

REPUBLIC OF RWANDA



Ministry of Gender and Family Promotion

NATIONAL GENDER POLICY

FINAL VERSION

July 2010



Rwanda's President
Paul KAGAME

“With regards to empowering women and promoting their socio economic and political participation, we continue to make modest progress. We believe that, besides improving gender relations in our country, this marks healthy progress towards realizing our vision of a united, democratic and prosperous Rwanda”.

President of the Republic of Rwanda
At the 63rd United Nations General Assembly
New York, 23 September 2008

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ACRONYMS AND ABBREVIATIONS

1	AFER	Association des Femmes Entrepreneurs au Rwanda
2	CBOs	Community Based Organisations
3	CEDAW	Convention for the Elimination of all forms of Discrimination Against Women
4	CEPEX	Central Public Investments and External Finance Bureau
5	COMESA	Common Market for Eastern and Southern Africa
6	DHS	Demographic Health Survey
7	EAC	East African Community
8	EDPRS	Economic Development and Poverty Reduction Strategy
9	EDSR	Enquête Démographique et de Santé au Rwanda
10	FBOs	Faith Based Organisations
11	FFRP	Forum des Femmes Rwandaises Parlementaires
12	HIMO	Haute Intensité de Main-d'oeuvre
13	HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
14	ICPD	International Conference on Population and Development
15	ICT	Information Communication Technology
16	LTIF	Long-Term Investment Framework
17	MDGs	Millennium Development Goals
18	MIGEPROF	Ministry of Gender and Family Promotion
19	MINALOC	Ministry of Local Governance
20	MINECOFIN	Ministry of Finance and Economic Planning
21	NEPAD	New Partnership for Africa's Development
22	NGOs	Non-Government Organisations
23	PRSP	Poverty Reduction Strategy Paper
24	STDs	Sexually Transmitted Diseases
25	TSC	Technical Steering Committee
26	VUP	Vision 2020 Umurenge Programme

I. INTRODUCTION

1.1. Definition of the National Gender Policy

The National Gender Policy highlights principal guidelines on which sectoral policies and programmes will base to integrate gender issues in their respective social, cultural, economic and political planning and programming. Implementation of the policy requires joint action of different actors, decision-makers, development workers and the entire population.

The national gender policy document, being trans-sectoral in nature, is not meant to be prescriptive for various institutions. Instead, it provides the overarching principles which will be integrated into their own policies, practices and programmes.

An independent evaluation of PRSP I found that, while gender received more attention than other cross-cutting issues, recommended policy priorities and budget commitments for gender equity were not sufficiently incorporated into sector programmes. Among the reasons for this failure to produce results was the low capacity in planning, weak advocacy, limited budget allocation, insufficient gender disaggregated data, few targets, and inadequate monitoring and evaluation by gender advocates and others responsible for mainstreaming gender equality in the development process.

It is important to ensure that gender policy is effectively mainstreamed into the EDPRS so as to avoid the phenomenon of policy evaporation during the implementation process, which has been decentralised to the district level under Vision 2020 Umurenge. Effective integration of gender in the EDPRS will require coordinated and systematic technical capacities in policy analysis, policy implementation, data collection and analysis, and monitoring and evaluation at central and decentralized levels.

It is probable that gender mainstreaming will be successful, since the Government of Rwanda attaches great importance to the promotion of gender equality and equity as a prerequisite for sustainable development. This ideal is a fundamental principle within the Constitution of the Republic of Rwanda, 2003.

The centrality of gender equality in national development is underpinned by President Paul Kagame who reaffirmed his conviction that “gender equality is not just women’s business, it is everybody’s business and that gender equality and women’s empowerment are critical to sustainable socio-economic development”¹. To achieve the gender equality goal, the Government of Rwanda put in place a national gender policy in 2004.

However, changes that have taken place since 2004 in the country have necessitated the revision of the existing policy. The following are the key reasons underlying the said revision. At the time the policy was issued, the Ministry of Gender and Family Promotion (MIGEPROF) was involved

¹ Opening address by President Paul Kagame, Gender, Nation Building and Role of Parliament conference report, 2007

in designing and implementing programmes for the translation of the National Gender Policy into actions. The current Ministry of Gender and Family Promotion (MIGEPROF) has different functions. Its role is now limited to policy designing and coordination of its implementation. Furthermore, the National Gender policy is to be in line with the local government reform that reassigns implementation from the Sector to *Umudugudu* level. The involvement of men in addressing gender inequalities was not clearly defined in the old national gender policy, and this is one of the approaches proposed in the revised national gender policy. Likewise, there was no mention of the Private Sector that is to serve as a driving engine of the national economy. These are the key elements characterizing the current revised National Gender Policy, among others.

