

# WOMEN COUNT

**Security Council Resolution 1325:**  
Civil Society Monitoring Report 2012



**A project of  
the Global Network  
of Women Peacebuilders**

**Afghanistan, Colombia,  
Democratic Republic of  
Congo, Fiji, Liberia, Nepal,  
Netherlands, Philippines,  
Rwanda, Sierra Leone, South  
Sudan, Spain, Sri Lanka,  
Sweden, and Uganda**

A F R I C A

# Republic of Rwanda

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### **List of acronyms**

COCAFEM/GL	Great Lakes Women Consultative Network
CEPGL	Great Lakes Economic Community
CLADHO	Ligue des Associations des Droits de l'Homme (Umbrella of Human Rights Associations)
DDRR	Disarmament, demobilization, re-integration and repatriation
DRC	Democratic Republic of Congo
Ex-FAR	Forces Armee Rwandais
FARG	Fund to Assist Genocide Survivors
FDLR	Democratic Liberation Forces of Rwanda
GNWP	Global Network of Women Peacebuilders
ICGLR	International Conference on the Great Lakes Region
M23	Rebel group formed on March 23, 2012, as a breakaway faction from DRC National Army
MINECOFIN	Ministry of Finance
MONUSCO	United Nations Organization Stabilization Mission in the Democratic Republic of the Congo
NAP	National Action Plan
PSO	Peace Support Operations
PSW	Problem solving workshops
RDRC	Rwanda Demobilization and Rehabilitation Commission
RDRP	Rwanda Demobilization and Rehabilitation Program
RPF	Rwanda Patriotic Front
RWN	Rwanda Women's Network
SGBV	Sexual and gender-based violence
UNSCR	United Nations Security Council Resolution

# I. Women, peace and security profile

## A. Nature of the conflict

Having emerged from the 1994 genocide and its devastating effects, Rwanda has since moved on as a progressive post-conflict country with notable development initiatives that have played a leading role in peacebuilding and reconciliation. The country however remains stalked by threats of conflict by the rebel Democratic Liberation Forces of Rwanda (FDLR) composed of militia and elements of the former regime's Forces Armees Rwandais (ex-FAR) operating from eastern Democratic Republic of Congo (DRC). Since the end of the genocide to date the FDLR continue to be a source of insecurity, not only in Rwanda, but in the Great Lakes Region of Africa as well.

The threat posed by the FDLR called for preemptive attacks by Government forces on the FDLR bases in eastern DRC between 1996 and 1998. This would however escalate to what would later come to be described by some as the "African World War" that enjoined Uganda, Zimbabwe, Angola, Chad, DRC (then called Zaire) and Namibia. The conflict, pitting Uganda and Rwanda on one side, and all the above countries on the other, led to the Lusaka Peace Agreement of July 1999.<sup>1</sup> Some of the provisions in the agreement included the withdrawal of all foreign troops from DRC. In the case of Rwanda, withdrawal was subject to the disarmament, demobilization, re-integration and repatriation (DDRR) of the ex-FAR and the militia.

In the mean time, a significant number of FDLR were captured, or voluntarily returned to Rwanda along with their leaders, and continue to be productively re-integrated into society as they return through DDR programs. Between 1997 and March 2010, over 69,430 ex-combatants were demobilized and resettled, and more keep coming. Of these, 421 were women.<sup>2</sup> However, many of the Rwandan rebels remain in DRC where they are currently being pursued by an alliance of Rwandan and Congolese forces. Peace negotiations in Rome in 2005 bore no fruit. Rwanda was party to the 2010 Goma Declaration of the States of the Great Lakes Region, designed to address gender-specific threats to women and girls prior to, during and after armed conflict. Rwanda is also currently involved in peace negotiations in Kampala, Uganda, under the eleven country regional organization, International Conference on the Great Lakes Region (ICGLR), to end recent conflict being perpetrated by the a new rebel group, M23 (formed on 23<sup>rd</sup> March 2012 from a breakaway faction of the DRC national army, thus the name), in eastern DRC.

Within Rwanda, however, one of the major, and perhaps most defining issue of conflict experienced, is the continued perception of difference between Rwandans. This derives from the traditional socio-economic ascriptions of Hutu and Tutsi and Twa. The ascriptions were never "ethnically" concrete, but superficial creations entrenched for political expediency by the

*One immediate security dividend from Rwandan peacebuilding since 1997 has been the transformation of the counter-insurgency strategy into a political and social effort that would in a short time break the back of the ex-FAR and militia insurgents operative in and out of the country. The ex-combatants were integrated back into their communities, providing a valuable example to their communities and became stakeholders as responsible citizens and breadwinners for their families.*

Belgian colonialists and the subsequent post-independence regimes that led to the genocide. They however remain a source of potential conflict in Rwanda given their history and negative psychosocial entrenchment.<sup>3</sup>

