

REPUBLIC OF RWANDA



MINISTRY OF GENDER AND FAMILY PROMOTION

National Strategic Plan for Fighting Against Gender-based Violence

2011-2016

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1. INTRODUCTION

The Genocide of 1994 against Tutsi was marked by horrific forms of violence particularly against girls and women. Seventeen years later, despite the efforts made to fight GBV some cases need to be handled.

Rwanda is a signatory to the specific international conventions which promote the development and well-being of all and has developed strong human rights-based legislation. These mechanisms should ensure that all citizens can live an existence free of physical, sexual and emotional abuse, with access to property rights, and to all of the medical, educational and judicial systems that are in place in the society.

Threats to their health and well being, to their right to education, and to their legal and economic rights as a result of gender-based violence and other forms of violence potentially limit their further awareness of the rights guaranteed to them under the Constitution of Rwanda.

Despite the fact that gender-based violence became more visible during the genocide, it is important to note that such acts are deeply rooted in general gender inequalities. It is clear, therefore, that existing protective legislation is not sufficient to guarantee the safety of all citizens, particularly women and children, from gender-based violence. Given the social, economic, and personal costs associated with violence (physical injuries, psychosocial harm, loss of productivity at school and at work, loss of productivity for the society as a whole, etc.).

In late 2010, the Ministry of Gender and Family Promotion established a Technical Team to develop a National Policy against Gender-based Violence. This policy reflects the Government of Rwanda's commitment to gender equality, the realisation of human rights for all, and the economic and social development of the country.

The participative process that was used to develop this policy highlighted the factors and gaps that contribute to gender-based violence and create barriers to effective response. Likewise, the Strategic Plan to implement the National Policy has been highly consultative in nature. The Plan has been developed by a Technical Team led by MIGEPROF and consisting of all Ministries implicated in the Plan. Additionally, the development of the plan has been informed by consultations with the Government of Rwanda, civil society actors and practitioners. The Strategic Plan was discussed in detail in two large-scale consultation sessions in March and May 2011, which brought together the relevant stakeholders for validation of the Strategic Plan. Every effort has been made to include the views of these stakeholders in the development of the Strategic Plan.

Throughout these consultations, as with the consultations for developing the Policy, the following themes have come to the fore:

- Preventing and responding to gender-based violence is rendered complex by a number of factors, including its cross-cutting multi-sectoral nature and because it reflects some deeply-rooted aspects of culture and social practices;
- Awareness and understanding of gender-based violence is limited within the community, amongst victims and perpetrators as well as individuals and organizations involved with them. Often, acts that constitute gender-based violence under the law are not seen as crimes;

- The lack of accurate data on the numbers and forms of gender-based violence, fueled by the acknowledged underreporting of cases, hinders efforts to effectively prevent and respond to the problem;
- The legal framework in Rwanda provides a strong basis for prevention and response to gender-based violence. There is, however, a need for greater attention to the application and enforcement of those laws that currently exist, and vigilance in implementing the corresponding policy framework;
- Political will and commitment to address the situation of gender-based violence must be matched with effective communication, coordination, implementation and monitoring of all interventions;
- An integrated response system, critical to effective victim support, must include: (i) availability of appropriate medical, legal, and psychosocial services; (ii) access to these services for all, taking into account the individual needs of victims; (iii) opportunities for redress; (iv) public awareness and participation in relation to reporting and advocacy as a civic responsibility; and (v) coordination of services (including protection) across the various sectors;

The creation of an evidence-driven, results-based National Strategic Plan Against Gender-based Violence based on the Policy reinforces the Government's commitment to achieving a real impact in the fight against gender-based violence, which is measurable through outcomes focused on behavior change and improved health, justice and gender equality. Additionally, the National Strategic Plan is an opportunity to coordinate action against gender-based violence and further build the evidence base to advocate for integrated interventions to achieve the vision of a secure environment for all people in Rwanda where human rights are respected and gender-based violence is eradicated.

Many commendable interventions by different institutions and organisations address the issue of gender-based violence in Rwanda. However, the existing approach to prevention and response consists of isolated interventions to raise awareness of gender-based violence and provide support to victims. Moreover, coordination of these efforts has, in many cases, been limited, which results in duplication of efforts, gaps in response and limited impact on the target groups and on changing negative social behaviors. These concerns have been highlighted throughout the process of elaborating the National Policy against Gender-based Violence.

The National Strategic Plan is designed to improve the impact of existing interventions and fill the gaps in prevention and response to gender-based violence. The Plan is designed to achieve three high-level objectives, corresponding to the three objectives outlined in the National Policy against Gender-based Violence. The achievement of each objective is supported by a set of outcomes, outputs, and activities outlined in Section 5 below.

2. CONTEXT OF GBV IN RWANDA

2.1. *Definition of Gender-based Violence*

There is no universal definition of gender-based violence (GBV). However, Article 1 of the UN Declaration on the Elimination of Violence against Women provides a starting point, defining violence against women as “any act of gender-based violence that results in physical, sexual or psychological harm or suffering, including threats of such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or private life.” The General Assembly Resolution on the Elimination of Domestic Violence against Women expands the scope of violence to include “economic deprivation and isolation... [Which] may cause imminent harm to the safety, health or well-being of women”¹ The definition can also be extended to include sexual abuse and harm.

With reference to what actions may be considered gender-based, gender can be seen as the allocation of roles, attitudes and values that are deemed by the community to be appropriate for each sex. These traits therefore are socially constructed and represent the perception of men and women, girls and boys in a given culture and society. These roles, which define the power relations between men and women in terms of who takes decisions and owns resources, are learned and reinforced through interactions in the home and in the community.²

Therefore, gender-based violence should be seen as physical, sexual, emotional or social harm or abuse directed against a person because of his or her gender role in a given society. Gender-based violence is defined in the Law on Prevention and Punishment of Gender-based Violence as:

“[Any] act that results in bodily, psychological, sexual and economic harm to somebody just because they are female or male. Such an act results in the deprivation of freedom and negative consequences. This violence may be exercised within or outside the household.”

The term “just because they are female or male” should be interpreted to mean any harm based on the gender of the victim.

The Law makes it clear that harm inflicted because of a person’s biological sex or based on the perceived “appropriate” roles of individuals is illegal. While women and girls statistically make up the majority of cases of gender-based violence with men and boys identified as the primary perpetrators, it is important to remember that men and boys are also victims of gender-based violence and women may be perpetrators.

The Gender Monitoring Office has defined the categories of GBV as:

- Economic violence: denial of economic rights to property, succession, employment or other economic benefits;
- Physical violence: the intentional use of physical force with the potential to cause harm, injury, disability or death;

¹ General Assembly Resolution 58/147, A/RES/58/147, 19 February 2004, para. 1(a).

² This policy adopts the principles of the definition of gender that is included in the Girls’ Education Policy of April 2008, as this definition provides a strong articulation of what “gender” means in society.

- Sexual violence: act of forcing another individual, through violence, threats, deception, cultural expectation, weapons or economic circumstances, to engage in sexual behavior against her or his will; and
- Psychological violence: trauma to the victim caused by acts, threats of acts or coercive tactics; these threats are often related to sexual or physical violence³.

This policy uses the term “victim” to refer to an individual who is subjected to gender-based violence. Although the term “survivor” is often used to highlight the strength, resilience and capacity of victims to survive, “victim” has been adopted in order to avoid ambiguity and confusion, as the term “survivor” is used in Rwanda to refer solely to survivors of the 1994 genocide against the Tutsi.

2.2. *Nature and extent of GBV*

Nature and Extent of GBV

Several studies over the past six years point to high levels of gender-based violence in Rwanda. In the 2005 Demographic Health Survey, 31% of women reported having suffered physical violence and 35% reported having suffered some form of marital violence. In the majority of cases, the perpetrators came from the community – predominantly husbands or ex-partners.

The data from the National Police shows different types of violence:

Table 1: Types of gender based violence cases reported to the Police in 2009 and 2010

Types of violence	Year 2009	Year 2010
Women battered by husbands	388	430
Men battered by their wives	84	94
Women murdered by their men	38	83
Men murdered by their wives	31	60
Women who committed suicide because of their husbands	9	20
Men who committed suicide because of their wives	18	31

Source: National Police 2010

The increase in number of GBV cases reported is a result of awareness raised on GBV and measures taken to prevent and respond to GBV.

Despite the efforts made in GBV prevention and response, there are remaining challenges that need to be addressed:

³ Gender Monitoring Office, Assessment of Intervention Programmes for Gender-based Violence Prevention and Response, 2010, pp. 18-23.

- Limited knowledge of Laws, especially the Law on the Prevention and Punishment of Gender-based Violence;
- Persistence of some negative cultural beliefs;
- Economic/livelihood dependence on the perpetrator by the victim;
- Insufficiency of human, material and financial resources to address GBV cases,
- Poor response in emergency cases due to long distances between the crime site and service delivery centers as well as lack of communication amongst service providers and grassroots level volunteers (community health workers, members of Anti-GBV Clubs, etc.).
- Insufficiency of coordination mechanisms in service delivery

3. GENERAL ORIENTATION

3.1. National and International Development Programmes

The National Policy against GBV is in line with other government national development programmes including the Millennium Development Goals, Vision 2020, the Economic Development and Poverty Reduction Strategy, the current Seven Year Government Programme (2010-2017), the National Gender Policy and the National Decentralization Policy. The National Population Policy (which promotes the rights of women and men to access services) and the Reproductive Health and Rights Strategy are also relevant to this policy.

Millennium Development Goals

The policy will directly contribute to MDG3 (promote gender equality & empower women), as eradicating gender-based violence is clearly linked to gender equality and sustainable development. It also strongly supports the attainment of other MDGs such as the eradication of extreme poverty and hunger (MDG 1), universal education (MDG 2), the improvement of maternal health (MDG 5) and combating HIV/AIDS (MDG 6).

Vision 2020

Vision 2020 outlines the roadmap for development in Rwanda, which includes human development as one of the development pillars. The coordinated and comprehensive approach of the policy in preventing and responding to gender-based violence works towards this aim. It helps to create an environment that promotes social security, democratic principles of good governance and an all-inclusive socio-economic system that involves effective participation by all.

Economic Development and Poverty Reduction Strategy

This policy will advance the realization of the Economic Development and Poverty Reduction Strategy's goal of achieving equity of voice, participation and accessibility to services in every sector. Social protection and universal access to justice including enactment and implementation of gender responsive laws can draw on this policy for

effective implementation. GBV hinders the full participation of all citizens that is required for poverty reduction. GBV also requires large amounts of national resources (in education, health and justice) for treatment, legal processes and other services, which could be used for economic growth if gender-based violence was eradicated.

The Current Seven Year Government Programme 2010-2017

In Programme No.7 of the current 7-year Government Programme, paragraphs 47 and 48 stipulate that One-Stop Centers will be put in place in every Community Health Center, and that anti-GBV Committees at all levels will be empowered to totally eradicate GBV in Rwanda.

The National Gender Policy

This policy complements the National Gender Policy's major goal of gender mainstreaming in and across all sectors of development with a view to promoting gender equality and equity in Rwanda. The National Policy against GBV extends the "reach" of the National Gender Policy, which includes human rights and gender-based violence as two major areas of concern.

The National Decentralization Policy

The National Decentralization Policy underpins the commitment of the Rwandan Government to empower its people to determine their destiny. The existence of decentralized structures down to the lowest level of Umudugudu helps to ensure that gender-based violence is effectively addressed.

The National Population Policy

This policy clearly refers to the improvement of norms and attitudes (of both men and women) about women's participation in household decisions, contraceptive use, and the fight against gender and domestic violence as part its goals.

The National Reproductive Health Strategy

The National Reproductive Health Strategy identifies prevention and response to sexual violence as one of its priorities.

3.2. *National and International Legal Framework*

National framework

The Government of the Republic of Rwanda recognizes the role of both men and women in national development. The legislative framework supports gender-based violence prevention and response, and provides an opportunity for further advancements.

