AFRICAN VOICES

A NEWSLETTER ON DEMOCRACY AND GOVERNANCE IN AFRICA

USAID Bureau for Africa, Office of Sustainable Development Winter 2001

USAID Supports Rwanda's Recovery

By Kaya Adams

Following the catastrophic genocide of 1994, Rwanda was left in a shambles. Approximately one tenth of the population was killed, including the majority of the educated civil service. Fully 1.5 percent of the population was charged with taking part in the 100-day massacre. USAID/Rwanda's democracy and governance (DG) program is helping the country move beyond this crisis by overseeing 16 projects in the administration of justice, transparency and accountability in governance, and security of property and persons.

When the Government of Rwanda announced its intention this past June to hold local-level elections in October, donors were left scrambling to mobilize their resources in time to deliver any meaningful assistance towards the requested US$6.5 million budget, including start-up funds for the Electoral Commission. Delays in passing the requisite legislation have now pushed back the election timetable to early 2001. These commune-level elections will build on those held in 1999 at the lower cell and sector administrative levels. National elections are scheduled for the end of 2003, the end of a transition period originally declared in the 1993 Arusha Accords and extended last year.

The elections were postponed in part because Parliament has many other pieces of important legislation to review. This includes the national budget and the draft law on *gacaca*, an arbitration process loosely based on a traditional system of justice by which criminal cases are adjudicated at the local level. Previously all genocide suspects were to be prosecuted through the formal court system based on the French judicial model. However, processing of the caseload was severely hampered by the sheer volume of cases and limited number of lawyers in country. Under the new justice system, an estimated 2,500 suspects of category one genocide crimes, defined as crimes of planning, instigating, and organizing the

continued on page 4

INSIDE THIS ISSUE

USAID/Senegal

Compiling a community environmental action plan in Senegal.

Building Democracy through Environmental Accountability

By Peter G. Veit, George Faraday, and Tundu Lissu

The democracy debate and related policy directions in Africa have focused mainly on the formal structures and institutions of government such as political parties, parliamentary politics, and multi-party elections. Important as this focus is, it is too narrow and superficial given the forms that authoritarianism take in the continent. Rather, natural resources will likely remain for many decades to come the single most important source of wealth and power, including state power, in Africa. The environment is the mainstay of national, local, and homestead economies; and social and cultural life of the rural majority revolve around it. Consequently, the control of natural resources continues to be the most important site of democratic struggles for the vast majority of rural Africans. Given the value of nature in Africa, it is quite likely that democracy cannot be achieved in the absence of sound environmental governance.

Yet the democracy policy directions of the 1990s placed little emphasis on the control of Africa's natural endowments, and the transition to democracy has changed little in the way control over natural resources is organized. By avoiding this central issue of democracy, environmental mismanagement and nature-based corruption has increased, while competition, including violent conflict, over natural resources has

continued on page 2

Environment

continued from page 1

escalated. The forms of competition have ranged from the diamond wars in Central and West Africa to ethnic clashes and land occupations in East and Southern Africa. As population increases and economic liberalization offers broader opportunities for private investment, competition for these resources is intensifying. In light of these tendencies, it is clear that a key problem facing advocates of democratization—and human rights—in Africa is how to broaden the debate to include issues of control over and governance of the environment.

It is well recognized that most people enter the debate on democratization when the issues that matter the most to them are addressed. When polled about their expectations of democracy, Africans frequently express hopes that it will lead to rapid and dramatic improvements in their material welfare. The last four decades have shown that raising GDP per capita in Africa is difficult. However, Africa's real wealth, its farmland, forests, wildlife, fisheries and minerals, can provide Africa's citizens the immediate material benefits critical for their engagement in the transition to democracy.

