



**Convention on the Elimination  
of All Forms of Discrimination  
against Women**

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**Committee on the Elimination of Discrimination  
against Women**

**Pre-session working group**

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**Responses to the list of issues and questions with regard to  
the consideration of the combined fourth to sixth periodic  
reports**

**Rwanda\***

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\* The present report is being issued without formal editing.

## **CEDAW REPORT**

### **QUESTIONS AND ANSWERS**

#### **Q1.**

Please provide information on the process of report. This information should indicate which Government departments and institutions were involved and the nature and extent of their participation, whether consultations were held with non-governmental organizations, particularly women's organizations and whether the report was adopted by the Government and presented to Parliament.

The preparation of combined fourth, fifth and sixth periodic report of Rwanda (CEDAW/C/RWA/6), was coordinated by the Ministry of Gender and Family Promotion, and supervised by the Permanent Executive Secretariat for Beijing Platform for Action; with the technical Assistance of a National consultant who consulted public, civil society and private sector institutions.

The involvement of Government and its development partners was done through validation process done by the National Coordination Committee of the Beijing Platform for Action which is composed of 20 members from government institutions, civil society and religious bodies, the National women council, the National Youth Council, the Private sector, the bilateral and multilateral co-operation and the UN Agencies. The mechanism is supported by a Permanent Executive Secretariat of eight people who ensure the daily monitoring of activities and the application of the recommendations of the committee.

The combined fourth, fifth and sixth periodic report of Rwanda (CEDAW/C/RWA/6), was adopted by Cabinet on the 25<sup>th</sup> of July 2007 and thereafter submitted to parliament for information and follow-up.

#### **Q2.**

Kindly describe the manner in which the provisions of the Convention are reflected in national development strategies and in instruments such as the poverty reduction strategy papers and the Millennium Development Goals reports.

The legal and policy framework for the advancement of women in Rwanda consists of, on the one hand, the Constitution, International instruments and national legislations, and on the other hand, national policies.

The Preamble to the Constitution of 4<sup>th</sup> June 2003, paragraph 9<sup>o</sup>, reaffirms the adherence of Rwanda to the principles of human rights enshrined in International Instruments including the Convention on the Elimination of All Forms of Discrimination Against women. The Vision 2020 of Rwanda and both the Poverty Reduction Strategy Paper (PRSP) and the Economic Development and Poverty reduction Strategy (EDPRS) were developed integrating gender as a cross-cutting issue. Gender was included because men and women experience the process of development and the impact of policy in different ways.

The vision 2020 stipulates that in order to achieve gender equality and equity, Rwanda will continuously update and adapt its laws on gender. It will support education for all, eradicate all forms

of discrimination, fight against poverty and practice a positive discrimination policy in favour of women.

In PRSP and EDPRS, it is worth noting that the GoR has always acted to increase female political representation, setting up women's councils at all political levels and promoting affirmative action in local administration to release the productive capacities of women.

The new marital and inheritance code has strengthened the opportunities for co-ownership of assets by married couples, and the new land policy will support women's land rights. Women's funds have been established at the District level.

### **Rwanda's progress towards the Millennium Development Goals**

Rwanda is a country that continues to defy the odds. Since the devastating 1994 genocide, the country has been catching up with the rest of the world trying to achieve the Millennium Development Goals. The main preoccupation after the genocide and related conflicts was the stabilization of the country, the integration of returnees, and re-building of structures, unity and reconciliation and peace and security. Starting from a very low base after the genocide, the economy registered a significant recovery, with the real GDP growing at annual rate of over 10%. The economy then stabilized between 2001 and 2007, with an average GDP growth rate of 6-7%, reaching 10% at the end of 2008.

Rwanda has been making significant strides toward the attainment of the MDGs. It is important to note the progress made in the implementation of the goals 1,2,3, and 5 in direct connection with gender.

Rwanda assesses progress against the MDGs on an annual basis through existing data management information systems, which are backed up by national surveys (such as the Households Living Conditions Surveys and Demographic and Health Surveys, DHS) carried out every 2-5 years, providing high quality information on targets relating to poverty, education, health and environment etc.

Rwanda is on track to achieve MDG2 on universal primary education; MDG3 on gender equality and MDG 6 on HIV/AIDS and Malaria. Net primary enrolment is currently 95%, with 97% enrolment of girls. However, Rwanda has still some challenges in meeting MDG2 in the area of primary completion rates and the improvement of the quality of basic education. The primary completion rate increased from 45% in 2004 to 52% in 2007 (but fell short of the target).

Significant results were also achieved in the health sector. The 2005 Demographic and Health Survey(DHS) shows that HIV/AIDS infection rates have dramatically declined, the number of cases treated has increased dramatically and Rwanda is one of the very few countries in Africa likely to reach universal treatment. Rwanda is also on track to achieve the targeted reduction in malaria incidence, the Abuja objective of 60% coverage by bed nets and 60 % prophylactic treatment of women and children.

*Table 1: Progress toward the MDGs*

MDGs	Baseline (2000)	Latest Status	MDG Targets 2015	Attainment by 2015
<b>1. Eradicate extreme poverty and hunger</b>				
Poverty headcount (below national poverty line) Extreme poverty incidence/ 2005-2006 survey	60.4%	56.9% <sup>1</sup>	30.2%	Not likely
Prevalence of malnutrition (children under 5)	41.3%	36.9% <sup>2</sup>	20.7%	Not likely
	24.5%	18%	15%	Attainable
<b>2. Achieve universal primary education</b>				
Net primary enrolment	72.0%	95%	100%	Attainable
Completion rate in primary school	24.2%	52%	100%	Attainable
<b>3. Eliminate gender disparity</b>				
Women participation in parliament				
Gender equality in primary and secondary education		48.8%	50%	Attainable
		Achieved		Achieved
<b>4. Reduce child mortality</b>				
Under-5 mortality (per 1,000)	196.0	103.0	65.0	Attainable <sup>3</sup>
Infant mortality rate (per 1,000)	107.0	86.0	35.0	Attainable
<b>5. Reduce maternal mortality</b>				
Maternal mortality (per 100,000)	1071.0	750	286	Not likely
<b>6. Halt/reverse AIDS, malaria and other diseases</b>				
HIV prevalence				
Malaria related mortality	13%	3%		Attainable
	51%	26%		Attainable
<b>7. Ensure environmental sustainability</b>				
Access to improved water source	64%	71%	82%	Attainable

<sup>1</sup> /The figure is drawn from the 2005/2006 household survey results

<sup>2</sup> The figure is drawn from the 2005/2006 household survey results

<sup>3</sup> Based on 2008 mini-DHS results.

MDG 1 on poverty and hunger, and MDGs 4 and 5 on child and maternal mortality respectively are unlikely to be achieved without a considerably scaled-up effort. Under Five Mortality has decreased dramatically. Between 2000/01 and 2005/06, poverty fell from 60.5 % to 57 %. A much faster reduction is needed to reach the MDG target of 30%. Malnutrition rates in children under five have been declining from about 24 % in 2000 to 18% today, but faster progress is needed. Infant mortality dropped from 107 per 1,000 in 2000 to 86 in 2005 and maternal mortality decreased from 1,071 per 100,000 to 750 over the same period. Results of the 2008 mini DHS suggest that Rwanda is now on track to achieve MDG 4 with a drop in under-five mortality to 103 per 1,000. The percentage of assisted deliveries increased from 39% to 52% in 2005-2008.

In the last five years, Government of Rwanda has introduced several new policies in the health sector including increased financing, decentralization of health services delivery; implementation of performance based financing, scaling up of “Mutuelles” health insurance. The introduction of mutuelles (community insurance schemes) has proven a great success in Rwanda. Coverage by mutuelles increased from 27% in 2004 to 75% in 2007) and of malaria control programs (malaria incidence has decreased by 60% and malaria mortality by 50%) and improvement in human resources policies. These measures seem to be yielding fruits in improving health outcomes.

In terms of poverty, the proportion of Rwandan population identified as poor, fell from 60.4% in 2000/01 to 56.9 % in 2005/06. Rural poverty reduction is also statistically significant. Based on the 2005/06 survey, 37% of Rwandans live in extreme poverty. Poverty levels remain higher in families with smaller landholdings and in female-headed households. Poverty also appears to be positively correlated with population density. These factors suggest that reducing population growth, raising agricultural productivity and incomes, and diversifying sources of livelihood away from agriculture are key factors for reducing poverty. More effort is also needed to ensure that women participate fully in growth. These are major components of the Government’s 2008-2012 development plan currently under implementation, the Economic Development and Poverty Reduction Strategy (EDPRS).

### **Q3.**

The report contains very limited statistical data disaggregated by sex on the situation of women in areas covered by the Convention. Please provide information on the status of data collection and analysis of data in the country in general, and to what extent such data collection takes place on a sex-disaggregated basis. Please indicate how the Government intends to improve the collection of data disaggregated by sex pertaining to the areas of the convention so as to support policymaking and program development and measure progress towards implementation of the Convention.

Among challenges and constraints identified during the PRS implementation, the evaluation conducted in 2005 revealed that performance data related to gender and data disaggregated by sex were still insufficient. The report recommended the following:

- In collaboration with partners, the Ministry in charge of Gender (MIGEPROF) worked out gender related indicators for each sector as a base for follow-up and evaluation of gender in the PRS Annual Progress Report.

