gender and Justice group through the end of the fiscal year, September 2006. This will entail logistical support for nine months, and during this time the group will, in addition to sharing what women's rights activities they are engaged in, decide how to integrate the group into Profemmes' new structure to coordinate but not duplicate member organizations' efforts.
- **Human and Women's Rights Training Manual.** The research and development of this manual was funded by the European Union, but no funding was given to Hagaruka to print it or actually hold trainings. WLR Rwanda will support finalizing and printing 1,000 copies of this manual on how to do trainings on human and women's rights, to be done in December 2005 through January 2006. We will also support at least two trainings, using this manual, for NGO leaders, giving priority to appropriate NGOs that already work with USAID/Rwanda. The trainings will include evaluations and follow-up monitoring, to ensure that the trainers actually go out and share their knowledge by doing trainings. In addition, we will, in collaboration with our partners and the Mission, develop a dissemination plan for the manual. WLR Rwanda will identify a partners to do the trainings and negotiate a fixed price subcontract with them in January 2006. The trainings will be held in February and March 2006, with follow-up in June and August 2006.
- **Collaborative Media Strategy and Public Awareness Activities** with the dual purpose of informing the public and building civil society capacity to work together to design a strategy that will be more effective for being done in a coordinated way (see next component, Public Education and Awareness-Raising, below). WLR Rwanda will identify partners and begin meetings to collaboratively design a media strategy in January 2006. In June and July 2006, we will begin to evaluate the impact of the media strategy.

**Resources.** Profemmes expertise on developing and maintaining its NGO network; appropriate partner NGO organizations to strengthen the networking mechanism and to participate in trainings; a local expert to finalize the draft training manual; a publisher; Hagaruka.

**Benchmarks.** Expected benchmarks during the action plan period include:

- The development and implementation of a collaborative plan to enable Profemmes to better fill its role as a coordinating body of member organizations.
- Finalization and publication of 1,000 copies of the Human and Women's Rights Training Manual, and the development of a dissemination plan.
- Identification and engagement of NGO partner(s) to plan trainings on how to do human rights trainings for NGO leaders using the new training manual.
- Implementation of trainings on how to do human and women's rights trainings for USAID/Rwanda DG NGO partners, so that they can train their members.
- Evaluation of the effectiveness of these activities.

**Sustainability strategy.** A mechanism or forum to encourage civil society groups to meet and strategize could last well after WLR Rwanda closes. This activity should help organizations improve their ability to communicate with each other and collaborate on influencing the direction of policy on women's rights, including but not limited to violence against women. It should also result in a better understanding of all participants of what other sectors and organizations in the civil society sector are working on and why, how they actually do their work, and how they can make their concerns known and find solutions together, which will improve efficiency and reduce wasted time, effort, and money. The publication of a training manual for trainers will ensure that there are materials available on how to do rights trainings after WLR is gone. The strengthened capacity of the local NGO leaders who participate in trainings will also contribute to the sustainability of this activity.

### **C. Component Three: Public Education and Awareness-Raising**

**Overview and strategy.** The WLR Rwanda assessment noted that violence against women affects various sectors of Rwandan society: health and HIV/AIDS, education of girls, politics, criminality, economic empowerment, human rights, land reform, food security. WLR Rwanda proposes to develop and support public education and awareness-raising activities to make more information available on the inter-linked social as well as legal implications of gender-based violence. In addition, many NGOs indicated their interest in being included in a national discussion on the effect of women's legal rights, and in particular violence against women, on the family and the community, in light of recent documents such as Vision 2020 that present the Government of Rwanda's development goals.

**Key activities.** Planned activities include the development of a collective media strategy to more effectively utilize public education events and materials, and a national conference on the Rwandan family.

- **Collaborate on Media Strategy and Public Awareness Campaign:** WLR Rwanda will identify organizations and possibly government agencies that are planning or implementing public awareness campaigns on gender-based violence, and encourage collaboration to design and implement a media strategy in a coordinated manner, making it more effective than smaller efforts by any single group. WLR Rwanda will identify partners and begin meetings to collaboratively design a media strategy in January 2006. Although the specifics of the media strategy will be developed by the group, there will almost certainly be the opportunity for

WLR Rwanda to participate in awareness-raising events based on recognized commemorative days promoting an end to violence against women and girls, and to support the creation of a radio spot on violence against women. We would develop the radio spot in January and February 2006, and it would be broadcast twice a quarter, for example, in February and March, May and June, and August and September 2006. We might possibly also support the publication of public awareness materials on gender-based violence in Kinyarwanda for the general public if no appropriate materials already exist, together with the collaborative development of an effective dissemination plan. In June and July 2006, we will begin to evaluate the impact of the media strategy.