As Africans find their access to land and natural resources increasingly threatened by questionable national interests and economic liberalization, they are mobilizing at grassroots levels to defend their interests. It follows that those working to build democratic systems of governance recognize these trends and prioritize the creation of effective, equitable, and participatory modes of environmental decision-making. Democratizing natural resource governance, perhaps more than providing social services such as health care and education, holds the key to making the promise of democracy practically tangible to the people of Africa.

Since the early 1990s, the World Resources Institute (WRI) has been collaborating with African civil society organizations, principally NGOs, to promote accountability in environmental governance. The policy research component of these activities has been supported by the Center for Environment of USAID's Global Bureau and the Africa Bureau as well as other bilateral donor agencies and private foundations, including the MacArthur Foundation. WRI's field-based programs that aim to strengthen independent policy analysis and environmental advocacy capacities—such as those in Uganda, Tanzania, and Kenya—have been funded in part by USAID missions.

WRI's partner NGOs—Lawyers' Environmental Action in Tanzania, GreenWatch and the Advocates for Development and Environment in Uganda, and RECONCILE and the African Centre for Technology Studies in Kenya—are working to promote environmental justice and the democratization of land and natural resources in Africa. Efforts are underway to redistribute power over nature to the institutions—public and private—best positioned to ensure environmental management and social equity. A common theme to address redistribution is community-based natural resource management, specifically, community-based property rights, with activities designed to ensure that rural people have secure access, use, and other tenure rights and can benefit from their land and natural resource-generated wealth.

The ability of WRI's partner NGOs to represent the environmental interests of marginalized social groups and achieve a voice in national policy-making depends on the existence of certain legal and political enabling conditions. In particular it requires respect for a number of environmental procedural rights and freedoms, including access to information, freedom of expression, freedom of association, and the right to judicial remedy. In East Africa, as in other parts of Africa, the likelihood of these rights being violated is closely related to the degree of respect accorded to civil liberties and human rights generally. WRI's partner organizations have, therefore, campaigned against national laws restricting access to information or hindering the establishment of public interest organizations.

Strengthening environmental procedural rights at the national level is only part of the contribution that environmental civil society can make to democracy-building. In the future, central challenges of environmental advocates in Africa may lie at the local level, as nations increasingly decentralize power over natural resources to locally elected authorities. There are also challenges at the regional or global level, as nations work to address transboundary and global matters, including environmental management. For example, the recently revived East African Community will soon establish an East African Parliament and Court of Appeals; preparations are also underway to negotiate an Environmental Protocol. While such decentralization programs and regional initiatives hold great promise for broadening and deepening democracy, they may have the opposite effect if poorly conceived and executed. Nationally-based NGOs with environmental justice interests have the potential to ensure that decentralization and regional instruments lead to practical local democratization by ensuring that the needs of local communities are built into their design. To do this, they must establish collaborative relationships with local grassroots organizations and join regional networks of public interest organizations.

While the problems facing democracy building in Africa are immense, they are not unique. In other parts of the world, such as Southern Asia and Eastern Europe, local environmental movements—with significant international support—have also frequently spearheaded broader processes of political reform. Those working for democracy and human rights in Africa have the opportunity to help the region's still nascent environmental civil society to play the same role.

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For additional information, see http://www.wri.org/governance/africa.html or contact Peter Veit at peterv@wri.org.

Protecting Guinean Forests through Co-Management

By Laura Lartigue

The Guinea National Directorate of Waters and Forests (Direction Nationale des Eaux et Forêts, DNEF) is legally responsible for the management of the country's 113 national classified forests. Although most of these forests were classified by the French colonial regime in the 1940s and 1950s, due to limited government resources they have received little active management. Many have become degraded due to years of uncontrolled grazing, wildfire, clandestine timber cutting, and illegal encroachment. Therefore, new management approaches are needed to stabilize and improve the condition of these forests, to ensure that they meet national objectives of protection of watersheds, biological diversity, and provision of needed forest resources.

Son Hoang Nguyen

Co-management committees give villagers experience in democratic self-government.