Ensuring unity and reconciliation therefore remains key to the national agenda. This has not only enabled peace and socio-economic development, but has demonstrated the way forward in rebuilding a shattered nation through initiatives such as Ubudehe, Umuganda (community service) and Ingando (solidarity camps). Ingando, for instance, employs the concept of problem solving workshops (PSW), as a participatory conflict management strategy. Problem-solving workshops are designed as the best method through which a protracted conflict such as Rwanda's may find sustainable resolution. PSW encourage the parties to analyse their conflict, its causes, the parties' attitudes towards each other, and their post-conflict relationship.<sup>4</sup>

One immediate security dividend from Rwandan peacebuilding since 1997 has been the transformation of the counter-insurgency strategy into a political and social effort that would in a short time break the back of the ex-FAR and militia insurgents operative in and out of the country. The ex-combatants were integrated back into their communities, providing a valuable example to their communities and became stakeholders as responsible citizens and breadwinners for their families. While ex-combatants continue streaming in from DRC, the overall peacebuilding payoff includes continued stability and a measure of reconciliation between conflicting parties, their communities and other national sectors. The peacebuilding efforts have proved valuable in the socio-economic strides that have been made in Rwanda.

<sup>1</sup> Gerard Prunier, Africa's World War: Congo, the Rwandan Genocide and the Making of a Continental Catastrophe

<sup>2</sup> Rwanda Demobilization and Reintegration Commission (RDRC)

<sup>3</sup> Rusagara Frank, Resilience of a Nation: A History of the military in Rwanda, Fountain Publishers, Kampala, 2009

<sup>4</sup> Ibid

## B. Impact of conflict on women

During the Rwandan genocide many women were raped. A large number of them were also left widowed. Women had to contend with negative traditional customs in the aftermath of the genocide, in addition to having little or no means to earn an income. The Government however, has since instituted the Fund to Assist Genocide Survivors (FARG). This is in addition to civil society organizations that assist genocide survivors, widows and spouses of prisoners in jail for crimes related to the 1994 genocide. While the post-genocide challenges have been addressed through income earning activities and gender-sensitive legislation such as the 1999 Inheritance Law, sexual and gender-based violence persists as a problem. This is despite the 2008 Law on gender-based violence.

The M23, FDLR and other rebels remain in eastern DRC threatening security in Rwanda. One of their hallmark atrocities as they continue to rampage across the region remains the rape of women. Despite the presence of United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), the continued violence is of grave international concern. Within Rwanda, however, the situation has been decidedly different. Women have been involved not only in ending the conflict with insurgents in Rwanda (beginning in 1997), but also in peacebuilding initiatives.

Between 1996 and 1998 women were instrumental in ending the insurgency in the North by telling on, or persuading their sons and husbands in the FDLR and other militia to abandon their armed conflict with the government.<sup>5</sup> Women currently serve as facilitators in sensitization in peacebuilding and reconciliation programs run by the National Unity and Reconciliation Commission. The programs bring together genocide survivors and women whose husbands are in jail for their participation in the 1994 genocide.<sup>6</sup> These include numerous programs facilitated by the civil society working with grassroots communities.<sup>7</sup>

The regional Great Lakes Women Consultative Network (COCAFEM/GL) was formed in 2010, with Pro-Femmes/Twese Hamwe serving as the chair and coordinator. The Network brings together 11 umbrella women's civil society associations working for the promotion of women's rights and preventing SGBV in the three countries that make the Great Lakes Economic Community (CEPGL), namely Burundi, DRC and Rwanda.

On the whole, there have been three major peace negotiations in Rwanda, namely, the 1993 Arusha Peace Accords between the Rwanda Patriotic Front (RPF) and the then Government of Rwanda, the 1999 Lusaka Peace Agreement and the 2005 Rome peace negotiations. The Minister of Foreign Affairs is a woman and features prominently brokering peace in the region.

## C. Relevant policies

Other than the existing political will enabling a favorable policy climate and the Constitution which observes the principle of gender inclusion, Rwanda is just concluding with the 1325

National Action Plan that ends in 2012. The NAP also takes into consideration UNSCR 1820. Historically, however, even as the UNSCR 1325 was being adopted by the UN Security Council, Rwanda was already on the path of recognizing the rights of women emerging from conflict with the passing of the 1999 Inheritance Law.

# II. Data presentation and analysis

## A. Participation

### Indicator 1 - Index of women's participation in government

There were no major changes in women's representation in government, as the trends remained the same since the 2010 monitoring survey. The higher echelons of government, such as the ministerial posts, permanent secretaries and the Parliament had well over 30 percent representation. At the level of provincial governance representation remained well below the 30 percent threshold, though there were some minor improvements for Governor, Mayor and Deputy Mayor representation (Figure 1.1 compares figures for 2010 and 2011).

