<u>**BRIEFING PAPER 1**</u>

**A REVIEW OF NATIONAL GOALS AND STRATEGIES
FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN RWANDA**

In order to have a better understanding of the factors contributing to the effectiveness of the efforts made by UNIFEM and other donors in Rwanda post 1994, it is critical to be aware of the national processes, frameworks and policies that have been developed and which are being implemented at the national level. Therefore this background paper seeks to provide an overview of existing documentation in women's empowerment and gender equality in order to provide the mission with a sense of the priorities from the Rwandan perspective. This will contribute to a common understanding of how the specific areas of intervention by donors intersect with national goals and policies. It will also be part of the framework against which the mission will analyse the concrete steps that have been taken and the lessons that have been learned.

While the UN Rwanda Issues Paper and the CCA/UNDAF paper were not developed by nationals, they are included because of the participatory nature of their development, as well as to provide an idea of how post-conflict agendas for women's empowerment and gender equality are inter-linked.

The National Gender Plan of Action, 2000-2005: MIGEPROFE, August 2000

Background
There are three main documents that specifically deal with Rwanda's national priorities and policies with regards to gender equality and women's empowerment. These documents, which are intended to reinforce one another, are:
- ? The National Gender Plan of Action (August 2000)
- ? The Sectoral Policy (May 2001), and
- ? The National Gender Policy (January 2002).

These documents are all based on the mission of Ministry of Gender and Women in Development (MIGEPROFE), and aim to achieve the goals of promoting women's role within socio-economic and political processes through elaborating a national policy. The Gender Plan of Action (GPA) reviewed here, was finalized in August 2000 and approved by Cabinet in September 2000. It sets out objectives with a timetable for taking action on these priorities between 2000-2005.

Overview of Content
The GPA provides a framework that makes explicit the challenges of the current environment in Rwanda, takes stock of key policy achievements and identifies a set of priority critical areas for action in order to advance women's empowerment and gender equality. It addresses current concerns in the country such as security, stability and peace, poverty reduction, good governance, HIV/AIDS management and prevention, human resource development, population growth, economic growth, justice, promotion of human rights, unity and reconciliation. It places challenges within the context of "patriarchal structure of the Rwandese society, and a history of discrimination", but recognises the current government as one committed to gender equality in the development process. It outlines achievements during the period from 1994-2000 in the following areas:

- ? The creation of the Ministry of Gender and Women in Development
- ? Affirmative actions targeted at women's and girls disadvantages
- ? Political empowerment, greater visibility and participation of women through women's councils at the grassroots and national levels
- ? Legal reforms that ensure equal access to resources by men and women and revision of discriminatory laws

? Ratification of CEDAW and the Beijing Platform for Action and establishment of a permanent mechanism for monitoring and co-ordination of stakeholders' implementation

Strategy for Women's Empowerment and Gender Equality

Overall Objective:
To facilitate the integration of the gender concerns in implementation of national priority policies and programmes and therefore enhance a quick societal transformation for equitable sustainable development.

Strategic Objectives

Poverty
? To review, adopt and maintain macro-economic policies and development strategies that address the needs and efforts of women and men in poverty-reduction.
? To improve women's access to entrepreneurial capacity and access to financial services
? To devise laws and administrative practices to ensure women's equal rights and access toe economic resources

Education and Training
? To improve the girl child's access to education and reduce the rate of drop out
? To reduce the rate of illiteracy through functional literacy
? To improve women's access to vocational training, science and technology and continuing education, including Information, Communication and Technology (ICT)

Legal Framework
? To promote and protect the human rights of women through the full implementation of all human rights instruments, especially the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW).
? To put in place a legal framework that guarantees women's full enjoyment of human rights
? To reduce all forms of gender based violence in Rwandan society particularly against women and children

Decision Making
? To take measures to ensure women's equal access to and full participation in power structures and decision-making.
? To increase women's capacity to participate in decision-making and leadership

HIV/AIDS and Reproductive Health
? To increase women's access throughout their life cycle to appropriate affordable and quality health care, information and related services.
? To increase resources and monitor follow up for women's health
? To promote a multi-sectoral approach to fight HIV/AIDS

The National Gender Policy, January 2002[1]

Background
"The overall goal of the NGP is to define clearly the process for mainstreaming gender needs and concerns across all sectors of development to promote gender equality in Rwanda. The policy defines the institutional framework and mechanisms within which gender equality and equity policies and programmes will be designed, implemented, monitored and evaluated"

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[1] The version reviewed here was the revised draft from December 2001

The National Gender Policy was finalized in January 2002, and has been submitted to the Cabinet for final approval. The intention is that it will become an integral part of the overall national development strategy of poverty eradication and economic growth. Because of the crosscutting nature of gender in development, the draft spells out specific priority gender issues and concerns that must be mainstreamed in national development policies and programmes. It also indicates the major strategies through which policy objectives can be achieved.

Already, the document plays a key role in providing guidance on gender. Many actors such as sectoral ministries, also use the National Gender Policy. This includes efforts to engender the PRSP, budgets, the New Constitution, and to mainstream gender into the sectoral policies of ministries, the systematic collection and analysis of gender disaggregated data.

<u>**Overview of Content**</u>
The gender policy is a broad framework, which is one of the main tools for providing directives and guidelines on what needs to be done to address existing gender imbalances in efforts targeting sustainable socio-economic development. These imbalances are partly due to the unequal value and privileges given to children of different sexes. They can also be explained by the "abrupt shift from a subsistence to a monetary economy based on paid employment (that) weakened women's position relative to that of men in general."(p.5) The 1994 genocide also resulted in marked increases in gender imbalances and in equalities to the extent that up to 34% of the households in the country are headed by women. Other notable indicators of the extent of gender imbalances in Rwanda outlined in the draft include the following:

- ? 47.8% of Rwandan women are literate compared to 58.1% of Rwandan men (Source: 2001 Household Living Conditions Survey and the Core Indicators Questionnaire).
- ? The 2001 Demographic and Health Survey shows that women are faced with more critical health concerns compared to men. These concerns include a high maternal mortality rate and a higher infection rate for illnesses such as HIV/AIDS[2].
- ? Women's experience of poverty is more acute due to a number of gender based forms of exclusion such a their general inability to own land.
- ? The level of women's participation in decision-making is still influenced by a patriarchal system that favours male dominance in decision – making positions.

<u>**Strategies for Women's Empowerment and Gender Equality**</u>
The overall goal of the policy will be to define clearly the process for mainstreaming gender needs and concerns in all development sectors as a basis for promoting gender equality. The document spells out the actions that need to be taken from a gender perspective in the following critical areas:

<u>Strategic Objectives</u>

Poverty Reduction
- ? To integrate the needs of women and men, boys and girls in the National Poverty Reduction process at all levels;
- ? To ensure that women and men, boys and girls have equal access to and control over economic opportunities that include access to employment and credit.

<u>Strategies</u>
- ? Take measures to ensure that the constraints, options, incentives and needs that apply to lives of all Rwandans, irrespective of their gender, are taken into account in all poverty reduction interventions.