- In the process of elaborating the second generation of PRSP in 2006, each sector with the support of MIGEPROF had to work out an operational plan with key gender indicators and a clear system of monitoring and evaluation.

Besides, the National Institute of Statistics has been established and charged with the collection and analysis of data relating to national development. However, the said institution requires capacity building and techniques in the collection and analysis of gender disaggregated data.

Mention must be made of the recent establishment of the constitutional Gender Monitoring Office (GMO). The GMO is charged with, among other responsibilities, “carrying out research based on statistics on specific issues in the framework of mainstreaming and respecting the principles of gender and disseminating the results after analysis”.

**Q4. Please provide information on whether the Government has sought, or received, technical and financial assistance to address the low female literacy rate, the high dropout of girls, maternal mortality and HIV/AIDS among women.**

**Low female literacy rate, the high drop out of Girls**

Financial sources:

- Government Budget
- Partners: Education Sector Budget Support, CBO literacy activities

Awarding the best 10 girls in both primary and secondary education is another motivation to girl's education

**Maternal mortality:**

Financial sources:

- From Government Budget
- From UNFPA: 548, 518, 156FRW-Year 2008 with a significant part going into technical assistance !
- From WHO :19,642,770FRW\*-Year 2008, also provides Technical support in trainings

**HIV/AIDS among women**

- Global Fund (2004-2008): Approximately 4bn Rwandan Francs to address the problem of HIV/AIDS Malaria and Tuberculosis among women
- UNFPA (2008): Approximately 11.7m Rwandan Francs to address the problem of HIV/AIDS

\* 1US\$=560FRw

- ADB (2008): Approximately 255m Rwandan Francs to address the problem of HIV/AIDS, Malaria and Tuberculosis

NB: This money is not earmarked to a specific disease in the diseases listed above.

**Q5. The report mentions that conventions duly ratified or approved have higher authority than organic and ordinary laws. Please provide information on whether the convention is directly applicable and whether there are instances of cases where the Convention has been cited in the courts and the outcome of such cases.**

In accordance with international law, Rwanda identifies itself with monist states. Accordingly, the international treaties which are duly ratified by persons with the legal powers to do so become part of domestic law. Indeed, Article 190 of the Constitution provides that upon their publication in the Official Gazette of the Republic of Rwanda, international treaties become superior to all domestic legislations with the exception of the Constitution. The procedure of domestication of international treaties under Rwandan law basically requires the adoption of a Presidential Order and its subsequent publication in the Official Gazette of the Republic of Rwanda. This process suffices the internationally recognized domestication procedure.

As regards the invocation of the said international treaties in the courts of law, it is generally observed that little or no information has been gathered on the application of these treaties. It is therefore pertinent to acknowledge that there is not any available data on the instances on which international treaties have been invoked in Rwandan courts.

**Q6. According to the report, amendments to the Criminal Code, the Family Code and the Commercial Laws are in preparation in order to eliminate discrimination against women. Please provide updated information on the status of these amendments, time-frame for the adoption and obstacles impeding their adoption if applicable.**

The initiation of a Bill of law starts from a concerned ministry. The procedure of adoption of a given bill takes the course of the approval by a Cabinet meeting. Thereafter the Bill is initiated into Parliament by the Prime Minister or the Minister who initiated the Bill. The Parliament (the Lower Chamber) discusses the Bill, votes it and makes a draft law to the Upper House. The Senate (the Upper Chamber of Parliament) has its turn of discussion and approval. Finally, the voted Bill is passed on to the President for promulgation. The last procedure is the publication of the promulgated law in the Official Gazette of the Republic. Thus the law enters into force under Rwandan law.

Given the above description of the procedure for adopting an internal legislation, it is essential to underscore that the time-frame for the adoption of the said amendments cannot be pre-determined. It is encouraging to underline however, that the Commercial Laws were promulgated and published in the Official Gazette of the Republic of Rwanda in 2008. It is important to mention also that the Criminal Code is currently before the Parliament awaiting approval and to be sent to the Senate. The Bill of law on the amendments of the Family Code is in the final stages of drafting and is yet to be sent to the Cabinet meeting. As far as the above three bills of amendments, in general, and in particular, the ones that are yet to be promulgated, are concerned, there are no obstacles impeding their adoption.

**Q7. Please provide statistical data on the number of cases involving discrimination against women that have been reported to the National Commission on Human Rights and the Office of the Ombudsman as well as the outcome decisions of these cases.**

The National Commission for Human Rights received less than 50 cases involving discrimination against women in 2006. In 2008, there were 49 cases involving gender based violence, many of those cases involved violations against women, such as rape. The outcome of the received cases is dependent upon the powers vested into the Commission. The Commission investigates these complaints. If there is violation of human rights, the Commission asks the institutions in charge to find a solution/remedy,

does advocacy in different institutions to resolve such cases (administrative authorities, penitentiary, Police Stations, etc.).

As regards the Office of the Ombudsman, the available information relating to the cases pertaining to discrimination against women shows that the Office has so far received three cases of this nature. According to the first case, the applicant claimed that she was denied the right to her family property basing on sex. The man who possessed it claimed that she had no right to that property as she was a girl-child. The second case related to the applicant who claimed that her husband wanted to divorce her as a result of infertility. As for the third case, the applicant claimed that she had not received the money from her husband to support her and her daughter, as it had been decided by a competent court.

The outcome of case number one, given by the Office of the Ombudsman, was that after thorough investigations, it was established that the applicant had been denied her right to family property, basing on sex, which was classified as discrimination based on sex. The Ombudsman office ordered the defendant to give back the property in his possession. As far as the second case, the applicant had already filed a divorce case in Court. The Ombudsman office thus is awaiting the decision of the court. As for the third case, the Ombudsman office mediated between the applicant (a woman) and the defendant (her husband), and the latter accepted to pay the money to support the applicant and her daughter, as it had been decided by the court.

**Q8. Please describe whether, besides those in the participation of women in political and public life, the government is taking any steps to adopt temporary special measures in line with article 4, paragraph 1, of the Convention and with the Committee's general recommendation N° 25, to accelerate the de facto equality between women and men in other areas.**

In addition to the quota of 30% recognized by the Constitution of Rwanda as amended to date, gender equality is a cross-cutting issue in all national policies and programs. Some special measures have been initiated by the government, on the one hand. The government equally is supportive of some initiatives made by groups of individuals, the private sector or the civil society, on the other hand.

Regarding the economy, the government put in place a women guarantee fund in 1999 in order to support women entrepreneurship. The fund operates in the National Bank of Rwanda as the overseer of the commercial banks that have made a contract with the National Bank to extend credits to women entrepreneurs. Besides, in 1997, groups of individuals started a rural credit scheme for poor women on the District level. Since then, the government has earmarked some money on its budget to financially support this initiative through the Ministry of Gender and Family Promotion (MIGEPROF).

As regards the area of education, the Forum for African Women Educationists (FAWE) founded the Rwanda Chapter known as the Forum for African Women Educationists-Rwanda Chapter (FAWE-Rwanda) in 1997 and has a total of 170 members, so as to encourage the education of the girl-child, on the one hand, and promote as well the number of female students in the science discipline, on the other hand. The government is very supportive because this initiative is operating under the roof and through the Ministry of Education (MINEDUC).

**Violence against women:**



**Q9. Bearing in mind the Committee’s general recommendation N° 19 regarding violence against women, please describe steps taken to develop a comprehensive strategy to combat all forms of violence against women, including prosecution of perpetrators, provision of assistance (such as shelters, counseling and legal support) to victims and introduction of capacity-building and awareness-raising programs for various sectors (such as the judiciary, the police, lawyers, health and social workers) and the general public.**

Steps have been made to develop a comprehensive strategy to combat all forms of violence against women, including prosecution of perpetrators, provision of assistance to victims and introduction of capacity building and awareness raising to various sectors and the general public.

In this regards, different initiatives have been taken by different stakeholders:

- The National Policy for fight against GBV was developed
- A law that sanctions offenders in GBV
- A gender desk at the National Police and a GBV Desk within Rwanda Defense Forces up to the decentralized level of RDF.
- Committees to fight against GBV and for the protection of children from Village to National levels.
- A toll free telephones for quick rescuing and reporting of GBV cases.
- A special fund established by the General Prosecutor’s Office from the district level for vulnerable victims of GBV- Violence against women
- A GBV mapping and Joint Plan of Action on GBV has been established.

### **Strategies used:**

#### ***9. 1. Establishment of the Police Gender Desk.***

In recognition of the CEDAW, article (Art 2 c) for states to ensure that protection of women against discrimination are effective and realized in practice through mechanisms that provide readiness including ability to make complaints and receive remedies and recommendation to take specific preventive and punitive measures to overcome trafficking and Sexual exploitation, Rwanda National Police established a Gender Desk.