The trends remained the same since the 2010 RWN-GNWP survey, where men continue to disproportionately be represented as Deputy Mayors in charge of economic affairs (83 percent). While perceptions are slowly changing, this high male representation suggests a persistent traditional view of women as better suited for "social affairs" in the lower levels of governance, while the men continue to feature in economic affairs where the money is. The same trend applies in other sectors, including membership in the board of directors of public institutions where women are underrepresented. While 43 percent of companies in the private sector in Kigali have a female manager, this number is only 20 percent nationwide.<sup>8</sup>

Figure 1.1: Women's representation in governance

Level of Governance	Women Representation	
	2010	2011
Ministers	38%	28.6%
Ministers of State	40%	66.7%
Permanent Secretaries	50%	50.0%
Parliament (Senate)	35%	34.6%
Parliament (Lower Chamber)	56%	56.3%
Governor of Province (including Kigali)	20%	24.3%

5 Rusagara, Op.cit.

6 National Unity and Reconciliation Commission (NURC)

7 Profemme-TweseHamwe; Rwanda Women's Network

8 Gender Baseline and Key Indicators in Four Sectors: Governance, Agriculture, Infrastructure, and Private Sector, Gender Monitoring Office, 2011

District (Mayors)	07%	10.0%
District (Deputy Mayors, economic affairs)	13%	16.7%
District (Deputy Mayors, Social Affairs)	90%	83.3%

Source: Gender Monitoring Office

The changes in Ministerial representation reflected in Figure 1.1 were due to government reshuffles. The increased number of female mayors was due to Government policy to have more women.

Figure 1.2: Government composition from 2009 to 2011

Post	2009		2010		2011	
	W	M	W	M	W	M
Ministers	8	11	5	16	6	15
Percentage of Ministers	38%	62%	23%	77%	29%	71%
Ministers of State	2	5	2	2	1	2
Percentage of Ministers	38%	62%	23%	77%	29%	71%

Source: Ministry of Finance (MINECOFIN)

The following Ministries are currently headed by women:<sup>9</sup>

- ▶ Health
- ▶ Gender and Family Promotion
- ▶ Foreign Affairs and Cooperation
- ▶ Agriculture and Animal Resources
- ▶ Energy and Water (Minister of State)
- ▶ East African Community
- ▶ Office of the President (Minister of State)
- ▶ Though there is a male Minister of Local Government, there is an additional female Minister of State in the Ministry of Local Government

### Indicator 2 - Percentage of women in peace negotiating teams and detailed breakdown of gender issues addressed in peace agreements

Not much has changed since the 2010 survey, except that Rwanda currently has a woman Foreign Minister who is prominent in working towards brokering peace in the region.<sup>10</sup> However, as noted in Section I<sup>11</sup>, there have been three major peace negotiations in Rwanda, namely, the 1993 Arusha Peace Accords between the Rwanda Patriotic Front (RPF) and the then Government of Rwanda, the 1999 Lusaka Peace Agreement and the 2005 Rome peace negotiations where there was little or no involvement of women. That there were

<sup>9</sup> Office of the Prime Minister, Rwanda, 2012

<sup>10</sup> For instance, the ongoing negotiations in Kampala, Uganda, to bring peace in eastern DRC under the International Conference of the Great Lakes Region that brings together eleven countries.

<sup>11</sup> See also RWN-GNWP Rwanda Monitoring Report, 2010

few women, if any, in negotiating teams may not be surprising as the nature of the African rebel movement and the violence that necessitates negotiations is usually led by men. As in the case of the previous pre-genocide regimes in Rwanda this is also reflected in the current police and military command structures where there are no women at the top. The same goes for FDLR.

### Indicator 3 - Index of women's participation in the justice, security sector and peacekeeping missions

Women generally remain well represented in the Rwandan courts, though some departments such as the High and Intermediate Courts are below the 30 percent representation.<sup>12</sup>

Figure 3.1: Judiciary high governance positions

Various officer positions in the Judiciary	Total number	Male in number	Female in number	Female %
Judges at Supreme Court	14	8	6	43
Inspectors at Supreme Court	6	5	1	16.7
Judges in High Court	24	18	6	25
Judges in High Commercial Court	7	4	3	43
Vice President, Commercial Courts	3	2	1	33.3
Judges in Commercial Courts	15	12	3	20
Presidents Intermediate Courts	12	8	4	33.3
Vice Presidents, Intermediate court	12	9	3	25
Judges in intermediate courts	99	60	39	39.4
Presidents of Primary courts	60	46	14	23.3
Judges at Primary Courts	116	67	49	42.2
Deputy General Prosecutor	4	4	0	100
Head of Department at Higher Courts	6	5	1	16.7
Procurement Chief at Lower Courts	12	11	1	8.3

725 females joined Rwanda National Police between 2009 and 2012. Women now comprise 19 percent of the National Police (before they only represented 0.8 percent). There are currently 137 Female Police commissioned officers (Assistant Inspector of Police). There were only 50 before 2009. Gender desks were also put in place in the period 2009–2011,<sup>13</sup> including a directorate for gender mainstreaming in all initiatives and programs within the Rwanda National Police.

