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UNITED NATIONS

ECONOMIC AND SOCIAL COUNCIL

ECONOMIC COMMISSION FOR AFRICA

ECA/ACW/MR/RWA/2000

REPORT OF MISSION ON
THE EASTERN AFRICA SUB-REGIONAL DEVELOPMENT CENTRE

RWANDA, 15 - 16 FEBRUARY 2000

By
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I. INTRODUCTION

1. The mission was a follow-up to an invitation from the EASRDC, Kigali office to the African center for Women to provide technical advisory services in the preparation of a draft gender policy framework for Rwanda. During the mission, the specific tasks were to:
 - Participate in a stakeholders' meeting to identify and agree on key concerns to be addressed in the gender policy;
 - Draft the terms of reference for the international and national consultants who will be drafting the national gender policy as well as the national gender strategy;
 - Review available CV's of international consultants and advise on selection of the appropriate consultants.

All the tasks were completed during the agreed time.

2. Future follow-up: It was agreed that the Regional advisor will make follow-up missions to participate in the briefing sessions during the different phases of drafting the document. The SRDC will cover the mission costs.

II. Participation in the stakeholders meeting 16-17 February 2000

3. Highlights of the Stakeholders consultative workshop on the National Gender policy:

The consultative workshop was a first in a series of planned consultative meetings to discuss the key issues and concerns to be addressed in the national gender policy. Several Non Governmental organizations, UN agencies and other international organizations attended the workshop that was organized by the Ministry of Gender and Women in development.

- 3.1 The workshop started off with a brief session on the concept of gender as a way of creating a common understanding of the concept of gender, as well as that of gender equality and equity in Rwanda. The presentation covered the historical background to gender, clarifying the developments from WID to GAD; defined the concept of gender and development; and clarified the empowerment framework.
- 3.2 Representatives from the NGO sector, MINALOC, and MINECOFIN made presentations of key gender issues. Some of the key issues highlighted are that:
 - Although a lot has changed, the negative situation of women and unequal gender relations have not changed.

- The genocide has had very negative impact on women and children especially because women had not been traditionally prepared to assume the roles they have had to assume and they do not own the necessary resources to take care of families.
- Some preliminary research on the situation of women has been carried out, and the findings show that the patriarchal systems, with all the attached traditional roles as well as deep-seated negative stereotyping of women continue to persist. The correlation of this is that women lack self confidence and their roles are not fully appreciated.
- The poverty situation of Rwanda was aggravated by genocide; before the genocide, 58% of the population was poor, after the genocide, the poverty levels have increased, and is now 70% of the population is poor.
- There is a direct linkage between the poverty in Rwanda and the persistent gender inequality. Women, who are now the main backbone of the family subsistence, do not have adequate resources, are the least educated, are still subordinated to the patriarchal systems and do not have sufficient levels of personal empowerment (e.g. Self confidence). Of greater concern the women are so overburdened by the day to day subsistence needs and concerns that, unless this overload is addressed in terms of providing for basic needs, the women's personal empowerment concerns for active participation in leadership and development planning cannot be effectively dealt with.

3.3 The Director of EA-SRDC and the regional Advisor made presentations on the role of ECA and ACW's work in advancement of women. ECA's work related to its mandate to support and monitor the implementation of the Global and Regional platforms for Action was emphasized.

3.4 The ministry of gender and women has been created with full mandate to ensure gender equality and equity. Some of the objectives of the ministry are to:

- enhance the status of women as a means of establishing gender equality,
- ensure that laws to enhance the status of women are instituted,
- sensitize and educate the public on existing gender equality laws and
- Educate women so that they can gain enough self-confidence and become self-reliant and participate in the country's leadership positions.

3.5 The conclusions of the discussions showed that there is need for:

- affirmative actions to accelerate the advancement of women,

- introduction of gender issues, and general socio-political education at very early stages of education for both boys and girls,
- massive gender conscientization programs to address the entrenched patriarchal system and beliefs,
- programs and strategies addressing the women's poverty and excessive workloads,
- gender mainstreaming in all the ministries,
- creating opportunities for girl school dropouts to complete their education, and
- Need for empowerment programs for women so that they can meet their strategic needs, such as designing their own development programs, carrying out their own advocacy work and taking up leadership positions.

