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AFRICA BUREAU FRAGILE STATES FRAMEWORK: GENDER ISSUES AND BEST PRACTICE EXAMPLES

FINAL

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COVER PHOTO
African mothers.
Photo by USAID.

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INTRODUCTION

USAID's Africa Bureau has developed a new Strategic Framework for the Agency and its programs in Africa that support US government foreign policy goals as articulated in the National Security Strategy (2002) and the State-USAID Joint Strategic Plan. The framework also aligns USAID programs with the "White Paper" U.S. Foreign Aid: Meeting the Challenges of the Twenty-first Century (March 2004). Agency programming will follow the guiding principles and programmatic approaches contained in these documents. For Africa, the framework makes a key distinction between transformational development countries (TD) and fragile countries (usually referred to as fragile states, FS).

TD countries are reasonably stable, and their prospects for developmental progress are good. Fragile countries (FS) have poorer developmental prospects because their governments cannot provide basic services and security to large segments of the population, often because of conflicts or crises hampering the state's ability to provide services and the absence of an environment conducive to growth. For both country categories, the framework offers opportunities to correct and refine program directions, reflect USAID's awareness of the need to program differently in fragile states, focus programs for greater impact, and align program and management resources with goals. Since the framework represents a new way of thinking about development and programming in Africa, annual adjustments are anticipated over the next several years as experience grows.

This research was conducted to support the proposed new AFR gender policy to be contained in the framework by providing examples of how gender issues can be identified and addressed in FS.

Gender refers to a system of roles and relationships between males and females that is determined not by biology but by socio-cultural, political, and economic contexts. It refers to the "process by which individuals who are born into biological categories of male and female become the social categories of men and women through the acquisition of locally defined attributes of manhood/masculinity and womanhood/femininity." In Africa, traditional "transformative rites" and other rituals from childhood to eldership have particular relevance; they shape the full range of changing patterns of social interactions, power relations, privileges, status and identities formed over time, usually based on age grouping, where gender may not serve as the primary organizing principle.

Liberation struggles, low-intensity intra-state conflicts, civil wars and genocide have occurred in a number of countries and regions of Africa over the past two decades. Further, several African states have failed as a result of these conflicts, or else become extremely fragile. Local peoples, governments, scholars, development practitioners and international agencies have created new

policies, programs, and practices to deal with countries and parts of countries moving into crisis, in crisis, and recovering from crisis.

These two decades have also witnessed a significant increase in materials across media and organizations dealing with gender issues and ideologies and their implications for development. Specifically, knowledge and analysis about gender issues and differences in these kinds of crisis and conflict situations has grown. Much of this new information addresses the roles of women. Gender issues and gendered programs, however, include and affect men, women, youth and children and the elderly of both sexes.

USAID's policy is to mainstream gender, including gender equity, in all its programs. This includes programming in fragile states.

AFR has taken care to include gender issues in its Fragile States Framework. However, gender was initially treated as a programmatic sector, much like DG, Agriculture, or Economic Growth. Gender issues are varied and complex in peacetime, and change or may become rigidified in pre-crisis, crisis and post-crisis situations. Thus, they vary across time and space, and are mediated by culture, ethnicity, religion and other country and region-specific variables.

This Gender Issues and Best Practice Examples addition to the original AFR FS Strategic Framework highlights some of the most common and pervasive gender issues at the various stages—pre-crisis, in crisis and recovering from crisis—enabling Agency and local partners to refer to them and to the related Africa Gender and Conflict Research Project materials in carrying out their own assessments and designs.

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AFRICA BUREAU FRAGILE STATES FRAMEWORK GENDER ISSUES AND BEST PRACTICE EXAMPLES