The Gender Desk has contributed to combating and responding to Gender Based Violence by applying different strategies:

- Each Police Station nationwide has an investigating officer dealing with SGBV related crimes and orient referrals as found appropriate
- The Gender Desk works closely with Government hospitals for provision of medical expertise for evidence in courts as found necessary such as for rape and physical abuse. A Police Officer is deployed to government hospitals to facilitate faster and easy victim access to medical services required. This arrangement was made in collaboration with Ministry of Health.
- Free telephone hotline **3512** was put in place to facilitate easy victim call for Police field response or inquiries on GBV related crimes.
- Increasing public awareness on GBV as human rights, security and development issue through community dialogue forums with local leaders, schools, women councils and associations and

faith based organizations. Public awareness on GBV has also been done through the media on TV and radios in form of sports and documentary films, through brochures and magazines.

- Capacity building for Police, legal and medical staff training on GBV victims care has also been used as a strategy to increase victim access to legal and medical services. *CEDAW recommends gender sensitive training on violence against women for Judicial and law enforcement officers and public officials.*
- Training on GBV counseling for Police was carried out to equip them with skills for post violence victim care and counseling.
  - The Gender Desk established with UNIFEM financial and technical assistance has developed key documents to guide Police work in prevention and response to Gender Based Violence and these include :
    - Police policy on Child, Domestic and Sexual and Gender Based Violence
    - Standard Operating Procedures in investigation and handling of Sexual and Gender Based Violence related cases
    - Police training curriculum on Child, Domestic and Sexual and Gender Based Violence
    - Police training manual in Investigating Child, Domestic and sexual and Gender Based Violence.

## **9.2. Networking and regional and international cooperation**

In view of the multifaceted and widespread nature of Violence against Women, Rwanda National Police networks with different partners at both national and international level. This approach creates opportunity for information sharing through national and international conferences, electronic information sharing and campaigns such as the ‘Say no to Violence’ campaign and the 16 days on gender Activism campaigns. Rwanda National Police facilitated study tours for Sudan and Burundi in 2008 to share best practices on Preventing and responding to Gender Based Violence.

Regional cooperation provides opportunity for follow up of GBV perpetrators across the borders and sharing information on best practices. Regional integration is a key strategy for poverty reduction and regional and international security for Rwanda’s economic and social development.

### ***9.3. Establishment of Community Policing Committees***

The concept of community policing committees is an innovation that will strengthen community outreach programs as it builds on the principles of making citizens play a role in keeping their security and the security of other citizens and creating a working partnership between the police and community and mutual confidence to solve security problems. Helping house hold to solve and avoid conflict and domestic violence is one of the roles of community policing committees. The community policing committees observes at least 30% women presentation and this is an opportunity for increasing women’s role in preventing Sexual and Gender Based Violence and Peace Building.

### ***9.4. Data compilation and dissemination***

The compilation of data on SGBV situation showing cases and nature of SGBV related crimes and sharing of this information through partners’ workshops, Community sensitization forums , the annual 16 days of Gender Activism campaigns and police quarterly magazines has increased awareness on the problem magnitude.

The police has been invited by different partners to give presentations on the SGBV situation. The exposure of this information through statistics and visual AIDS has influenced people's attitudes about SGBV as a human rights issue and also encouraged reporting of SGBV crimes therefore breaking the culture of silence.

#### **9.5. Facilitate victims access to legal services**

In order to facilitate the victims the access to justice, the Ministry of Justice has initiated the "Maisons d'accès à la Justice" which will be based at the District level. Five of them are actually operational in Nyanza, Rusizi, Karongi, Rulindo and Rubavu Districts.

Also, the department in charge of victims and witness protection has been created at the Prosecutor Office and this department provides some facilities to victims and witness like transport and lodging fees.

Therefore, in order to facilitate the victims to legal assistance, the process of amendment of the Bar law has started in order to ensure the full and effective legal representation of the vulnerable groups.

#### **9.6. Access to trauma counseling services**

Also the National psychological center and civil society organizations like ARCT –RUHUKA, AVEGA, BARAKABAHO, MBWIRANDUMVA, provide the trauma counseling to victims.

**10. Please provide information on the number of cases of rape during the genocide which have been prosecuted through either the regular court system or the recently instituted "Gacaca-courts" system. Please also indicate to which extent the laws governing genocide trials and the "gacaca" process give special attention to sexual violence and how victims and witnesses who wish to report or testify about sexual violence are protected**

The total number of rape cases which are to be tried by *Gacaca*-courts is 7,584 cases out of which 4211 cases have been recently tried by Sector *Gacaca*-courts (first instance) and 671 have been heard by *Gacaca*-courts of appeal. Note that these are cases which have been reported to the National Service of *Gacaca*, so far, and may increase as trials go on.

#### ***Special attention to sexual violence:***

The Organic Law N°13 /2008 of 19/05/2008 modifying and complementing organic law N° 16/2004 of 19/06/2004 establishing the organization, competence and functioning of *Gacaca* courts charged with prosecuting and trying the perpetrators of the crime of genocide and other crimes against humanity, committed between October 1, 1990 and December 31, 1994 as modified and complemented to date in its article 6 related to rape and sexual torture provides that: ...” *A victim of the offence of rape or sexual torture may submit her or his complaint to the Sector Gacaca Court where the offence was committed from, the judicial police or the public prosecution .....It is prohibited to publicly confess commission of any of the above crimes. No person shall be permitted to initiate proceedings in respect to any of the above offences against another in public. All formal proceedings in respect to the above offences shall*

*be held in camera...*” The Sectors’ administration provides for rooms where these closed sessions are held.

In addition to this article 5 of the same law provides for sanctions in case the proceedings held in camera have been revealed: “*Any dismissed member of the bench of a Gacaca Court for revealing details of camera proceedings shall be prosecuted for that offence by the same court and shall be liable to a term of imprisonment ranging from one (1) to three (3) years*”.

Apart from *Gacaca*-courts judges, any body else who may commit the same offence shall be prosecuted according to the criminal code of Rwanda. Basing on article 50 of the organic law n° 16/2004 of 19/06/2004 as modified and complemented up to now, the National Service in charge of follow up, supervision and coordination of the activities of *Gacaca*-courts, has issued instruction N° 16/2008 of 05/06/2008 to the *Gacaca* courts emphasizing on this special attention on rape cases. Finally, the national service of *Gacaca*-courts in collaboration with the Institute of Legal Practice and Development organised a special training on rape cases proceedings for *Gacaca*-courts judges in order to have them legally and psychologically prepared.

It is worth mentioning that the Organic Law N°13 /2008 of 19/05/2008 aforementioned provides in its article 25 that prosecution and punishment for the crimes related to genocide or crimes against humanity shall not be time- barred. This indicates that victims of genocide crimes have rights to submit their cases to court any time they get information.

### ***Treatment of the victims and witnesses who wish to report or testify about sexual violence***

Under the Prosecution Authority, there is an established unit in charge of protecting victims and witnesses in the court proceedings of sexual violence. There is a free online telephone (Number 3935). The personnel from the said unit provide the following services: counseling, financial assistance, medical assistance, transportation and pocket money to the victims and witnesses. The personnel of the unit also provide company to the victim and witness to the authorities so as to provide information regarding what they know on a given case. Further, the unit, in collaboration with the local government authorities and the National Police, provides special protection with security guards, especially at night around the residences of the victims or witnesses, and if found necessary, a given victim or witness is temporally shifted to a temporary accommodation.

***11. Please provide data on the incidence of, and trends in, violence against women, including rape and domestic violence as well as information on the number of prosecutions and convictions in domestic violence cases during the last five years***

### **Gender Based Violence Statistics 2005 - 2008**

The following tables show a collection of Gender Bases Violence Statistics recorded by the National Police and the Prosecution Authority from the year 2005 up to the year 2008

Table 1: Gender Based Violence Statistics 2005 - 2008 recorded by the National Police for the years 2006 to 2008

S/NO	TYPE OF VIOLENCE	YEAR 2006	YEAR 2007	YEAR 2008
01	Defilement	2033	2421	2051
02	Rape	403	514	388
03	Women murdered by their husbands	35	22	27
04	Men murdered by their wives	07	09	13
05	Non-spouse murder	55	76	54
06	Abortion	66	106	95
07	Infanticide	83	52	54
08	Physical assault	321	478	406
09	Suicide	2	28	13

Table 2: Gender Based Violence Statistics 2005 - 2007 recorded by the Prosecution Authority for the years 2005 to 2007

The number of prosecutions and convictions made against perpetrators of domestic violence cases during the last five years concerning rape and defilement

YEAR	Number of cases filed to court	CONVICTIONS			
		Below 20 years of imprisonment	Between 20 and 25 years of imprisonment	Life imprisonment	Death penalty
2005	1467	734	119	114	6

YEAR	Number of cases filed to court	CONVICTIONS				Death penalty
		IMPRISONMENT				
		From 0 - 5 years	From 5 - 10 years	Above 10 years	Life imprisonment	
2006	1078	348	205	154	85	1

YEAR	Z = E	CONVICTIONS	
		IMPRISONMENT	

		1 – 6 months	Above 6 months to 1 year	Above 1 year to 5 years	Above 5 years to 10 years	Above 10 years to 15 years	Above 15 years to 20 years	Above 20 years to 25 years
2007	1829	6	55	231	172	33	41	65

NB: The death penalty was abolished under Rwandan Law since the year 2007

### Trafficking and exploitation of prostitution

**Q12. The report does not provide sufficient information on laws or measures to prevent and punish trafficking in women and girls, including information on the prevalence of this phenomenon. Please provide this information.**

The Law N° 27/2001 of 28/04/2001 relating to the rights and protection of a child against violence protects children against abuse which includes trafficking, exploitation and prostitution. Rwanda ratified the Convention on Slavery, Sale and Trafficking of Children and women. In fact, the Bill of Law on the Suppressing, Prosecuting and Punishing trafficking in human beings is already before Parliament, the Lower Chamber, and it awaits submission to the Upper Chamber of the Parliament, the Senate, for discussion and adoption.