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[2] Women comprise 58% of all adults living with HIV/AIDS (between ages 15-49) (UNAIDS   Epidemiological Fact Sheet on HIV/AIDS and Sexually Transmitted Disease for Rwanda, updated 2002)

? Use affirmative action measures to increase women's access to employment opportunities and credit.
? Support the development of the informal sector since it already has significant concentrations of women.

Agriculture and Food Security
? To integrate gender dimensions into agricultural policies and programmes.
? To ensure that women and men have equal access to and control over land, seeds, fertiliser, markets and new agricultural techniques.
? To enhance the agricultural productivity of women and men for food security.

Strategies
? Introduce measures to integrate gender concerns in agricultural policies and programmes.
? Support initiatives that target the development of gender sensitive and time saving technology in the food production and processing sectors.
? Introduce measured to integrate gender issues in agricultural training programmes and research institutions.

Health and HIV/AIDS
? To ensure that the specific health needs of women and men, boys and girls are effectively addressed through accessible and affordable health services.
? To fight against the spread of HIV/AIDS by taking into account the relevant gender differentials.

Strategies
? Engender health policies and programmes
? Strengthen Primary Health Care (PHC) in general and Maternal Child Health and Family Planning Services (MCH &FP) in particular to ensure the active participation of men and women in health care planning and provision.
? Support research and the collection of disaggregated data on the prevalence of HIV/AIDS.

Education and Professional Training

? To ensure that boys and girls have equal access to educational opportunities in a manner that guarantees satisfactory performance and output in all fields of study.
? To promote the enrolment of girls in Science and Technology programmes.
? To increase literacy rates, with specific emphasis on the literacy rate for women.

Strategies
? Ensure that gender issues are mainstreamed in educational programmes and policies.
? Increase the educational opportunities of boys and girls at all levels of education.
? Introduce measures to improve the enrolment of girls in Science and Technology programmes.
? Promote vocational and functional literacy initiatives for women and men, taking into account their gender roles and responsibilities.

Governance and Decision Making
? To ensure the equal representation and effective participation of women and men, girls and boys in decision- making positions at all levels.
? To promote the use affirmative action to offset the gender gaps created by historical and cultural factors.

Strategies
? Introduce measures to enhance the effective and full participation of women and men, boys and girls, in decision making processes at all levels.

    ? Develop a monitoring framework to measure the level of women's participation in the political and decision-making processes at all levels.

    ? Strengthen the capacity of women to make them capable of participating in decision-making and leadership processes.

Human Rights and Gender Based Violence

    ? To ensure that women and men, boys and girls are equal before the law, and to tackle gender based violence

Strategies

    ? Remove all discriminatory laws that affect women and engender the new constitution as well as the legal system.

    ? Encourage research and the collection of disaggregated data on all forms of violence.

    ? Establish gender sensitive structures and effective support services for women victims of gender-based violence.

    ? Support community based campaigns to raise awareness on the negative impact of gender-based violence.

    ? Encourage the Government of Rwanda to ratify and implement all the international conventions that apply to women's human rights.

Information, Communication and Technology

    ? To encourage and ensure the development of a gender sensitive media and ICT strategy that would target women's needs and priorities for advancement.

Strategies

    ? Support the initiatives of different organisations in efforts aimed at setting up women's information networks.

    ? Create equal opportunities in the national ICT policy framework

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Ministry of Gender and Women in Development: Sectoral Policy, May 2001

Background

This national commitment to promoting gender equality was expressed as a defining feature of His Excellency Paul Kagame's overarching statement that his "gender is …an issue of good governance, good economic management and respect of human rights." It is within this context that the GoR established the Ministry of Gender and Women in Development (MIGEPROFE), through a new law of succession and increased the level of women's political participation in the country's political processes.

Overview of Content

The policy document notes that despite the political will evidenced at the highest levels in Rwanda, the fight for gender equality is far from over. "The girls and women of Rwanda are still much more likely than men to be poor, malnourished and illiterate, and to have less access than men to medical care, property ownership, training and employment. In addition, they are far less likely than men to be politically active and far more likely to be victims of domestic violence" (p.1) These imbalances account for the Government's determination to create an enabling environment supportive of political, economic and social policies, as well as institutions and values that promote human rights and social justice for all men and women. The Ministry of Gender and Women in Development is expected to play an important role in this respect, as its mission is to promote equality between men and women, and the full participation of women in the social, economic, cultural and political life of the country.

The Ministry's responsibilities include:

    ? Developing policies and programmes aimed at correcting existing gender disparities;
    ? Developing policies and programmes to accelerate the involvement of women in economic development

Strategies for Women's Empowerment and Gender Equality

To achieve MIGEPROFE's goals, the following are regarded as some of its key objectives for targeting gender equality and women's empowerment:

Objectives:

Ensuring that all national policies and programmes are mainstreamed

    ? Government of Rwanda will gender sensitise and adopt national instruments, such as Vision 2020 and the PRSP.
    ? MIFEPROFE will co-ordinate the development and implementation of the National Gender Policy, which will aim to help all ministries to integrate measures that ensure equality in the treatment of men and women in sectoral policies.
    ? Key indicators of progress towards the attainment of this goal include: policies and programmes in the public and private sector that are gender sensitive; appropriate budgetary allocation for gender mainstreaming; the degree of women's involvement in Communal Development Committees; and the periodic distribution of reports on the situation of Rwandan women.

Promoting the empowerment of women in the social, political and economic sectors

    ? The document includes the encouragement of more girls to gain access to education at all levels as one activity to support this objective.
    ? Setting up of health services for women and encouraging them to participate in the fight against the AIDS pandemic.
    ? Government will need to adopt development policies that support poor women, to encourage women to be actively involved in sustainable development programmes in rural areas and in the absence of credit facilities, and set up necessary financial services and programmes.
    ? One indicator of this objective would be the assessment of the number of businesses run by women and the number of loans they are able to attract.

Encouraging the creation of a legal environment that will ensure there is equality before the law in all sectors of life.

    ? The new Constitution includes legal mechanisms to ensure equality between men and women, which forms the basis for this objective.
    ? Women need to be made aware of their rights so that they are able to make greater use of the judicial system.
    ? One of the indicators of progress of this objective will be the ratification by Rwanda of international instruments that promote the rights of women. The Government has ratified several conventions that impact on gender. The most important of these include CEDAW[3], the Beijing Declaration and Platform for Action and the Convention on the Rights of the Child. There has been progress in domesticating these conventions, but gaps still remain that need to be addressed.

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[3] The last documented report to the CEDAW committee was in 1993, with verbal reporting in 1996. Currently preparations are underway for a full report to the CEDAW committee in 2004.

UN Rwanda - Issues Paper (Profile of UN Programmes: 1998-2000)

Background

The Common Country Assessment (CCA) is "a country based process for all development partners, including UN organizations, Government, donors, NGOs and civil society – to reflect upon, review and analyze a country's national development situation." In Rwanda, the process began in 1999 and involved four preparatory stages, beginning with the consultation between the UN Country Team and the Minister of Finance and Economic Planning. These were: 1) the development of the UN issues Paper, 2) establishment of UN Inter-Agency CCA Working Groups, 3) CCA Wider Review Forums and 4) the Finalization workshop.