<sup>12</sup> GMO, 2011

<sup>13</sup> MIGEPROF

Figure 3.2 and 3.3 depict women's representation in the prisons and the National Police, where it persists at below 30 percent.

Figure 3.2: Prisons

Senior Governance Officers	Total number	Male in number	Female in number	Female %
Women directors of prisons	14	11	3	21.5
Vice - directors of prisons	14	10	4	28.6
General commissariat of Prisons	5	4	1	20

Source: Gender Monitoring Office, 2011

Figure 3.3: Police and military senior positions

Senior Officers	Total number	Male in number	Female in number	Female %
Heads of department in Police.	36	33	3	8
Senior officers in Police	161	160	1	0.6
Junior officers in Police	953	870	83	8.7
High senior officers in Army	No data			
Senior officers in Army.	No data			

Source: Gender Monitoring Office, 2011

Despite the appreciable improvements, police and military representation remained well below the 30 percent threshold.<sup>14</sup> A key military respondent<sup>15</sup> explained that one of the major factors for why women were under-represented could be drawn from their reluctance to be recruited because of domestic and cultural challenges. On their domestic concerns, women felt that they had no control over their hours of work or where they may be posted, putting a strain on their family obligations. Culturally, Rwanda was traditionally a socio-military state in which each family had a representative in the various traditional military regiments. Men found their glory through these regiments, where a son joined his father's regiment through the generations, and so on.<sup>16</sup> This seems to have carried over to the present, where many women feel they may not compete with their men in military matters. The low level of representation does not detract from the existing political will to include women as much as possible, though the above explained domestic and cultural reasons remain a factor that needs to be addressed.

As of June 2012, Rwanda contributed a total peacekeeping force of 4,571 military and police peacekeepers. 201 female police officers were sent for Peace Support Operations (PSO) missions in 2010 and 2011. This made for a significant improvement.

<sup>14</sup> Ibid

<sup>15</sup> RDF Senior Female Officer

<sup>16</sup> Rusagara Frank, *Resilience of a Nation: A History of the Military in Rwanda*, Fountain Publishers, 2009

Prior to this police women representation in all of Rwanda's contribution in PSO operations was only 13 personnel (compare figures 3.4 and 3.5). 200 more policewomen are currently being trained for Peacekeeping Operations.

Figure 3.4: Representation in UN Missions in 2012

Peace Support Operation Category	Male	Female	Total No. of male and female Officers	Female %
Police officers	258	200	458	43.7
Military experts on mission	No data		13	
Military troops	No data		4,100	
<b>TOTAL</b>			<b>4,571</b>	

Source: UN, June 2012 & Ministry of Gender and Family Promotion

Figure 3.5: Representation in UN Missions in 2010

UN Mission	Description	Male	Female	Female %	Total
MINURCAT (Central Africa Republic & Chad)	Individual Police	1	0		1
	Experts on Mission	1	0		1
MINUSTAH (Haiti)	Individual Police	10	3	30	13
UNAMID (Darfur)	Individual Police	104	9	8.7	113
	Experts on Mission	10	1	10	11
	Contingent Troop (Military)	3,186	43	1.34	3229
					<b>3,368</b>

Source: UN, 2010

#### Indicator 4 - Number and percentage of women participating in each type of constitutional or legislative review (including security sector review)

Women as a matter of policy have always be involved in legislative reviews, including the 2003 Rwanda Constitution which was consultative nationwide and women were broadly consulted at every level, including three women who were members of the Constitution Commission.<sup>17</sup>

#### Indicator 5 - Percentage of CSOs in task forces on UNSCR 1325 and 1820 (out of total task force members)

The Task Force for the Rwanda 2009–2012 National Action Plan on UNSCR 1325/2000 constituted of 10 ministries,

<sup>17</sup> Interview Immaculee Ingabire, Gender Activist; Commission Juridique et Constitutionnelle, Des dispositions Constitutionnelles en rapport avec l'égalité des Hommes et des Femmes

various national commissions including the National Women Council and the Forum for Women Parliamentarians. Civil society organizations were represented under the umbrella organizations Pro-femmes/ Twese Hamwe and the Collectif et Ligue des Associations des Droits de l'Homme (Umbrella of Human Rights Associations) – CLADHO.<sup>18</sup> The NAP ends in 2012. The follow-up NAP will be enacted in 2013.