Since 1992, USAID's natural resource management strategic objective team has been working with DNEF to improve natural resource management in the Fouta Djallon highlands of Guinea. The pilot activity was followed by the Expanded Natural Resource Management Project in October 1999. This project, led by Winrock International, will run through 2005 and expand to other areas of Guinea.

In 1999, DNEF signed the first five-year contract with an inter-village committee to co-manage the Nialama Forest, located in the Lelouma Prefecture. Approximately 10,000 hectares in size, it was classified by the French colonial government in 1943 to protect the watershed. Today it is surrounded by approximately 30 villages and hamlets, about 5,800 people.

The aim of co-management is to share the management responsibilities, and the benefits, between the national government and the local population. This agreement is the result of five years of preparatory work, which included numerous forest studies, organization and training of the local population, and preparation of a forest management plan and contract. USAID has provided technical assistance, training, and other support needed to develop this pilot approach.

The Nialama forest management plan calls for local involvement in forest protection in terms of fire management, protection of wildlife and wildlife habitat, and protection of sensitive ecological areas, such as water courses and steep slopes. In exchange, the local population will be allowed limited use of forest resources to develop an agroforestry system (cultivation followed by natural forest regeneration), cultivation of lowlands, and sustainable commercial harvesting of timber, firewood, and bamboo. This is in addition to customary use rights that permit the harvest of forest products such as firewood, building materials, and medicinal plants for domestic use, but not for sale.

In 2000, the inter-village forest committee (Comité Forêt) began to implement the forest management plan and contract. To ensure the project's success, the local population, the Comité Forêt, staff of collaborating nongovernmental organizations, and government technicians will continue to require training, technical assistance, and other support. Strategies are currently being developed across USAID's democracy, education and natural resource sectors through nine different partners to strengthen the institutional, organizational, and financial management capacity of forest committees in the Souti Yanfou forest, and help determine viable cost-recovery systems for agricultural products. The process of forest co-management not only aims to improve the sustainability of the forest management and use, in ecological, economic, and social terms, but also to develop local democratic institutions that will promote good governance and civil society.

Although the Nialama contract has not been in place for long, the Guinean government and USAID feel that this pilot approach is quite promising. They have agreed to replicate this approach elsewhere, aiming to have 100,000 hectares of classified forest under co-management by 2005. In 1999, a strategy for replication of this kind of co-management was drafted based on a streamlined process for the preparation of the baseline forest studies, forest management plan, and creation of an inter-village committee. This strategy emphasizes a training-of-trainers approach, working with teams of NGO staff and government technicians to facilitate the participatory planning and implementation of forest co-management. In 2000, this new approach was successfully applied to the Souti Yanfou and Bakoun classified forests, covering an additional 40,000 hectares, and compressing a planned five-year start-up period into one year.

For additional information, contact Allen Fleming, USAID/Guinea NRM team leader, at allen@usaid.gov or (224) 41-21-63.

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Also on Democracy and the Environment:

Governing the Environment: Political Change and Natural Resources Management in Eastern and Southern Africa. Edited by H.W.O. Okoth-Ogendo and Godber W. Tumushabe. Published by the African Center for Technology Studies, Nairobi, Kenya, 1999. This book explores the interaction between political and social transformations and the extent to which they influence and enhance natural resource management. Support for this book was provided by USAID's Biodiversity Support Program. Available in full-text at http://www.acts.or.ke.

Rwanda

continued from page 1

genocide, as well as rape, will be tried under the formal court system and face a possible death sentence. (Although at least twice as many have been sentenced to death, only 22 persons have been executed so far, all in 1998.) All others will be remanded into the custody of local-level gacaca tribunals, which will try their cases in a peer environment, making justice not only more accessible but also more visible in the areas where the alleged crimes were committed. Witnesses for prosecution and defense will give testimony, but there will be no lawyers present for either side. The Ministry of Justice will recruit and train 200,000 judges (20 at each administrative level) who will sit on tribunals starting in the summer of 2001. While 113,000 suspects are imprisoned, many more are expected to be identified at trial. USAID supports institutional capacity-building at the Ministry of Justice and public awareness on the gacaca law. An interagency agreement with the Department of Justice also provides support to the Attorney General's Office.