- **National Conference.** WLR Rwanda will sponsor, with the help of local partners, a national conference to be held in March 2006, on “How Women’s Legal Rights Strengthen the Rwandan Family.” NGO representatives explained that government documents such as Vision 2020 which expound on the government’s development goals are focused on infrastructure, such as new buildings and roads, clean water, and the provision of services, but do not focus on the actors. In other words, they want to know by what methods the country will produce happy and productive Rwandans to work toward the stated development goals. The NGOs want a national discussion on how a strong, functional family, one free of violence or abuse, where the marriage is a partnership and the children are healthy and go to school, will strengthen not only individuals, but also families, the community, and the entire Rwandan society, and one way of strengthening the Rwandan family is to respect women’s rights in the home and the greater community. This will address some people’s concerns that promoting women somehow weakens the family structure, or takes something away from men. The FFRP also indicated concern about the Rwandan family in a long meeting with the Minister of Gender while the WLR team was in Rwanda, so this is a timely topic. Planning and preparation for the national conference would take place from November 2005 through February 2006. Approximately 75 participants from all sectors throughout Rwanda will be invited to the conference, and it will be held in Kinyarwanda and broadcast on the radio to reach the widest possible audience and become a real national discussion. Follow-up activities to the conference may occur during the rest of the year, or may begin late in the fiscal year and continue into FY07.

**Resources.** WLR Rwanda will identify local partners to collaboratively design and carry out a media strategy for a public awareness campaign on violence against women and women’s legal rights; local partner representatives to create materials for the general public; technical expertise to design and produce a radio spot on violence against women; local expertise to monitor the media and conduct an evaluation on the impact of the public education and awareness-raising activities; local partners with the capacity to organize and implement a national conference; radio technicians to broadcast the conference.

**Benchmarks.** Expected benchmarks for this activity include:

- With local partners, design a media strategy and help implement a public awareness campaign on violence against women
- Co-host public events focused on eliminating violence against women on significant commemorative days (such as the International Day on the Elimination of Violence

Against Women in November 2005; Human Rights Day, December 10, 2005; International Women's Day on March 8, 2006; and/or Pan African Women's Day in July 2006).

- As part of the collaborative media strategy, produce a radio spot and basic materials in Kinyarwanda on women's legal rights and violence against women.
- Logistical and substantive preparation for the conference on "Women's Legal Rights Strengthen the Rwandan Family," including identification and securing implementing partners, venue, and speakers.
- Hold a one-day national conference on how women's legal rights strengthen the Rwandan family held for approximately 75 participants.
- Broadcast of the conference on the radio to as wide an audience as possible.
- Evaluation of the effectiveness of these activities.

**Sustainability strategy.** We will work with our CSO partners to collaboratively create a media strategy which can be implemented and then improved upon in the future, with and then without WLR Rwanda; the sustainability of the benefits of public education are difficult to prove but may nonetheless be enormous. As much as possible, WLR Rwanda will work with local experts and groups to develop their capacities and skills so that they can later independently continue to collaboratively design strategies and campaigns following WLR's departure.

The conference will be designed so that there will be follow-up activities in the next fiscal year; conclusions and suggestions coming out of the conference will possibly be incorporated into national development policies or proposed legal reforms, which could have long-lasting effects on Rwandan institutions. Sustainability will be determined by the way in which policy makers, parliamentarians, local officials, and others, including national and international partners and donors, use the information from the conference, and how the public responds.

## SECTION III

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### Program Management

#### A. Staff and Management

The WLR Rwanda team in Washington, DC, is composed of Mary Hill Rojas, Sr. Manager; David Vaughn, Chief of Party; Lyn Beth Neylon, WLR Legal and Gender Specialist; Rachael Pierotti, WLR Project Manager; and Anita Sachariah, Project Administrator. This team is in daily email contact with the WLR Rwanda Coordinator, Rose Mukantabana, and the Accountant/Office Manager, Françoise Mukamana. We also have a regularly-scheduled teleconference once a week, and additional phone calls, faxes, “pouches,” and emails as needed. Ms. Mukantabana will be in contact with USAID/Rwanda through Angèle Uwinganji, DG Program Assistant, and Ben Allen, DG Team Leader, who will be advised of and invited to participate in all relevant WLR Rwanda activities.