The preamble to the 4th June 2003, the Rwandan Constitution as amended to date affirms the fundamental rights of all citizens of Rwanda as found in the United Nations Declaration of Human Rights and other human rights instruments.

Article 15 of the Constitution declares every person's "right to physical and mental integrity" and specifically prohibits torture, physical abuse and cruel, inhuman or degrading treatment.

Article 11 of the Constitution further asserts:

"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, color, 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".

Article 16 of the Constitution of the Republic of Rwanda enshrines the principle of gender equality and the Government has committed to establishing equity and equality at all levels of society.

Combating gender-based violence requires a multi-sectoral approach, and therefore implicates a number of laws, including:

- Law No 59/2008 of 10th September 2008, on the Prevention and Punishment of Gender-based Violence;
- Law No 22/1999 of 12th November 1999, to supplement Book one of the Civil Code and to institute Part Five regarding Matrimonial Regimes, Liberalities and Successions;
- Organic Law No 08/2005 of 14th July 2005, Determining the Use and Management of Land in Rwanda;
- Law No 13/2009 of 27th May 2009, Regulating Labor in Rwanda;
- Law No 27/2001 of 28th April 2001, Relating to Rights and Protection of Children against Violence;

Existing national policies and strategies support the prevention and response to gender-based violence. These include the National Gender Policy, which specifically includes the fight against gender-based violence as one of its objectives, the National Action Plan (2009-2012) on UNSC Resolution 1325, the National Gender policy Strategic plan which takes into consideration CEDAW actions.

International framework

Under international law, consisting of documents such as the Universal Declaration of Human Rights, the Convention on the Elimination of All Forms of Discrimination against Women, the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, the existing body of International Humanitarian Law and International Criminal Law, the International Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, women are entitled to equal rights and freedoms⁴.

⁴ The Usefulness of Human Rights framework in addressing Gender-based Violence, Patience Gulu, PeaceWomen.org 2010.

The Government of Rwanda is also actively working to implement its international obligations under treaties ratified by the country, including:

- The African Charter on Human and Peoples' Rights;
- The Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa;
- The UN Convention on the Rights of the Child;
- The African Charter on the Rights and Welfare of the Child;
- The ILO Convention 182 on the Worst Forms of Child Labor; and
- The Optional Protocol on the Convention of the Rights of the Child on Child Trafficking, Child Prostitution and Child Pornography.

The issue of gender-based violence has moved from being invisible to being embraced in the human rights programmes by States Parties, human rights organizations and individuals.⁵

4. ANALYSIS OF THE PROBLEM

Gender-based violence is a problem in Rwanda whose nature is fed by a number of factors. Some are linked to certain cultural beliefs and traditions; others include the legacy of the 1994 Genocide against Tutsi as well as current socio-economic development. One of the main obstacles to combating GBV is the entrenched idea of the distinct gender roles of men and women, boys and girls. Moreover, the concept of "gender" is misunderstood and generally taken to mean "women".

The social environment and culture in which people are brought up contribute to their ways of thinking and to their value judgments. Therefore, men and women, boys and girls are all affected by GBV and all have an important role to play in changing social attitudes and preventing GBV. Nonetheless, men and boys are often left out of the dialogue and seen as opponents rather than partners in GBV prevention.

This misunderstanding of "gender" also leads to misinformation and misunderstanding of what gender-based violence is. Many acts of gender-based violence, particularly domestic violence, are not clearly understood. Spousal rape, although defined as a crime in the Law on Prevention and Punishment of Gender-Based Violence, is still not seen as such by many people. Many men and women see sexual intercourse as the husband's conjugal right alone. Other forms of domestic violence such as beatings and physical injury of spouses, denial of property rights, verbal insults, psychological harassment, etc. are often perceived as "normal" in the family.

4.1 Factors contributing to the prevalence of GBV

Factors contributing to GBV are many and vary depending on the types of violence. The following are the most dominant contributing factors:

⁵ Ibid.

- 1) **Cultural beliefs and imbalance in power relations:** The way parents bring up their children creates disparity between boys and girls in favor of the former. “Traditional attitudes towards women around the world help perpetuate violence against women. Stereotypical roles in which women are seen as subordinate to men constrain a woman’s ability to exercise choices that would enable her to end the abuse”⁶.
- 2) **Women’s economic dependency and poverty:** According to several studies⁷, the economic dependency of women can open the door to GBV. The lack of a personal income exposes women and girls to rape, abuse and psychological violence. Women often lack access to fair-wage jobs, have minimal education and work experience, and are deprived of property rights. This makes them economically dependent on their partners, and thus more vulnerable to abuse and the spread of HIV/AIDS. Poverty moreover forces many women into subsistence sex work, transactional relationships or situations of human trafficking that make it difficult or impossible to negotiate condom use⁸.
- 3) **Insufficient knowledge of rights and laws:** The disregard for or lack of awareness about human rights, gender equity, democracy and non-violent means of resolving problems help perpetuate gender inequalities and GBV⁹. During consultations at district level, participants also indicated that ignorance of the GBV Law, of individual rights and of judicial processes and organs further put people at risk.
- 4) **Alcohol abuse:** There are conflicting debates as to whether there is a direct link between alcohol consumption and GBV. According to some studies, men get drunk to give them an excuse to hit their spouses and children¹⁰. Other research findings demonstrate that “alcohol consumption has a direct causal relationship with GBV because its psycho-physiological consequences are that the alcohol abuser’s sense of judgment is impaired, resulting in violent acts”¹¹. During the district consultations alcohol and drug abuse were also cited as possible causes of GBV.
- 5) Other possible causative factors that were cited during the district consultations include: jealousy, lack of sexual satisfaction of one partner, and corruption.

In a recent study by GMO¹², some additional causes of GBV in Rwanda are given, including:

- Illegal marriages, co-habitation and extra-marital affairs;
- Low levels of understanding of the consequences of GBV;
- Cruelty;

⁶ See Jekayinfa, A.A. (2004). “Types, Causes and Effects of Gender-based Violence: Challenges for Social Studies Education”, in *Gender Discourse*, 2004, 1(1), pp. 13-21.

⁷ See for instance the American Journal of Sociology, “Married Women’s economic dependency”, 93, Number 3, 1987, pp. 659-87.

⁸ UNFPA, State of the World Population, 2005.

⁹ http://www.rhrc.org/resources/gbv/gl_sgbv03_01.pdf

¹⁰ Pernanen, K., *Alcohol in human violence*, New York: Guildford Press, 1991.

¹¹ Parker R.N., “The effects of context of alcohol on violence”, in *Alcohol Health and World Research*, 17(2), 1993, pp.117-123.

¹² Op. Cit

- Lack of parental care and guidance;
- Lack of self-esteem; and
- Intimidation through superior-subordinate relationships.

Each type of violence has a corresponding number of risk factors, as highlighted in the GMO study cited above.¹³ In general, the factors that increase the risk of GBV include separation of families, lack of parental guidance, the culture of silence, dropping out of school, stigmatization, lack of fulfillment of basic needs and the feminization of poverty.

4.2 SWOT Analysis

The review of current interventions to counter GBV in Rwanda has identified a number of strengths, weaknesses, opportunities and threats.

Figure A: SWOT Analysis

Strengths	Opportunities
<ul style="list-style-type: none"> • Strong legal and policy framework • Political will to eradicate gender inequality and GBV • Existence of community-based structures and organizations addressing GBV • Dedicated staff and resources in government agencies (e.g. Gender Desks in the RDF and RNP) • Toll-free hotlines for reporting crimes and accessing information • Extensive awareness-raising activities related to gender and GBV 	<ul style="list-style-type: none"> • GBV/CP Committees and anti-GBV Clubs at all administrative levels • Existing One Stop Centers in Kigali and in Rusizi • Government commitment to mainstream gender into ministerial action plans and activities • Small scale economic empowerment programmes for women • Increasing efforts to involve men and boys in the fight against GBV • Recognition amongst service providers of the need for specialized training and capacity building
Weaknesses	Threats
<ul style="list-style-type: none"> • Insufficient coordination between different actors working on GBV • Focus on prevention to the extent that the capacity for response interventions suffers • Referral process not known by all beneficiaries • Inaccessibility of services for many victims (due to distance and/or cost) 	<ul style="list-style-type: none"> • Persistence of some negative social attitudes and behaviour • GBV interventions not well coordinated and harmonized • Insufficient financial and human resources are dedicated to GBV prevention and response

¹³ pp 19-21.

<ul style="list-style-type: none"> • Lack of rehabilitative work with perpetrators to prevent reoffending • Insufficient coherence within monitoring and reporting systems 	
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Below we will examine the factors identified in the SWOT analysis in more detail and we will give an overview of the strategies that are being implemented by several actors in the country to prevent and respond to GBV.

Legal framework and political will

There is strong political will in Rwanda to ensure gender equality and address gender-based violence. The national legislative framework, including the Law on the Prevention and Punishment of Gender-based Violence, supports gender-based violence prevention and response, and provides an opportunity for further advancements. These laws affirm the fundamental rights of all citizens and prohibit all forms of gender-based violence. The policy framework, including the National Gender Policy and the National Action Plan on UNSC Resolution 1325 also support prevention and response to GBV.

Community awareness and cultural attitudes

Gender-based violence is a problem that is present within the Rwandan society. One of the main threats to combating GBV is the entrenched idea of the distinct gender roles of men and women, boys and girls and the perception of “gender” as meaning “women”. This misunderstanding of “gender” is also leading to misinformation and misunderstanding of what gender-based violence is. Many acts of gender-based violence, particularly domestic violence, are not clearly understood. Spousal rape, although defined as a crime in the Law on Prevention and Punishment of Gender-based Violence, is still not seen as such by many people. Many men and women see sexual intercourse as the husband’s conjugal right. Other forms of domestic violence such as beatings and physical injury of the spouse, denial of property rights, verbal insults, psychological harassment, etc. are often perceived as “normal” in the family.

The social environment and culture in which people are raised contribute to their ways of thinking and value judgments. Therefore, men and women, boys and girls are all affected by GBV and all have important roles to play in changing social attitudes and preventing GBV. The establishment of Anti-GBV Clubs in schools, involving both girls and boys, also helps to empower youth to combat gender-based violence in schools, especially sexual harassment and abuse by teachers and fellow students. Such Clubs include boys in the dialogue to promote attitudinal change. NGOs are also focusing on the inclusion of men and boys in efforts to change attitudes by promoting non-violence and gender equality. These efforts are opportunities to ensure that men and boys are not left out of the dialogue or seen as opponents rather than partners in GBV prevention and response.

Raising awareness seems to be a main focus of most activities by many different actors at the grassroots level. Many awareness raising activities are undertaken by a variety of stakeholders, at the national, district and local levels. However, there is a need of coordination of different interventions.

Community-based structures and organizations

The creation of anti-GBV and Child Protection Committees at different administrative levels provides an opportunity for awareness raising on gender-based violence. These Committees also provide an opportunity to gathering information and coordinating services.

The anti-GBV Clubs in schools, involving both girls and boys also help to empower youth to fight gender-based violence in schools, especially sexual harassment and abuse by teachers and fellow students. Such Clubs aim at promoting attitude and behavior change.

Community programmes to economically empower poor women and families play an important role in reducing their vulnerability and in preventing GBV.

On the side of response to GBV, many important achievements have also been made. Significant steps have been taken in the country to have dedicated staff and resources to provide services to victims and reduce impunity for GBV. The existing One-Stop Centers provide critical support to victims of GBV and can be used as a model for integrated care and support. The One Stop Centers provide short-term emergency accommodation to victims who fear to return home or who need intensive support and time to come to terms with what has happened to them. Most of them do return to their family or community without delay and the Center provides continued psycho-social support to them within their communities. This much needed support also offers a chance for victims to access legal aid as part of an integrated package.