## B. Prevention and protection

### Indicator 6 - Number of SGBV cases reported

Though Rwanda adopted a National Policy against gender-based violence in July 2011, including putting in place a strategic plan and training module, the trends in SGBV cases reported seem to have remained constant according to available statistics. In the period between January and June 2010 there were just over 1,500 reported cases of SGBV.<sup>19</sup> In comparison, during the first four months of 2012, from January to April, 1,244 cases of SGBV had been reported.<sup>20</sup> This does not indicate much of an improvement, if any, in the numbers or reporting trends of SGBV cases. Information on cases investigated, prosecuted and penalized had not been available by time of writing this report.<sup>21</sup>

A campaign to raise awareness on UNSCR 1325 in grassroots communities in 15 districts identified SGBV against women and girls as one of the major problems in the communities. The respondents were emphatic that SGBV was also a major challenge for persons living with disabilities (deaf and dumb, blind and mental disabilities) who appeared to be left out in the prevention of SGBV.

The grassroots respondents also noted persistence of domestic violence at the household level, and limited legal assistance for victims of violence. Additionally, the community respondents identified inadequate knowledge of existing laws protecting women's rights as some of the major gaps.<sup>22</sup>

Though a law against gender-based violence<sup>23</sup> exists, some of the identified major root causes of SGBV are traditional social and gender norms that continue to perceive women as inferior; limited awareness on human rights; culture of silence due to stigma; poor communication on sexuality within the family; limited community dialogue on SGBV; gender roles and norms that vest men with greater access to and control over power and resources. Other identified factors contributing to SGBV include poverty, ignorance, and low self-esteem among women, including peer pressure and abuse of alcohol by the men. Others were, extra-marital relations and declining quality of parenting (i.e., poor parenting).<sup>24</sup>

### Indicator 7 - Number and quality of gender-responsive laws and policies

Rwanda continues to streamline gender-responsive policies, in addition to the various laws already in place. Anti-SGBV and Child Protection Committees were established at different administrative levels in all Districts in the period 2009 to 2011. This highlights the importance SGBV has received as a persistent problem.

The Ministry of Justice established an Access to Justice Office (AJO), also known as Maisond'Accès à la Justice (MAJ) in the period from 2009 to 2011 in all 30 districts where disadvantaged people, including women, now receive legal support. One of the three staff in the AJO is specifically in charge of preventing SGBV. Additionally, the period 2009-2011 saw that all national institutions and departments now have gender focal points at the central and decentralized levels. These focal points are tasked with ensuring gender mainstreaming and the promotion of gender equality, and also with overseeing implementation of gender-related programming in each sector of the country.

In addition to Kacyiru Police Hospital that has a special gender-responsive space (i.e., One Stop Centres), three others have been established in three district hospitals in Gihundwe, Nyagatare and Rusizi to provide medical, legal and psycho-social services to victims of SGBV. The plan is to scale up the space in every health center by 2017.<sup>25</sup> The spaces have proved vital in the rehabilitation of women. Focus group discussions involving women at Rwanda Women's Network (RWN) Polyclinic of Hope spaces lamented the few options available in the face of the urgent need countrywide, and emphasized the necessity of safe spaces "by women and for women" to provide a conducive environment for free sharing and soul searching as an integral part of rehabilitation and confidence building.

On the whole, Rwanda has some relevant gender laws and policies. The challenge has been to make them more responsive to the needs of women and girls as the above noted concerns and activities on the SGBV situation illustrate.

The following are the enacted laws:

- ▶ Law N° 22/99 of 12/11/1999 supplementing Book One of the Civil Code and instituting Part Five regarding matrimonial regimes, liberalities and successions: The law accords women equal rights with men in marriage and inheritance
- ▶ Law N° 27/2001 of 28/04/2001 relating to Rights and Protection of the Child against Violence: The law safeguards the rights of both the girl and boy child.
- ▶ Law N° 47/2001 of 18/12/2001 instituting punishment for offenses of discrimination and sectarianism: This ensures women are accorded equal respect with no discrimination in all aspects of life.
- ▶ Organic Law N° 16/2003 of 27/06/2003 governing

18 MIGEPROF

19 Rwanda National Police 2010

20 The New Times, 13th June 2012: <http://www.newtimes.co.rw/news/index.php?i=15022&a=54760&icon=Results&id=2>

21 Will follow up with the next reporting

22 Districts Campaigns on UN Resolution 1325 Report, Profemme, 2012

23 See indicator 7

24 National Report on Sexual and Gender-Based Violence, October 2011, Ministry of Gender and Family Promotion

25 MIGEPROF: <http://www.migeprof.gov.rw/?Rwanda-committed-to-Eradicating,103>

political organizations and politicians. The law ensures women make up 30% representation in governance and political parties.