**Q13. According to the report, poverty and inadequate education are among the main causes for prostitution among women and girls. The report also states that “ measures have been taken to educate women and girls who engage in this activity and make them aware that it is immoral and poses them a lethal threat, in particular the risk of HIV/AIDS”. Please give detailed information about those measures and indicate if programs for the physical and psychological recovery and social rehabilitation for girls and women victims of sexual exploitation, which is a violation of their human rights, are available as well. Kindly indicate any other measures undertaken to limit the number of girls being driven into prostitution and to reintegrate them into education or employment.**

The Government of Rwanda has encouraged all leaders including Church leaders and Administrative Authorities at all levels to discuss and talk about the indecent practice of prostitution in public gatherings, meetings, seminars as well as find strategies to combat and discourage the practices especially among the youth.

A program for parent-child and adolescent communication has been initiated by DUSHISHOZE Centre with support of PSI Rwanda. This program is centered on youth education in matters related to Sexual and reproductive health. The National Youth Council has also tremendously contributed to the education of youth in Sexual and reproductive health through its centers in all Districts countrywide. Through the Community Health Task in the Ministry of health, a program for home based care has been initiated to make a follow up on people with opportunistic infections to be able to carry out early detection and therefore treat them in time. An initiative by CNLS and the Rwandan women

Associations collective for development (Pro-femmes Twese Hamwe), has put in place strategies to strengthen youth to say no to unwanted sexual relations especially young girls to resist material benefits for sexual relations as a strategy to combat the transmission of HIV and unwanted pregnancies(which result into abandoned children) among the youth.

The Government of Rwanda through CNLS and its projects has set up a new effective approach to prevent HIV transmission by approaching commercial sex-workers. Organizing and funding their associations to start up different income generating activities to cover several aspects in the fight against HIV/AIDS as the access on ARVs is easy and free of cost.

- Prevention of HIV/AIDS transmission: training on IEC/BCC;
- Socio-economic support: supervision and technical support, training on subprojects preparation and financial management, and grant for income generating activities' implementation;
- Fighting against stigma and discrimination;
- Integration of gender issues in HIV/AIDS activities.

Between 2004 and 2008, the Government projects funded a total of 55 subprojects submitted by 35 associations of former commercial sex-workers to the tune of 486,217 US\$. More than 1,100 former commercial sex-workers and their relatives and next kin profited from it. With the aim of ensuring sustainability of these initiatives, the Government of Rwanda through projects, had organized consultative sessions with different authorities at the district level and the Ministry of Commerce and Cooperative Promotion for the transformation of these associations into cooperatives. By the end of 2007; 448 out 1600 had changed their status from association to cooperative. In 2008; 192 out of 301 associations in 7 Districts had changed their status from association to cooperative.

**Q14. Please provide information, including statistical data, on the participation of women in the public sector, including at the decision making level, the judiciary, diplomatic and consular missions.**

## STATISTICS OF MEN AND WOMEN IN DECISION MAKING ORGANS/POSITIONS

### 1. Government

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
Ministers	13	08	21	62%	38%
State Ministers	3	02	5	60%	40%
Ambassadors	16	03	19	85%	15%

Source: Government Bi-weekly Newspaper Imvaho Nshya

### 2. Parliament

Posts	Effective	Total	Percentage of Men	Percentage of Women
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	Men	Women			
President of the Senate	1	-	1	-	-
Vice President	1	1	2	50%	50%
Senators	17	9	26	65%	35%
President of the Chamber of Deputies	-	1	1	-	-
Vice President	2	0	2	100%	0%
Deputies	35	45	80	43.75%	56.25%

Source: Forum des Femmes Rwandaises Parlementaires

### 3. Justice

#### 3.1 Supreme Court

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
President	-	1	1	-	-
Vice President	1	-	1	-	-
Judges	7	5	12	58%	42%

#### 3.2 Courts and Tribunals

Posts	Effective		Total	%age of Men	%age of Women
	Men	Women			
President/ High Court of the Republic	1	-	1	-	-
Vice President/ High Court of the Republic	-	1	1	-	-
Judges/ High Court of the Republic	7	16	23	30.4%	69.6%
President/ High Commercial Court	0	0	0	0%	0%
Vice President/ High Commercial Court	-	1	1	-	-
Judges/ High Commercial Court	3	3	6	50%	50%
President/ Commercial Courts	0	0	0	0%	0%
Vice President/ Commercial Courts	2	1	3	67%	33%
Judges/ Commercial Courts	9	2	11	82%	18%



Presidents/ Higher Courts	7	5	12	58%	42%
Vice Presidents/ Higher Courts	9	1	10	90%	10%
Judges / Higher Courts	40	25	65	61.5%	38.5%
Judges/ Lower Courts	70	50	120	58%	42%
Inyangamugayo (people of integrity) of GACACA-Courts ( * )				65%	35%

Source: Supreme Court database

\* According to the Secretariat of the National Service on *Gacaca*-courts, it is very difficult to know the precise numbers of *Inyangamugayo* (*Gacaca*-courts judges) for it changes from time to time.

### 3.3 General Prosecutor

Posts	Effective		Total	Percentage of Men	Administration	12
	Men	Women				
Prosecutor General	1	-	1	1	-	
Deputy PG	1	-	1	1	-	
Senior Prosecutors	10	2	12	83%	17%	
Administration	12	3	15	80%	20%	
Judicial Police at Higher Courts	40	19	59	68%	32%	
Judicial Police at Lower Courts	41	19	60	68%	32%	

Source: Rwanda Public Prosecution Authority database

### 4. High cadres of Government

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
D/Attorneys/ MINIJUST	2	2	4	50%	50%
Permanent Secretaries	11	5	16	69%	31%
Directors Generals	16	6	22	73%	27%
Executive Secretaries of Commissions	3	5	8	38%	62%
Directors of Units	132	45	177	75%	25%

Source: Ministry of Public Service and Labor (MIFOTRA)

## 5. Security

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
National Police/ MININTER	5 109	567	5676	90%	10%
Prison Guards/ MININTER	1 031	277	1 308	79%	21%

Source: Ministry of Internal Security (MININTER)

## 6. Education

### 6.1. Universities and High Institutions of Education (Public and Private)

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
Rectors of Universities and High institutions	18	-	18	100%	0%
Vice Rectors Academic	16	2	18	89%	11%
Vice Rectors Administration and Finance	18	0	18	100%	0%

### 6.2 Secondary school

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
Directors and supporting staff	1 622	1 164	2 786	58%	42%
Teachers	7 394	1 923	9 317	79%	21%

### 6.3 Primary Education

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
Directors	1 382	596	1 978	70%	30%
Teachers	13 067	15 992	29 059	45%	55%

Source: Ministry of Education (MINEDUC – 2008)

## 7. Local Governance

Posts	Effective		Total	Percentage of Men	Percentage of Women
	Men	Women			
Governors	4	1	5	80%	20%
Bureaux of Consultative Committees of districts	55	35	90	61%	39%
Consultative Committees of districts	418	352	770	54%	46%
Mayors of districts	28	2	30	93%	7%
Vice- mayors/ Social Affaires of districts	3	27	30	10%	90%
Vice - mayors/ Economic Affaires of districts	26	4	30	87%	13%
Executive Secretaries of District	25	5	30	83%	17%
Executive Secretaries of Sectors	362	54	416	87%	13%

Source: Ministry of Local Government (MINALOC - 2007)

## 8. Health

Posts	Effective		Total	Percentage of Men	% of Women
	Men	Women			
Special Doctors	62	15	77	80%	20%
General Doctors	343	66	409	84%	16%
Nurses	1 124	4 790	5 914	19%	81%

Source: Ministry of Health (MINISANTE)

**Q15. The report show a high illiteracy rate among women and girls (43.5 percent for women in 2002) .Please provide information on measures taken to improve female literacy rates, in particular in rural areas ,including detailed information about the results already achieved through the literacy campaign being implemented in Rwanda and which aims at achieving a literacy rate of 85 percent by 2015. Kindly indicate what the latest available female literacy rate is.**

According to the latest information from the Ministry of Education, the literacy rate for women improved from 43.5% in 2002 to 76.8% as of 2006. It is expected that the rate improved further with the introduction of mass adult literacy training programmes, where new centres were opened, increase number of trainers, trainees as indicated above.