Decentralization is paving the way for democratization as Rwanda redraws its administrative boundaries in preparation for elections while encouraging decentralization of the national budget. The Ministry of Local Government will oversee the consolidation of some communes, the elimination of an entire administrative level, and the creation of newly designated urban areas. Portions of the recurrent national budget will be transferred to these areas for management. USAID will fund training in fiscal decentralization for newly elected officials.

Promoting decentralization has been a major focus of USAID's DG program since 1996, when it funded a pilot project to promote grassroots decision-making in local development. To administer the program, the PVO Africare established communal development committees (CDCs) to solicit and review project proposals for recommendation to higher authorities. These CDCs were so successful that the Government of Rwanda instituted them nationwide, and citizens elected representation to the committees last year.

Education also remains a challenge with many children still unable to attend school. In a country of eight million, half under 19 years old, only 9,500 children graduated from primary to secondary school last year. Many of those who could advance will not because they lack money for school fees. Moreover, there are an estimated 65,000 child-headed households containing some 300,000 children. Many of these children do not have the time or funds to attend school. To counter some of these problems, the government established the Genocide Survivors Fund (GSF) to provide assistance to widows, the disabled, and orphans. Education assistance makes up one-third of the fund's activities, 60 percent goes to housing/shelter projects for widows and the disabled, and the remaining funds contribute to medical and legal assistance. There are an estimated 60,774 orphans in primary school and 30,387 in secondary school. The fund plans this year to conduct a baseline survey of school-age orphans to identify assistance priorities. USAID currently manages US$2 million of scholarships to nearly 3,200 secondary school orphans. Success in the first year of assistance led to a trust fund agreement to manage an additional $1.3 million from the Government of the Netherlands, which will provide 1,800 scholarships and institutional capacity-building at the fund.

USAID/Rwanda

Recipients of Genocide Survivors Fund Scholarships at a secondary school in Ruhengeri Prefecture.

The GSF is just one of several government special initiatives to cope with the social and political transition from the genocide. The Human Rights, Unity and Reconciliation (URC), and Constitutional Commissions were created by law several years ago. Of these, the URC is the most operational with staff dispersed to the prefecture level. It just completed a year of grassroots consultations throughout the country, the results of which formed the springboard for national debates at the first National Summit on Unity and Reconciliation in October. Over 500 Rwandans from government agencies, civil society, and various interest groups both in-country and in the diaspora came together at the National Assembly for three days of debates on poverty, good governance and history, and the achievement of justice and reconciliation post-genocide. The results of the summit will form the basis of action plans not only for the grassroots consultations department, but also for the commission's other programs in civic education through its solidarity camps and conflict mediation. With help from USAID'S Greater Horn of Africa Initiative Conflict Quick Response Fund, the USAID mission in Rwanda provided a website and technical assistance in conference and project planning. This complemented an on-going conflict pilot activities grant to the International Rescue Committee to build the commission's overall organizational capacity.

Other DG projects include:

- Supporting development of legal infrastructure. Over 100 English-speaking law students have graduated from the National University of Rwanda Law School. Additional support goes to production of legal materials in English, paralegal training for women, and reporting on the International Criminal Tribunal for Rwanda.
- Training 1,500 newly elected officials in managing local, small-scale development projects in 30 of Rwanda's 154 communes. This enables communities

continued on page 7

Responding to Women's Voices: The PROWID Program

By Cate Johnson and Richard Strickland

How does one ensure that the vital voices of women will be heard? How does one guarantee that women's critical contributions to development will not only be recognized, but that women themselves will have the ability to help their work flourish?