The Project Office in Kigali is responsible for the day-to-day management of the program. WLR team members from the home office will travel to Rwanda occasionally to check the status of the project, provide technical assistance, do team-building, and/or help with program activities as needed. The core team may also identify technical experts on a specific topic to travel to Rwanda and provide assistance and/or training to support the program. Local staff, in coordination with partner organizations, will identify local experts and partners necessary to achieve the goals of the project.

#### B. Performance Management Plan

The WLR team prepares quarterly reports, trip reports and annual reports on best practices, lessons learned, and success stories. The table below details the activities, relevant EGAT/WID SO 3 Intermediated Results (IRs), the applicable indicators, and the expected results of each activity.

## Performance Monitoring Plan

### Women's Legal Rights Initiative

#### ► Strategic Objective 1: Women's Legal Rights Increasingly Protected

##### ► IR 1: Improved Legislation to Protect Women's Legal Rights

- Indicator 1: Number of changes to national legislation to comply with international human rights standards and commitments
- Indicator 2: Number of legislative actions taken to embody women's rights in law (new, repealed, reformed bills introduced, debated, committee meetings held, working groups conducted, testimony given, voted on)
- Indicator 3: Number of executive branch policy directives in support of women's legal rights

##### ► IR 2: Enhanced Justice Sector Capacity to Interpret and Enforce Women's Legal Rights

- Indicator 1: Percent of violations of women's legal rights (i.e., cases of violence against women, FGM, sexual assault or harassment, child marriage, *lévirat*, nonpayment of pensions) reported to law enforcement or prosecutors, that are presented in court
- Indicator 2: Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law
- Indicator 3: Number of lower court, magistrate, or judicial decisions that cite international human rights law
- Indicator 4: Number of mechanisms available for improving access to legal redress for violations of women's rights (women's bar associations, specialized courts, special police cells, units or stations, women in the justice system)
- Indicator 5: Number of justice sector workers at all levels using project-sponsored publications on women's legal rights

##### ► IR 3: Strengthened CSOs Ability to Advocate for Women's Legal Rights

- Indicator 1: Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance
- Indicator 2: Number of CSOs with multiple funding sources
- Indicator 3: Number of CSOs submitting reports to national, regional, and international human rights monitoring bodies
- Indicator 4: Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy (work by ministries on new laws or regulations, introduction of new legislation, references in speeches, pledge of resources to women's rights )

##### ► IR 4: Increased Public Awareness of Women's Legal Rights

- Indicator 1: Number of media stories that reference women's legal rights
- Indicator 2: Number of publications or campaigns developed to educate women and the general public on women's legal rights

**Component I: Strengthening the Justice Sector**

<b>Activity</b>	<b>Relevant IRs</b>	<b>Indicators</b>	<b>Expected Results</b>
Training for practitioners	IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights  IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	IR 2: Indicators 1, 2, 3, 5 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law; Number of lower court, magistrate, or judicial decisions that cite international human rights law; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights  IR 3: Indicator 4 -- Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy	Well-educated legal practitioners will provide vital legal aid to women seeking to exercise their rights, particularly the right to be free from gender-based violence. Better understanding and enforcement of the law will improve legal protection of women's rights, improving their lives and their children's lives, and ultimately the family's and community's lives as well. More trained practitioners will provide better services and protection for victims of abuse, and will encourage women to understand and pursue their rights.
Curriculum development for course at magistrate school	IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights	IR 2: Indicators 1, 2, 3, 4, 5 – Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law; Number of lower court, magistrate, or judicial decisions that cite international human rights law; Number of mechanisms available for improving access to legal redress for violations of women's rights; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights	Legal decision-makers who are educated on women's rights will be more likely to ensure proper (non-discriminatory) enforcement of the law. Better understanding and enforcement of the law will help ensure protection of the rights of female litigants. Proper handling of cases will also encourage and empower women complainants and abuse victims to come forward with their cases of discrimination and abuse, thereby increasing the number of resolutions in their favor and convictions of abusers, reducing the number of victims/survivors and encouraging others to come forward.
Development and publication of practice manuals for legal practitioners	IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights	IR 2: Indicators 1, 2, 3, 5 – Percent of violations of women's legal reported to law enforcement or prosecutors, that are presented in court; Number of legal professionals and justice sector workers trained in women's legal rights and international human rights law; Number of lower court, magistrate, or judicial decisions that cite international human rights law; Number of justice sector workers at all levels using project-sponsored publications on women's legal rights	Well trained lawyers, paralegals, legal aid providers, and rights-related CSOs will advocate for the protection of women's rights and the proper enforcement of laws codifying equality, especially VAW. These efforts will empower women to utilize the services and legal processes available to protect themselves and their rights. The likelihood that they will be dealing with women's rights cases will motivate legal workers to use practice manuals that are readily available to them.