Gender Desks exist in the Rwanda National Police and in the Rwanda Defense Force, with staff that has received special training on GBV. The Gender Desks provide services to victims and, in many cases, are the first point of reference at the Police station. Additionally, each District has an Access to Justice Office (AJO) or Maison d'Accès à la Justice (MAJ). One of the three staff in the AJO is specifically in charge of the fight against GBV. Several toll-free telephone hotlines are available for emergency calls, reporting crimes or accessing information – through the Rwandan National Police, the Rwandan Defense Force and the Prosecutor's Office. Extensive efforts are underway to enhance the capacity of law enforcement and medical/psychosocial professionals working in the Gender Desks, the One-Stop Centers and in the AJO/MAJ. There are also a number of organizations, both from the public and civil society sector which provide legal assistance to GBV victims.

Medical and psychological assistance is provided to GBV victims by the existing health infrastructure. This assistance includes, but is not limited to HIV testing, counseling, emergency contraceptives, anti tetanus vaccines and the referral system between health center and Police during the consultation to collect evidence which can be used in court. Medical assistance is free for victims of sexual violence, but this support needs to be expanded to all GBV victims. Service providers in GBV receive training on orientation and care to victims and on collaboration with other key stakeholders such as the Police.

The commitment of the Government of Rwanda is to have zero tolerance to gender-based violence; therefore a policy to prevent and respond to gender-based violence supports the realization of overall development objectives.

Addressing the needs of victims

A wide variety of governmental and civil society actors provide services to victims of gender-based violence. These include medical, psycho-social, legal, protection and socio-economic services and support. However, many weaknesses exist both in the quality of services available as well as their accessibility for victims of gender-based violence. Consultations have identified insufficient resources to provide appropriate services to GBV victims as well as limited-specialized knowledge and skills amongst service providers.

Dealing with perpetrators: accountability and prevention of offending

Support to victims must also include accountability. Gender-based violence is acknowledged as a vastly under-reported crime. In addition to ignorance of the law, of what constitutes GBV, and of one's own rights, victims may fear coming forward, either from embarrassment or a sense that it is a "family matter" or because of the impact prosecution may have. For example, if the perpetrator is the main bread winner in the family, prosecution and imprisonment can have serious consequences for the economic survival of the family. Additionally, imprisonment of an abusive spouse can have a psychological impact on other members of the family – especially children, for whom the perpetrator is still a parent.

In cases other than sexual violence, there is considerable concern that only repeated and extreme cases of violence are dealt with through law enforcement bodies. For example, cases of physical violence may be referred to Mediators Committees (*Abunzi*), despite the fact that it is a criminal rather than a civil matter. While non-judicial processes may be preferable in some specific cases, the decision must always be based on the best interests of the victim.

Collaboration and coordination: responding to GBV and monitoring progress

In all cases, preventing and responding to GBV requires collaboration – in awareness raising, identification, referral, service provision and holding perpetrators accountable. The absence of harmonized coordination multi-sectoral approach amongst implementing actors.

Coordination of GBV prevention and response efforts must also be closely tied to the monitoring and evaluation of these programmes. Currently, the reporting of statistics on GBV cases and programming lacks synchronization and cohesion from the local up to national level. Without consistent data and a data sharing mechanism, the effectiveness of GBV prevention and response cannot be quantified and relevant stakeholders are not able to benefit from knowledge on best practices or lessons learned. Without baseline data, it will be impossible to measure the progress made in reaching the objectives of this policy and to identify remaining gaps and weaknesses. The knowledge and reach of the Gender Monitoring Office provides an opportunity to streamline monitoring and evaluation and develop a strong evidence base on gender-based violence in Rwanda.

5. STRATEGIC FRAMEWORK

No sector or agency can address GBV alone. This document is the result of multi-sectoral consultations amongst key actors, and calls for a coordinated multi-sectoral approach, holistic inter-governmental and inter-organisational efforts across all sectors. The goal of this Strategic Plan is to provide the framework for the holistic

prevention and response to GBV based on the collaboration and coordination across all sectors.

5.1. Objectives

The Strategic Plan is designed to produce results in three broad intervention areas, as outlined in the National Policy against Gender-based Violence. In each of these three areas, high level objectives have been identified to guide and gauge progress towards preventing and responding to GBV in Rwanda. These objectives are highlighted in Figure B. Each objective is associated with related outcomes, outputs and activities to support its achievement, which are elaborated in the following sections.

Figure B: Objectives by Intervention Area

Intervention Area	Policy Objectives
I. GBV Prevention	1. Foster a prevention-focused environment where gender-based violence is not tolerated
	2. Identify and support those most at risk in order to prevent gender-based violence.
II. GBV Response	3. Provide comprehensive services to victims of gender-based violence
	4. Improve accountability and eliminate impunity for gender-based violence
III. Coordination, Monitoring and Building Evidence	5. Build coordination and monitoring systems and expand the data available on GBV

The following sections outline the outcomes, outputs, and activities corresponding to each Objective. The activities are designed to address the identified constraints and gaps in preventing and responding to GBV using the following strategies: sensitization and awareness raising; advocacy and communication; education and capacity building; empowerment strategies; youth and male involvement; elimination of negative cultural practices; medical, psycho-social and legal support; collaborative management and coordination as well as monitoring and evaluation.

5.2. Strategies for Achieving Objectives

Objective 1: Foster a prevention-focused environment where gender-based violence is not tolerated

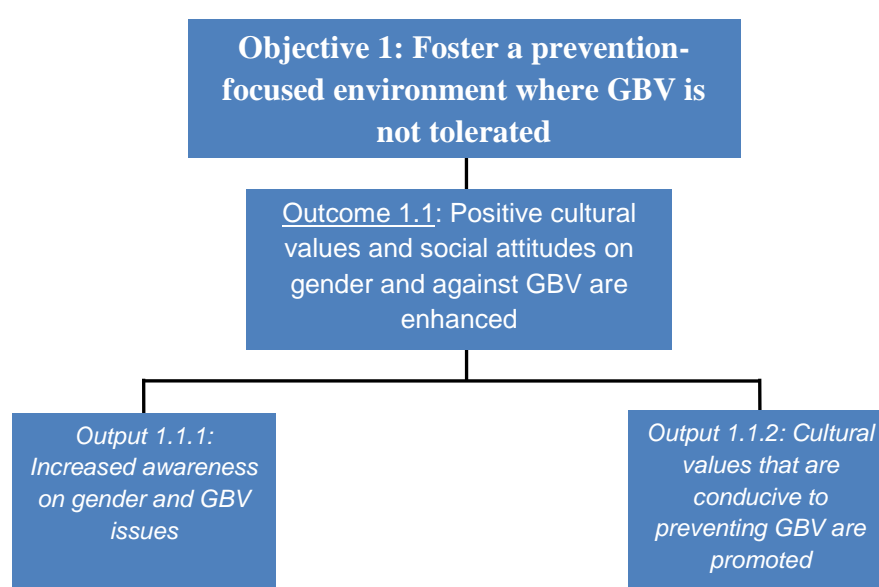
Objective 1 is intended to ensure that the environment in which Rwandans live does not promote gender-based violence and actively seeks to prevent it. The activities proposed within Objective 1 are designed to overcome existing constraints involving the low knowledge and understanding of the concept of gender, human rights and the law, the entrenched ideas of gender roles and negative social attitudes which create an environment that fosters GBV, and to ensure coordination and consistency in awareness raising and advocacy prevention interventions .

Objective 1 will be achieved through one outcome:

Outcome 1.1: Positive cultural values and social attitudes on gender and against GBV are enhanced

The overall strategic framework for Objective 1 is shown in Figure C. The outcomes, outputs, and corresponding activities and actions are outlined on the following pages.

Figure C: Strategic Framework – Objective 1



Output 1.1.1: Increased awareness on gender and GBV issues

Number	Activity
1.1.1.1	Develop and implement communications and advocacy campaigns on gender and GBV targeting different sectors of the population (including local leaders, religious leaders, law enforcement, families, schools, etc.)
1.1.1.2	Conduct workshops for community members, law enforcement bodies, local leaders, GBV Committees, Gender and anti-GBV Clubs, etc. at District level to promote knowledge of gender, GBV and the law
1.1.1.3	Disseminate user-friendly guides on the law, the GBV Policy and Strategic Plan in Kinyarwanda
1.1.1.4	Develop awareness raising programmes targeting GBV perpetrators

Output 1.1.2: Cultural values that are conducive to preventing GBV are promoted

Number	Activity
1.1.2.1	Produce regular policy briefs on GBV for by the educational sector
1.1.2.2	Develop training on promoting positive cultural values related to gender and GBV for students, teachers and other educational staff
1.1.2.3	Develop guide for local leaders on positive gender attitudes to be used in Umuganda and other community forums
1.1.2.4	Sensitize religious leaders to promote positive gender values through their work
1.1.2.5	Support the inclusion of positive gender attitudes in ethical guidelines for media practitioners
1.1.2.6	Train media representatives on gender and GBV reporting
1.1.2.7	Establish and strengthen "men and boys for change" discussion groups at all levels
1.1.2.8	Integrate anti-GBV programmes into Imihigo at all administrative levels
1.1.2.9	Build capacity of CBOs to promote positive cultural values that can help to reduce GBV in the community
1.1.2.10	Set up annual awards for organizations and individuals who are doing outstanding work in addressing cultural values and GBV-prevention in the community
1.1.2.11	Mainstream positive values on gender and against GBV in Itorero programmes

Objective 2: Reduced vulnerability of groups most at risk to GBV

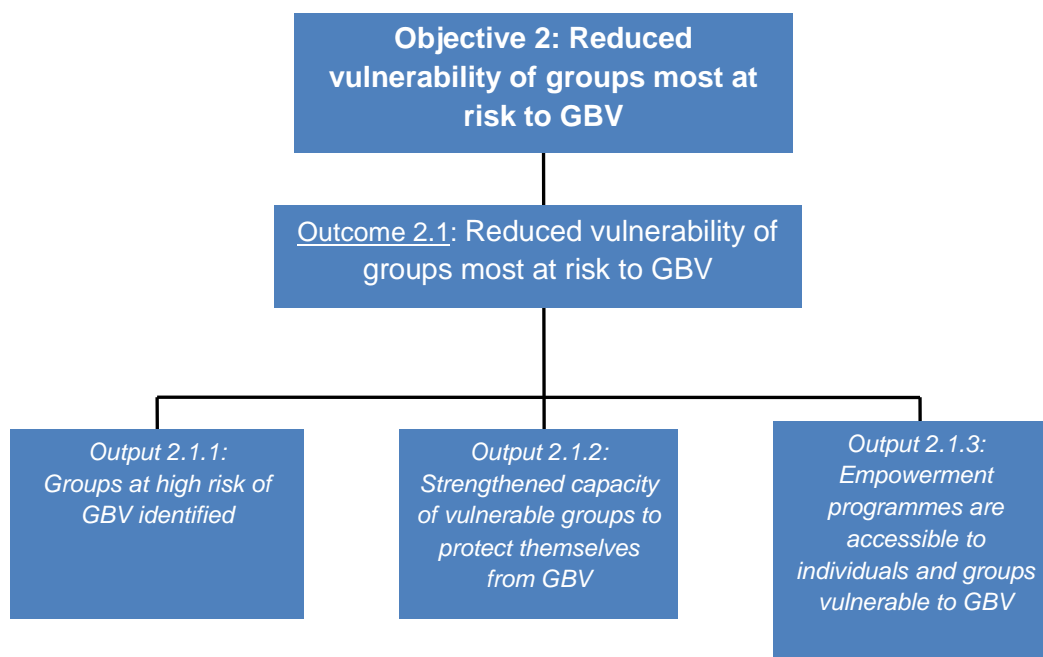
The changing of attitudes to prevent GBV is an ongoing and lengthy process. Objective 2 is intended to promote the welfare of individuals who currently or in the near future are at risk of becoming victims of GBV or are at risk of being re-abused. The activities proposed within Objective 2 are designed to identify those groups and individuals at heightened risk of GBV and to provide support for their empowerment and protection from GBV.