- ▶ The Organic Law N° 17/2003 of 07/07/2003 related to presidential and legislative elections: Women have equal rights as men to stand in presidential elections.
- ▶ The Land Law N° 08/2005 of 14/07/2005: The law accords women equal rights in land access and succession
- ▶ Law N° 59/2008 of 10th September 2008 providing legal sanctions against Gender-based violence: The law aims to safeguard women against sexual and gender-based violence.

### ***The Rwanda National Action Plan on UNSCR 1325***

In pointing out the gaps and challenges in the implementation of the Rwanda 2009-2012 National Action Plan on 1325/2000, participants at the validation workshop<sup>26</sup> echoed concerns raised by the grassroots communities as above described (see Indicator 6). They also observed that the persistence of SGBV and the prevalent silence surrounding it, even among persons living with disabilities, was in keeping with a culture that condones gender-based violence. They noted that the concept of gender equality was still misunderstood by most men and women countrywide. There existed limited capacity in gender analysis, especially in programming and approaches within policy frameworks and implementation. The participants also noted insufficient gender-responsive spaces and services across the country in the provision of medical, psychosocial and legal support for SGBV survivors, including female orphans and the poor. They urged an increase of services, including socio-economic support and raising awareness on existing laws and women's rights. This should involve all the stakeholders with the financial and technical support of the government and international partners. The stakeholders included the relevant Government ministries and departments, international partners and civil society organizations in the implementation of UNSCR 1325.

### **Indicator 8 - Number and nature of provisions/ recommendations in the Truth and Reconciliation Commission and other transitional justice reports on women's rights**

One of the major developments by MIGEPROF was the formation of the community initiative, "Akagorobak'Ababyeyi" (Evening for Parents) to promote women's rights, as well as prevent SGBV. Through this initiative, parents, both men and women, at the village level meet and share information on SGBV cases and encourage victims to report the crimes early.<sup>27</sup>

The Government has also put in place macro-economic policies and development strategies to address women in poverty. This process began in 2008 with the establishment of a program on gender responsive budgeting in the health, education, agriculture and infrastructure sectors. The program seeks to

<sup>26</sup> RWN-GNWP Validation Workshop on the Monitoring Review of the Implementation of UNSCR 1325 in Rwanda, 2-4th September, Kigali

<sup>27</sup> Ibid

*Participants at the 2012 monitoring validation workshop urged an increase of services, including socio-economic support and raising awareness on existing laws and women's rights. This should involve all the stakeholders with the financial and technical support of the government and international partners.*

establish to what extent women's needs are taken into account in the national budgets, and the impact on their lives.

The Gender Monitoring Office developed a National Implementation Plan of the 1995 Beijing Declaration and Platform for Action and conducted research on the gender impact of the Law on Matrimonial Regimes, Liberalities and Successions and disseminated the research to all districts. Some of the key elements of the research include assessing the general level of impact of the law, decisions taken on family money, ownership of property, and cases received by courts from a sample of 1,287 respondents. 69.2 percent of respondents from households stated that the law has had an impact on the relationships of married couples for the better due to awareness of the above mentioned laws, and specifically the law on matrimonial regimes, liberalities and successions. 15.34 percent of all cases were handled in the Primary Courts at the district level, while 3.14 percent were handled in Intermediary Courts at the provincial level.

The National Unity and Reconciliation Commission (NURC) established in 2011, is an annual reconciliation week in all districts. During the week, community members at the village level debate on unity and reconciliation, and tolerance in peacebuilding challenges. Women are involved in these debates and there has been a general recognition of peace and security as a community issue that affects women, men and children alike.

2012 saw the problem of SGBV receive regional acknowledgement by Ministers of Justice and Ministers of Gender in the International Conference on the Great Lakes Region (ICGLR), which brings together 11 countries in the region. A joint communiqué commits the member states to use existing institutions to organize Special Sessions, establish mobile courts by December 2012 to handle SGBV cases and allocate sufficient funds for the operationalization of SGBV Courts and Sessions. The Ministers resolved to coordinate with their respective chief Justices. Each of the ICGLR member states committed to launch the SGBV "Zero Tolerance Now" campaign simultaneously in November 2012 and ensure that the campaign is sustained for two years. Civil society should hold their respective governments to account. The campaign has been linked to the 16 Day of Activism campaigns against SGBV.<sup>28</sup>

<sup>28</sup> Interview with I.M. Ingabire, gender activist and participant at the meeting

### **Indicator 9 - Women (versus men) who receive economic packages in conflict resolution and reconstruction processes**

Ex-combatants constitute the main returnees to Rwanda, and continue to stream back from eastern DRC, where many are deserting from the rebel forces. The returnees are received at Rwanda Demobilization and Reintegration Commission (RDRC) centers where they are rehabilitated and given orientation into their new lives before resettlement.