The Issues Paper, which was requested by the Minister of Finance and Economic Planning, and submitted to the Minister in late 1999, gives an overview of UN activities in Rwanda from 1998-2000. It also identifies for purposes of reflection, the priority areas for co-ordinated UN action for the period 2001-2003.

Overview of Content

The Issues Paper outlines the following priority areas for UN action, all of which are linked in the paper to the following themes:

- ? Resettlement and Reintegration;
- ? Governance, Peace and Security;
- ? Poverty Reduction, Economic Growth and Management;
- ? Social Sectors and Human Resource Development;
- ? Agriculture, Rural Development and Environment.

In the Issues Paper, gender is considered to be a sub-theme of the Social Sectors and Human Resources Development Theme. The crosscutting nature of gender concerns means however that it is connected to the other thematic areas as well. In dealing with questions of resettlement for instance, the issue of the large number of female-headed households has to be considered from a gender perspective. [4] Similarly, governance issues encompass considerations of the gender imbalance in leadership roles and in levels of political participation.

Given this reality, the Issues Paper acknowledges that the Government of Rwanda has demonstrated a willingness to fight gender-based discrimination and the marginalization of Rwandan women by creating the Ministry of Gender and Women in Development (MIGEPROFE). Its responsibilities include promoting organizational structures at the community level aimed at encouraging more women to participate in the development process in the short term, and targeting attitude change as a mechanism for eliminating culture-based practices that promote gender discrimination in the longer term.

The paper illustrates that the UN system in Rwanda is aware of the challenges presented by the crosscutting nature of gender. Consequently, in the 1998-2000 period, some agencies developed programmes that were "specifically devoted to gender related issues of equity and empowerment, notably, UNIFEM, UNDP, ECA, UNHCR, UNICEF, and WB. Other organizations –notably UNFPA, WHO, FAO and WFP – decided to "mainstream" gender issues across programmes. (p.29) The Issues Paper notes however that while mainstreaming across the board is a desirable goal, "it also makes it difficult to estimate the attendant resource envelope."

During the programming cycle covering the 1998-2000 period, UN agencies supported the following "gender targeted" priority sub-themes of the Ministry of Gender and Women in Development as part of its National Strategy for equality, empowerment and awareness raising:

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[4] Available statistics indicate that up to 34% of households are female and child headed.

- ? National policy development
- ? Support to the Ministry of Gender
- ? Awareness raising
- ? Promotion of community based structures
- ? Support for implementation of inheritance/property rights law

Notable achievements included:

- ? UNICEF's efforts aimed at enhancing the capacity of the Government to pursue the international targets of the Convention for the Elimination of Discrimination Against Women (CEDAW);
- ? The facilitation of research on gender by UNDP and UNFPA;
- ? The collaboration by UNDP and UNIFEM in activities that target training and advocacy in the area of women's rights;
- ? The support provided by UNHCR to the Rwandan Women's Initiative for the promotion of the economic empowerment of women.

Lessons learned from the UN system response in Rwanda on the basis of the 1998-2000 experiences include the following observations:

- ? Many UN agencies have a strong field presence in Rwanda. This makes it possible for them to deal with emergencies. UNHCR and WFP are a case in point.
- ? The UN system as a whole has important multi-sectoral capabilities that cover all areas.
- ? Many agencies have important links with governmental and non-governmental organizations. Such ties provide important opportunities for enhanced co-ordination.
- ? There is need to promote dialogue in a more open and transparent manner between partners. In this respect," it would help if the government could clarify, for all partners concerned (including line ministries) how the co-ordination between the Ministries and between the central and local levels of government should be carried out. (p.38)
- ? Sustainability is linked to ownership
- ? Lack of funding is a major programming constraint in areas such as food security and gender among others.
- ? There is need to direct attention towards articulating concrete objectives and benchmarks and to monitor desired outcomes.
- ? Rwanda and its partners face the major challenge of how to retain national capacity after it has been trained.

Common Country Assessment for the period 1999-2000: Paper 10 on Gender

Background

During the preparation of the UN Issues Paper in early 1999, the CCA for the Period 1999-2000 was also being prepared. The CCA process was lead by UN agencies, and work was organized through several thematic groups that were identified on the basis of analysis of Rwandan policy documents and statements that outlined national development priorities. The thematic groups provided opportunity for more in-depth analysis and discussion of specific themes[5], which included gender. The preparation of the paper on gender was lead by the Economic Commission for Africa (ECA) and UNDP, with the involvement of representatives from MIGEPROFE.

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[5] Thematic groups were formed and operated on: gender; child protection; HIV/AIDS; health, nutrition, water and sanitation; population; poverty reduction and economic management; education and training; resettlement and reintegration; food security; environment; governance, justice, human rights and national reconciliation. ("Civil Society Engagement in the CCA and UNDAF Processes: A Desk Review" by Jennie Richmond
April 2001)

Following the preparation of first drafts of each of the themes, Wider Review Forums were held on each of the CCA Themes, with participation of all UN Agencies, Government Ministers, Donors, International and National NGOs and Civil Society. A third draft was prepared based on the Wider Review Forum, and sent to UNIFEM for comment. The paper was then finalized through a CCA Finalization Workshop in March 2000.

__Overview of Content:__
The paper recognizes that women have an important role to play in Rwanda's development, as they constitute 54% of the country's total population and 60% of the labour force. The hurdles women face are numerous and include the constraints that limit their rights to education, to health and to full participation in the country's social, economic and political life. Given such limitations, efforts directed at women's empowerment and advancement must be put in place. For this reason, it has been the Government's intention to pursue equitable development policies to empower all segments of the population. This intention is best demonstrated by the Government's decision to remove traditional and legal barriers that prevent women from playing a greater role in the country's development processes. The gains made so far are however overshadowed by the magnitude of the challenges facing initiatives on gender equality to the extent that for "most women and girls, their choices and opportunities have continued to fall below the minimum standards set by global agreements" such as the Beijing PfA. The factors cited for this situation include but are not limited to the following:

Patriarchy and Discrimination
- ? Due to the patriarchal social structure of the country, girls have to contend with numerous discriminatory practices, beginning before birth because of the general preference for sons.
- ? In the education sector, girls are more likely than boys to drop out of school.
- ? Women have little control over their reproductive rights, due to the dictates of tradition and their lack of information and opportunities.
- ? In the arena of decision-making and leadership, the county's culture expects women to remain generally submissive and operate in the domestic domain.

Impact of War and Genocide
- ? This is reflected in the number of households headed by women and children. In 1994, women and children headed 25% of the households. 1996 estimates put this figure at 34%.
- ? The CCA notes that in such households women are forced to assume many new burdens and roles, some of which have the potential of putting their lives at risk.
- ? The impact of HIV/AIDS has also become a significant factor in increasing the care-burden on women and children.