GENDER ISSUES	BEST PRACTICES
SO 1: AVERT AND RESOLVE CONFLICT	
1.1 Peace Processes Supported	
	Men and women have unequal access to peace dialogues, decision-making ability and power to shape forums designed to avert or resolve conflict, including mobilizing constituencies for peace, negotiating peace agreements or to design, monitor and evaluate peace treaties and accords where new resource distributions, leadership roles or other social change dynamics are agreed.
a) Constituencies for peace mobilized	Identify traditional and emerging women leaders to mobilize constituencies of all types
b) Peace agreements negotiated	Include women stakeholders and other affected parties to conflict in informal and formal negotiations
c) Peace implementation planning and monitoring done	Involve traditional and emerging CSOs/NGOs, networks to plan implementation of peace accords
d) Youth reached to renounce violence and participate peacefully in politics	Differentiate between needs and roles of young women and men, girls and boys (inclusion, education, jobs, shelter, psychosocial support and reintegration)
	Practices that build upon new and traditional roles of men and women where both groups are engaged in peace processes and resolving conflict across ethnic, class, age, and other variables.
	Rural Women's Peace Initiative Liberia, Senegal, Guinea Bissau, and Cote d'Ivoire —Strengthens women's capacity to act in conflict resolution and peace building.
	All-Party Burundi Women's Peace Conference —At Burundi Peace Negotiations 50 Burundian women presented common vision for peace and reconciliation; 19 recommendations were included in final peace accord.
	Great Lakes Women's Peace Program Burundi —Women from varying ethnic and social backgrounds share vision of peace and regional neighborliness.
	Northern Uganda —Women's groups working with others to revive cultural institutions and prepare the community for reconciliation and re-integration through local institutions. Hold prayer meetings, do peace education, build community support & respect through song, proverbs poetry and story telling.

GENDER ISSUES		BEST PRACTICES
e) Transitional institutions, laws and processes included in peace agreements	Despite UN Res. 1325 and AU declarations, women and youth are often excluded from formal (and informal) transitional institutions, drafting of new laws, and participation in processes to implement and monitor implementation at national and local levels	Rwanda —Gacaca traditional, communal judicial system reintroduced to relieve burden on national courts. Though formerly male dominated, women are now encouraged to participate and to join as judges; 27% of posts reserved for women. NURC and UNIFEM, Belgian support to train women judges. Liberia – identification of qualified Liberian women available to take positions in government ministries and public corporations. The published list reflected ethnic, geographic and gender balance in the country.
f) Inclusive constitutional development supported	Female and young ex-combatants and non-combatants, especially those who did not win, rarely participate in constitutional or other legislative drafting	West Africa Network for Peace, Women in Peace-building Network (WIPNET) —Explores roles of women at different stages of conflicts, to enable them to move from image of “helpless victim-hood” to more assertive image of stakeholders and active participants pursuing just peace in their communities.
1.2 African conflict-mitigation capacity reinforced		
a) Roots of Conflict Addressed	Sex, age, class, caste, and ethnic-based access to assets delineated, including poverty assessment criteria/indicators and political inclusion/exclusion measures pre conflict, during conflict, and post conflict	UN General Assembly Follow-up to the Beijing Platform for Action (June 2000) —“address the root causes of armed conflict in a comprehensive and durable manner...the difference in the impact of armed conflict on women and men, and take them into account in the relevant policies and programmes... and empower women ...as stabilizing factors in conflict and post-conflict situations.”
b) Research, analysis on conflict triggers done and information disseminated	Participatory, inclusive research methods employed, using women and youth, socially excluded categories as designers, researchers, and analysts if necessary for own social groups; disseminate results at local and national levels as well as to donors, NGOs, etc., through media that reach women, girls, and young men.	People Oriented Planning (UNHCR) —framework used for gender analysis in refugee situations. POP’s critical element is “activities analysis”, asking questions about what people did before the conflict erupted, during the conflict, and what they were able to do or must do post conflict. Includes economic, social, political and religious activities, household production activities.
c) Land issues addressed/land reforms carried out	Traditional land redistribution methods can be used successfully pre and post conflict, if requirement to include all ex-combatants, non-combatants (IDPs, soldiers’ female dependents, single women, and widows) are made clear and redistribution accounts for those currently occupying the land	Mozambique —Post 1992 Peace Agreement, five million Mozambicans returned to their villages within two years. Some 500,000 land transactions took place, all carried out at local level by local and/or traditional authorities using indigenous knowledge and local capacity.
1.3 Human protection enhanced		
a) Trafficking of persons, arms, narcotics and natural resources (e.g., diamonds) prevented	Young girls, women, boys; former boy and girl child soldiers, IDPs, “camp followers,” and women impregnated through rape are likely to be rejected by home communities, and thus be more vulnerable to trafficking	Angola —Two government-run programs reunite former child soldiers, “wives,” sex workers held by military forces and IDPs with their communities, provide education and training, and use media and NGOs to increase awareness of the problem of trafficking and child soldiers.