According to Rwanda Demobilization and Reintegration Program (RDRP), 421 female ex-combatants have been demobilized and reintegrated, from a total of 69,430 returnees from 1997 to date. Between 2009 and 2012, 19 female ex-combatants were demobilized and reintegrated.<sup>29</sup> It should be noted that men overwhelmingly outnumber women combatants in the rebel forces, accounting for the small number of women returnees. During the same period there were a total of 2,649 male ex-combatant returnees.

The ex-combatants and other returnees are received at Rwanda Demobilization and Reintegration Commission (RDRC) centers where they are rehabilitated and given orientation into their new lives before resettlement. Economic and resettlement packages amount to Rwandan Francs 180,000.00 (\$USD320.00) for men. Women get special preference and receive higher resettlement packages amounting to FRW350,000.00 (\$USD600.00).<sup>30</sup> The women get special treatment due to the stigma they suffer (i.e., can't get husbands) and the reintegration difficulties they may undergo in their communities.

### **C. Promotion of a gender perspective**

#### **Indicator 10 - Number and percentage of pre-deployment training and post-deployment programs for military and police incorporating SCR 1325, SCR 1820**

UNSCR 1325 and 1820 have been incorporated in pre and post-deployment training for both the military and police. A training module on gender-responsive peace support operations that also deals with UNSCR 1325 and 1820 was developed. Since September 2007 five battalions have been trained particularly for the mission in Darfur.<sup>31</sup> Both institutions are sensitized on major gender issues and have gone on to establish gender desks at various levels.

#### **Indicators 11a and 11b- Allocated and disbursed funding to CSOs (including women's groups) marked for women, peace and security projects and programs and allocated and disbursed funding to governments marked for women, peace and security projects and programs**

Information was not available by the time of writing this report. However, the Gender Monitoring Office is in the process of

<sup>29</sup> Rwanda Demobilization and Reintegration Commission, 2012

<sup>30</sup> Rwanda Demobilization and Reintegration Commission (RDRC)

<sup>31</sup> National Report on Sexual and Gender-Based Violence, October 2011, Ministry of Gender and Family Promotion

undertaking a comprehensive evaluation of UNSCR 1325 National Action Plan and all activities and funding in women, peace and security in 2013 that will include funding for both the CSOs and the Government.

#### **Case Study A - Extent to which gender and peace education are integrated in the curriculum of formal and informal education.**

There was much activity in the period 2009-2012 on sensitization and education on gender issues across the board. There was the above noted extensive dissemination of UNSCR 1325 to grassroots communities in 15 districts reaching 658 opinion leaders in February 2012.<sup>32</sup> This was in addition to the many ongoing community peace education activities already incorporated in the programs of the CSOs such as Avega Agahozo and RWN Polyclinics of Hope, among others. RWN, for instance, enjoins the victims and the perpetrators of the 1994 violence, and has been emphasizing the centrality of women in peace and reconciliation and their role as leaders in the process in their families and communities.<sup>33</sup>

Other activities in the period 2009-2012 included translation of various international instruments and conventions into Kinyarwanda (i.e., CEDAW, Beijing Platform, etc). And according to Ministry of Gender and Family Promotion (MIGEPROF), up to 19,380 students, both girls and boys across the country were sensitized on gender-based violence prevention. This includes training workshops on SGBV targeting both military and civilians where 27,507 were trained. Another 200,000 opinion leaders were sensitized on National laws related to prevention and response to gender-based violence.<sup>34</sup>

Gender and peace education has not been integrated in the school curriculum, though it is taught informally in solidarity camps (Ingando and Itorero) run by the National Unity and Reconciliation Commission to students, teachers, ex-prisoners, etc.<sup>35</sup>

## **III. Conclusions and recommendations**

### **Conclusion**

Rwanda has made some significant steps towards the implementation of UNSCR 1325, in addition to the gains already made prior to the launch of the National Action Plan. With the availability of the Gender Monitoring Office statistics, it is evident that the existing political will that has enabled the commendable figures in political representation at the national level is yet to trickle down to the districts and the

<sup>32</sup> MIGEPROF

<sup>33</sup> RWN bi-annual reports ([www.rwandawomennetwork.org](http://www.rwandawomennetwork.org))

<sup>34</sup> MIGEPROF 2012

<sup>35</sup> The National Unity and Reconciliation Commission, The Role of Women in Reconciliation and Peace Building in Rwanda: Ten Years after genocide 1994-2004, Contributions, Challenges and way Forward

**Other activities in the period 2009-2012** included translation of various international instruments and conventions into Kinyarwanda (i.e., CEDAW, Beijing Platform, etc). And according to Ministry of Gender and Family Promotion (MIGEPROF), up to 19,380 students, both girls and boys across the country were sensitized on gender-based violence prevention.

communities. This may illustrate inadequate awareness, or lack of appreciation of the concept of gender equality at levels below national governance institutions.