Regarding the adult literacy, the following measures had been taken by the Ministry of Education in eradicating the female illiteracy:

- There exists an operating Literacy Desk in the Ministry of Education and 1% of the total annual budget is allocated to this specific programme;

- An adult literacy policy was prepared and it is ready for validation and the Ministry of Education elaborated the literacy strategic plan;
- Number of literacy centers: 4,408; Learners: 226,210 of which 28,494 have been given certificates to acknowledge their reading skills; Teachers: 6,605;
- 5 centers in each Sector will be given the materials in 2009; 2,080 centers of literacy in all districts have already received materials (notebook, pen, chalks, boards )
- 13,000 books for post literacy courses have been distributed.
- Textbooks for learners and teachers guide have been revised.

**Q16. The report notes a high dropout rate of girls ,a relatively low success rate and a resulting imbalance between boys and girls in the public secondary level and in higher education ,where there are fewer girls than boys .Please explain the reasons for the high dropout rate of girls and indicate how the Government plans to increase school attendance and the enrolment of girls. What support is offered to families in order to decrease dropout rates?**

The Ministry of Education decided to increase access and retention for both males and females in secondary and higher education. The following reflect the major activities to reduce inequalities related to gender issues in secondary education and higher education level:

- Girl's Education Policy is in place and Girl's Education Strategic Plan 2009 -2013 have been developed.
- There is a Girl's Education desk in the Ministry of Education and 1% of the total annual budget is allocated to this specific programme;
- Girl's Education school campaign which is a five year strategic plan aimed at sensitizing all levels in improving access, retention, achievement and completion at all levels of education.
- Girls themselves have been sensitized through women role models to attend science related fields.
- Girls' Education taskforce is in place composed of MIGEPROF, Imbuto foundation, UNICEF, DFID, National Youth Council, National Women Council, Profemme, FAWE and MINEDUC
- A capitation grant is allocated to all schools and this is to increase access for girls, vulnerable children and poor families.
- 12 schools that showed best practice in the promotion of Girl's Education were rewarded and each has been given 16,000,000Frws.
- 41 dormitories for secondary school students were constructed and priority was given to female students in 21 districts.
- Gender clubs were created in all public and in two privates high learning institutions on the MIGEPROF initiative to create future gender sensitive leaders.

The dropout rate in secondary education for female student is relatively insignificant in relation to the promotional rates and repetition cases; however in most cases special attention is given to female students in acquisition of accommodation facilities.

Generally, in higher education the problem of high dropout rates is almost non-existent, there are few isolated cases that happen as result of either suspension due to knotty pregnancy, financial constraints (

particularly in private institutions), ill health, or dismissal due to failure in academic courses, but the last three cases are not a women particularity.

**Q17. Please indicate whether the programme “education for all “adopted by the Ministry of Education includes measures to combat gender stereotyping in the education system through the revision of school textbooks .Kindly provide information about measures taken and their impact .**

- The following measures have been adopted: All the text books that were not gender sensitive were revised in the aim of meeting the gender parity in the “Education for All Program” and with a clear direction to all school head teachers to combat any form of discrimination including gender.
- Nine year basic education has been introduced to allow kids to attend schools (lower secondary) that are nearby their home.
- The National Curriculum Development Centre reviewed and adopted the curricula especially in two core subjects such as social studies in primary education and political education in secondary education. The gender issue has been given a particular attention.
- All stereotype figures and examples have been converted to highlight the positive values both male and female gender have on the development of our country.
- Stakeholders and entire community have been sensitised towards improving access, retention, achievement and completion of their children at all levels of the education.
- The decrease of drop out and repetition rates for females pupils is one of the subject in performance contracts for local authorities.

**Q18. The statistical information provided in the report shows that women suffer from underemployment in both private and public sector. Please provide information on measures being implemented to address issues of underemployment in both sectors and provide figures for the unemployment of women.**

According to EICV2 of 2006, for women empowerment, the largest numerical change in the workforce structure has been the increase in paid agricultural work (the poorest paid of all work), while for men the largest increase is in paid non-agricultural work. Although the increase in male waged farm jobs is the same number for both sexes, the biggest numerical change for men is in non-farm activity. Of the increase in waged non-farm work, three quarters of the additional jobs have been captured by males, with only a quarter of the increase going to women .There has been growth in small business opportunities for both sexes, but again more men have taken up small business than women . 60% of the additional jobs in small enterprises are male and 40% female.

Again in EICV 2, the gender dynamics of subsistence farming is difficult to determine, the move away from unpaid family subsistence is much more marked for males than for females, greater proportions of males have moved away from farming than is the case for female.

There is an affirmative action to resolve that problem: overall the country, there are going courses on entrepreneurship for rural women and different vocational skills for women.

The move now is to help women to create job based on different training that the government, the private and the civil society are organizing jointly and help them to get loans and start business and accompany them to ensure good management of the activity opted for.

### **1.3. The employed women in public and private sector.**

For women who are in the category of governmental decision-making, women senior managers in public administration represent only 6% in 2005, 21% in 2006 and 25% in 2007 of all employees. The progress is visible although we need to increase more.

According to Rwanda Business Operators Census Report (PSF, 2006), the employment status in Private sector is as follows:

- Female (Full time employees) is 44.53% whereas for men (Full time) is 38.67%.
- Female (part time) 9.92% whereas for Men (part time) is 6.88%.

### **1.4. Under employment and unemployment situation**

It is difficult to adequately capture the phenomenon of unemployment surveys (EICV, DHS, RGHP). These sources show that, the size of the population is very low and unemployed. This is so because many people are agriculturalists and are considered unemployed, though they make change of life to a large population. The rate of unemployment is between 3% and 4% in urban areas; and 1% in rural areas. Unemployment is relatively high for the Men and is equivalent to 1.2% and this confirms the fact that women are more engaged with agriculture than men with a percentage of 0.7%.

With regard to underemployment (where one works for only a few days in a reference week) it is important to point out that the National Employment Survey (1988/89) estimates that nearly 63% of the working population consists of women. In terms of the structure of underemployment, 25% work for less than 15 hours per week, 27% work between 15 and 25 hours, whereas 48% work between 25 and 35 hours per week.

Caution should also be made of the very marked difference in terms of the level of underemployment between rural areas (93% in total) and urban areas (7%).

## **2. MEASURES**

In regard to the above, measures have been undertaken to address issues of unemployment and underemployment of women in different areas as follows:

- Measures for integrating women particularly through the development of formal vocational training or on the job training adapted to the needs of the labor market;
- Measures for increased production and productivity in firms and their employment capacities by giving them facilities for investment expansion;
- Measures for encouraging women to create enterprises in various sectors of the formal economy; and training them to be self confident.
- Equal opportunities for young girls and boys to access loans and credits.

We look forward to put in place specific measures to improve the situation of women in regard to employment by the reinforcement of the women cooperatives, the re-launching of their training activities directed towards the real needs of the economy and the implementation of a productive micro project for women. The Ministry of Public Service and Labor has adopted key programs throughout the five-year action plan in order to promote the employment of women. These programs consist of:

- Sensitization
- Women's skill Development
- Financing women initiatives
- Projects susceptible for the creation of direct employment.

**Q19. Kindly provide information on the situation of women in the informal economy. This should include information about the percentage of women in this sector, as compared to men ,and their areas of work as well as information about social protection ,measures available to such workers ,and the percentage of women who ,in practice ,have access to them.**

On the basis of findings of the informal sector survey carried out in 2006, the proportion of men engaged in that sector is 71.2% against 28.8% for women.

The survey classified the employment in 3 areas of work: mineral exploitation, industrial and non industrial.

Estimates of the total employment in the informal sector by sector and sexual membership indicate that the mineral exploitation occupied 22.9% of women against 77% of men, industry occupied 40.4% of women against 59.5% of men while non industrial sector occupied 25% of women against 74.9% of men.

With the sight of these disparities and all problems of the informal sector in Rwanda, the Government of Rwanda adopted measures aiming to achieve an inclusive and sustainable private sector development by giving equal opportunities to access to financial services to priority sectors for all Rwandans.

In the same context the development and increase of capacity for vulnerable groups in project planning and implementation, orientation to access financial services and other opportunities are implemented in the second generation of the PRSP (EDPRS).

**Q20. Please provide information on measures undertaken to address a sexual harassment and violence against women in the workplace**

According to a study about violence at work place in the health sector conducted by the Ministry of Health with other health partners in collaboration with MIFOTRA and MIGEPROF-2008, only acts of verbal abuse are more committed by women (62% of cases against 38% for men). Meanwhile, men

raised more acts of sexual harassment (70% of cases), harassment (62%) and physical violence (58% of cases).

The study also reveals that widows / widowers (14%), singles (11%) are more sexual harassed than those who are currently in union (4%).

It was also found that overall, temporary workers are most vulnerable to violence in the workplace.

In general, it is clear that women face more problems at work than men, "a constellation" of discrimination made up of different elements related to their position (positions) in society and their family responsibilities. They are also victims of negative stereotypes, obstacles in managing their careers, such as blackmail to employment, promotion or simply to an increase in wages and, possibly, the segregation of work tasks.

### **3.2. Measures**

- Policies, programs and laws are currently in place to fight against violence at the workplace including the revision of the Labor Code of 2002, the establishment of the ministerial Instructions on the procedures to reporting violence in enterprises, educating the population about laws, policies and programs that exist using media, trade unions and other means of communication.

- Preventive measures: actions on the causes of violence and

- Reactive measures (actions on consequences).