	GENDER ISSUES	BEST PRACTICES
b) Failure of traditional safety-nets for children and others identified and public and private protection and support for all children assured	Girl children and young women in need may be less visible than boys and young men. More often subject to trafficking and domestic slavery, they may not be on the street in the home region or country as are boys. Their sexuality makes them particularly vulnerable to sexual and other abuse	Eritrea —Social service agencies adapted indigenous traditions of care for orphans by recreating community care for children needing special protection. If located, extended family members receive in-kind financial assistance to help accept an additional child. Where family cannot be found, group homes near original home are created with permanent housemothers, and include children of varying ages to create a new extended family over time.
c) Gender-based violence prevented	Gender-based violence affects persons of both sexes, and of varying ages. Girls and women are more likely to be the victims of physical abuse, and especially sexual violence and exploitation, but boys may also be victims as well as perpetrators. Sexual violence during conflict and afterward is physically and psychosocially traumatic, can lead to death, permanent injury, higher rates of STDs and HIV, forced pregnancies, increased trafficking and higher mortality rates. Male ex-combatants are likely to bring violence home with them, and to use violent means to re-establish pre-conflict gender roles	<p>South Africa—The Mosaic Training and Healing Centre for Women assists in domestic violence sections of courts, and helps victims file protection orders, get psychosocial counseling and receive education on abuse, including assertiveness training. Women earn a stipend for full-time shifts in courts across various communities.</p> <p>Ethiopia and Eritrea—UNFPA and UNDP support projects to train men in uniform on reproductive health and child care, giving them a higher stake in and better understanding of, their roles as fathers and husbands. They also receive HIV/AIDS and family planning awareness training.</p> <p>Mozambique—Association of Demobilized Soldiers (AMODEG) suggested a civic education radio program to sensitize people to and to increase public awareness of violence reduction. Families with demobilized soldiers could send questions and submit problems, which were answered, providing a forum for discussion.</p>

SO 2: CRISES MANAGED AND STABILITY, RECOVERY, AND REFORM PROMOTED

2.1 Persons reintegrated into conflict-affected communities

a) Transitional integration implemented	DDR programs often ignore women ex-combatants, combatants' wives, war widows; women soldiers and other military women will differ in their ability to cope with civilian life just as will militarized men, based on their capacities and experiences and views on the legitimacy of violence to achieve political and economic goals. If demobilization is voluntary or phased, women are more often instantly dismissed than are men, so they are not classed as veterans or receive benefit packages.	Sierra Leone —The Luawa Skills Training Center, the Women's Progressive Movement and Caritas-Makeni have been innovative in their efforts. LSTC now has 120 members and serves as a reintegration program assisting women abductees, ex-combatants and victims to live independently. It offers training courses, and other benefits. UNICEF/USAID provide training centers offering mothers childcare and food, combining vocational training and basic literacy and numeracy. Non-traditional trades are taught--welding, carpentry and house building-- that together are critical in facilitating women's adjustment to civilian life.
b) Ex-combatants, refugees and IDPs reintegrated	Refugees are covered by international conventions and organizations, and are more likely than IDPs to receive care and maintenance. Women and young girls in camps of either kind are more vulnerable to physical and sexual abuse, involuntary labor, and attack by internal and external military and guards. They should be included in all governance structures, and receive special protection and rights of redress against gender-based violence	<p>Sudan—Mercy Corps program to introduce fuel-efficient stoves, to shorten time spent by women outside the camp perimeter gathering wood.</p> <p>Burundi—Search for Common Ground helped start the Women's Peace Center to include women as key players in the process of ethnic reconciliation. Initiatives to help reconcile women IDPs with their former neighbors during reintegration through visits, roundtables, discussion sessions and workshops.</p> <p>Liberia—Liberian Women Mass Action for Peace, with some support from everyday ghandis (a US NGO), held a mourning ceremony combining a variety of rituals and customs practiced by participants of different religions in Lofa County.</p>