3.6 Some recommendations made at the end of the workshop include the following:

a. On the process of drafting the policy document:

- Additional stakeholders meetings should be organized to discuss the content of the gender policy,
- Experts should be involved in the design of the policy document,
- The media should be involved in the drafting of the policy and it should be encouraged to reach the grass root women,
- The research data that is already available should be used to guide the drafting of the document,
- Lessons should be drawn from other countries and international conventions should be consulted.

b. On strategies for building capacity of women government and relevant institutions should:

- Carry out comprehensive research to establish the comparative status of women and men.
- Establish seminars to educate women and girls on all matters of relevance and concern, e.g., family health, empowerment, etc.
- Introduce labor saving technologies,

- Establish affirmative policies and programs,
 - Establish laws to deal with gender inequalities.
- c. On how the ministry could work with other partners to integrate gender in all development programs, and how they could strengthen other women's structures, it was recommended that:
- A committee made up of different categories of groups (government, NGO and the UN) should be formed with a view to discussing and agreeing on how this task should be accomplished,
 - MIGEPROFE should work closely with all other ministries to encourage gender mainstreaming,
 - A follow-up committee to ensure that the gender policy is drafted and implemented should be put in place.
 - A communication network should be set up to ensure that there is exchange and sharing of information between all partners involved in advancement of women.
 - In six months time, there should be a stakeholder meeting to monitor the progress of the policy document.

III. Terms of reference

TERMS OF REFERENCE FOR DRAFTING THE NATIONAL GENDER POLICY AND THE NATIONAL GENDER STRATEGY FOR THE UNDP COUNTRY COOPERATION PROGRAM:

1. **Introduction:** the national gender policy will be an instrument for ensuring gender equality and equity. As such it should be clear on what the current gender situation is and what the desired situation should be after a period of implementation of the policy. The national gender policy should be versatile, with relevance to all women and men, irrespective of their social, economic, political, religious or geographical location. Finally and most specifically, the national policy will be the main instrument for empowerment and advancement of women in Rwanda, which is itself an important national strategy for achieving national development. It should therefore set out clear objectives of the policy, identify practical strategies, and propose programs as well as effective institutional mechanisms for achieving women's empowerment and advancement

The gender policy for Rwanda should also be a guideline for achieving national socio-economic and political development with equality and equity. It should therefore provide indicators for monitoring the gender policy from several perspectives. Some of the major indicators to be identified should include: input indicators (different types of resources allocated to policy implementation), process indicators (the indicators of how effectively and timely the policy strategies and programs are being implemented) output (short term results) indicators, and outcome (long term impact) indicators.

2. **The gender policy drafting team:** this will be composed of four experts, two national and two international experts. The experts must possess a track record in working on gender issues, especially in designing national gender and development programs, as well as in social and gender analysis. The international consultants must be conversant with international conventions on advancement of women and gender equality while the national consultants will be expected to have comprehensive gender knowledge and experience of the local situation. The team members are expected to complement each other and to work as a team in drafting a policy of international credibility, while reflecting the national gender issues and development objectives accurately.
3. **The task:** Working closely with the gender focal points of the Ministry of gender and women in Development, and under the guidance of the ECA/SRDC, the team will jointly draft a national gender policy that will be used to guide the advancement of women, and establishment of gender equality in all sectors of development by government, non-governmental organizations, as well as the private sector in Rwanda. Secondly the team will prepare a country gender strategy, based on the national gender policy framework and the common country assessment, to be implemented within the UNDP's country cooperation program.