In 1995, USAID's Office of Women in Development funded a cooperative agreement with the International Center for Research on Women (ICRW) and the Centre for Population and Development Activities (CEDPA) to undertake a small grants program for women's NGOs. Throughout the next four and one-half years, the Promoting Women in Development (PROWID) program distributed grants averaging $100,000 to more than 40 NGOs working at community and national levels to address issues concerning women in development throughout the world. These NGOs received not only financial backing, but also technical assistance and mentoring from ICRW and CEDPA. PROWID was created to improve the lives of women in developing countries and economies in transition by promoting development based on practical insights gained from field-tested experiences. PROWID grants included action-oriented policy research, pilot interventions, and advocacy that contributed to economic and social development with women's full participation. The program generated a substantial body of women-in-development knowledge across sectors, tested practical strategies that can be replicated, and attempted to strengthen constituencies working to improve women's lives.

PROWID projects can be grouped into three broad crosscutting themes: economic growth and development; governance, civil society, and women's leadership; and domestic violence against women. Additionally, a small number of studies focused specifically on female genital cutting (FGC) and on the challenges and transformations for women in post-conflict transitions.

PROWID has demonstrated what dedicated women and men can accomplish when given appropriate financial and mentoring support. Results from the groups and activities supported were outstanding. Laws constraining women's equality were changed. National policies addressing women's rights were implemented. Civil societies have benefited from the influx of new talent and energy and have become even more vibrant. In many countries, the public has been educated on such problems as gender-based violence and FGC. Female-owned private enterprises are flourishing. In short, women, who comprise half of the population and were previously overlooked and often ignored, have provided fresh insight and creativity to invigorate fledgling democracies and revitalize the private sector. Women are making their voices heard—and their countries are listening.

Each NGO not only achieved the original goals of the project, but often reached further than the initial scope of work, attaining an even broader impact than was first planned. In the wide array of specialities that PROWID represents (democracy and governance, private enterprise development, the environment), grantees expanded their work beyond initial goals and successfully completed more than originally planned—with the same funding. People benefited from exchanges with other partners in their region, or other regions, and in their own sectors as well as in other sectors. Part of the achievement of the project—despite the challenges posed by its sectoral and geographic diversity—has been the establishment of a women in development-oriented network, which has proven to collectively yield greater impact than its individual members or groups would have alone. Such successes prove these projects to be some of the most cost-effective that USAID has funded.

Moreover, these NGOs have proven that they can endure over time. All grantees were operational before the PROWID program, and all have since received support from other funding sources, some from host-country governments. For several NGOs, this was the first USAID money they had ever received, thus expanding the community of NGOs that USAID has established a sound working relationship with.

Two outstanding examples of PROWID's work in Africa illustrate the effectiveness of supporting the women's NGO community. Following the first democratic elections in South Africa in 1994, unprecedented support was given to gender equity. Yet rural farmworkers faced serious obstacles to enjoying full equality in agricultural systems. For instance, most female farmworkers in the Western Cape, categorized as seasonal or "casual" labor, are dependent on both male partners and male employers who make the decisions about how, when, and where they will work. During 1998-99, the Centre for Rural Legal Studies undertook a research and advocacy project to explore and promote equitable development for female farmworkers, monitoring and evaluating the South African government's implementation of gender equitable policies as measured against the UN Convention on the Elimination of All Forms of Discrimination against Women. After producing a comprehensive report on these issues and holding a public event on South Africa's National Women's Day, the South African Department of Land Affairs changed the national system of land distribution from being based on numbers of households to number of individuals, thereby ensuring gender equity in land ownership and tenure.