GENDER ISSUES		BEST PRACTICES
c) Conflict-affected populations included in political processes	Women non-combatants (and ex-combatants) and youth are rarely involved in first-track negotiations though may have been as or more adversely affected by the conflict, flight, displacement and victimization as adult men. Child ex-soldiers are often least included and left to rely on criminality and commercial sex work	Uganda —Campaigns to advocate for abducted people build recognition and programming for them during peace negotiations Rwanda —Women's organizations collaborated with Ministry of Gender and WID to create unique opportunities for lobbying on gender issues, getting gender issues on the national agenda, including changes to property laws, incorporation of gender in decentralization process and increase in number of women in public policy positions.
d) Capacity to respond to specific health concerns of persons affected by conflict increased	Women, unmarried girls, ex-child soldiers, dependents of military, and women ex-combatants, IDPs are all likely to have incurred higher risk of transmission of HIV/AIDS, to have high risk pregnancies, high morbidity and mortality rates, and chronic but preventable illnesses	Ethiopia and Eritrea —UNFPA and UNAIDS developed training program for ex-military to increase own awareness of HIV/AIDS and to become health workers. DRC —Government and insurgent health personnel, NGOs and UN and other donors mapped out a unique minimum package of services designed for war conditions and aimed at quickly reducing avoidable deaths. Includes 30 actions to be taken in health zones in crisis directed at malaria, measles, diarrhea-related diseases, acute respiratory infections, malnutrition, pregnancy-related problems, and HIV/TB.
e) Capacity of persons affected by conflict to respond to immediate health threats increased	Post-conflict health care delivery may be an acceptable but new role for non-certified women and youth	Somalia —Nomadic communities selected illiterate displaced women to be trained in basic health care and hygiene, to recognize frequently occurring diseases, to prevent and treat them, and provided basic literacy skills and recording methods for basic statistics so their activities could be evaluated, and they could share vital health care information.
f) Stigma against child soldiers, trafficked persons reduced	Social, economic and psychological reintegration of former child soldiers, women and girls who were dependents, sex slaves, or "camp followers" of militias may be extremely difficult, especially as they may be perceived as morally corrupted, drugged killers, and complete pariahs if associated with losing side	Mozambique —Association of Traditional Healers of Mozambique together with NGOs provided post trauma healing after the Peace Agreement, using complex rituals differing from one ethnic group to another, but including recognizing and accepting the atrocities committed or suffered from, asking forgiveness of the victim or victims' spirits, as well as of their surviving family members, and compensating the victims or their families. Uganda —Strategy to reach girls who had been abducted through an info campaign telling them where to go and how to be registered. Campaigns to advocate for abducted people build recognition and programming of this issue during peace talks.
2.2 Provision of essential services by local and national institutions increased		
a) Support targeted to women's and youth groups	In many crisis-vulnerable situations, gender differentiations are not well understood by program designers, and not all existing or emerging women's and youth groups will be representative or freely-occurring; in post-crisis situations, such organizations are more likely to have emerged among ex-combatants, women affected by conflict, e.g., regional coalitions and networks for conflict resolution and peace-making.	Sierra Leone —IRC project assists school reconstruction and rehabilitation involving women, youth and vulnerable groups in planning workshops in 10 communities. These communities can identify and solve community specific problems, i.e. providing incentives to female teachers through free housing and other benefits.