4. Specific duties and responsibilities for drafting the national gender policy :

4.1 The work of the team in drafting the gender policy will be carried out in several phases as follows:

- **Phase one:** Development of and agreement on the outline of the content for the gender policy, the work plan for drafting the policy , as well as the distribution of tasks among the team members. (1 week)
- **Phase two:** Desk review of available documents on: the situation of women and men in Rwanda; international conventions on advancement of women; existing sector and national development policies; current activities of national and international non-governmental organizations. (2 weeks)
- **Phase three:** Field level assessments will be used to fill in the knowledge and information gaps to identify and determine: effectiveness of existing programs that can be used as lessons in drafting the policy; existing capacities and future needs of NGO's and different ministries for implementing the gender policy , including a SWOT analysis of all partner institutions that will participate in the implementation process; and to identify the strategic and practical needs of women that must be addressed to ensure sustainable development with equality and equity. (5 weeks)
- **Phase four:** drafting of the national gender policy, and the country gender strategy within the UNDP country cooperation program. (6 weeks)
- **Phase five:** presentation and review of the draft gender policy and the draft report of the country cooperation program, by stakeholders; and finalization of the policy and report incorporating suggestions from the stakeholders. (2weeks)

4.2 The duties and responsibilities for drafting the National Gender Policy will include the following:

a. Phase one:

- preparation of the outline content of the policy,
- preparation of the work plan for the five phases outlined above,
- proposal of the task distribution among the team members,
- Presentation of the outline and work plan to the ECA, the ministry of women and the gender focal point in UNDP (should this be to the gender theme group in the UN?)

b. **Phase two and three:**

- Identify and review all the available documents on the national situation of women and men; the national development plans; the national and sectoral development policies as well as the relevant regional and international conventions for advancement of women;
- Prepare a list of officials and NGO's to be interviewed;
- Prepare a guideline of key issues, concerns and questions to be used in field level assessments and discussion. The key issues and questions should be relevant to the category of officials and organizations to be interviewed.
- Discuss the key issues and questions with ECA, UNDP gender focal point and the Ministry of Gender.
- Using the agreed guideline of key issues, concerns and questions, carry out interviews and field assessments.
- Using information obtained from the literature review and field assessment, prepare an annotated policy outline for discussion.
- Present the annotated outline to the ECA, UNDP and the ministry of gender as well as some selected national NGO's to form a consensus on the major contents of the policy.

c. **Phase four and five:**

- Based on the literature and field assessments, draft a National Gender Policy according to the agreed outline.
- Present the draft outline to ECA, the ministry of gender, the UNDP and selected stakeholders
- Finalize the national gender policy, incorporating suggestions from the stakeholders' meeting.

5. **Duties and responsibilities for preparing national gender strategies and framework programs.**

- 5.1 This task will be carried out, by the team, parallel to the preparation of the National Gender Policy and in close collaboration with the gender focal point of the Ministry of Gender and Women in Development and other sector ministries and NGO's. It is therefore important that the team distributes its tasks accordingly, so that the task of designing the national gender strategy and framework programs is incorporated in the processes of drafting the policy.

5.2 The national gender strategies will outline practical ways and programs through which the major objectives of the National gender policy will be achieved. It should define concrete objectives, partnerships, activities, inputs (financial and human), as well as the outputs and outcomes of the activities proposed.

5.3 In designing the country gender strategies the team is expected to define a general national plan of action and framework programs, for implementation and monitoring of the National Gender policy. The specific tasks are to:

- Identify and define the key areas of gender concern that pose major constraints to women's advancement, and to propose a gender program that will address these constraints. The proposals should outline national and sector specific programs for building women's capacity and empowerment to overcome these constraints. **(NOTE: although a gender perspective is highly desirable, it is important that the programs proposed take into account specific women's practical and strategic needs, as a way of reducing the existing gender gaps which is the ultimate goal of the exercise.)**
- Identify and outline a national gender policy advocacy strategy and program,
- Identify and define an institutional gender capacity building strategy and propose specific programs and activities to achieve national level gender mainstreaming capacity,
- Identify and propose key national partners, their existing as well as required and potential capacities for implementing women's empowerment programs,
- Identify and propose a research and information communication strategy for enhancing the gender knowledge base.
- Define the Framework for implementation of the national gender policy, the national gender strategy and programs.