In Senegal, the practice of female genital cutting is often part of a traditional rite of passage ceremony that is usually conducted for girls between the ages of 2 and 11 years. Nearly 20 percent of the country's female population have undergone the practice. Resistance to the practice has recently gained momentum both nationally and locally. In 1997, a group of Senegalese women publicly

continued on page 7

USAID Missions Use a New Analysis Tool for Conflict Management and Prevention

By Colleen McGinn

Conflict uproots lives, destroys communities, and torpedoes economies. It reverses years, even decades, of progress towards achieving sustainable human development. With the specter of conflict threatening to spread across Africa, USAID is seeking to integrate conflict prevention, mitigation, and resolution/reconciliation (CPMR) perspectives into strategies throughout the continent. As part of efforts to examine how USAID can help mitigate or prevent these conflicts, USAID missions are being asked to begin preparing Conflict Vulnerability Analyses (CVA) in their strategic planning processes.

Tulane University's Payson Center for International Development and Technology Transfer was asked to help USAID staff learn how to do these vulnerability analyses. As part of the university's cooperative agreement with the Africa Bureau's Crisis, Mitigation, and Recovery (CMR) Division, the Payson Center is developing a CVA instrument for use by USAID missions in Africa. In July 2000, the Tulane team held a workshop for USAID staff in Dakar, Senegal, entitled "Conflict Vulnerability Analysis: Issues, Tools, and Responses," to review a draft of this CVA instrument and discuss broader issues of conflict prevention and management. The workshop outlined a framework for CVA and field-tested several methodological tools from the draft CVA.

There is some confusion as to what a CVA is—and how it differs from early warning or risk assessment. In conflict studies, early warning refers to the systematic collection and analysis of information coming from areas of crises for the purpose of anticipating the escalation of violent conflict. A related exercise is risk assessment, which attempts to evaluate the likelihood that a given country or community will descend into violent conflict. This program is essentially a probability analysis although it is generally not possible to give a precise quantitative assessment of the risk. Early warning tends to focus on monitoring events in high-risk areas, whereas risk assessment represents a medium- or long-term analysis of risk factors.

By contrast, CVA includes risk assessment, but adds to it a studied judgment of the capacity of the country or community to cope with risk factors—to manage tensions, to contain violence, and to rebuild the torn social fabric after violence has been contained. For example, both Malaysia and Sri Lanka are countries with deep ethnic divisions, but Malaysia has been more successful in coping with this risk factor whereas Sri Lanka has experienced a protracted civil war. They share a similar risk but their vulnerability to that risk has been quite different. It should be noted, however, that both risk and vulnerability can change over time, and in some cases can be transformed quite rapidly.

Although there are a variety of frameworks, methodologies, and initiatives that have been developed for early warning, risk assessment, and CVA, they vary in scope and approach, and many are poorly suited for field-level analysis. The