Women's limited access to credit
- ? It is significant for purposes of illustration that before the war, the Banques Populaires allocated only 5% of loans to women.

__Strategies for Women's Empowerment and Gender Equality__

Public Institutions
MIGEPROFE has been assigned the responsibility of formulating a "deliberate and aggressive strategy to empower women". Its principal responsibilities include:

- ? Promoting the principles of gender equity in all national policies and programmes;
- ? Mainstreaming gender concerns;
- ? Devising and implementing appropriate programmes;
- ? Shepherding the longer-term process of attitude change across all levels of society.

The Ministry's other responsibilities entail supporting community-based women's groups for awareness raising purposes. These groups work closely with administrative authorities to make women aware of their rights and entitlements.

Other facets of the national strategies for gender equality and women's empowerment include:
- Instituting measures to raise access to formal and informal education to increase the enrolment and retention as measured by progression to the end of primary education;
- Supporting adult education and training programmes to benefit the women in rural areas;
- Improving the livelihoods of women in some of the country's poorest prefectures in the context of poverty reduction initiatives. The CCA points out gender programs were allocated 1.3 billion Rwandan francs in the year 2000 budget, with an additional 100 million francs being allocated for women specific programmes, and an additional 5 million francs being allocated for sensitization and rights awareness campaigns in support of the new gender law on property inheritance.
- Taking the necessary measures to improve women's access to judicial processes.

Women Associations and Civil Society
The umbrella association, Collectif Pro-femmes Twese Hamwe has been active in campaigning for the eradication of all forms of discrimination against women. On the whole, women's associations target areas that intended to improve the welfare of women. These areas include information and communication; health education and adult literacy; advocacy and peace building; gender awareness and research.

Principal Recommendations
- Incorporate gender issues in the national strategy for poverty reduction
- Improve the legal status of women
- Improve girls' access to education at all levels
- Conduct a comprehensive study on why girls drop out of school
- Have a more flexible schooling programme to take into account the needs of the girl child
- Women and women's organizations should play a greater role in primary health education.
- Engender macro-economic policies and programmes
- Support women's organizations through the provision of appropriate training in the areas of advocacy and information and communication strategies. During the training, experiences and methods that have resulted in successful community-based programmes should be shared and disseminated.
- Sensitise all sectors of society on the importance of viewing women's issues as society's issues.

With respect to Development Co-operation and Co-ordination in particular, the paper recommends that in order to ensure that gender is coherently mainstreamed in national sectoral policies and that there is better co-ordination the following should be developed:

- A comprehensive inventory of programmes that profiles who is doing what, where and with whom
- A database of national./local women's organizations, which outlines their areas of expertise
- A National Framework on Gender Equality and the Advancement of Women.

BRIEFING PAPER 2

OVERVIEW OF ASSESSMENT AND EVALUATION FINDINGS RELATED TO
WOMEN'S RIGHTS, GENDER EQUALITY AND SOCIAL JUSTICE IN
POST-CONFLICT RWANDA

Introduction

The purpose of this paper is to present an overview of previous assessments and evaluations and to summarise their findings, identifying what donor assistance has achieved to date, what gaps or challenges remain, and what recommendations have been made or lessons recorded which might be of relevance to the learning-oriented assessment mission. This is a desk study based on reports received and does not pretend to be a comprehensive review. Reports reviewed here are principally those carried out by or under the auspices of donor organisations and/or UN agencies.

Overall trends

Aid flows were slow in the immediate aftermath of the war and genocide, but increased enormously in 1996/7, tailing off again as refugees began returning home. By 1998 international grant aid had totalled US$1.7 billion (Economist Intelligence Unit 2000). Types of intervention were relief-oriented and directly operational at first, but shifted to a policy and planning orientation after 1997, as funds dried up and as government machineries became more operational. Nevertheless, the conventional distinction between relief and development is difficult to maintain in the case of Rwanda, partly because emergency needs continued to arise after the immediate crisis was over (UN Rwanda 2000).

Since 1994, the most pressing gender equality issues facing Rwanda have been the extreme sexual violence against women during the genocide and its consequences for individual women and for society, the demographic imbalance caused by the large-scale murders and absences of men, and the unequal gender relations which underlay these phenomena and responses to them. This inequality placed serious handicaps on women's physical, psychological, economic, juridical and political capacity and hence their capacity to recover from the general crisis, at a time of unprecedented labour shortage and a catastrophically disrupted environment. With an estimated 34% of households headed in the post-conflict period by women, existing gender relations and juridical frameworks (official and customary) did not provide women with the social, economic or political resources to meet the immediate challenges facing them and their families, much less contribute effectively to the emergence of a new and more equitable society. However, the specific needs of women have at times vied for priority with other pressing concerns, given the enormous needs faced by the country in terms of reconstruction and rehabilitation.

The response of the international community would clearly be 'crucial in determining to what extent women retain or gain control over resources' (Byrne 1996). Early international interventions specifically in favour of women were few (examples include a Norwegian People's Aid project to build houses for women) and tended towards welfarist approaches (Byrne 1996). The Joint Evaluation of Emergency Assistance to Rwanda of 1996 emphasised that women's and some church organisations were taking an important role in promoting reconciliation. Human Rights Watch and African Rights published reports in 1995 and 1996 respectively which galvanised world attention on women as both victims and perpetrators of violence; and at least one substantial programme (UNHCR's Rwanda Women's Initiative) was designed in response to the former (Baines and Muna 2001). The RWI suffered severe funding cutbacks in 1997; in the climate of general donor shortfalls, UNHCR decision-makers prioritised other, more infrastructure-related, projects (Baines and Muna 2001).

The RWI and the Women in Transition initiative (a similar project developed by USAID), both beginning 1997, provided substantial grant aid in support of the emerging women's movement and

established a trend moving away from welfare approaches towards raising women's profile, rights, self-confidence and resources. Support was provided through the ministry of women and its women's committees. Activities promoted included relief supplies to women (clothing, agricultural tools), micro-credit through women's communal funds, and legal advice on revisions to statutes and on the conduct of the International Criminal Tribunal for Rwanda.

This broader range of interests, and concern with supporting strategies identified by Rwandan women, have characterised most international interventions since then. Additionally, over the last 2-3 years there has been a stronger focus on lesson-learning, planning monitoring and evaluation systems, and on mainstreaming gender equality into governmental and organisational policies and strategies.

Overall, there has been a continuing tendency to focus on women in isolation from their relationships (with men, families, communities) and as a vulnerable group. Women's rights issues have been central to the work of many agencies but have tended to focus on property issues, the justice system and the ICTR. There has been relatively little work done on exclusion (the systemic nature of rights abuse) or on culture and gender relations, although the latter has been voiced as a concern more recently (Kibiriti 2002).

Summary of findings

UNHCR's Rwanda Women's Initiative and USAID's Women in Transition Programme have both been assessed or evaluated (Baines and Muna 2001 and Baldwin and Newbury, 1999). CIDA and USAID have both undertaken situation analyses with linked action plans (CIDA 2000 and Morel-Seytoux and Lalonde 2002). The UN system carried out a review of its achievements in 2000 (UN Rwanda 2000). DFID drew up a Country Strategy Paper for Rwanda in 1999, developing its work in support of government on that basis. The following summary is derived mainly from these documents (please see list below for documents consulted).