Objective 2 will be achieved through one outcome:.

Outcome 2.1: Reduced vulnerability of groups most at risk to GBV

The overall strategic framework for Objective 2 is shown in Figure D. The outcome, outputs, and corresponding activities and actions are outlined on the following pages.

Figure D: Strategic Framework – Objective 2



Output 2.1.1: Groups at high risk of GBV identified

Number	Activity
2.1.1.1	Develop guidance on identifying those most at risk of GBV
2.1.1.2	Include GBV issues in discussions of security council meetings at district level
2.1.1.3	Build capacity of service providers to identify those most at risk of GBV
2.1.1.4	Conduct mapping exercise to identify groups most at risk of GBV in each sector

Output 2.1.2: Strengthened capacity of vulnerable groups to protect themselves from GBV

Number	Activity
2.1.2.1	Develop campaign targeted to those vulnerable to GBV on using the existing legal framework to claim their rights
2.1.2.2	Develop education campaign for young people on reproductive health, prevention of violence, gender roles, women's rights, masculinities & other related issues

Output 2.1.3: Empowerment programmes are accessible to individuals and groups vulnerable to GBV

Number	Activity
2.1.3.1	Identify and strengthen existing economic empowerment programmes
2.1.3.2	Scale up accessibility of existing economic empowerment programmes to most vulnerable groups
2.1.3.3	Provide vocational training to women and young people in vulnerable situations (including sex workers, migrants, those with disabilities, etc.)

Objective 3: Provide comprehensive services to victims of GBV

Objective 3 is intended to ensure that all victims of GBV have access to the services they need to recover from this crime. It acknowledges the extensive physical, mental, emotional and financial impacts GBV has on victims and the need to take a holistic approach to treatment and support. Service providers in the justice sector must be an integral part of a coordinated effort to respond to the needs of victims. Therefore the outcomes and outputs under Objective 3 are also closely linked to Objective 4.

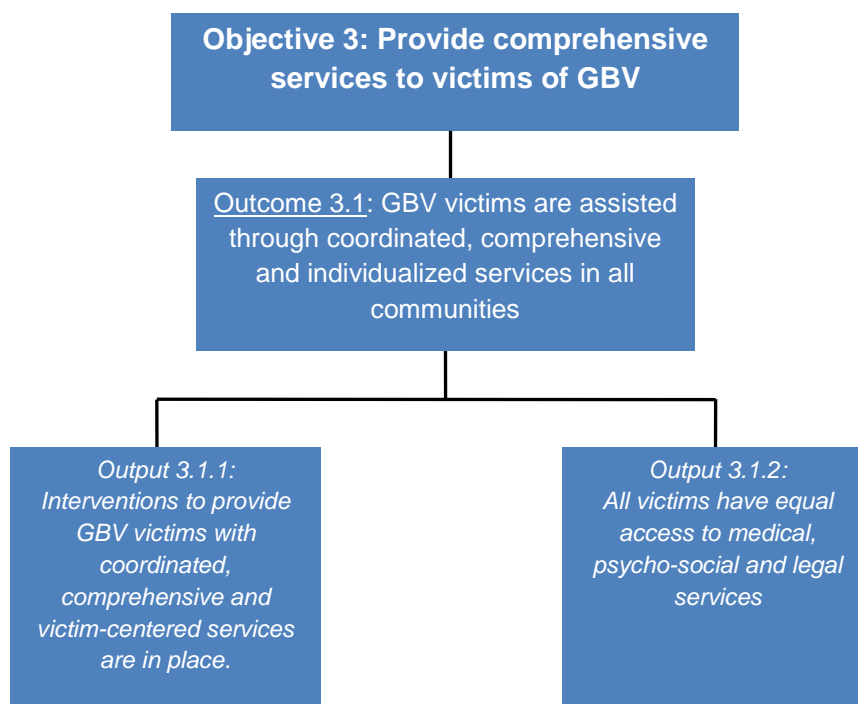
The activities proposed within Objective 3 are designed to overcome existing constraints in the availability and accessibility of services for victims and in ensuring that victims receive appropriate treatment quickly in line with their individual needs.

Objective 3 will be achieved through one outcome:

Outcome 3.1: GBV victims are assisted through coordinated, comprehensive and individualized services in all communities

The overall strategic framework for Objective 3 is shown in Figure E. The outcomes, outputs, and corresponding activities and actions are outlined on the following pages.

Figure E: Strategic Framework – Objective 3



Output 3.1.1: Interventions to provide GBV victims with coordinated, comprehensive and victim-centered services are in place

Number	Activity
3.1.1.1	Expand the OSC for victims of GBV at district hospitals in the first phase
3.1.1.2	Expand GBV services offered at health centres
3.1.1.3	Expand GBV legal services offered at the Sector level by providing free legal aid to all victims through MAJ
3.1.1.4	Provide GBV victim-centered services/facilities in all police stations
3.1.1.5	Finalise and pilot Guidelines on One Stop Centres
3.1.1.6	Introduce government decree making One Stop Centre Guidelines official and binding
3.1.1.7	Conduct capacity and needs assessment of professional service providers (legal, health, law enforcement, psychosocial, etc.)
3.1.1.8	Develop training manual and conduct training for professional service providers on the provision of comprehensive victim-centered care to victims of GBV
3.1.1.9	Disseminate existing referral guidelines to all service providers and potential victims of GBV

Output 3.1.2: All victims have equal access to medical, psycho-social and legal services

Number	Activity
3.1.2.1	Conduct awareness raising campaigns on services available and how to access them
3.1.2.2	Provide financial and logistical support to GBV victims to overcome barriers to access to medical, psycho-social and legal services

Objective 4: Improve accountability and eliminate impunity for GBV

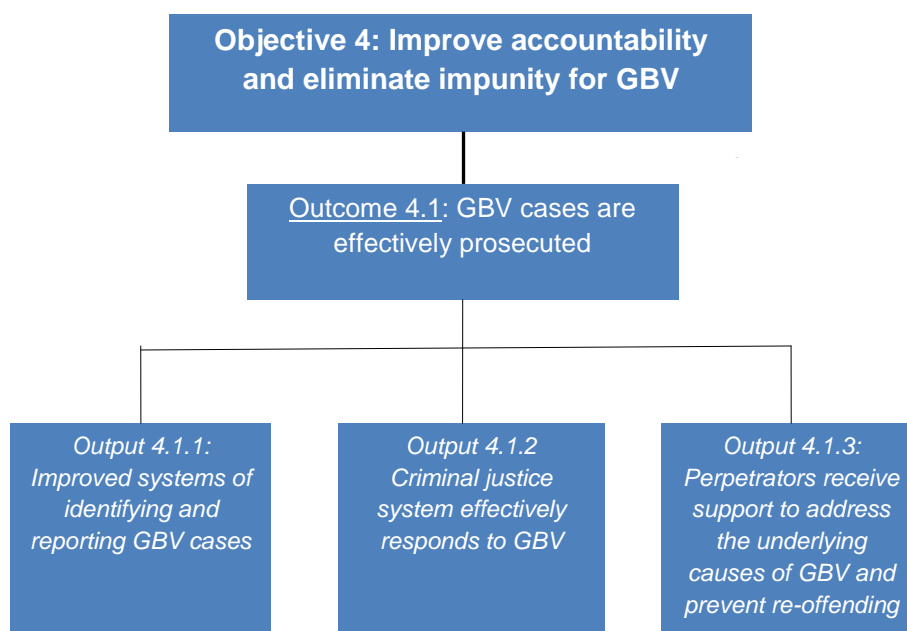
Objective 4 is intended to ensure that all GBV cases are identified, that all victims are willing and able to report the violence and that all perpetrators of GBV are held accountable for their crimes. It acknowledges that accountability requires emphasis on both aspects of the process: the reporting of GBV crimes and the response to these reported crimes. The activities proposed within Objective 4 are designed to overcome factors leading to the underreporting of GBV and the constraints in effectively dealing with perpetrators in an environment that protects the best interests of the victims.

Objective 4 will be achieved through one outcome:

Outcome 4.1: GBV cases are effectively prosecuted

The overall strategic framework for Objective 4 is shown in Figure F. The outcomes, outputs, and corresponding activities and actions are outlined on the following pages.

Figure F: Strategic Framework – Objective 4



Output 4.1.1: Improved systems of identifying and reporting GBV cases

Number	Activity
4.1.1.1	Develop a tracking system for identifying service provision at the law enforcement, medical and legal stages
4.1.1.2	Train community level stakeholders to monitor and report GBV cases
4.1.1.3	Increase awareness on how to report GBV cases (including use of Hotlines)
4.1.1.4	Conduct review of sentencing options to identify measures that enhance social and financial protection of victims

Output 4.1.2: Criminal justice system effectively responds to GBV

Number	Activity
4.1.2.1	Train judicial and law enforcement personnel on gender, GBV, evidence-based investigation, collection and storage of forensic evidence, international human rights standards and best practice in dealing with vulnerable victims and witnesses
4.1.2.2	Conduct feasibility study for the creation of dedicated court chambers for dealing with GBV cases
4.1.2.3	Strengthen cooperation and coordination amongst all actors involved in the prosecution of GBV cases
4.1.2.4	Conduct review of existing legislation and policies to identify gaps in terms of prosecuting GBV cases
4.1.2.5	Review adjudication procedures to ensure transparency and expediency of GBV cases whilst protecting privacy and safeguarding confidentiality of those affected

Output 4.1.3: Perpetrators receive support to address the underlying causes of GBV and prevent re-offending

Number	Activity
4.1.3.1	Establish rehabilitation and counselling programmes for convicted perpetrators in prison
4.1.3.2	Develop community-based psycho-social support and follow up rehabilitation plans for perpetrators after release

Objective 5: Build coordination and monitoring systems and expand the evidence available on GBV

Objective 5 is intended to ensure that all interventions under the National Strategic Plan are effectively coordinated and monitored to ensure their effectiveness in terms of impact, cost-effectiveness and reaching target groups.. The activities proposed within Objective 5 are designed to identify or create and strengthen the mechanisms necessary to effectively implement the Strategic Plan. Objective 5 furthermore intends to strengthen the quantitative and qualitative information available on GBV to ensure that laws, policies and interventions can be evidence-based and take into account the needs and strengths of all stakeholders. It acknowledges that comprehensive baseline data do not currently exist and that this gap is a constraint to developing indicators to better measure GBV prevention and response.

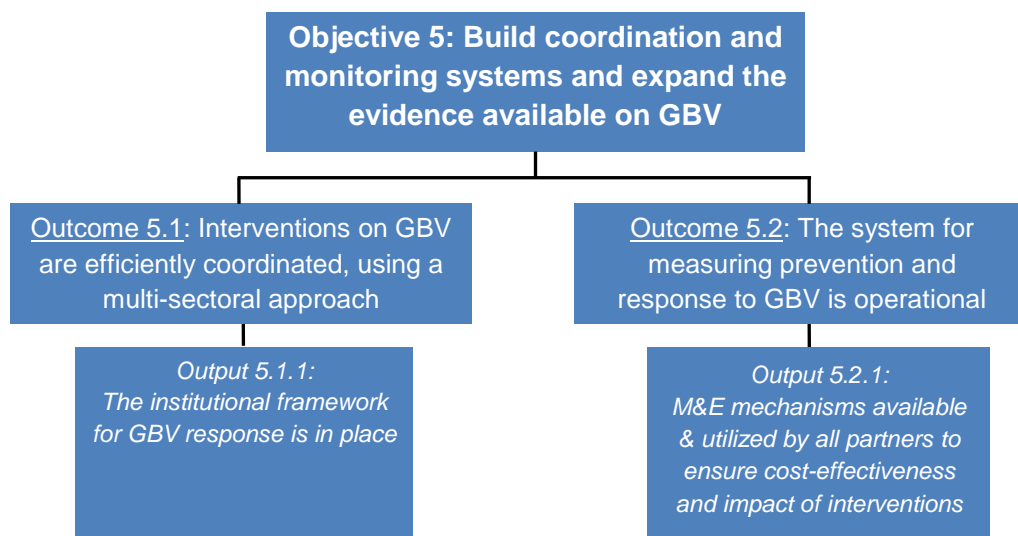
Objective 5 will be achieved through two outcomes:

Outcome 5.1: Interventions on GBV are efficiently coordinated, using a holistic and multi-sectoral approach

Outcome 5.2: The system for measuring prevention and response to GBV is operational

The overall strategic framework for Objective 5 is shown in Figure G. The outcomes, outputs, and corresponding activities and actions are outlined in the following pages.