**Component II: Civil Society Capacity-Building**

Activity	Relevant IRs	Indicators	Expected Results
Develop and implement a collaborative media strategy with partners	IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights	There is no named indicator to show the value of increased capacity of CSO/NGO partners to work together to more effectively promote women's rights to the general public.	Rather than each agency or NGO doing their own public awareness piece, getting several groups together to develop a collaborative media strategy should increase the impact of the message against violence against women by coordinated efforts reinforcing each other with the general public.
Publish training manual and hold training of trainers for community leaders on how to do human and women's rights trainings	<p>IR 1. Improved Legislation to Protect Women's Rights</p> <p>IR 2. Enhanced Justice Sector Capacity to Interpret and Enforce Legislation that Protects Women's Rights</p> <p>IR 3. Strengthened CSOs Ability to Advocate for Women's Legal Rights</p> <p>IR 4. Increased Public Awareness of Women's Legal Rights</p>	<p>IR 1: Indicators 1, 2, 3 -- Number of changes to national legislation to comply with international human rights standards and commitments; Number of legislative actions taken to embody women's rights in law; Number of executive branch policy directives in support of women's legal rights</p> <p>IR 2: Indicators 1, 4 -- Percent of violations of women's legal rights reported to law enforcement or prosecutors, that are presented in court; Number of mechanisms available for improving access to legal redress for violations of women's rights</p> <p>IR 3: Indicators 1, 2, 3, 4 -- Number of CSOs trained on women's legal rights and international human rights to advocate or work for women's legal rights, including research, advocacy, training, and legal assistance; Number of CSOs with multiple funding sources; Number of CSOs submitting reports to national, regional, and international human rights monitoring bodies; Number of legislative and/or policy actions in favor of women's legal rights taken as a result of civic advocacy</p> <p>IR 4: Indicators 1, 2 -- Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights</p>	People make decisions in conjunction with others, especially community leaders. Training these leaders on how to do trainings on women's legal rights and how they are a positive development for the community will influence key people to whom others go to for advice. Community leaders will see practical benefits in empowering women, and this attitude will reach many people it might not have through other means. It will make the concept of women's legal rights practical and useful to ordinary people in their everyday lives, and show that it is not an imported idea. This will allow women to work and live in their communities without as much fear and discrimination, and to use available mechanisms to protect and advocate for themselves at the grassroots level. This will lead to more and different kinds of CSOs to incorporate women's rights into their understanding and organizational missions, to understand that gender issues are cross-sectoral, and to advocate for women's rights with community support.

**Component 1: Public Awareness**

<b>Activity</b>	<b>Relevant IRs</b>	<b>Indicators</b>	<b>Expected Results</b>
Hold a national conference on "How Women's Rights Strengthen the Rwandan Family"	IR 4. Increased Public Awareness of Women's Legal Rights	IR 4: Indicators 1, 2 – Number of media stories that reference women's legal rights; Number of publications or campaigns developed to educate women and the general public on women's legal rights	A national conference that is broadcast live in Kinyarwanda will spark a national discussion on women's rights and acknowledge and address concerns that women's rights are detrimental to men or to the family. This will lead to more information and discussion about women's rights in communities throughout Rwanda.
Develop and produce radio spot on violence against women as part of collaborative media strategy	IR 4. Increased Public Awareness of Women's Legal Rights	IR 4: Indicator 2 -- Number of publications or campaigns developed to educate women and the general public on women's legal rights	Information given through the broadcast of radio spots on the illegality of violence against women will educate and inform the public on their rights and responsibilities under Rwandan and international human rights law. This will create a sense of entitlement among women that they have the right to be free from violence, and a public awareness that women have and can exercise this right. Women in particular will have the information necessary to seek legal help to protect themselves.