Achievements
By and large the documents consulted provide few quantified results.[1] Nevertheless they do show that donor assistance has contributed towards improvements in women's material, social and legal status. Documents note the following achievements:

- ?   Providing women with housing, clothing, livestock, agricultural tools and other inputs, and credit for income-generating activities, hence assisting them to meet their own and their families' needs. Much of this provision was made through contributions to women's community funds
- ?   Providing health, water and sanitation facilities, which are of particular importance to women given their gender roles in Rwanda
- ?   Specific projects have targeted women survivors of genocide, especially those offering psycho-social support to survivors of sexual abuse
- ?   Enlarging access for women and girls to health and education services; providing training and non-formal education opportunities for women and schooling for girls; funding studies and training on issues of violence against women
- ?   Promoting the role of women in community and national life, and enhancing their decision-making in these areas. Women's committees have been supported in implementing projects and managing communal loan funds, and have been provided with training which has helped them to participate in national level debates
- ?   Helping with drafting and implementing new legislation (labour code, inheritance and land tenure legislation) and helping women to attain their rights; supporting justice

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[1] As an exception, USAID project documentation indicates, for example, that from 1996 to 1999 WIT funded activities carried out by 1,699 rural women's associations in 93 communes, directly assisting 34,522 women members and benefiting 190,258 people.

> programmes in the ICTR and in the *gacaca* courts, and increasing the numbers of women *gacaca* judges.
> ? Institutional support both to Rwandan organisations implementing projects and to the process of national policy development through the Ministry of Gender and Women's Development: training in gender awareness for MIGEPROFE and provincial officials.

Wider impacts claimed for these projects include increased food security (both for women and generally), as well as a host of attitudinal changes benefiting women. Women have acquired greater self-esteem and confidence, and respect for their contribution and capacities has increased. Women's associations and women's communal funds (established by MIGEPROFE and funded by both RWI and WIT) have enabled women to have a stronger voice in governance and have created opportunities for women to speak out and take leadership roles. Women in supported associations have been required to undertake unfamiliar activities (for example, to travel, to open bank accounts) and hence to acquire new perspectives. The visibility of gender concerns has been raised. It has been suggested (Baldwin and Newbury 1999) that the women's committees became a model for local government. Training in gender awareness for government cadres reduced resistance to gender mainstreaming and enhanced commitment to further policy development.

The documentation also suggests that these impacts had beneficial effects generally. Provision of livelihood support and shelter is believed to help reduce social tension. Working through women's associations comprising members of mixed origins and family status may have a similar effect since it enables women to share joys and sorrows and to promote forgiveness. Economic empowerment for women is believed to be important as a means to open up other avenues for their participation.

Gaps and implementation problems
Nevertheless the documentation reports a number of gaps in provision and problems in implementation. A review of progress on implementing targets set out in global conferences indicates that gender-related targets will be reached with difficulty in the areas of literacy, infant mortality, access to maternity care in health facilities, maternal mortality, school enrolment, use of condoms, participation of women in the labour force, implementation of national forest policies, sustainable development strategies, reducing violence against women, participation of women in power structures and legal measures to prevent discrimination.

A major criticism of the international response concerns the judicial pursuit of genocide crimes. ICTR is committed to prosecuting sexual abuse as a genocide strategy but has not taken on board some of the practical requirements of enabling survivors to testify, such as training of women human rights monitors, witness protection, witness' travel costs to Arusha.

A recent socio-cultural study of beliefs, attitudes and practices (Kibiriti 2002) identifies a number of social problem areas to be addressed, including attitudes towards women encouraged through socialisation of children, women's labour burden, the need to understand and sanction violence adequately.

The documentation also describes a number of problems arising from the operational strategies of agencies. In general funding agencies, rather than beneficiaries, have taken the initiative in designing projects, and their needs have been dominant. Funding cutbacks, and consequent decisions by donors to prioritise policy development and strategic planning rather than implement practical programmes on the ground with their partners, often led to poor relationships between donors and recipient organisations. There was relatively poor coverage of women's associations in rural areas while donors prerred to work through Kigali-based organisations or national umbrellas. The women's committees were generally expected to volunteer their time and expertise and hence become unpaid implementers, or were treated as contractors rather than emerging organisations whose capacity should be helped to grow. Similarly difficult relationships were reported between

donors and Rwandan NGOs, who were led to expect high levels of funding support (and hence did not seek alternative funding bases) which did not always materialise.

Despite having invested financial and other resources in supporting women, donor and other organisations have generally not adopted gender equality as an explicit strategy and it has therefore not become part of planning and management systems. Consequences include a lack of indicators, absence of disaggregated data and statistics, poor decision-making because staff (locally and in head offices) are unaware of the gender implications of the organisation's work.

Gaps in organisational capacities and co-ordination were also said to have had negative repercussions for interventions promoting gender equality. Project requirements included stronger administrative and technical support: an example was DFID's early gender training work which was judged slow in achieving tangible results in gender mainstreaming for such reasons. Planning, management, monitoring and evaluation systems were generally said to be weak. In consequence, gender equality as a goal was at worst marginalized within organisations and at best not pursued effectively. Evaluators and assessors had difficulty in establishing achievements and their impacts, and raised important questions (about, for example, the respective roles of government and civil society) which could not be answered given the lack of relevant policy frameworks. Reporting, even on projects which were believed to be effective, was often insufficient for fundraising. Decision-making over funding priorities suffered from inadequate understanding of the gender implications of organisations' mandates and from inadequate co-ordination between head office and field.

The UN agencies, by their own account, had poor coherence and co-ordination. This may be addressed through an acknowledgement which led eventually to the creation of the UN Development Assistance Framework (UNDAF). The UN Rwanda issues paper of 2000 notes mismatched expectations between the UN system and the government. Local absorptive capacity was said to be weak, with government requiring greater capacity to formulate and implement clear policies. On the other hand the UN system suffered from its own institutional constraints such as being input- rather than results-oriented, having inadequate benchmarks, objectives and follow-up capacity, and lacking flexibility to adapt quickly.

Recommendations
In terms of programme content, documents suggest strongly that violence against women is a major issue for the future. This would include reducing the poverty of women assaulted during the genocide, helping the government to set up legislation on violence against women in everyday life and to set up sexual violence desks at commune level, and researching methods of ensuring gender impact within the justice system. A second priority emerging from the reports is the need to maximise the impact of health and education provision on women's empowerment by, for example, encouraging girls to stay in school and take up non-traditional subjects, addressing the impact on women of decentralising health care, and improving women's decision-making in relation to health care provision. Other proposed priorities include:

?   population policy
?   strategic support to transport and marketing.
?   analysis of gender in agriculture and food security
?   labour saving technologies and labour sharing strategies
?   women's leadership
?   regional dimensions (for example setting up a Great Lakes Women's Initiative)

It was proposed that rather than maintain an artificial separation between relief/transition and development, relief activities should be managed developmentally (for example by ploughing back credit repayments into communal funds). Associations need resources to make the transition to development. Livelihood projects should be researched more rigorously and managed more effectively.