Figure G: Strategic Framework – Objective 5



Output 5.1.1: The institutional framework for GBV response is in place

Number	Activity
5.1.1.1	Establish National Steering Committee on GBV (NSC) and define mandate and guidelines
5.1.1.2	Build capacity of NSC
5.1.1.3	NSC conducts regular meetings
5.1.1.4	Build capacity of GBV/CP Committees at district, sector and cell levels
5.1.1.5	Strengthen capacity of gender focal points in Social Affairs Departments at district and sector levels
5.1.1.6	Develop a harmonized tool for planning and reporting on GBV responses

Output 5.2.1: M&E mechanisms are available and utilized by all partners to ensure cost-effectiveness and impact of interventions

Number	Activity
5.2.1.1	Collection of baseline data on GBV in the country
5.2.1.2	Define mechanism for monitoring and coordination of data collection at national level
5.2.1.3	Develop standardised community monitoring indicators, tools and guidelines in line with the general information management system
5.2.1.4	Train community committees and multi-sectoral networks on data collection and reporting
5.2.1.5	Assess effectiveness of Strategic Plan interventions at central and decentralized levels every two years (biennially).
5.2.1.6	Introduce expertise for data and research on GBV into existing research-focused institutions
5.2.1.7	Establish accessible database for quantitative and qualitative data collection under the information management system
5.2.1.8	Update information in database on quarterly basis

6. IMPLEMENTATION FRAMEWORK

6.1. Implementation Stakeholders

The Government of Rwanda through its various Ministries, Commissions and Councils has made issues of human rights and economic development critical features of its mission. This Strategic Plan is meant to draw on, strengthen, and complement these efforts and to offer coordinating and monitoring mechanisms to make this work more effective in addressing gender-based violence.

The following bodies have a key role to play in implementing the Strategic Plan:

Ministry of Gender and Family Promotion

This Ministry will oversee the implementation of the National Policy against Gender-Based Violence, playing a key role at the level of coordination as well as monitoring and evaluation, particularly in relation to working with other Ministries to put appropriate systems in place. It will also have the responsibility for disseminating the policy.

Ministry of Justice

This Ministry will take the lead in ensuring that the law on gender-based violence and all other relevant legislation is implemented effectively. This Ministry, working closely with other relevant stakeholders will take a proactive stance in ensuring that all legislation concerning sentencing and punishment for crimes of gender based violence is closely monitored and reviewed. The Ministry will also ensure the Access to Justice Offices work effectively, and that anti-GBV staff are permanent and have relevant capacity to deal with the issue.

Ministry of Education

This Ministry will ensure that the appropriate policies, training, codes of conduct, curricula and school-wide programmes are put into place to ensure not only the safety and security of teachers and children at school, but also to ensure that schools take a proactive stand in preparing children and young people to contribute to creating a GBV-free society. This Ministry will be responsible for monitoring and evaluating the success of its policies, training, codes of conduct and curricula in schools, colleges and Universities.

Ministry of Health

This Ministry will ensure that the appropriate policies and programmes are in place so that victims of gender based violence are able to access appropriate services. This will include taking a proactive position in ensuring the integration of a human rights-based approach into reproductive health services through to appropriate emergency measures in dealing with victims of violence (e.g. the morning-after emergency contraceptive pill). It will also make special provision to ensure community education in the area of violence and its link with HIV and AIDS. The Ministry of Health will also lead the scale up of the One-Stop Centers.

Ministry of Public Service and Labor

This Ministry will ensure that the appropriate policies, codes of conduct and programmes are in place to ensure that no one in his/her place of work has to endure sexual harassment or any other form of gender-based violence.

Ministry of Internal Security

This Ministry, particularly through the Rwanda National Police, will oversee the expansion of gender based violence programming to ensure that all communities have full access to rapid response and user-friendly services in relation to gender-based violence. The ministry will also ensure community mobilization in relation to its GBV programming (e.g. Toll free telephone lines) through the framework of the community policing strategy.

Ministry of Local Government

This Ministry is responsible for ensuring that all community members live within a protective environment. In the Social Protection Policy, it is clearly stipulated that the main groups that hold the attention of the Government are Genocide survivors, orphans, minors in difficult situations, widows, people living with HIV/AIDS, youth from destitute families, demobilized soldiers, people living with disabilities, repatriates, refugees, the elderly, victims of natural disasters, underdeveloped and marginalized victims of socio-cultural history, etc.¹⁴. In this regard the Ministry will ensure that this policy is appropriately applied to protect all vulnerable groups from all forms of gender-based violence (on the roads, in the street, and in homes). This Ministry will also ensure adequate and secure housing for vulnerable women, such as widows, and for orphans and vulnerable children in Child Headed Households (CHH).

Ministry of Finance and Economic Planning

This Ministry will oversee the appropriate engendering of financial budgeting of all ministries involved as key actors in addressing gender-based violence by putting into place mechanisms for planning and monitoring spending in this area. This is critical in terms of ensuring funding for Women and Youth Councils and other organizations dealing with gender-based violence. The Ministry will be also responsible for providing guidelines for mainstreaming GBV interventions and response in various plans and budgets at all levels.

Ministry of Youth, Sports and Culture

Given the cultural context in which gender-based violence occurs, this Ministry will take the lead in overseeing the implementation of a cultural programme for raising awareness about the issues and for promoting positive cultural values with regard to gender. The Ministry will also take the lead in ensuring that youth sensitization programmes on gender and gender-based violence are implemented nationwide through National Youth Councils (NYC).

Ministry of Defense

¹⁴ MINALOC, Social Protection Policy 2005, p.5

This Ministry will ensure that preventing and combating gender-based violence is part of the peace-building process, and through the development of clear guidelines on appropriate codes of conduct for all the members of the Defense Force.

Ministry of Cabinet Affairs

As a Ministry responsible for facilitating and streamlining the smooth and effective functioning of the Government, the Ministry of Cabinet Affairs will ensure that this Policy is timely tabled for the Cabinet's review and approval.

The Parliament

In line with its mission to elaborate and vote laws, to legislate and control the action of Government on behalf of the people of Rwanda, the Parliament, especially through the committees on Gender and Family Promotion, will help in voting a gender sensitive budget. It will also oversee that all government institutions effectively implement this Policy.

Districts

The Ministry in charge of Gender and Family Promotion, in collaboration with the Ministry of Local Government, will facilitate and coordinate gender mainstreaming initiatives at the District and Sector levels. The department responsible for promoting gender equality at District level will perform the following duties:

- Ensure that GBV concerns are fully integrated into District development plans and budgets;
- Oversee and facilitate gender policy implementation at the District level;
- Undertake development programmes that are gender responsive;
- Help local GBV/Child Protection Committees work effectively;
- Encourage the reporting of GBV cases;
- Participate in GBV-related data collection.

National Women's Council

In recognition of its representation at every administrative level, the National Women's Council (NWC) is responsible for raising public awareness on the laws pertaining to GBV, and in doing so it ensures that women know their rights. It should also be proactive in identifying issues of gender-based violence at community level and link up with relevant organizations.

Gender Monitoring Office

The Gender Monitoring Office has the responsibility of carrying out the evaluation of compliance with gender indicators at national level, on a permanent basis. It has a specific responsibility for addressing gender-based violence. Overall it serves as a "watch dog" on all aspects of gender monitoring at the national level. GMO will be responsible for designing formats for the reporting of GBV cases and for defining the indicators on which to base assessments concerning GBV. In addition, the GMO processes, analyses and disseminates relevant and reliable national data on GBV.

Rwanda National Police

The Rwanda National Police through Gender Desk, will provide communities with rapid, victim-focused and user-friendly services to respond to GBV, including through the presence of a Police officer in each District hospital to deal quickly and appropriately with cases of GBV. The Police will also promote the understanding of the GBV Law and Criminal Code and will maintain statistics of reported cases.

National Public Prosecution Authority (NPPA)

The mission of the NPPA is to participate in upholding the security of people and their property, in prosecuting perpetrators of crimes, in bringing them to justice with equity of treatment in accordance with the provisions of the Constitution, laws and decrees in force and International Laws to which Rwanda is party. The NPPA, through its GBV Unit and in collaboration with other stakeholders will play an important role in preventing, prosecuting and punishing GBV-related offences.

National Youth Council

Taking into account its representation at every administrative level, the National Youth Council should be responsible for raising awareness on GBV laws among children and youth. The NYC should also be proactive in identifying issues of gender-based violence against children and youth at community level and link up to relevant organizations.

National Commission for Human Rights

This Commission will play a critical role in working across administrative levels to ensure the promotion of human rights and in identifying and reporting on human rights violations related to gender-based violence through its Human Rights Observatory.

Office of the Ombudsman

Through its mission of fighting against injustice and corruption in Rwanda, the Office of the Ombudsman should open a special window to deal with GBV-based injustices and gender-related corruption cases.

Rwanda Biomedical Centre

The RBC is responsible for raising awareness of the links between gender-based violence and sexually transmitted diseases in general, and HIV&AIDS in particular. It is also responsible for addressing issues of stigma particularly as it relates to sexual violence.

National Commission for the Fight against Genocide

Most of the survivors of the 1994 genocide are women who were raped. Some of them were infected with HIV/AIDS. As an independent national organ, the National Commission for the Fight against Genocide shall put in place a framework for exchanging ideas on the consequences of the rapes and on a strategy to deal with them. The Commission will continue to advocate for the scale up of interventions aimed at providing psychosocial care for survivors of rapes perpetrated during the genocide.

National Institute of Statistics of Rwanda

In recognition of the critical need for statistical data on GBV, the Institute will help to ensure that all research undertaken by the different ministries on gender-based violence contain appropriately disaggregated data, and it will ensure that data collection on violence can be used for advocacy, planning and monitoring.

The High Institutions of Learning

Their role will essentially consist of researching GBV. Formal teaching and short term training will include gender and related issues as appropriate. In this way, High Learning Institutions will participate in raising awareness on GBV and in building capacity for scholars to understand and be able to explain GBV-related matters in various fora.

Rwanda Governance Advisory Council

The Rwanda Governance Advisory Council is responsible for promoting and monitoring good governance in public, corporate and civil domains in Rwanda through research, advisory services, policy debates and networking. The RGAC should advise the government in all research-based policies and strategies and by doing so can strengthen the fight against GBV in the country.

NGOs, CBOs and other civil society actors

NGOs, CBOs and other civil society actors will continue their role as service providers, and will also strengthen and expand their role in advocacy. In this regard, the Civil Society Platform should play a greater role. In order to reduce their vulnerability, groups at high risk of GBV should be involved in designing and implementing programmes against GBV.

Faith Based Organizations (FBOs)

Given their key position in the daily lives of the Rwandan population, FBOs will engage in addressing gender-based violence and violence against children at community level. This will be achieved through education (e.g. pre-nuptial programming), economic empowerment of women, advocacy and pastoral counseling.