## Annex A

**Women's Legal Rights  
Initiative Rwanda  
Country Action Plan:  
October 1, 2005 - Sept 30, 2006**

Tasks	Activities	Oct-05	Nov-05	Dec-05	Jan-06	Feb-06	Mar-06	Apr-06	May-06	Jun-06	Jul-06	Aug-06	Sep-06	Responsible Parties
<b>Component I Strengthen Justice Sector</b>	Negotiate with Exec Cttee for Magistrate School curriculum		■	■										PC, LS, Min of Justice, Magistrate School
	Identify curriculum development consultant(s)			■	■									PC, LS, partners
	Design and finalize curriculum					■	■	■						Consultant(s), PC, LS, partners
	Obtain final approvals for including curriculum in mandatory course							■	■					PC, partners
	Prepare materials dev workshop				■									PC, LS, partners
	Hold materials development workshop for practitioners					■								PC, partners
	Identify partner to hold pilot trainings for practitioners, do FPSC							■	■					PC, partner, PMU
	Hold pilot training 1								■					PC, partner
	Hold pilot training 2									■				PC, partner
	Review feedback from pilot trainings and revise materials										■	■	■	PC, LS, partner
<b>Component II Civil Society Capacity- Building</b>	Start talks with Profemmes coordination	■	■											PC, Profemmes
	Finalize agreement with Hagaruka on training manual			■										PC, LS, Hagaruka
	Finalize and publish training manual				■									PC, Hagaruka
	Identify partner to do trainings, do FPSC				■									PC, partner, PMU

Civil Society Capacity- Building con't.	Hold training 1 for NGO leaders on human & women's rights training					■								PC, partner
	Hold training 2 for NGO leaders						■							PC, partner
	Follow-up for trainings 1 & 2									■		■		PC, partner
	Contribute to Profemmes' strategic plan		■	■										PC, Profemmes
	Facilitate working group on justice & gender				■	■	■	■	■	■	■	■	■	PC, partners
	Identify partners & attend meetings to design media strategy (see component III)				■									PC, partners
	Evaluate effectiveness of trainings					■	■							PC, LS, partners
	Evaluate impact of media strategy											■	■	PC, LS, partners
	Evaluate effectiveness of coordination of Profemmes										■	■		PC, LS, Profemmes
	Component III Public Education and Awareness	<b>Tasks</b>	<b>Oct- 05</b>	<b>Nov- 05</b>	<b>Dec- 05</b>	<b>Jan- 06</b>	<b>Feb- 06</b>	<b>Mar- 06</b>	<b>Apr- 06</b>	<b>May- 06</b>	<b>Jun- 06</b>	<b>Jul- 06</b>	<b>Aug- 06</b>	<b>Sep- 06</b>
Identify partners & attend meetings to develop media strategy (see component II)					■									PC, partners
Develop radio spot on VAW					■	■								PC, consultant, partners
Broadcast radio spot on VAW						■	■		■	■		■	■	PC, partners
Preparation for national conference			■	■	■	■								PC, LS, partners, PMU
National conference on how women's rts strengthen the Rwandan family							■							PC, LS, partners
Follow-up to conference								■	■	■	■	■	■	PC, LS, partners
Identify and hire Coordinator		■												LS, Chief of Party
Identify and hire Accountant/Office		■												

Management	Manager												
	Identify and rent office in Kigali	■											PC, PMU
	Start utilities	■											PC, PMU
	Obtain furniture and equipment	■											PC, PMU
	Administrative training	■											LS, PMU
	Create electronic and hard copy filing system	■											PMU
	Establish communications procedures	■											PMU
	Review Action Plan	■											LS, PC
	Field Accounting Review											■	Field Accountant
	File review by HO and FO								■				Team
	Administrative Systems Review						■						PMU
	Legal Specialist Trip to Field	■					■			■			LS
	Work planning with FO for Year Five Action Plan									■			Team
	Submit Inventory Reports				■					■			PC
	Field Office Staff Evaluations				■						■		PC, LS
	HO Retreat for Year Five Work planning										■		Team
	Collect M & E data from local partners (quarterly)		■			■			■			■	PC
	Prepare quarterly and annual reports				■		■			■			■

**Legend:** LS - Legal Specialist; PC - Project Coordinator; partners – groups WLR Rwanda will work with, including NGOs, government ministries, and other groups (to be determined); Team – WLR Rwanda team (home and field offices); PMU – Project Management Unit (led by Program Manager)