5.4 While the National policy will be expected to outline the general institutional mechanisms for implementation of the policy, the gender strategic framework will define and spell out the exact mode of implementation, coordination, partnerships as well as institutional capacities (financial, human and technical) in place to support effective implementation. **In order to define and specify the framework and specify mechanisms for implementation, the team will:**

- Identify and specify all the relevant organizations (at national level) that will form effective partnerships for implementation of the policy and the national gender strategy.
- Carry out a SWOT analysis of the key UN and international agencies as well as other identified key implementing and technical assistance agencies, for

supporting the implementation of the National gender policy. The SWOT analysis should be specific on issues such as: financial, and human capacities available and necessary for implementing the gender policy and the activities for gender equality and women's empowerment; gender analysis and gender mainstreaming technical know how; institutional policies in support of women's advancement and gender equality; as well as coordination and collaboration strategies in place.

- On the basis of the SWOT analysis, make specific recommendations on partnerships and coordination within the UN, and other international agencies in the process of supporting the implementation of the National gender policy, the national strategies and framework programs.

6. Defining UNDP's gender country strategy: the team will further:

- Define and clarify the role of UNDP, as a UN coordinating and implementing agency in this area.
- Based on the provisions of the National Gender policy, the national gender strategies and related programs, the findings of the UN common country assessment as well as the results of the SWOT analysis, the team will specify: a) areas where UNDP should play a coordinating role, b) areas of UNDP's direct intervention according to its specific mandate, c) modalities of coordination and intervention vis a vis various stakeholders and partners and d) capacities required by UNDP to play its roles.

7. Qualifications and experiences of consultants:

7.1 International consultants should have the following qualifications and expertise:

- Advanced degree in the social sciences with demonstrable and longstanding experience in gender and development work, at the international level.
- Experience in designing national/sectoral gender policies and gender / women's programs.
- Ability to work independently, as well as in teams;
- Capacity to carry out multiple tasks
- Fluency in written and spoken English as well as French
- Excellent writing skills
- Familiarity with the Rwandan work environment , especially in gender issues will be an added familiarity.

7.2 National consultants should have the following expertise:

- Advanced degrees in social sciences, with demonstrable and longstanding interest and experience in gender and development work in the country.
- Ability to work independently, as well as in teams;
- Capacity to carry out multiple tasks
- Fluency in written and spoken Kinyarwanda, English as well as French
- Excellent writing skills
- Familiarity with the Rwandan work environment , especially in gender issues will be an added familiarity.

8. **The duration** of the contract is four months, according to the task distribution in the phases described above.

9. **Modality of execution:**

This project will be executed under the SPPD modalities of execution. The UNDP as the funding agency has channeled the funds through ECA/EA-SRDC to be the implementing agency. The contracts and related technical and administrative aspects of the project are the responsibility of the ECA/SRDC. The consulting team will work in close collaboration with the ECA/SRDC, which will coordinate consultation with the Gender focal points of the Ministry of Gender and Women in Development and that of UNDP. The ECA/SRDC will coordinate and facilitate all the necessary briefing sessions that are outlined in the terms of reference. The final document will be presented to ECA/SRDC that will in turn present it to UNDP.



INTEROFFICE MEMORANDUM

MEMORANDUM INTERIEUR

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To: Mr. Samba Jack, Director, PPFED

A:

Through Ms. Joséphine Ouédraogo, Director
S/c de: African Centre for Women (ACW)

From: Hilda M. Tatria, Regional Advisor

De:

Subject: Report of Mission on the Eastern Africa Sub-Regional Development Centre

Objet:

Date: 13 March 2000 /
Ref: COES/ACW/212

Attached herewith is my Report of Mission on the Eastern Africa Sub-Regional Development Centre, held on 15 - 16 February 2000 in Rwanda.

Cc: Mr. Ali Todaro, SAES, COES