The reviews have generally resulted in the creation of stronger policy frameworks within which donors are designing assistance measures. Policy frameworks for Rwanda have often been developed in the context of global policies adopted by the same organisations and have aimed to provide synergies with other initiatives. For example, linking its experience in Rwanda with its organisational gender equality policy, CIDA described its goal as being: 'to support the process of sustainable social change initiated by Rwandan women, focusing on the recognition of equal rights for women and men, better representation in decision-making, a life free from violence, poverty reduction, a better environment, and the establishment of a culture of reconciliation, peace and social justice' (CIDA 2000). DFID's adherence to poverty reduction targets led the 1999 country review to emphasise the UK's commitment to social sector support; the review of its gender training project proposed greater coherence between gender mainstreaming work and other DFID-funded development processes.

Recommendations also covered project processes and underlined the need for greater professionalism in project design and management, for example basing project design on situation analysis and developing statistics disaggregated by sex and age. Projects should be designed in the context of the organisation's strategic plan and monitoring systems and agencies should 'institutionalise a series of mechanisms to ensure that the gender variable is continually assessed' (Morel-Seytoux and Lalonde, 2002), ensuring that women's initiatives are seen as a shared responsibility throughout the organisation. In particular, USAID's action plan focuses on developing the organisation's internal capacity, including staff skills, 'to specifically identify, design implement, monitor and evaluate programmes through a gender perspective' (ibid.).

Conclusions

Overall, discussion of the performance and impact of donor interventions is hampered by weak monitoring and reporting systems. Focused performance indicators and improved management accountability would ensure that standards can be set and assumptions examined. Improving the integration of gender analysis into planning and budgeting would facilitate convergence between projects aimed at gender equality and women's human rights and projects relating to social justice and to poverty, which at present are often managed as separate activities.

The documents reviewed indicate strongly positive approaches to policy, legislation and political will at the national level. Since 1996 the Government of Rwanda, with financial and technical support from international donors, has given considerable priority to gender mainstreaming in both policy and legislation, shifting focus from women's practical needs in the emergency phase to later increasingly addressing their strategic economic and political interests. While this clear political will has led to many positive changes, including most significantly the introduction of gender equality legislation, the process of transformation in practice clearly has a way to run. The documentation suggests some priority areas for further attention (including stronger empirical data, analysis and policy elaboration).

1. Strengthening institutions to support gender mainstreaming and women's equality: while policy support and training has been provided to MIGEPROFE and other governmental organs, and while this has helped to promote general acceptance of the need for gender mainstreaming, application to specific sectoral policy areas is variable. Evaluations have cast doubt on the capacity of international organisations to provide appropriate support, given their own weaknesses in institutionalising gender equality goals. Other questions which have been raised concern the respective roles of government and donors: is a ministry of gender the most effective way of mainstreaming gender equality policy? If donors focus on work 'upstream', what implications does this have for their relations with civil society? How can donors help to minimise the tendency for overcentralised projects and initiatives?

2. Changing approaches to reconciliation, justice and the eradication of everyday violence:
although the potential for women's organisations to form links across conflict divides was noted as
far back as the Joint Evaluation in 1996, little policy or project work has built specifically around this
potential. Evaluations of RWI and WIT described reconciliation as one of the broader effects of
supporting women's associations, though there has been little documentation of how this was
achieved, so that links between poverty, gender and instability continue to need elaboration.

Problems have arisen with promoting gender justice through the ICTR, most notably in relation to
the gender sensitivity of investigators and the establishment of favourable conditions for women to
give evidence. The establishment of the *gacaca* courts and the introduction of women *gacaca*
judges is expected to signal a major step forward in establishing mechanisms for gender justice,
but at the present time is too recent to comment on.

Changes in gender relations after the conflict and genocide have been alluded to but not
documented in detail. The relatively recent concern with continuing, everyday, violence against
women and children, voiced by external donors and Rwandan researchers alike, suggests that
changes have not all been positive. Violence against women is an inadequately understood area
of social policy.

3. Changing patterns of women's organisations and women organising: donors have provided
considerable resources to women's organisations, including both financial and technical
assistance, enabling the women's movement as a whole to grow numerically and in terms of
stature and influence. Practical problems of implementation noted by assessments include
centralisation of projects at the national level, and the dominating influence of donors in project
design. Overall, agencies which have paid particular attention to this sector describe a shift away
from fragmented welfarist project activities towards more strategic and consolidated approaches,
greatly helped by the existence of national-level umbrella organisations. However, these same
agencies see a continuing need to strengthen the movement as a whole and in particular to
promote a stronger focus on identifying and advancing women's strategic interests.

A final point emerging, especially from the more recently documented investigations, is that donor
interest has until now focused on the organised sector, whether governmental or non-
governmental, and in particular on Kigali-based organisations. Recognition is now being given to
the importance of understanding the impact of policy and legislative changes at the grass-roots
level. Most importantly, this includes developing a deeper understanding of gender relations in the
context of Rwandan culture as the country emerging from conflict. The establishment of women's
associations and women's communal funds has promoted the notion, amongst both men and
women, that women have capabilities far beyond their previous highly restricted roles.
Nevertheless there is a perceived need to understand in more depth the positive and negative
impacts of these changes, and from different people's points of view, in order to achieve greater
synergy between national policies and legislation on the one hand and community values on the
other.

In summary, once the immediate crisis of the war and genocide had subsided, government with
international support rose to the challenge of transforming gender relations by creating the legal
and policy environment in which women's contribution to the emerging society could be realised
and valued. By emphasising support to women's economic role, interventions helped women to
demonstrate (both to themselves and to society at large) their capacity for active decision-making
and organising both in economic and in other spheres. By introducing legislation designed to
establish women's rights of ownership and status as juridical persons, and by initiating a process of
progressively reframing state policy towards women's involvement in political life and in national
reconstruction, government has signalled the unacceptability of a return to the pre-conflict
relegation of women to limited spheres of influence. However, the key question for the present
moment is whether the impact of these changes will be sustained at all levels of society and into
the future. The reflections carried out by official aid providers on their performance seem to

acknowledge that their own and others' knowledge, analysis, stratgegies and capacity may need to be strengthened if this challenge is to be met.

Main documents consulted

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BRIEFING PAPER 3

OVERVIEW OF BI-LATERAL AND MULTILATERAL AGENCY GUIDELINES AND RESOLUTIONS RELATED TO WOMEN'S RIGHTS, GENDER EQUALITY AND SOCIAL JUSTICE IN POST-CONFLICT RWANDA

PART 1: OVERVIEW

This background paper reviews international resolutions and guidelines on mainstreaming gender equality in post-conflict situations, and briefly offers an overview of trends and issues. The main documents reviewed are summarised in part 2 and a list of related studies and policy statements appears in part 3.