	GENDER ISSUES	BEST PRACTICES
b) Development of CSO coalitions around key development priorities supported	Where possible, these should be naturally occurring CSOs that will benefit from joining together; may coalesce around a key issue but represent different perspectives and social categories	<p>Mozambique—The “Feeder Roads Program” promoted the participation of female ex-combatants and ex-combatants’ wives in labor-intensive programs, employing 4,500-5,000 people. Such programs should sensitize staff to gender issues, coordinate with local women’s organizations, ensure working conditions are gender favorable (provide childcare facilities, access to health facilities and food supplies), have educated women supervisors, and set quotas for women’s participation in the work.</p> <p>Liberia—National Women’s Commission in Liberia (NAWOCOL) an NGO composed of 78 women’s groups developed after the war to address women’s’ numerous needs. Encourages grassroots working groups to work around income-generating activities from gardening to peer counseling, educating women about their rights& training for income-generation.</p>
c) Local gov’t and non-gov’t capacity for immediate response to health threat built	Women and girls, including those subjected to GBV, bear greatest burden of HIV/AIDS exacerbated by conflict, and the most vulnerable are affected the most and may bear greatest stigma and discrimination post-conflict	<p>Rwanda—Pro-Femmes Twese Hamwe works to intensify Peace Action Campaigns (CAPS), and involves itself in the country’s sector based policies. Rwandan Network of PLWA is involved in community-level activities with PLWA and PAHA connected to HIV/AIDS.</p>
d) Equitable policies and programs promoted to rebuild communities, alleviate poverty and distribute resources until country is fully stabilized	Gender analyses of institutional service provision and major needs required, but results should be broadly shared and recommendations provided in checklists where possible	<p>Femmes Africa Solidarite—Promotes gender issues as central to policy development and legislation at the national, regional and international levels. BICC’s “Gendering Demilitarization as a Peace-building Tool” provides specific checklists for each stage of DDDR.</p>
2.3 Participatory Governance Reform Advanced		
a) Women’s active political participation and representation at all societal levels promoted	Women’s conflict resolution NGOs and networks have been effective in mediation pre-crisis, and in peace-building at local, regional and international levels post-crisis, involving and advocating for both women and men	Burundi, DRC, Eritrea, Liberia, Rwanda, Sierra Leone, South Africa, Sudan —Women Waging Peace manages programs focusing on women’s role in conflict prevention, peace negotiations, and post-conflict reconstruction.
b) Constitutional reforms to ensure participation of underserved or alienated groups (e.g., women, youth and minority ethnic groups)	Constitutional reforms for gender equity and political participation often need to be supported by more specific legislation, and active monitoring of application of such legislation	Angola —PMLA women’s’ wing, Organization of Angolan Women (OMA) OMA used media to promote liberation and mobilize humanitarian aid. After liberation, negotiated constantly with political leadership for women’s issues to be considered by policymakers, leading to gender equality being made a constitutional provision. Support centers provide legal advice for men and women.

GENDER ISSUES		BEST PRACTICES
c) Candidates including women and minorities trained	Women and minorities may be included by parties in candidate lists, but then not selected as candidates or funded to campaign effectively	<p>Rwanda—UNDP and UNIFEM have supported the Legal and Constitutional Commission responsible for reforming the old constitution. Three of 12 members were women.</p> <p>Nigeria—USAID-funded project provides training to women candidates, and to civil society groups to attempt to ensure that their candidature may be successful.</p>
d) Justice Sector Capacity Enhanced	Women and girls have no de facto independent jural status in several African countries, just as the justice systems are not independent	<p>Sudan—Coalition of Sudanese and int'l human rights and women's groups created shared vision for a future transitional government that would cancel any laws and policies that are incompatible with the rights of women as enshrined in the international human rights conventions, and called on political parties to ensure adequate representation of women at all levels.</p>
2.4 Basic Economic Activity Maintained/Restored		
a) Provide skills training for livelihoods	Post-conflict, some women and girls as well as men and boys, may have gained new skills, while others retain those that have become less marketable, or they may lack the assets to pursue	<p>Zimbabwe—Mercy Corps launched innovative livelihood security program for most vulnerable, including child and female-headed households that are AIDS-affected. The program introduces a household agriculture model incorporating conservation farming, agro-forestry, sweet potato s and introduction of medicinal herbs to treat AIDS-related ailments.</p> <p>West Africa—A program helped women restore their traditional economic activity and enhance income generating capacity through associate vegetable production and training in marketing skills. They learned seed multiplication, strengthening solidarity among those affected by conflict, fostered a sense of community among those who would otherwise be isolated from society, and strengthened and supported grassroots organizations and civil society.</p>