Media

The media will take up the role of raising awareness on GBV and breaking the culture of silence and shame surrounding it. The media will take the lead role in promoting positive individual and social attitudes and values surrounding gender, and will refrain from perpetuating negative stereotypes and traditions. The media will promote responsible reporting about GBV cases.

Private sector

In recognition of the links between gender-based violence and women's limited economic empowerment, the private sector should take on corporate responsibility towards supporting women through skills development, career promotion and not tolerating gender-based violence within their workplaces.

International Organizations and Development Partners: The Government of Rwanda does not have all the required financial and technical resources to implement this Policy. The various international organizations and development partners will support the Government of Rwanda throughout the implementation process.

6.2. Coordination, Management and Implementation Mechanisms

In order for this policy to be successfully implemented, the Government of Rwanda as a whole will have to:

- o Facilitate and empower public institutions and other structures to prevent and respond to gender-based violence;
- o Ensure that the Law on Prevention and Punishment of Gender-Based Violence is sufficiently disseminated to the people of Rwanda and that it is well understood and respected;
- o Ensure that mechanisms for coordination, monitoring and evaluation are put in place and are functional.

Actors from different sectors (Government, CSOs, International Organizations and Development Partners) must be brought together to prevent and respond to GBV, as no single actor or sector alone can eliminate GBV.

From family level and local communities up to the highest levels of Government, the implementation of this policy must be regarded as an urgent priority.

National Coordination Framework

Led by the Ministry of Gender and Family Promotion, the national coordination framework operates at the national and decentralized levels and takes into account political leadership, technical expertise and operationalization down to the local communities.

National Political Level

The National Steering Committee co-chaired by MIGEPROF and MINISANTE comprises of MINECOFIN, GMO, NWC, MINIJUST, RNP, NPPA, National Children's Commission and relevant development partners represented at the highest level. The Steering Committee provides overall strategic direction and meets on a biannual basis to monitor implementation of the policy's objectives, share information and coordinate activities and responses.

Development partners will play a critical role in the coordination and implementation of the policy through the provision of technical assistance, national and international advocacy on gender equality and against gender-based violence as well as the mobilization of resources to ensure a nationwide response to gender-based violence.

National Technical Level

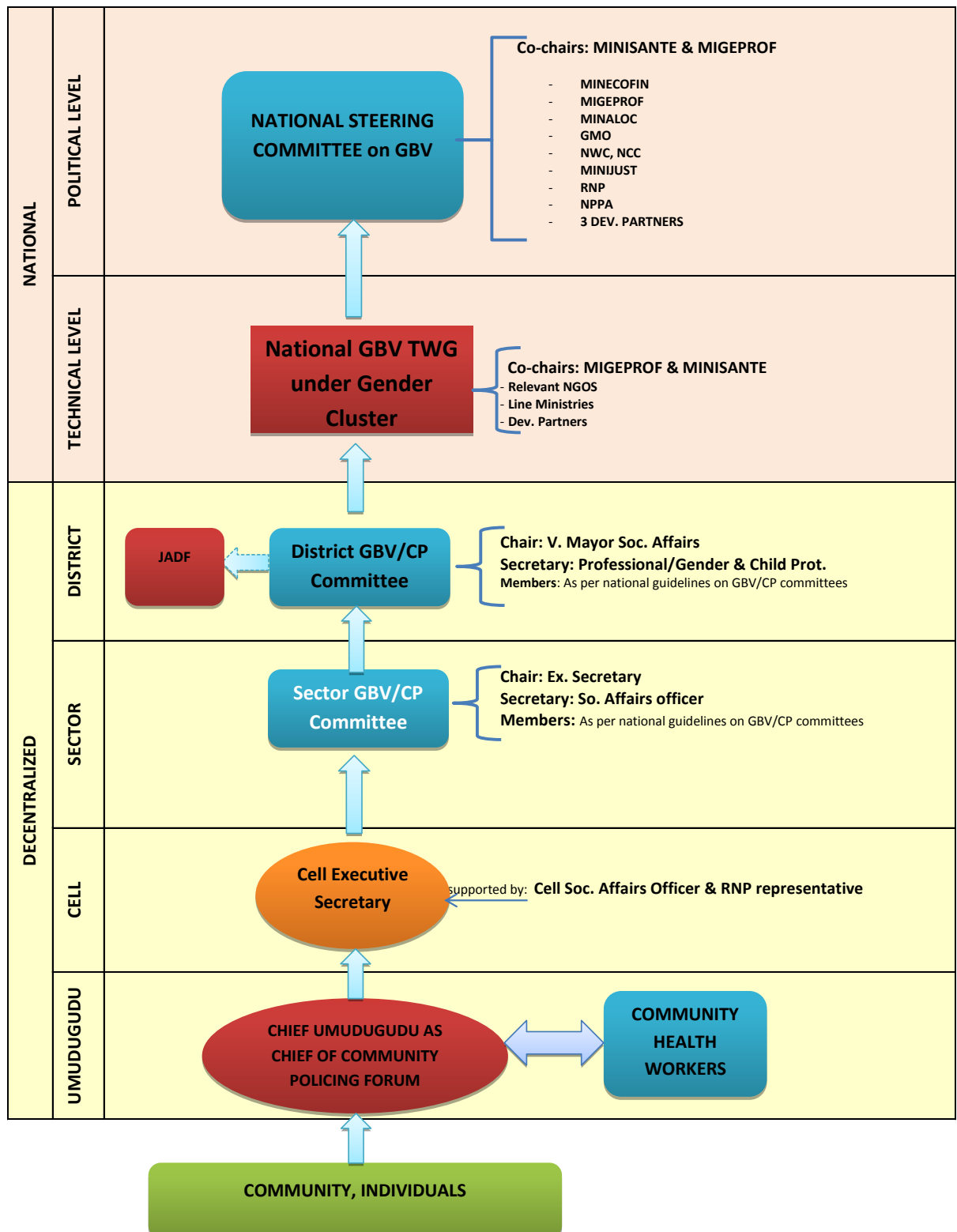
At the national level, the two Gender-based Violence Technical Working Groups chaired by MIGEPROF and MINISANTE respectively, operating under the Gender Cluster, will provide technical expertise pertaining to the policy and strategic plan objectives and report to the NSC on a quarterly basis.

Decentralized Level

Based on national guidelines, GBV and Child Protection Committees exist from the Umudugu level upwards. At the lowest level, the Chief Umudugudu will gather information from the community policing committee and community health workers on GBV-related cases and activities. This information will be passed on to the Cell Executive Secretary, assisted by the Social Affairs Officer and a representative from the RNP, who will in turn pass on information to the Sector GBV/CP Committee.

At the district level, the GBV and Child Protection Committee chaired by the Vice-Mayor of Social Affairs and assisted by the Gender and Child Protection Professional monitors the implementation of anti-GBV related activities in the district and collects information pertaining to challenges as well as implementation from the community level upwards. The District GBV/Child Protection Committee will liaise with the Joint Action Development Forum and provide anti-GBV programming inputs for utilization in local development planning. Further details regarding the roles, responsibilities and composition of the GBV/Child Protection Committees are available in the national guidelines.

COORDINATION FRAMEWORK



7. FINANCING AND RESOURCE MOBILIZATION

Adequate resources will be needed to implement the national policy against GBV. Gender based violence being a crosscutting issue, the budget required will be provided by all the respective partners. The budget allocated to GBV interventions by MIGEPROF and its various partners, from governmental and non-governmental, bilateral and multilateral cooperation agencies will be used for the implementation of this Strategic Plan. Substantial linkages and good collaboration will facilitate resource mobilisation and lead to relatively quick implementation of this Strategic Plan.

7.1. Costing of the Strategic Plan

Table B below shows the estimated costs of implementing the Strategic Plan according to the Outcomes and Outputs identified over a 5-year period. All amounts are in Rwandan francs and US Dollars. These estimations are based on consultations with various sector ministries and other key stakeholders, and as far as possible are sensitive to avoiding overlaps with the projected activities of the various sectors.

Table B: Costing of the National Strategic Plan to Fight GBV

The total estimate budget for the five year (2011-2016) implementation of the GBV Strategic Plan is 21.674.630.000 Rwandan francs or 36.124.383 US Dollars. The chart below presents the budget breakdown by outcomes and outputs.

OUTCOME	Total budget in RWF	Total budget in USD
<u>Objective 1: Foster a prevention focused environment where GBV is not tolerated in society</u>		
Outcome 1.1: Positive cultural values and social attitudes on gender and against GBV are enhanced		
Output 1.1.1: Increased awareness on gender and GBV issues	376.350.000	627.250
Output 1.1.2: Cultural values that are conducive to preventing GBV are promoted	1.203.050.000	2.005.083
<u>Objective 2: Reduced vulnerability of groups most at risk to GBV</u>		
Outcome 2.1: Reduced vulnerability of groups most at risk to GBV		
Output 2.1.1: Groups at high risk of GBV identified	104.352.000	173.920
Output 2.1.2: Strengthened capacity of vulnerable groups to protect themselves from GBV	859.560.000	1.432.600
Output 2.1.3: Empowerment programmes are accessible to individuals and groups vulnerable to GBV	6.012.000.000	10.020.000
<u>Objective 3: Provide comprehensive services to victims of GBV</u>		

Outcome 3.1: GBV victims are assisted through coordinated, comprehensive and individualized services in all communities		
Output 3.1.1: Interventions to provide GBV victims with coordinated, comprehensive and victim-centered services are in place	6.362.850.000	10.604.750
Output 3.1.2: All victims have equal access to medical, psycho-social and legal services	4.455.000.000	7.425.000
Objective 4: Improve accountability and eliminate impunity for GBV		
Outcome 4.1: GBV cases are effectively prosecuted		
Output 4.1.1: Improved systems of identifying and reporting GBV cases	324.600.000	541.000
Output 4.1.2: Criminal justice system effectively responds to GBV	190.500.000	317.500
Output 4.1.3: Perpetrators receive support to address the underlying causes of GBV and prevent re-offending	263.100.000	438.500
Objective 5: Build coordination , monitoring systems and expand the evidence available on GBV		
Outcome 5.1: Interventions on GBV are efficiently coordinated, using a holistic and multi-sectoral approach		
Output 5.1.1: The institutional framework for GBV response is in place	774.060.000	1.290.100
Output 5.2.1: M&E mechanisms are available and utilized by all partners to ensure cost-effectiveness and impact of interventions	749.208.000	1.248.680
Total Budget	21.674.630.000	36.124.383

8. MONITORING AND EVALUATION FRAMEWORK

In order to ensure the implementation of the Strategic Plan against GBV, a coherent monitoring and evaluation mechanism needs to be streamlined within the Gender Monitoring Office. In this regard, all GMO stakeholders, including community-based programmes, government institutions and development partners should not only be clearly committed to the implementation of the plan, but should be held accountable as well.

Since GBV is a critical issue, there is a need to establish a results-oriented M&E framework. GMO will use the outcome indicators identified in the Logical Framework (see Annex) and define clear performance indicators to be able to measure the relevance of GBV prevention and response programmes in Rwanda both in the short term and over the course of the Plan. The implementation of the policy should have targets by objective together with the policy strategies supporting achievement of the targets, which can be monitored at the very least on an annual basis in line with EDPRS progress evaluation guidelines.

In order to measure progress and initiate corrective strategies, a sound data collection system should be established. In addition, roles and responsibilities of different government structures from the grassroots to the top level in gathering and analyzing GBV related data should be defined. For this to happen, there should be a prior institutional needs assessment for effective monitoring and evaluation. It is important to promote the involvement of key stakeholders in defining indicators in order to create ownership. In this way, they will more likely understand and use these indicators in their decision-making processes¹⁵.

The monitoring and evaluation process of the National Strategic Plan will ensure that the activities undertaken are in accordance with international and regional treaty obligations, existing best practice, and the Rwandan legal framework.

To effectively monitor and evaluate the implementation of the National Strategic Plan, the first need is to define the foundations for data collection and then to develop data collection tools.