There are a relatively small number of formal guidelines on mainstreaming gender equality in post-conflict situations and much of the supplementary material is acknowledged by the writers as work in progress. In contrast, general conflict-related guidelines abound but make, on the whole, only passing reference to gender concerns, while gender mainstreaming guidelines tend not to take conflict perspectives into account.

In terms of conceptual orientation, the guidelines reviewed reflect differences of emphasis in understandings of 'gender' as it relates to situations of violent conflict. Most take as their starting point the idea of 'war is a gendered activity' requiring an understanding of its relationship to both masculine and feminine identities. Men's and women's roles in war are seen as different, as are the impacts on them, and in war gender identities are both 'created and mobilised'. It is acknowledged that essentialist stereotypes of women as victims and men as inherently violent are invalid. Stress is placed on women's active role as agents during and after wartime, including their dynamic attempts to support their families, communities and nations and contribute to emerging new societies, as well as their involvement in militia and liberation movements and as perpetrators of violence. Though this analysis is broadly shared, policy and practice recommendations reveal some differences of approach. While some documents (often those dealing with sectors where women are traditionally seen as being specially vulnerable, such as sexual health) focus specifically on women's needs, the majority recognise the importance of both masculine and feminine gender identities but choose to focus on the latter as a hitherto neglected and invisible category. A third, minority, trend is to analyse and address the roles, contributions and needs of both men and women, the interactions between them, and the vulnerabilities of both.

In terms of content, the documents differ in their sectoral focus. A number of reviews take a general perspective and address a range of economic, social and political issues, or take a broad view of conflict and address its different phases or different types of interventions. Of the more specific references (including those on refugee protection, and employment for example) the greater number is clustered around the issue of peace-building, and in particular women's role in post-conflict reconciliation. This is also emphasised in general guidelines on conflict management and response, and appears to be an issue on which experience and policy is evolving. While there seems to be consensus that women, and in particular women's organisations, have important roles to play as 'connectors' between conflicting groups, and that they should be supported in this role, there is also increasing interest in establishing in more detail the social mechanisms which permit this to happen and the conditions under which this role can flourish.

In summary, the main strategies for gender mainstreaming in post-conflict situations proposed by bilateral and multilateral guidelines concern 1) support to women's organisations and women's rights and equality initiatives 2) adopting a gendered view of peace processes and post-conflict social reconstruction (with many detailed recommendations on achieving this ranging from women's involvement in official negotiations to incorporating women's rights into peace accords) 3) developing and refining international statutes to improve protection against sexual and gender-

based violence and 4) improving capacity in research, analysis and training for organisations engaged in peace-building, peace support and post-conflict reconstruction.   A matrix showing the broad range of strategies promoted in different statutes and guidelines is given below.

Table: Broad strategies proposed by bilateral and multilateral agency guidelines

Strategy	UN SC	EP	UN HCR	ILO	DAC	CIDA	SIDA	DFID	GTZ
Support women's organisations		x		x	x	x			x
Support women in peace & human rights organisations	x	x			x	x		x	
Support women's roles in peace processes	x	x			x			x	
Expand role of women in peace support operations	x	x							
Encourage women's role as decision-makers and in public life	x				x	x		x	
Improve women's access to resources				x	x			x	
Effective credit programmes for women									x
Support to women's non-traditional activities				x				x	
Promote equal opportunities in labour markets and vocational training				x					
Monitor international labour standards				x					
Gender-sensitive demobilisation programmes		x					x		x
Address psychological and emotional trauma		x			x		x	x	
Address women's and girls' health needs including HIV projects	x		x				x	x	x
Address women's protection, security and basic supply needs		x	x				x	x	
Mainstream gender perspective and analysis in projects (including capacities, vulnerabilities, roles and needs of both men and women)	x	x	x	x	x	x	x	x	x
Ensure human rights of women and girls in constitutions, electoral systems etc	x								
Address sexual and gender-based violence	x	x	x		x			x	
Gender-sensitive asylum and immigration legislation systems		x							
Recognise gender violence as war crime and crime against humanity		x							

PART 2: SUMMARIES OF MAIN DOCUMENTS

Statutory resolutions

UN Security Council Resolution 1325 (2000)
The resolution calls on those charged with negotiating and implementing peace agreements to adopt a gender perspective addressing the needs of women and girls in all phases of conflict response and post-conflict reconstruction. This includes supporting women's peace initiatives, involving women in peace mechanisms, and ensuring the human rights of women and girls. It requests member states to develop training materials on the protection, rights and needs of women and on involving women in peace-keeping and peace-building measures. It refers to previous relevant resolutions including the 1979 Convention on the Elimination of all forms of Discrimination Against Women, the 2000 Windhoek Declaration on peace support operations, and the provisions of the International Criminal Court.

European Parliament resolution on participation of women in peaceful conflict resolution (2000/2025 (INI)
The resolution addresses issues of 1) protection from gender-based violence, including issues around rape and forced sexual relations, child soldiers, refugee assistance planning, counselling for victims of sexual violence, and the provision of relevant training and research 2) participation of women in peace negotiations, conflict resolution and reconstruction, peace support operations, and the constitutional protection of women's equality in peace accords, and 3) the strengthening of community organisations, including women's organisations, to encourage women's participation in peace negotiations and to ensure benefits to them from demobilisation and post-conflict reconstruction projects. It urges sexual and gender-based violence to be adopted as a breach of the Geneva Convention and other similar measures and for member states to ratify the convention on the International Criminal Court.

General guidelines

OECD (2001)Helping prevent violent conflict DAC Guidelines
Written originally in 1997 and updated, this document outlines appropriate roles for donors and other external intervenors in conflict situations. It describes war as a 'gendered activity' in which the roles of and impacts on men and women are different and in which gender identities are both 'created and mobilised'. The report is not specifically about gender but in the updated section it stresses that understanding gender as a dimension of both violent conflict and peace-building is important. Women's associations and initiatives can play a connecting role in divided communities and should be supported as part of 'alternative discourses' on justice and reconciliation. Interventions should seek special methods of addressing sexual and other violence often directed specifically against women, men and children. The guidelines recommend seven strategies to support gender perspectives in peace-building including support to women's organisations and improving women's access to resources.

Reimann, C. (2001) Towards Gender Mainstreaming in Crisis Prevention and Conflict Management German Technical Co-operation (GTZ)
Crisis prevention, conflict management, warfare and peace-building are highly gendered activities. In this paper GTZ aims to explain why gender matters in crisis prevention and conflict management. The paper provides a conceptual analysis of gender and gender mainstreaming in conflict management and crisis prevention, and maps out the impact of conflicts on gender relations. It then illustrates examples of gender-sensitive approaches in peace negotiations, pre-crisis and post-conflict situations at micro, meso and macro levels. The paper details GTZ gender mainstreaming efforts in conflict management and crisis prevention and provides essential dos and don'ts for the design and evaluation of such policies. Analytical gender frameworks, project descriptions, training packages, contact addresses, and a bibliography are included.