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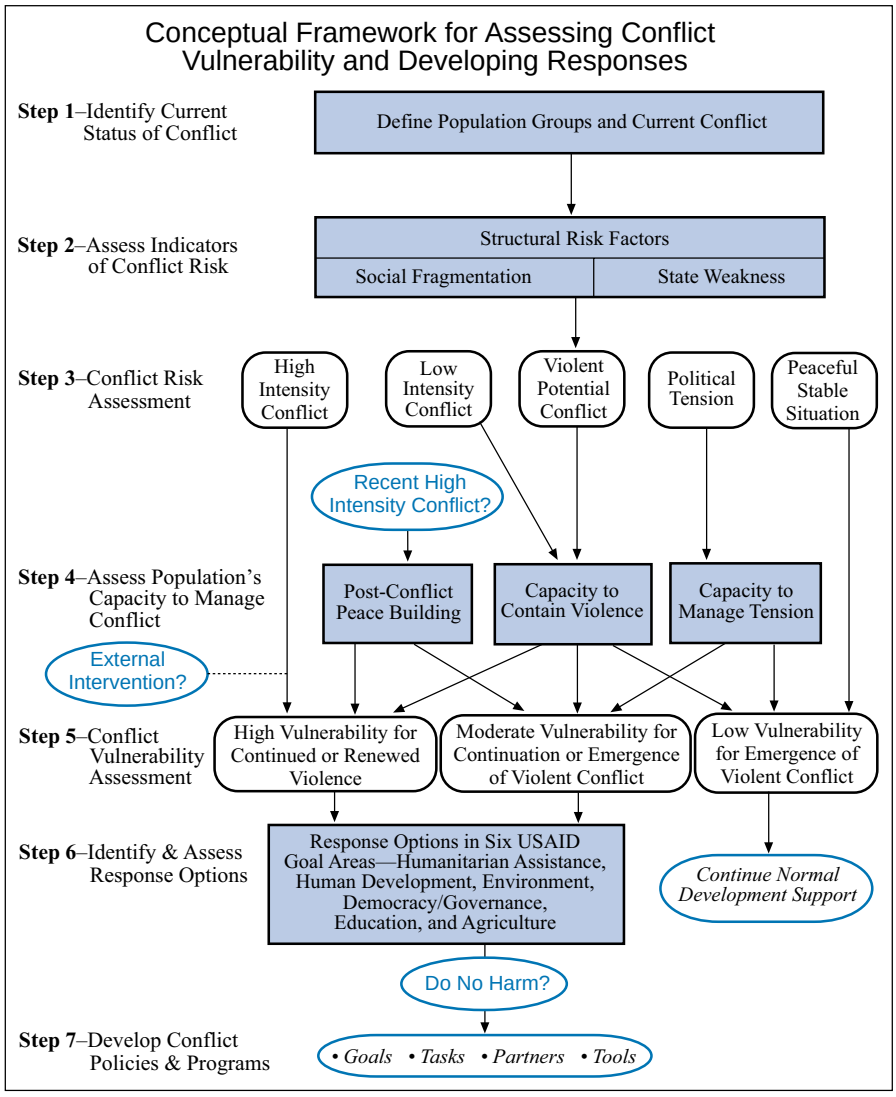

New Conflict Tool

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Tulane team has developed a framework of the various steps of CVA:

1. Identify current status of conflict.
2. Collect indicators of conflict risk.
3. Conduct conflict risk assessment.
4. Assess population's capacity to manage conflict.
5. Assess conflict vulnerability.
6. Identify and assess response options.
7. Develop conflict policies and programs.

For each step, workshop participants worked in small groups using instruments adapted from previously published materials. The goal was to not only systematize thinking about each stage of the analysis, but also to critique the tools so that the Tulane team could modify them to suit the needs of USAID. The outcome from this workshop will be incorporated into a revised CVA framework. The Dakar workshop drew extensively on the rich experiences each participant brought to the table and the needs of the practitioner for flexible, field-friendly frameworks, tools, and approaches.

CVA is not an easy task; conditions are often fluid and always complex. There is no perfect system, and analyzing a problem is only the first step towards developing appropriate interventions. But it is a first, and critical, stage. Too often, conflict programming is initiated at the eleventh hour—precisely when there is the least that anyone can do. Furthermore, experience has shown that hasty responses undertaken without proper planning or analysis often prove ineffective.

The final stage of the workshop focused on linking analysis to response. To this end, the group explored USAID experiences with CPMR programming and frameworks for structuring initiatives in ways that avoid exacerbating social tensions. The Dakar workshop was an important contribution towards USAID's efforts to further develop pro-active, innovative, and effective CPMR strategies in Africa. Using the CVA framework, USAID staff will be better equipped to understand the complex environments in which they work.

For additional information about the CVA process, contact: Ajit Joshi, AFR/SD/CMR, ajoshi@usaid.gov or (202) 712-5374.