	GENDER ISSUES	BEST PRACTICES
<p>b) Micro-finance and SME development Strengthened</p>	<p>Youth, widows, and other women affected by conflict may encounter traditional and new barriers to financial intermediation</p>	<p>Sierra Leone—Luawa Skills Training Center (LSTC), Kailahan, was founded by six women. LSTC now has 120 members and serves as a reintegration program. It assists women abductees, ex-combatants and victims in their efforts at independent living. The organization offers tailoring and garra tie-dyeing classes. Once women learn the skills and sell their products, they are required to give some of their earnings back to the organization for new members.</p> <p>Rwanda—Thousands of women’s groups have been working to mobilize women for economic and social development. The most visible national women’s organization working in micro credit is Duterimbere. It holds training programs for loan applicants, organizes workshops on managing small business endeavors, grants small loans, and guarantees some larger loans. Sekura, another NGO that provides micro credit to rural and urban women, has had good success in repayment.</p> <p>Rwanda—Many organizations support vocational training. Reseau des Femmes, for example, has organized gender sensitization programs for government authorities in rural areas and civic education programs and workshops on how to run viable organizations for women at the grass-roots level. Umushumba Mwiza is an organization that operates a residential center in Kigali that provides yearlong vocational training and psychological support to women in distress. It boasts a 70 percent success rate in finding employment for its trainees.</p>
	<p>Linking micro-finance and HIV/AIDS can make crucial differences in terms of prevention as well as care and treatment of PLWHA and their economic and social empowerment</p>	<p>South Africa—This program integrates and mainstreams gender awareness and HIV education into an existing micro enterprise initiative. It is a collaborative effort between the Small Enterprise Foundation and Agisanang Domestic Abuse Prevention and Training – (ADAPT); the London School of Hygiene and Tropical Medicine and the University of the Witwatersrand; and other institutions.</p>
<p>c) Targeted safety net programs developed</p>	<p>Jobs programs using food for work or cash for work increasingly have quotas for women and girls, though they may not do the same tasks as boys and men</p>	<p>West Africa—The ICRC provided the most vulnerable female-headed households with roofing materials and had discussions with women who said they did not have the skills, physical strength or the means to pay someone to construct or repair their homes. Plans were drawn up to provide construction materials for these households</p> <p>Mozambique—The “Feeder Roads Program” promoted the participation of female ex-combatants and ex-combatants’ wives in labor-intensive programs, employing 4,500-5,000 people. These programs should sensitize staff to gender issues, coordinate with local women’s organizations, ensure working In Eritrea, Mercy Corps has an Education Improvement Program that distributes locally produced high-energy biscuits to 90,000 students per day. In these school communities, Mercy Corps also provides training, support and school improvement grants for projects implemented by local Parent-Teacher Associations, and works with community members to improve girls’ enrollment. The program has supported over 400 projects and 130 communities to date conditions are gender favorable (provide childcare facilities, access to health facilities and food supplies), have educated women supervisors, and set quotas for women’s participation in the work</p>

	GENDER ISSUES	BEST PRACTICES
d) Credit Enhancements, training, mentorship for youth provided	Post conflict, adolescent girls as well as boys may have been uprooted, recruited, trafficked, abused, and become unable to respond to any non-military authority structure	<p>Mercy Corps—began implementing a project with the goal of improving the psychosocial well being of children, youth and vulnerable women in two IDP camps. The project engages women living in these camps to share their skills and crafts with vulnerable youth through one-on-one mentoring programs. Other major activities focus on building the capacity of community leaders to recognize and facilitate recreational and social activities, and provide each block of both camps with safe spaces to host these activities and grounds designated for youth sports activities</p> <p>In Eritrea, Mercy Corps has an Education Improvement Program that distributes locally produced high-energy biscuits to 90,000 students per day. In these school communities, Mercy Corps also provides training, support and school improvement grants for projects implemented by local Parent-Teacher Associations, and works with community members to improve girls' enrollment. The program has supported over 400 projects and 130 communities to date.</p> <p>Rwanda—The Women in Transition (WIT) project has become a model for participatory programs focused on women. USAID's Office of Transition Initiatives (OTI) has provided 1,600 grants to 1,450 women's associations in 85 communes and 11 of the 12 prefectures in Rwanda. WIT grants are used for shelter, livestock, income</p>

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