Humanitarian assistance, refugees and displaced

Woroniuk, B. et al (1997) Overview: gender equality and emergency assistance/conflict resolution Swedish International Development Agency
These guidelines for emergency and post-conflict interventions start by distinguishing two axes along which all such interventions taking a gender perspective should be developed: the disaggregation of target populations and the building of more equitable gender relations. The report outlines some of the implications of taking a gender approach to humanitarian relief work and suggests analytical tools for resisting the 'tyranny of the urgent'. It explores possible manifestations of war as a 'gendered activity' and describes social processes (such as population changes, contested gender relations, and the impact of donor attention to young male ex-combatants) likely to be found in the aftermath of war. The guidelines give examples of questions and issues likely to arise in respect of food aid, refugee support and demobilisation, and finishes with questions to ask when reviewing project applications.

DFID (1999) Conflicts and emergencies
An htm document with extensive links to other sources (www.genie.ids.ac.uk/gem/) this outlines the reasons why a gender-sensitive approach to conflicts and emergencies is important and summarises current learning and tools. Chapters cover the gender dimensions of disasters and disaster preparedness, conflict, displacement, relief distribution and gender analysis methodologies. The section on conflict describes conflict as a 'gendered activity', having different impacts on men and women (for example, in their experiences of violence and trauma, livelihoods, health service deterioration) as well as leading to changes in gender relations.

UNHCR (1991) Guidelines on the protection of refugee women
The focus on protection derives partly from its centrality in the international community's responsibility towards refugees, and partly from the special protection needs of refugee women and girls. The guidelines describe the process of assessing women's protection needs in both emergency and long-term refugee situations and addressing such factors as the characteristics of the refugee population and local attitudes towards them, the physical organisation of camps, social structures, physical safety provisions, access to services and legal systems. The guidelines describe typical protection needs and possible responses, presenting advice on, for example, gender-sensitive interviewing techniques, and describe how humanitarian assistance projects can contribute to protection through, for example, following practice in relation to distribution of relief items or the organisation of health care and education.

Sexual and reproductive rights

UNHCR (1995) Sexual violence against refugees: guidelines on prevention and response
Sexual violence, which as defined here includes 'all forms of sexual threat, assault , interference and exploitation, including "statutory rape" and molestation' is most commonly inflicted on lone women and children and other vulnerable people including those in detention. The guidelines discuss why sexual violence is generally under-reported, as well as its effects and common causes in situations of displacement. Preventive measures to be taken by UNHCR, host country authorities, and assistance providers (for example, through information, education and training) are proposed. The main guidelines describe responses to individual incidents and include advice on identifying incidents, conducting interviews, dealing with sexual violence in domestic situations, and organising medical and psychosocial responses.

Employment and skills training

ILO (1998) Gender guidelines for employment and skills training in conflict-affected countries

These guidelines draw on commissioned studies in five countries (Mozambique, Cambodia, Guatemala, Lebanon and Bosnia) to provide a tool for gender mainstreaming. Throughout, the document emphasises women's role as active agents of reconstruction. It provides tools for gender-aware planning (based, for example, gender disaggregated statistics, gender analysis and the assessment of gender needs) and suggests how programmes can make use of opportunities provided by transition 'to create a more just and equitable society in which the role of employment and training can play a significant part in increasing the visibility and participation of previously marginalized groups, particularly women' (p. 27). It promotes the concept of 'holistic rebuilding' where all members of a community, men and women, are enabled to reintegrate into changed circumstances, in preference to targeted programming which is likely to reinforce traditional roles.

The ILO guidelines dwell particularly on strategies for reconstructing labour markets, implementing employment-intensive infrastructure programmes and vocational training, and programmes dealing with micro-business and social insurance. In relation to ILO itself, the guidelines recommend it provide advice to governments on creating equitable labour market structures, break down stereotypes and barriers to women's participation in employment and vocational training, promote

micro-credit to women as a long-term empowerment measure, and monitor international labour standards.

Peace-building

CIDA (2000) Gender equality and peace-building: lessons learned
This document draws lessons from experience of CIDA-funded projects, setting out and illustrating six main conclusions which are reproduced in summary below.

1. Build on the progress and momentum of national organisations and movements
2. Support women's participation in peace negotiations
3. Find common ground between conflict parties
4. Promote women's involvement
5. Deal with the politics of gender relations
6. Recognise that basic social and economic problems can have an impact on the leadership of women's organsations and women's participation in other organisations

CIDA (n.d.) Gender equality and peace-building, an operational framework
Summarising lessons drawn from reports and published sources, this document spells out some of the possible gender dimensions to pre-conflict situations, conditions during conflict and post-conflict reconstruction and rehabilitation. It advises that all conflict-related interventions should incorporate a gender analysis into situation assessments and that gender equality should be a primary influencing factor, that initiatives should result in women's increased participation in decision-making in conflict resolution and should promote women as actors and protagonists, making available gender-disaggregated information. It also advocates specific initiatives to strengthen women's capacity to participate in peace-building initiatives, providing guidance on gender analysis, entry points, results anticipated, and indicators. Finally, it summarises lessons learned by CIDA's peace-building unit (see above) and by the UN's Online Working Group on Women and Armed Conflict.

Key background studies

Sorensen, B. (1998) Women and post-conflict reconstruction: issues and sources UNRISD War-torn Societies Project Occasional Paper no. 3
This paper reviews literature dealing with political, economic and social reconstruction to examine how wars create different contexts and conditions for the construction of women's roles and positions in society. It emphasises the need to go beyond conventional images of women as victims of war, to document how women's actions shape the construction of post-war social structures, and how reconstruction influences the reconfiguration of gender roles and positions. Chapters discuss women's participation in peace-building, democratisation and liberation movements, women's role in economic reconstruction through agricultural work and through the formal and informal economic sectors, the rehabilitation of social services, and concepts and approaches to understanding women's roles in post-war societies. It stresses the specificity and diversity of women's experiences as well as women's role as social actors with their own agendas and capacity to influence. It cautions that the failure to recognise gender issues may produce new social tensions and contribute to renewed struggles over identity, status and power.

Byrne, B. (1996) Gender, conflict and development Vol. 1: Overview BRIDGE report no. 34, IDS, prepared for Netherlands Special Programme on WID
This much quoted study aims to bring together development and feminist literature to extend current thinking on the gender dimensions of conflict analysis and response. After setting out some approaches to analysing conflict (referring to typologies, causes and some common analytical frameworks), the report suggests ways in which conflict analysis might become 'gendered'. It goes on to challenge 'essentialist' stereotypes of women as peace-makers, examining the active roles women take in war and addressing the way in which masculinities and femininities can be both

redefined through war and renegotiated through activism. It looks in detail at the economic, social and psychological impacts of conflict on men and women, and finishes by spelling out the gender implications of humanitarian interventions and hence some strategic intervention points.

PART 3: ADDITIONAL REFERENCES

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Pankhurst, D. (n.d.) Mainstreaming gender in peace-building: a framework for action International Alert

UNHCR (n.d.) UNHCR policy on refugee women

Related guidelines

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DFID (2002) Conducting conflict assessments: guidance notes

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DFID (2002) Safety, security and access to justice for all: putting policy into practice

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