#### **Q21. According to the report, the government plans to extend social insurance to employees in the private sector. Please provide information on the progress of this plan**

The following has been done:

- Drafted a strategy paper on the extension of social security to informal sector workers,
- Redesigned the social security system to make it attractive to these informal sector workers (e.g the introduction of the housing scheme),
- Drew a sensitization program that gave top priority to informal sector workers,
- Amended the existing laws and revisited the operational procedures to minimize compliance costs.
- Improved service delivery through setting clear service delivery bench marks.

#### **Q22. Please describe the impact of the measures carried out by the government to improve the situation of rural women, including the access to education, health, land, social security and their participation in decision making process at all levels. Also indicate what efforts have been made**



**to raise women awareness and empower them to claim their rights, such as the right to property and inheritance**

In general, the living standards have improved. For instance, under the health sector, a program of health insurance known as “*mutuelles de santé*” was initiated and implemented, under which the rural women have easy access to medical care. Also, the Law No. 22/99 regarding the matrimonial regimes, liberalities and inheritance as well as the Organic Law on the use of land, have been promulgated. Based on the studies conducted some women have access to land from their parents’ and the husbands’ families. Regarding the social security, the law on the social security fund is under revision in order to consider the security insurance for the people working in the informal sectors including women. Regarding the education sector, the literacy rate for women improved from 43.5% in 2002 to 76.8% as of 2006.

The fact that women do participate in decision-making organs from the grassroots level, they have been part and parcel in the initiation and shaping of national policies. They do influence the making of national decisions which are in favour of the woman. There is a recently concluded study on the legal provisions which favour and promote the rights of women under Rwandan law. This study will be disseminated in the *kinyarwanda* language so as to reach out to the rural woman in an effort to raise her awareness on her rights. Besides, there is a weekly telecast on the national television and broadcasts on the national radio as well as some private radios regarding the rights of women. There are regular trainings organized and implemented by the National Women Council and the civil society aimed at raising the awareness of women’s rights.

**Q23. In addition to the general information provided in the report about measures taken to address poverty among women, such as access to loans and micro-credit, what measures have been adopted to specifically support women heads of households in the post-conflict period?**

The measures taken are those described above like the creation of women guarantee fund and campaigns awareness among women including the women heads of households. In addition, there is a national program for constructing houses for the destitute including the post-conflict women heads of households.

**Q24. The report does not provide any information on the situation of women and girls refugees and those who are internally displaced in the country. Please provide such information, in particular the economic and social situation of women and girls refugees, and measures in place to support them. Has the government received any assistance for such women from the United Nations system or other donors?**

The Government of Rwanda, in collaboration with the United Nations High Commissioner for Refugees (UNHCR), provides assistance to refugees.

The assistance is provided in the following fields : shelter, food assistance, education, health, non food items, water and sanitation, hygiene, sports and leisure.

The table hereunder indicates the statistics of refugees hosted by the Government of Rwanda :

Refugees' Camps/ City of Kigali	Numbers		TOTAL
	Men	Women	
Kiziba	8.032	10.004	18.036
Kigeme	1.002	1.021	2.023
Gihembe	8.289	10.119	18.408
Nyabiheke	5.227	6.743	11.970
VK	1.055	1.107	2.162
Total	23.605	28.994	52.599

**NB:** A recent census was conducted in 2008 in the refugees' camps and in the City of Kigali and the final results should be available soon. The figures above are not final.

## II. MEASURES IN PLACE TO ASSIST WOMEN AND GIRLS REFUGEES

### 1. Education.

UNHCR provides basic education to refugees' children. School fees and scholastic materials are given to pupils in school age.

In general, refugees' children who succeed in national examination can continue in secondary school with the assistance of UNHCR.

Some of them go to the University and in some cases follow Master's degree programs when funds are available.

The following table indicates the number of girls refugees in nursery, primary and secondary schools:

	Gihembe and Kiziba camps	Kigeme camp	Nyabiheke camp	Total
Some				
Nursery	642	36	400	1078
Primary	4321	369	1262	5952
Secondary	595	28	55	678
Total	5558	433	1717	7708

programmes have been initiated for the girls' promotion. 32 young girls have benefited from the university programmes including 5 under DAFI programme (Fondation Albert Einstein German Academic Refugee Initiative).

Forum for African Women Educationalist (FAWE) has supported another project for the promotion of 806 young girls in primary schools and 520 in secondary schools.

## 2. Trainings.

Women and girls living in the refugees' camps and who did not get the chance to go to school can follow different vocational trainings such as :

Field	Numbers
Literacy	120
Knitting	36
Sewing	72
Cooking	40
Hair braiding	40
handicrafts (basket weaving - agaseke)	40
TOTAL	348

80 women refugees who went through the basket weaving programme (agaseke) could access funds to buy needed raw materials.

## 3. Income generating activities.

The main activity financed for women refugees living in camps and in the city of Kigali is trading activity which enables them to improve their livelihood.

## 4. Participation in decision making.

In order to help women refugees in daily activities, committees have been set up and are composed of 50% of women. In refugee camps, many problems are solved through participation in decision making and their effectiveness is witness by their representative in charge of gender in the refugee committee.

## 5. Association.

Women refugees have the opportunity to form different associations such as : sewing associations, embroidery associations, they also participate in the fight against HIV/ AIDS (clubs anti SIDA).

## 6. Fight against violence.

Programmes against gender based violence are initiated in the camps. Women refugees have been sensitized on how to protect themselves against gender based violence and how to inform relevant authorities in case of rape or violence.

**Q25. In its concluding observations of the Committee on the Rights of the Child expressed its concern at the disparities in the enjoyments of rights experienced by girls and children belonging to the most vulnerable groups, such as abandoned and orphan children, children with**

**disabilities, children born out of wedlock, children living in rural areas and Polygamy children (CRC/ C/15/Add.234, para.23). What measures has the Government taken to address these issues in response to the Committee on the Rights of the Child's recommendation?**

**Measures taken by the Government of Rwanda:**

Worth recalling first the content of Article 11 of the Constitution which prohibits discrimination as follows: "All Rwandans are born and remain free and equal in rights and duties. Discrimination of whatever kind based on, inter alia, ethnic origin, tribe, clan, colour, sex, region, social origin, religion or faith, opinion, economic status, culture, language, social status, physical or mental disability or any other form of discrimination is prohibited and punishable by law."

There is now at the level of Parliament a draft Law protecting all children.

**Emphasis on Health and health services:** In health, Rwanda has strongly committed itself to achieving the holistic realization of children's rights by developing strategies aimed at (1) reducing maternal and infant morbidity and mortality, (2) controlling the population growth, (3) improving the nutritional status of children and mothers, access to health care and drinking water, and (4) ensuring the protection of the rights and welfare of children.

These strategies are:

- **Development of mutual health insurance schemes:**  
Since 2006, every health centre in the country has had a mutual health insurance section. Now, there are national subsidies to the adherence of the vulnerable groups including the poor so that every citizen can be covered by mutual health insurance.
- **Reducing maternal and infant morbidity and mortality**
- **Development of mutual health insurance schemes**
- **Availability of contraception methods**
- **Community health development:**

Community health workers were trained on community-based prevention and management of HIV/AIDS, malaria, hygiene and illnesses and health issues of children and mothers, as well as education of the population on adherence to mutual health insurance schemes

- **Expanded Programme of Immunization Strategy (EPI)**

The above mentioned strategies concern all the categories of children, with no discrimination.

**1.Girls**

1. Regarding the traditional division of roles and preference given to boys in schooling, parents and the general public are aware of the fact that all children have equal rights irrespective of sex. At present, gender parity in primary school is almost 51/49 for girls and boys respectively.

To completely eradicate this discrimination based on sex and encourage girls' schooling in primary and secondary school, each school year, the Office of the First Lady rewards girl pupils who were the first in national examinations.

On 1 March 2007, the First Lady officially launched a five-year plan on promoting girls' education. The plan was jointly developed by IMBUTO Foundation and Ministry of Education. For each year, a theme is selected and the theme for 2007 was "Help the girl to finish school stages and promote knowledge."

There is currently a Policy promoting Girls' Education approved in 2008.

It should be noted that in general, Rwanda is now working diligently to eliminate all forms of gender-based discrimination. Rwanda ratified the Convention on the Elimination of All Forms of Discrimination against Women<sup>4</sup> and the principles on which the Government agenda for women's development is focused include the revision of all discriminatory provisions and the elimination of all traditional practices that are not conducive to women's integral promotion.

To this end, legislative reforms are underway and are based on the principle of equality and non-discrimination, women's rights being increasingly strengthened in various areas of public and private life. Various institutions are in place to reduce the gaps between men and women and to better involve them in decision-making.

All these endeavours undertaken by Rwanda have subsequently been fruitful because the current participation of Rwandan women in national life differs markedly from the way it was some ten years ago and women's situation was characterized by institutionalized marginalization because it was even pervasive in the country's domestic legislation. Some laws still contain discriminatory provisions, but they are included in the laws that are to be reviewed.

To contribute to this task of legislative reform, early 2007, MIGEPROF, in collaboration with UNFPA, drafted a "collection of gender discriminatory laws and proposed changes". This collection may be used as a reference document in the revision of laws, the objective being that no Rwandan law should contain discriminatory provisions towards either sex.