The foundations should include:

- Clear monitoring guidelines;
- Regular reviews and meetings at periodic intervals to assess the progress;
- Clearly defined and measurable objectives; and
- Prompt reporting system on GBV and related issues.¹⁶

Data collection tools vary from one policy strategy to another, but may include:

- Checklists to set down activities and their timeframes;
- Observation by means of both planned and surprise field visits;

¹⁵ See e.g., UNESCO PROAP, Training Manual for Local Government Representatives in Non-Formal Education, 2001, p. 201.

¹⁶ See *ibid*, p. 204.

- Interviews with GBV services beneficiaries, community representatives, implementing personnel, and other stakeholders;
- Discussions with both individuals and groups;
- Periodic reports of all GBV interveners; and
- Research and surveys.¹⁷

It is also important that individuals involved in monitoring and evaluation at both local and national levels are skilled in undertaking this work. One of the ways to do so is to support capacity development e.g. organize regular trainings on M&E.

¹⁷ See *ibid*, p. 204-205.

ANNEX: LOGICAL FRAMEWORK FOR THE STRATEGIC PLAN

Objective 1: Foster a prevention focused environment where GBV is not tolerated

Outcome 1.1: Positive cultural values and social attitudes on gender and against GBV are enhanced									
Outcome Indicators		Means of Verification			Risks and assumptions				
Negative social attitudes towards GBV identified Level of positive change of social attitudes and cultural values on gender and against GBV		<ul style="list-style-type: none"> Survey/questionnaire on attitudes to gender and GBV – baseline and 5-year survey GBV expected results included in IMIHIGO at all levels Gender-sensitive specific education curricula Gender-sensitive Media review Gender-sensitive academic publications Gender-sensitive religious/FBOs 			Entrenched gender cultural roles and stereotypes Ignorance of gender equality rights and laws Gender cultural roles and stereotypes are reduced Awareness of human and equal rights and gender equality laws are raised				
Output 1.1.1: Increased Awareness on Gender and GBV issues									
#	Activity	Responsibility	Indicators		Timeline				
					Y1	Y2	Y3	Y4	Y5
<i>1.1.1.1</i>	Develop and implement communications and advocacy campaigns on gender and GBV targeting different sectors of the population (including local leaders, religious leaders, law enforcement, families, schools, etc.)	Lead: MIGEPROF Key Stakeholders: MINEDUC MININFOR MIJESPOC MINIJUST Media Religious institutions	# of local and religious leaders reached by advocacy campaigns # of advocacy campaigns on gender and GBV issues						

		NGOs CBOs						
1.1.1.2	Conduct workshops for community members, law enforcement bodies, local leaders, GBV Committees, Gender and anti-GBV Clubs, etc. at District level to promote knowledge of gender, GBV and the law	Lead : MIGEPROF Key stakeholders : MINALOC MINIJUST MINEDUC Districts Religious institutions NGOs CBOs	# of workshops on GBV # of people trained					
1.1.1.3	Disseminate user-friendly guides on the law, the GBV Policy and Strategic Plan in Kinyarwanda	Lead: MIGEPROF Key stakeholders: MINIJUST MINEDUC Districts NGOs	# of Imidugudu having received copies of the guide					
1.1.1.4	Develop awareness raising programmes targeting GBV perpetrators	Lead: MIGEPROF Key stakeholders: MININTER MoH MININFOR MINEDUC MINIJUST Churches NGOs	# of convicted perpetrators reached					

		Media							
Output 1.1.2: Cultural values that are conducive to preventing GBV are promoted									
#	Activity	Responsibility	Indicators	Timeline					
				Y1	Y2	Y3	Y4	Y5	
<i>1.1.2.1</i>	Produce regular policy briefs on GBV by the educational sector	Lead: MIGEPROF Key stakeholders: MINEDUC MININFOR MIJESPOC MINIJUST NGOs Gender Clubs	# of Gender clubs functional at school level # of gender mainstreaming programmes at school level						
<i>1.1.2.2</i>	Develop training on promoting positive cultural values related to gender and GBV for students, teachers and other educational staff	Lead: MINEDUC Key stakeholders: MIGEPROF MIJESPOC Itorerero ry'Igihugu NGOs	# of students, teachers and other educational staff trained						

1.1.2.3	Develop guide for local leaders on positive gender attitudes to be used in Umuganda and other community forums	Lead: MINALOC Key stakeholders: MIGEPROF Districts Sectors Cells and Villages	# of local structures possessing guide on positive gender attitudes % of Imidugudu leaders using this guide in Umuganda and other community forums					
1.1.2.4	Sensitize religious leaders to promote positive gender values through their work	Lead: MINALOC Key stakeholders: MIGEPROF FBOs	# of religious leaders including GBV prevention and response messages in their preaching and pastoral work.					
1.1.2.5	Support the inclusion of positive gender attitudes in ethical guidelines for media practitioners	Lead: MININFOR Key stakeholders: MIGEPROF MIJESPOC Media High Council Associations of journalists	% of media reports following ethical guidelines on reporting on GBV and gender					
1.1.2.6	Train media representatives on gender and GBV reporting	Lead: MININFOR Key stakeholders: MIGEPROF Media High Council Associations of journalists	% of media practitioners trained on responsible reporting on gender and GBV					
1.1.2.7	Establish and strengthen "men and boys for change" discussion groups at all levels	Lead: MINALOC Key stakeholders:	# of local entities possessing "men and boys for change" discussion groups					

		MIJESPOC MIGEPROF Districts NGOs	# of Imidugudus organizing at least three discussions on gender and GBV for men and boys per year					
1.1.2.8	Integrate anti-GBV programmes into Imihigo at all administrative levels	Lead: MINALOC Key stakeholders: MIGEPROF Provinces Districts and Sectors	# of districts integrating GBV programmes into Imihigo					
1.1.2.9	Build capacity of CBOs to promote positive cultural values that can help to reduce GBV in the community	Lead: MINALOC Key stakeholders: MIGEPROF MIJESPOC Districts NGOs FBOs CBOs	% of CBOs whose knowledge on GBV increased (using pre- and post-test)					
1.1.2.10	Set up annual awards for organizations and individuals who are doing outstanding work in addressing cultural values and GBV-prevention in the community	Lead: MIGEPROF Key stakeholders: MINALOC MINEDUC MININFOR Districts NGOs	# of awards given to individuals and organizations doing outstanding work in addressing GBV					
1.1.2.11	Mainstream positive values on gender and against GBV in	Lead: Itorero Taskforce under National Unity	Anti-GBV programmes mainstreamed in Itorero action plans					

	Itorero programmes	and Reconciliation Commission Key stakeholders: MIGEPROF MINALOC NGOs FBOs							
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Objective 2: Reduce vulnerability of groups most at risk to GBV

Outcome 2.1: Reduced vulnerability of groups most at risk to GBV									
Outcome Indicators		Means of Verification			Risks and assumptions				
Proportion of vulnerable groups at high risk of GBV reached by services		<ul style="list-style-type: none"> • District Annual Reports, specifically reports of the GBV/CP Committees • Reports from service providers/ NGOs • Interviews with GBV victims and other stakeholders • National database on GBV 			GBV vulnerable groups and individuals not willing to disclose their status GBV vulnerability is reduced				
Output 2.1.1: Groups at high risk of GBV identified									
#	Activity	Responsibility	Indicators		Timeline				
					Y1	Y2	Y3	Y4	Y5
2.1.1.1	Develop guidance on identifying those most at risk of GBV	Lead: MINALOC Key stakeholders: MIGEPROF	Availability of guidance on identifying people and groups most at risk of GBV						

		RNP NPPA Districts Sectors Cells Villages						
2.1.1.2	Include GBV issues in discussions of security council meetings at district level	Lead: MINALOC Key stakeholders: MIGEPROF MINADEF RNP Districts	# of district security council reports addressing GBV issues					
2.1.1.3	Build capacity of service providers to identify those most at risk of GBV	Lead: MINALOC Key stakeholders: MIGEPROF Districts Sectors Cells Villages NGOs	# of service providers trained to identify people most at risk of GBV					
2.1.1.4	Conduct mapping exercise to identify groups most at risk of GBV in each sector	Lead: MINALOC Key stakeholders: MIGEPROF Districts Sectors Cells	Information available on most at risk groups at sector level					

		Villages							
Output 2.1.2: Strengthened capacity of vulnerable groups to protect themselves from GBV									
#	Activity	Responsibility	Indicators	Timeline					
				Y1	Y2	Y3	Y4	Y5	
2.1.2.1	Develop campaign targeted to those vulnerable to GBV on using the existing legal framework to claim their rights	Lead: Districts Key stakeholders: MIGEPROF MINIJUST RNP	% of districts with targeted programmes for vulnerable groups # of vulnerable individuals aware of the existing legal framework on GBV						
2.1.2.2	Develop education campaign for young people on reproductive health, prevention of violence, gender roles, women's rights, masculinities & other related issues	Lead: Districts Key stakeholders: MINEDUC MIGEPROF MoH MIJESPOC NYC	# of young people targeted by education campaigns						
Output 2.1.3: Empowerment programmes are accessible to individuals and groups vulnerable to GBV									
#	Activity	Responsibility	Indicators	Timeline					
				Y1	Y2	Y3	Y4	Y5	
2.1.3.1	Identify and strengthen existing economic empowerment programmes	Lead: MINALOC Key stakeholders : Districts MINECOFIN MINICOM	Identification of economic empowerment programmes (EEP) completed # of EEP supported						

		MIGEPROF GBV/CP Committees NGOs					
2.1.3.2	Scale up accessibility of existing economic empowerment programmes to most vulnerable groups	Lead: MINALOC Key stakeholders: Districts MINECOFIN MINICOM MIGEPROF GBV/CP Committees NGOs	# of vulnerable individuals accessing empowerment programmes				
2.1.3.3	Provide vocational training to women and young people in vulnerable situations (including prostitutes, migrants, those with disabilities, etc.)	Lead: MINEDUC Key stakeholders: MIGEPROF MIJEUSPOC MIFOTRA NYC	# of vulnerable young people and women who attended trainings # of sex workers who are trained in various income generating activities				

Objective 3: Provide comprehensive services to victims of GBV

Outcome 3.1: GBV victims are assisted through coordinated, comprehensive & individualized services in all communities		
Outcome Indicators	Means of Verification	Risks and assumptions
% of victims of GBV accessing comprehensive services to meet their needs Level of satisfaction with support	<ul style="list-style-type: none"> Interviews with GBV victims, service providers and stakeholders Hospital, police and legal services reports 	GBV services are not available to all victims GBV services are not easily accessible to all victims GBV services are not individualized Referral process is not clear to victim or service provider

received.	<ul style="list-style-type: none"> • One Stop centres records and reports • Implementing stakeholders and partner reports • Reports of the NHRC • Perception survey regarding satisfaction with services provided • Reports of the Ombudsman Office 	GBV services are coordinated, comprehensive and victim-centered
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Output 3.1.1: Interventions to provide GBV victims with coordinated, comprehensive and victim-centered services are in place.