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PROWID Program

continued from page 5

pledged to ban FGC in their community. Through theater, public debates, and a house-to-house campaign, women convinced their husbands, relatives, and traditional and religious leaders that the practice was harmful and needed to end. The catalyst for this change was the participation of women in the NGO Tostan ("breakthrough" in Wolof). In 1998-99, Tostan implemented a village education program that first taught women about their human rights, followed by other modules related to problem solving and health. In November 1999, approximately 80,000 people from 105 villages throughout the region participated in a ceremony at which they issued a public declaration ending the practice of FGC. These efforts were praised by the president of Senegal, Abdou Diouf, who cited their determination and success when he proposed a new law prohibiting the practice. Parliament recently approved the law, which institutes prison terms of up to five years for ban violators.

Women and men working for women's rights, for women's economic prosperity, to end gender-based violence; this describes the PROWID program. Its impact is being felt not only by the NGOs who received this support and the families whose lives they have touched, but also by the broader international community as others learn from these new models of development.

To learn more about the PROWID Program, visit www.icrw.org/prowid.htm or www.cedpa.org/trainprog/advocacy/prowid.htm.

Dr. Cate Johnson, Office of Women in Development, USAID's Global Bureau, was a PROWID project officer. Dr. Richard Strickland, International Center for Research on Women, was the PROWID project director.

Rwanda

continued from page 4

to set their own development priorities, in such areas as water, marketing, livestock, and schools.

- Fostering reconciliation and national dialogue on critical sensitive post-genocide issues. USAID is assisting the National University of Rwanda's Center for Conflict Management in partnership with the University of Maryland, which is conducting research and developing seminars to help Rwandans avoid future conflict.
- Supporting a lasting conflict resolution process. In June 2000, at the Women as Partners for Peace conference jointly sponsored by USAID/Rwanda and the U.S. Embassy, small groups debated on how to best mobilize communities to promote peace out of conflict. Female activists from across the continent focused on the message that the ingredients for lasting peace are diverse as the representation at the conference.

Working towards toward goals of stronger democracy and improved governance is not easy in a country that has not only experienced such grievous crimes in its recent history but also has a weak infrastructure and limited human resources. This constantly keeps the USAID/Rwanda DG team focused on what the mission can realistically contribute to reconstruction.

Kaya Adams is a democracy and governance program support officer with USAID/Rwanda. For additional information contact her at kadams@usaid.gov or (250) 70940.

USAID Studies on Cross-Sectoral DG Programs

In the **Synthesis of Democracy and Governance Cross-Sectoral Case Studies** (PN-ACJ-950), Robert Groelsema with USAID's Africa Bureau examines USAID's experiences in Africa with democracy and governance cross-sectoral programs. Between September 1998 and April 1999, case studies were done by the DG Team in the Africa Bureau's Office of Sustainable Development in **Mali** (PN-ACJ-164), **Zambia** (PN-ACJ-165), and **Zimbabwe** (not available as a separate case study), and in cooperation with the Center for Development Information and Evaluation, in **Guinea** (PN-ACG-601) and **Madagascar** (PN-ACG-612).

The purpose of the case studies was to develop a knowledge base of best practices from USAID missions that have incorporated DG program elements and principles into their activities in other goal areas, including the environment, health, education, economic growth, and agriculture. The synthesis examines examples from across the studies and identifies trends and patterns in four areas: 1) facilitating factors and constraints on strategic programmatic levels, 2) development impact, 3) future directions, and 4) practical suggestions for building DG synergies. The key findings of these studies are that: 1) host country context provides impetus for synergy programming, 2) it takes a change agent (champion) to succeed, 3) decentralization and civil society components encourage DG synergies across sectors, and 4) synergy can be either unintended or crafted. These examples and findings are intended to serve as a guide to practitioners interested in pursuing USAID cross-sectoral DG and other programming.

Copies of the synthesis and four of the cases studies are available online free of charge using the DOCID number (eg. PN-ACJ-950) in the fielded search function at www.dec.org or by contacting the Africa Bureau Information Center at (202) 661-5827 or abic@rrs.cdie.org.

Future issues of *African Voices* will examine USAID's experiences with cross-sectoral DG programming in more detail.

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