## **2. Children belonging to the most vulnerable groups:**

- It is important to mention that there exist many policies and programs in favor of children belonging to the most vulnerable groups, such as Orphans and other Vulnerable Children Policy and Strategic Plan; Social Protection Policy and Strategy, etc.
- EDPRS and Vision 2020 take into account the Social protection of vulnerable groups, including children

### **a. Abandoned and orphan children**

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<sup>4</sup> This Convention was ratified on 10/11/1980 (P.O. n° 431/16 of 10/11/1980, O.G. n° 4 of 15/02/1981 p.132)

The adoption in Rwanda is governed by Law N° 42/1988 of 27 October 1988 instituting the Preliminary Title and the First Book of the Civil Code. In the adoption process provided for by this law, the best interests of the child and respect for his/her views are observed (Articles 332, 335, 336). A ministerial decree governing the family foster care system is to be considered for adoption by the Cabinet. In addition, the bill of the new law relating to rights and protection of the child against violence provides for minimum conditions for the placement of a child deprived of family setting in a foster family (Article 39 of the bill).

#### **b. Children with disabilities**

In its new programme to encourage parents to send children to school, Rwanda has adopted since the beginning of this decade a programme of special education for disabled children, but there is still a shortage of resources.

Education of children with special needs in Rwanda has, in the past, been centred in special schools run by charitable organizations with the government providing limited support in terms of resources and teacher salary. However, in line with MDGs, to attain education for all by 2015, the Government of Rwanda recognizes that special needs education is now a priority and is therefore focusing on strengthening education for pupils with special needs.<sup>5</sup>

Overall, Rwanda is concerned about the situation of disabled persons so that they can also participate, depending on their capabilities, in building the nation. It is in this development that the disabled persons have associations at different levels, from Sector up to national level. The Constitution provides for a seat for the Federation of the Associations of the Disabled Persons in the Chamber of Deputies (Article 76, 4°).

In the election of Rwandan members in the East African Community Parliament, the country ensured that the list includes one person from the Federation of Associations of the Disabled Persons.

Rwanda has established a law to protect disabled persons, i.e. Law N° 01/2007 of 20/01/2007 relating to Protection of Disabled Persons in general. This law contains provisions which, although not specifically designed for children, are also supposed to protect them and the following should be mentioned here:

##### **Article 5:**

A disabled person has the right to live in the family in the same conditions as others.

An orphan disabled person and who is unable to live on his/her own shall have a guardian or an adopter or a centre or an association that caters for him/her.

An order of the Minister in charge of Social Affairs shall determine the modalities of how the State shall assist a disabled person who has no person to cater for him/her.

##### **Article 6:**

To be a guardian of a related or non-related disabled person; or for a centre to cater for disabled persons, shall be done in the interest of the disabled person and not on any other interests of the guardian.

An order by the Minister in charge of Social Affairs shall institute modalities of regular monitoring of actions of guardians and centres catering for disabled persons.

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<sup>5</sup> MINEDUC (2008), Special Education, [www.mineduc.gov.rw](http://www.mineduc.gov.rw)

**Article 11:**

A disabled person has the right to appropriate education in respect of the nature of his/her disability.

The Government or centres which cater for disabled persons who are not able to study with others, shall provide them with modalities to study in a specialised school and shall have qualified and trained teachers and appropriate equipment.

The Minister in charge of Education shall, basing on basic categories of disability determined by the Minister in charge of Health, determine modalities of facilitating the needy disabled persons in ordinary schools and in specialised schools in case of failure to study with others.

**Article 12:**

A student with disabilities that do not enable him/her to sit exams with fellow schoolmates or in the same manner as others is entitled to the right of sitting for exams in a special manner.

**Article 13:**

The Minister in charge of Education shall determine modalities of facilitating the needy disabled persons in pursuing their studies.

**Article 21:**

Centres that cater for the disabled persons and educational institutions in general are required to have special grounds meant for culture, entertainment and sports and trained coaches for disabled persons.

**Article 22:**

Disabled persons are entitled to the right of joining specialised associations related to sports, culture and entertainment.

**Article 23:**

A disabled person shall be facilitated in matters related to participation in sports, films, drama and other entertainment.

**Article 24:**

An order by the Minister in charge of Sports shall determine the modalities of facilitating the disabled persons in matters related to participation in activities of culture, entertainment and sports.

To discourage any form of discrimination and violence against disabled persons, Article 27 provides that; “Any person found guilty of any form of discrimination or any form of violence against a disabled person, shall be punished with the heaviest penalty among the penalties provided for by the Criminal Code and special laws relating to such a crime.”

The Law N° 01/2007 of 20/01/2007 relating to Protection of Disabled Persons in general provides for many implementation orders including the Ministerial Order instituting instructions that govern federations, associations and centres that cater for disabled persons. This order has been issued under the number 010/07.01 of 12/10/2007 but most of the other orders have not yet been established. The establishment of these orders will be accelerated for the law to produce all the expected effects for disabled persons, including children.

In line with caring for disabled children, the Centre de rééducation pour les jeunes handicapés du Rwanda: Home de la Vierge des Pauvres (HVP) is open to all Rwandan children. Each year, children come to the centre for care and spend there varied time in terms of services to be received: education and training, remedial care and mental hygiene.

As regards education of children, out of 1078 children educated in HVP, 683 need special education, i.e. education that is “unusual” to provide them with this basic need of “education for all”.

#### **c. Children born out of wedlock**

The First Book of the Civil Code recognizes the right of all children to have a father and a mother. Articles 323, 326 and 331 specify that legitimated children, recognized children and children whose paternity or maternity has been established have the same rights and obligations as children born in wedlock.

Decentralized entities ensure that children’s rights are respected including those born out of wedlock and that all children are registered at Sector level. The Government of Rwanda has established mechanisms enabling unmarried couples to get officially married.

#### **d. Children in rural areas**

- They also have access to education through a 9-year free education program.
- In rural areas, the Government has developed programs like HIMO and Ubudehe that empower poor families, especially women and adult girls. Those programs help them get ability to take care of their children.

#### **e. Pygmy children**

The country of Rwanda does not have Pygmy children.

**Q26. In its concluding observations of the Committee on the Rights of the Child expressed its concern that a large number of single-parent and child-headed families, notably families headed by girls, face financial and other kinds of difficulties (CRC/C/15/Add.234, para.38). Please provide detailed information on programs and policies established to enable girls to pursue education, instead of seeking employment to help younger siblings.**

- Since the beginning of the decade, Rwanda has put in place new education programmes based on human resources development through literacy and basic education for all, scientific, technological, vocational and managerial training. The Government of Rwanda would like not only to build knowledge-based and technology-driven economy, but also to strengthen educational system providing girls and boys with skills and values needed for them to be good citizens.
- Rwanda provides children aged between 7 and 15 years with six years of primary education and three years of post-primary education. This 9 year basic education is free and intends to raise the general level of education, knowledge and skills in the population, to reduce the level of poverty and improve economic growth in the future. The nine-year basic education policy



adopted by the Cabinet in February 2006, will help achieve education for all, both in respect of enrolment and completion of primary education, and reduce repeat and drop-out rates, while increasing significantly the number of pupils in the first three years of junior secondary. This also enables/facilitates girls (and boys), including those heading households to pursue education because there is no longer that financial barrier.

- The Government of Rwanda has embarked on education of disadvantaged learners, and developed a special education system (catch-up programme) to meet the needs of out-of-school and non-schooled children, and children with special needs in ordinary school life (children with physical or mental disabilities).
- In the domain of Technical and vocational education (TVE), the Ministry of Education is currently developing a policy on technical and vocational education. TVE encompasses different areas of the policy such as employment, private sector development, agricultural, industrial development, etc. It is important to mention that this development of vocational and social skills among people, especially children headed households including families headed by girls will increase their employment capacity; and they will then take part in production processes. As Rwanda is committed to promoting cooperatives and especially for girls and women, after completing vocational training, they are helped to group themselves into cooperatives.
- In the Law No 22/99 on “Matrimonial Regimes, Liberalities and Inheritance”, there are articles that allow girls (and women) to have access to inheritance from their mother’s side or father’s side.
- There is a draft law on “suppressing, prosecuting and punishing trafficking in persons”, which is now at the Senate level. This law has sections against:
  - Sale of children
  - Involving a Child in Armed Conflicts and Dangerous Sports
  - Illegal Adoption
  - Premature Marriage
  - Child Exploitation through Beggary
  - Engaging a Child in Illicit Trafficking, etc

## HEALTH

**Q27. The report shows that, although the maternal mortality rate has declined recently, it remains high. Please provide details of the government’s strategy to reduce the maternal mortality rate. In particular, indicate what concrete steps have been taken to increase the availability of prenatal and post-natal care services in both urban and rural settings.**

In this regards the “Health centers “have been created at the Districts levels and the Health post have been created at the sectors levels. The campaign awareness have been conducted and will continue in order to mobilize women to use those heath centers and to improve their nutrition.