#	Activity	Responsibility	Indicators	Timeline				
				Y1	Y2	Y3	Y4	Y5
3.1.1.1	Expand the OSC for victims of GBV at district hospitals in the first phase	Lead: MoH Key stakeholders: MINALOC RNP MINIJUST GBV/CP Committees CNF NGOs	# of district hospitals offering comprehensive services for GBV victims					
3.1.1.2	Expand GBV services offered at health centres	Lead: MoH Key stakeholders: Districts NGOs	# of health centres offering GBV services					
3.1.1.3	Expand GBV legal services offered at Sector levels by	Lead: MINIJUST	# victims receiving free legal aid					

	providing free legal aid to all victims through MAJ	Key stakeholders: Districts Sectors NGOs	# of sectors offering free legal aid through MAJ					
3.1.1.4	Provide GBV victim-centred services/facilities in all police stations	Lead: RNP Key stakeholders: Districts NGOs	# of police stations providing GBV victim-centred services/facilities					
3.1.1.5	Finalise and pilot Guidelines on One Stop Centres	Lead: MoH Key stakeholders: MIGEPROF MINIJUST RNP GMO CSOs	Guidelines disseminated at district hospital level and to other service providers					
3.1.1.6	Introduce government decree making One Stop Centre Guidelines official and binding	Lead: MIGEPROF Key stakeholders: MoH MINIJUST MININTER MINALOC MIJEUSPOC	Existence of government decree					
3.1.1.7	Conduct capacity and needs assessment of professional service providers (legal, health, law enforcement, psychosocial,	Lead: MIGEPROF Key stakeholders: MoH	Capacity and needs assessment of professional service providers completed					

	etc.)	MINIJUST RNP NGOs High Learning Institutions Research centres						
3.1.1.8	Develop training manual and conduct training on comprehensive victim-centered service provision to victims of GBV for professional service providers	Lead: MoH Key stakeholders: MINEDUC MoH MINIJUST RNP MINALOC	# of service providers trained on comprehensive, individualized service provision for victims					
3.1.1.9	Disseminate existing referral guidelines to all service providers and potential victims of GBV	Lead: GMO Key stakeholders: MIGEPROF MINIJUST MoH RNP MINALOC NGOs	# of service providers adhering to the referral process					
Output 3.1.2: All victims have equal access to medical, psycho-social and legal services								
#	Activity	Responsibility	Indicators	Timeline				
				Y1	Y2	Y3	Y4	Y5
3.1.2.1	Conduct awareness raising campaigns on services available	Leads: MoH	# of mass media campaigns conducted on GBV services					

	and how to access them	RNP MINIJUST MININFOR Key Stakeholders: GBV/CP Committees CNF NGOS	# of persons who attended public meetings on GBV services available					
3.1.2.2	Provide financial and logistical support to GBV victims to overcome barriers to access to medical, psycho-social and legal services	Lead: MoH Key stakeholders: MIGEPROF MINIJUST RNP MINALOC	# of victims benefiting from financial and logistical support to overcome existing barriers					

Objective 4: Improve accountability and eliminate impunity for GBV

Outcome 4.1: GBV cases are effectively prosecuted		
Outcome Indicators	Means of Verification	Risks and assumptions
% of GBV cases prosecuted out of the total number reported to the police Average time to resolve GBV cases	<ul style="list-style-type: none"> Records of Police, Prosecutor’s Office and Courts MINIJUST, MININTER, NPPA and Supreme Court’s reports Reports of the NCHR 	Insufficient number of judges specialized in GBV Insufficient knowledge on side of the police and service providers on collection and safe storage of evidence Delay in reporting GBV cases which causes disappearance of evidence Police and service providers are trained to collect and

<p>% of victims satisfied with the treatment of their case in the legal and judicial systems</p>	<ul style="list-style-type: none"> • Human Rights organizations reports • Reports and publications of the Office of the Ombudsman • Reports of the National Correctional Services (NCS) • GMO reports • NWC reports • Community-based GBV programmes' reports • NGOs reports • Interviews with victims • Perception survey amongst service providers 	<p>store evidence in a correct manner</p> <p>Judges are trained to effectively deal with GBV cases</p>
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Output 4.1.1: Improved systems of identifying and reporting GBV cases

#	Activity	Responsibility	Indicators	Timeline				
				Y1	Y2	Y3	Y4	Y5
4.1.1.1	Develop a tracking system for identifying service provision at law enforcement, medical and legal stages	Lead: GMO Key stakeholders: MoH RNP MINALOC Districts	Tracking system in place indicating services available at each stage and referrals required.					
4.1.1.2	Train community level	Lead: GMO	# of community level stakeholders trained in GBV monitoring and reporting					

	stakeholders to monitor and report GBV cases	Key stakeholders: Districts Community GBV Committees NGOs	# of on-the-job reviews of community stakeholders in charge of reporting and monitoring GBV cases to measure impact of trainings						
4.1.1.3	Increase awareness on how to report GBV cases (including use of Hotlines)	Lead: MIGEPROF Key stakeholders: MININFOR MINEDUC MoH MINIJUST RNP MINALOC/Districts FBOs Private Media	# of GBV cases reported through the different channels available (police station, hotlines, GBV/CP Committee, etc.)						
4.1.1.4	Conduct review of sentencing options to identify measures that enhance social and financial protection of victims	Lead: MINIJUST Key stakeholders: GMO NGOs	# of reviewed sentencing options on social and financial protection of victims						
Output 4.1.2: Criminal justice system effectively responds to GBV									
#	Activity	Responsibility	Indicators	Timeline					
				Y1	Y2	Y3	Y4	Y5	
4.1.2.1	Train judicial and law enforcement personnel on gender, GBV, evidence-based investigation, collection and storage of forensic evidence,	Lead: MINIJUST Key stakeholders: NPPA RNP	# of judicial and law enforcement personnel trained on gender, GBV, evidence-based investigation, collection/storage of forensic evidence and related standards and best practice						

	international human rights standards and best practice in dealing with vulnerable victims and witnesses	Supreme Court						
4.1.2.2	Conduct feasibility study for creation of dedicated court chambers for dealing with GBV cases	Lead: MINIJUST Key stakeholders: Supreme Court Parliament MIGEPROF	Feasibility study for the creation of dedicated court chambers to deal with GBV cases conducted and follow-up based on the results of the study.					
4.1.2.3	Strengthen cooperation and coordination amongst all actors involved in prosecution of GBV cases	Lead: MIGEPROF Key stakeholders: MINALOC MINADEF Office of Ombudsman NPPA MAJ RNP MoH Districts	Level of satisfaction on the existing coordination and cooperation amongst actors intervening in the prosecution of GBV cases					
4.1.2.4	Conduct review of existing legislation and policies to identify gaps in terms of prosecuting GBV cases	Lead: MINIJUST Key stakeholders: MIGEPROF GMO NHRC NGOs	# of laws and policies identified to be revised to address existing gaps					
4.1.2.5	Review adjudication	Lead: MINIJUST	Review of adjudication procedures to ensure					

	procedures to ensure transparency and expediency of GBV cases whilst protecting privacy and safeguarding confidentiality of affected parties	Key stakeholders: MIGEPROF GMO NHRC OO NGOs	transparency and expediency of GBV cases completed					
Output 4.1.3: Perpetrators receive support to address the underlying factors and prevent re-offending								
#	Activity	Responsibility	Indicators	Timeline				
				Y1	Y2	Y3	Y4	Y5
4.1.3.1	Establish rehabilitation and counselling programmes for convicted perpetrators in prison	Lead: MININTER Key stakeholders: National Correctional Services (NCS) Districts NHRC	% of perpetrators who reoffend					
4.1.3.2	Develop community-based psycho-social support and follow up rehabilitation plans for perpetrators after release	Lead: MINALOC Key stakeholders: GMO NURC NGOs	# of perpetrators receiving community-based rehabilitation					

Objective 5: Build coordination and monitoring systems and expand the evidence available on GBV

Outcome 5.1: Interventions on GBV are efficiently coordinated, using a holistic and multi-sectoral approach								
Outcome Indicators		Means of Verification		Risks and assumptions				
<ul style="list-style-type: none"> • Extent to which NSC meeting results are implemented • # of joint reviews of GBV interventions by the NSC 		<ul style="list-style-type: none"> • NSC Meeting Reports • GBV/CP Committee Reports • Action plans and reports of institutions working on GBV • Field visits 		<p>Stakeholders not willing to work in a coordinated manner GBV monitoring system not efficient due to cultural norms and lack of tools of monitoring</p> <p>GBV interventions and planning effectively coordinated and monitored</p>				
Output 5.1.1: The institutional framework for GBV response is in place								
#	Activity	Responsibility	Indicators	Timeline				
				Y1	Y2	Y3	Y4	Y5
5.1.1.1	Establish National Steering Committee on GBV (NSC) and define mandate and guidelines	Lead: MIGEPROF Key stakeholders: MoH MINIJUST MINEDUC MIFOTRA MIJEUSPOC MINALOC GMO RNP NPPA NGOs Media Donors	National Steering Committee established and operational, with all relevant stakeholders participating Activities under the strategic plan are coordinated by NSC					

		FBOs						
5.1.1.2	Build capacity of NSC	Lead: MIGEPROF Key stakeholders: MoH MINIJUST RNP	% of NSC members trained on GBV interventions and responses					
5.1.1.3	NSC conducts regular meetings	Lead: MIGEPROF Key stakeholders: MoH MINIJUST RNP	Number of meetings conducted by the NSC					
5.1.1.4	Build capacity of GBV/CP Committees at district, sector and cell levels	Lead: Districts Sectors NGOs	% of GBV/CP Committees members trained at district, sector and cell levels					
5.1.1.5	Strengthen capacity of gender focal points in Social Affairs Department at district and sector levels	Lead: MINALOC Key stakeholders MIGEPROF Districts NGOs	% of districts with trained Gender Focal Points					
5.1.1.6	Develop a harmonized tool for planning and reporting on GBV responses	Lead: MIGEPROF Key stakeholders: GMO MoH MINIJUST	% of stakeholders using a harmonized tool for planning and reporting on GBV					

		RNP Districts							
Outcome 5.2: The system for measuring prevention and response to GBV is operational									
Outcome Indicators		Means of Verification			Risks and assumptions				
Existence of a functional and multi-sectoral GBV information management system		<ul style="list-style-type: none"> • NSC Meeting Reports • GBV/CP Committee reports • GMO reports • District Development Plans and Annual Reports • Field visits • Interviews with local stakeholders 			<p>Lack of complete data on GBV Lack of knowledge on information management system Service providers use different methodologies to collect and analyse data on GBV</p> <p>GBV Information management system is operational and well known by all service providers</p>				
Output 5.2.1: M&E mechanisms are available and utilized by all partners to ensure cost effectiveness and impact of interventions									
#	Activity	Responsibility	Indicators		Timeline				
					Y1	Y2	Y3	Y4	Y5
5.2.1.1	Collection of baseline data on GBV in the country	Lead: GMO Key stakeholders: MIGEPROF NISR MOH MINIJUST RNP Higher learning institutions	Disaggregated baseline data on different forms of GBV are available, indicators agreed upon and used by all relevant stakeholders						

5.2.1.2	Define mechanism for monitoring and coordination of data collection at national level	Lead: GMO Key stakeholders: Districts GBV/CP Committees RDF & RNP CSOs	Existence of an M&E Framework for GBV					
5.2.1.3	Develop standardised community monitoring indicators, tools and guidelines in line with the general information management system	Lead: GMO Key stakeholders: NISR Higher Learning Institutions	Standardized community GBV monitoring indicators, tools and guidelines elaborated					
5.2.1.4	Train community committees and multi-sectoral networks on data collection and reporting	Lead: GMO Key stakeholders: NISR Higher Learning Institutions	% of community committees and multi-sectoral networks trained on data collection and reporting					
5.2.1.5	Assess effectiveness of Strategic Plan interventions at central and decentralized levels once every two years (biennially).	Lead: GMO Key stakeholders: NHRC NGOs	Biennial evaluation report available					
5.2.1.6	Introduce expertise for data and research on GBV into existing research-focused institutions	Lead: GMO Key stakeholders: NISR	# of departments in research centres and academia specialized in gender and GBV-related issues					

		Institutions of higher learning	# of researchers trained on GBV					
5.2.1.7	Establish accessible database containing quantitative and qualitative data on GBV collected from all sectors under the information management system	Lead: GMO Key stakeholders: MINIJUST MINSANTE MINEDUC MINALOC RNP CSOs	# of stakeholders and general public using database					
5.2.1.8	Update information in database on quarterly basis	Lead: GMO Key stakeholders: Community GBV committees	Database updated on a quarterly basis					