It is notable that a lot of effort seems to have been concentrated on SGBV sensitization and raising public awareness. One explanation is that the issue of SGBV can serve as a vehicle to discuss other gender related issues and to rally support and pass messages. It is however important that efforts should focus more on addressing other crucial aspects, including economic empowerment and changing behaviors, attitudes and perceptions of communities on gender equality.

Grassroots communities showed their voice and urge strengthening of existing anti-SGBV efforts with an emphasis on early warning, taking into account the specific needs of women and girls living with disabilities.

It is clear from the findings that some of the work started by both the Government and civil society in 2010 with the launch of the NAP remains unfinished. Recommendations in this report not only find deep resonance with grassroots communities, but the community members insist that effective means and the necessary support must be found to accomplish them. These must form an important part of the next stage after the expiry of the current NAP, which ends in 2012. It was noted that the Gender Monitoring Office will be evaluating the national implementation of the 2009-2012 NAP in the next fiscal year in 2013 as a Government undertaking.

## Recommendations

The recommendations below apply to civil society, the Government and development partners as they all have a complementary role to play in their achievement.

### Civil Society

Awareness programs should be strengthened on the concept of gender equality, especially aimed at opinion leaders and communities.

Civil Society, with the support of the Government and other development partners, should strengthen their advocacy campaigns to ensure that all stakeholders meet their obligations to provide the necessary services at the local levels.

Civil society should also seek technical assistance from multilateral and bilateral donors and international NGOs to enhance capacity.

Civil society must keep vigilant in ensuring the second national action plan is enacted and implemented with the support of the Government and other development partners.

### Government and Development Partners

There should be increased efforts in the provision of services to the grassroots communities, as well as their sensitization on the existing laws protecting women and girls. Measures should be strengthened for legal assistance, as well as establishing more gender-responsive spaces to meet arising SGBV needs. With this, early warning mechanisms should be developed and put in place at local and national levels to help prevent as well as monitor the situation nationally.

An audit/investigation should be conducted to document CSO activities to know who is doing what, as there are concerns of possible duplication of activities due to a lack of adequate information about what each member of the CSO is doing.

The government should consolidate related efforts by the different government ministries and agencies, as well as coordinate policies and programs, including monitoring and evaluation. This also calls for an enhancement of the existing national coordination mechanisms.

The Government should seek to effectively implement and fully fund national policies and legislation to ensure women's participation at all levels, including the grassroots level.

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**"All peace and security advocates – both individually and as part of organizational work - should read the 2012 civil society monitoring report on Resolution 1325! It guides us to where we should focus our energies and resources to ensure women's equal participation in all peace processes and at all decision-making levels, thereby achieving sustainable peace."** -Ambassador Anwarul K. Chowdhury, Former Under-Secretary-General and High Representative of the United Nations

**"The GNWP initiative on civil society monitoring of UNSCR 1325 provides important data and analysis on the implementation of the resolution at both the national and local levels. It highlights examples of what has been achieved, and provides a great opportunity to reflect on how these achievements can be further applied nationwide. In this regard my Ministry is excited to be working with GNWP and its members in Sierra Leone on the Localization of UNSCR 1325 and 1820 initiatives!"** - Honorable Steve Gaojia, Minister of Social Welfare, Gender & Children's Affairs, Government of Sierra Leone

**"The 2012 Women Count: Security Council Resolution 1325 Civil Society Monitoring Report uses locally acceptable and applicable indicators to assess progress in the implementation of Resolution 1325 at the country and community levels. The findings and recommendations compel us to reflect on what has been achieved thus far and strategize on making the implementation a reality in places that matters. Congratulations to GNWP-ICAN on this outstanding initiative!"** - Leymah Gbowee, 2011 Nobel Peace Prize Laureate

**"The civil society monitoring report on UNSCR 1325 presents concrete data and analysis on the implementation of the resolution at national level. It helps us identify priorities for implementation and allocate resources to ensure women's participation in all peace processes and achieve long lasting peace. A must read for all peace and security actors and advocates. Congratulations to GNWP on this outstanding initiative!"** - Sadhu Ram Sapkota, Joint Secretary, Ministry of Peace and Reconstruction, Government of Nepal

**"A beautifully presented, thoroughly documented accounting of what is happening to a resolution that came from the grass roots, was vetted by the grass roots and was lobbied for by women for unanimous adoption by the Security Council. Cheers to the women of the Global Network of Women Peacebuilders for their careful, detailed work. GNWP is also making a unique contribution working at localization. It's about time that some western based organization relied on local women to plan their own peacemaking program. Local women are planning their own strategies in peacebuilding and adapting UNSCR1325 to meet their needs."** - Cora Weiss (former President, International Peace Bureau, now its UN representative, President, Hague Appeal for Peace)



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