#### General Strategies.

- a) Rwanda adopted MDG’s strategies especially on the section 5 on reduction of maternal death and section 4 on reduction of child death which is related to maternal health.
- b) The 2020 vision of the Government of Rwanda promotes the improvement of the Rwandan health status which includes also maternal health.
- c) The EDPRS which is one of the strategies to achieve the 2020 vision supports the promotion of maternal health in its priority.
- d) The HSSP 2008-2012 give high priority on quality of care, procurement of drugs, geographic and financial accessibility to care.
- e) Sector Wide Approach makes easy coordination of partners and efforts to achieve health indicators which includes material indicators.
- f) The Decentralization process with better participation of the community to commit themselves in the health matters and better improvement of women decision in the community.
- g) Maternal health as one of district key indicators in Performance contract between District Mayors and HE the President of the Republic of Rwanda (Imihigo).

#### Specific strategies

- a. Performance based financing which aims to improve the quality and quantity by buying indicators at facility level. Fund can be used to build capacity in health facility. Quality and quantity of antenatal, postnatal and delivery care are paid by the PBF.
- b. Scaling up at national level of Community health insurance (*mutuelle de santé*) which increases dramatically the attendance rate in health facility for the community.
- c. Implication of Community Health Workers in maternal health especially on sensitization of community to attend Antenatal and postnatal care, identification of pregnant women and send them to health centers, organization of community on the transport of pregnant women on labor to health centers, take care of emergencies before transferring to health facilities.
- d. Training on Emergency Obstetric and Neonatal Care and focused antenatal care in all health centers and district hospital for at least 2 staff in health center in the country.
- e. Introduction of maternal death audit in Rwanda.

The audit will help to identify maternal deaths in health facilities and communities, to analyze data and identify the causes of maternal deaths and avoidable factors, make recommendations and actions to implement changes that will prevent the occurrence of similar deaths in the future and evaluate the implementation of recommendations.

In a concrete manner, the following activities have been carried out in an effort to improve maternal health as well as reduce maternal mortality rate:

1. Strengthening of the Health System in general: training of doctors and nurses on upper degrees, equipment, extension of packages of care, etc.
2. Skilled health workers at delivery : training On EMONC (Emergency Obstetrical and Neonatal Care) in 100% districts and all Health centers in 30% districts, training on Fistula prevention and repair
3. Introduction of EMONC module in the Nursing school curricula
4. Launch of Rapid Result Initiative
5. Celebration of the Mother and Child health Week : national outreach campaign
6. Revision of norms and protocols to include the result based practices that reduce maternal morbidity/mortality
7. Purchase and distribution of: maternity kits and autoclave in all districts, caesarian kits in all district hospitals.
8. BCC memorandum for religious leaders on family planning
9. VCT/PMTCT/ARV program:
  - 75% health facilities running Voluntary Counseling and Testing: testing of individuals and couples: number of persons tested every year: +/- 600.000 persons (+/- 100.000 couples). Seroprevalence: 3.5%
  - 97% pregnant women attending Antenatal Care tested for HIV in 2008 (seroprevalence: 3%) through PMTCT programme
  - 84% Health facilities providing PMTCT services (346 health facilities)
  - Total pregnant women tested for HIV through PMTCT from 1999: 1.062.015
  - ARV provision: 61.979 patients (both sexes, +/-60% of those in need) were under ARV, including 5.548 children (40% of those in need). *Source: Report TRAC+ 2008*
  - 53,3% Health facilities providing ARV services (217 health facilities).
10. Malaria : free distribution of ITNs, prevention program for pregnant women, HBM home based management of malaria,

- Reduction of Malaria cases in health centers : from 73,5% (2001) to 10,3% in 2008
  - Pregnant women with ITNs : 74% (2007)
  - Pregnant women using ITNs : 60% (2007)
  - % of Households with at least 1 ITN : 54%
  - Malaria case fatality rate in health centers : from 10,3% (2001) to 0,6% (2008)
  - Home Based Malaria Management (MBM) : implemented in 21/30 districts
  - Malaria prevalence in women (2008): 2.1%
11. Community based insurance scheme to reduce financial accessibility to care (85%). A total of 91% population under health insurance scheme: 85% community based, 6% workers, 1% military/police
  12. Integration of the Traditional Birth Attendants into the Community Health Workers (CHW) scheme, and appointment of 2 MCH CHWs at village level (gender based).
  13. Audit of Maternal death: data, causes, prevention, action.

**Q28. The report indicates that the HIV/AIDS prevalence rate is higher in women than men (3.6 per cent for women and 2.3 per cent for men). It also indicates that the HIV/AIDS prevalence rate is higher among pregnant women than among the general female population. Please provide information on whether any existing programs to combat HIV/AIDS integrate a gender perspective, including the availability of antiretroviral medication to prevent mother-to-child transmission of HIV. According to the Rwanda 2006-2007 UNGASS Report, the number of antiretroviral therapy (ART) centers in Rwanda has increased nearly 40-fold from four to 150 sites as of June 2007.**

The number of people being reached with ART has increased 50-fold since 2002. At that time, there were 870 people on ART and, as of September 2007, there are 44,395 people receiving treatment. In just one year, between December 2005 and December 2006, the number of people on treatment increased from 19,058 to 34,136. Treatment programs were initiated with at least 1,000 new adults each month (TRAC Report, 2006)

### **Prevention of Mother-to-Child Transmission**

During the course of 2006, 6,611 HIV- positive pregnant women received ARVs to reduce the risk of mother-to-child transmission (MTCT). According to Spectrum estimates, there were 10,932 HIV-positive pregnant women in need of ARVs for PMTCT in 2006, revealing an estimated coverage of 61%. By the number people under ARV Treatment was 59,900 with 54,611 adults and 5289 children. The number of PMTCT sites increased from 11 in 2001, to 33 in 2002, 56 in 2003, 120 in 2004, 209 in 2005, 234 in 2006 and 285 in 2007. In 2008, the number of PMTCT sites increased to 330 and VCT to

473. The number of pregnant women being tested for HIV as a part of PMTCT service has also steadily increased since 2001. As a part of PMTCT 212,501 up to November 2007 (TRAC, 2007).

PMTCT services are integrated into ANC, maternal and child health services and family planning. By December 2006, 234 out of 424 health facilities had integrated PMTCT. Of women attending ANC, 93.9% were tested for HIV and knew their results in 2006. According to the 2006-2007 Rwanda UNGASS report, slightly over half of all facilities (55.19%) were offering integrated PMTCT services. Therefore, the process of complete integration to PMTCT services and quality assurance monitoring is still needed and an ongoing process. The number of infants receiving Nevirapine at birth has increased steadily from 215 in 2001, to 4,274 in 2006. As an illustration, 9,583 pregnant women tested positive for HIV in 2006, and 4,274 infants were administered Nevirapine (44.5%). Follow –up of infants is improving, with 2,942 infants tested for HIV in 2006.

Great efforts are made to encourage the partnership of pregnant women to be tested for HIV

Among pregnant women who have tested for HIV in 2007, an average of 62.5% of their partners agrees to have a test (TRAC Report, 2007). Many sites routinely have over 90% of male partners attending services.

The theme for the recently concluded 2008 World AIDS Day Campaign was centered around VCT for couples and the family in particular families whereby all heads of families were encouraged to take the lead in VCT activities in their respective families.

In addition, the IMBUTO Foundation under the leadership of the First Lady has initiated family package' PMTCT activities. In this program women and their family members are provided with a package that can help them to support their families to cope with prevailing conditions especially but not limited to:

- Meeting the financial needs with in their families and encourage young girls to have a decent education.
- Accessing anti retroviral treatment to those who have tested positive from VCT/PMTCT services, treatment of STI and other opportunistic infections.
- Support to mothers to access adequate nutrition for their children e.g. artificial milk for their children.
- Financial support to small income generating activities.

**Q29. The report notes that although there is a fairly high level of awareness of contraceptive methods, their use is not widespread. What programs are in place or envisaged to provide women and men with access to modern contraceptives so that women do not have to resort to clandestine abortions and to reduce the rate of teenage pregnancy. Are contraceptives available and affordable, including in rural areas?**

As regards family planning, the following programs are in place:

- Ensure widespread availability of short, long term and permanent of contraceptive methods (including reintroduction of implants and IUDs at health centre level

- Setting up of secondary posts to meet needs of clients where contraceptive methods are not availed due to religious (or other) reasons
- Organization of national multi-sectoral Family Planning campaigns with commitment of the high level political authorities
- Very high leadership of local leaders (inclusion of Family planning in the performance contract of the Mayors of Districts)
- Integration of Family Planning in HIV/AIDS and other Programs : 1 model of integration

It is important to note that, the cost of contraceptives is very low. In fact, in some aspects the contraceptives, such as condoms, are provided free of charge.

Optional Protocol and amendment to article 20, paragraph one

**Q30. Please indicate any progress made with respect to the ratification of the Optional Protocol to the Convention on the Elimination of All Forms of Discrimination Against Women. Please, also indicate what progress have been made towards the acceptance of the amendment to article 20 paragraph 1, of the Convention pertaining to the Committee's meeting time.**

The ratification of the Protocol was approved by the Cabinet meeting of 10<sup>th</sup> October 2007. The approving document was submitted to Parliament, the Lower Chamber. The Lower Chamber of the Parliament is yet to discuss and approve the process of ratification.

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