1.2. Background

1.2.1. National context

1.2.1.1. Socio-cultural context

Rwandan society is characterised by a patriarchal social structure that underlies the unequal social power relations between men and women, boys and girls. This has translated into men's dominance and women's subordination. Gender inequalities have not been seen as unjust, but as respected social normality.

During the colonial era, men's supremacy over women was reinforced. For example, the abrupt shift from a subsistence economy to monetary economy based on paid employment and a formal education system, weakened women's position relative to that of men. In particular, it weakened their bargaining position on matters concerning their access to and control over resources and the degree of their level of participation in the development process. However, historically there are many cases to show that although women largely played a dominant role in the Rwandan society, some positive tendencies existed within the Rwandan culture, which reinforced women's social role and ensured their autonomy. For example, women played a pivotal role in the management of household resources and participated in decision-making at different levels.

1.2.1.2. Socio-economic context

Poverty is identified as one of the biggest issues faced by women and men in Rwanda. The 1994 war and genocide worsened an already precarious situation with women being the majority among the mostly affected. Women require economic freedom, obtained notably by promoting their rights in management and access to resources, employment, adequate working conditions and economic capacity building.

Women's participation in economic activities has been measured, at national level, at 56.4% while men's participation is 43.6%². Out of the 56.4% of the economically active women, 55.8% had an occupation and 87.6% of them were involved in agricultural activities³. In terms of employment gender inequalities are illustrated as follows: in rural area 66.3% of women are employed while men are 49.7%⁴. In urban area women employed represent 53.5% while men are 60.9%⁵. It is worth mentioning that majority of women employed are under the category of

² Demographic Health Survey (DHS), 2005

³ Opcit

⁴ Opcit

⁵ Opcit

supporting staff while a significant number of men occupy the key positions. Only 18% of well-structured companies are run by women⁶. A large number of them are in the informal sector, generally comprising small businesses. Concerning access to employment, the majority of women are employed as unskilled labourers, traders or craftsmen. The analysis of the type of employment shows that women compose the majority of the labour force in agriculture and animal husbandry (86% as compared to 61.5% for men)⁷ and that in towns, they are numerous in the unskilled occupations. It is estimated that up to 15.2% of women are paid either as temporary or permanent employees in rural areas, the majority of which are house helpers. In towns this figure is estimated to be 33.5%⁸.

As regards income, only 14.8% of women earn cash incomes, 15.7% are either paid in cash or in kind, 12.4% are paid in kind only, and 57% earn no income at all (EDSR, 2005). Within the private sector, no single woman exercises an activity of a large scale industrial type, according to the study by the Association on Women Entrepreneurs in Rwanda (AFER) in 2003.

These statistics highlight women's marginalized position and their economic dependence on men, which is one of the main causes of sexual and gender based violence. Compounding this, poverty affects men and women differently, mainly due to existing inequalities in terms of development opportunities, as well as in the management and control over economic resources. This is fundamentally due to their respective roles and responsibilities that have been socially constructed.

1.2.1.3. Socio-political context

Pre-colonial Rwanda was led according to the principle of patriarchy. The head of state was a powerful polygamist king, whose powers were theoretically limitless. Under him were different categories of leaders, who were mostly men. A few women were appointed at low levels of power. However, the institution of the Queen Mother in Rwandan monarchy was evidence of the Rwandan monarchy's flexibility that allowed some opportunities for women to play a role in decision-making.

Under colonial rule, the status quo was maintained and gender relations worsened due to several factors. The introduction of a monetary economy stressed the existing gender inequalities as men were the only ones to have access to and control over money, the key resource. Furthermore, the violence and brutality undergone by men in their contact with European rule was reflected in their attitude towards women and children.

The post-independence period was characterised by male domination in power. Very few women participated in decision making. Progressive changes took place after multiparty system was legalised in 1991, which opened a window of opportunity for women's involvement in decision making. Due to the starting of liberation war led by Rwanda Patriotic Front INKOTANYI which triggered the introduction of multipartism and the involvement of women in all development

⁶ Rwanda Development Indicators, 2006

⁷ EICV2

⁸ Opcit

areas, most political parties had at least one woman among their leaders. One of those women, Mrs Agathe UWILINGIYIMANA, became the first woman Prime Minister in 1993.

The political will of the Rwandan leader after 1994 and the 4th World Conference on Women held in Beijing (China) in 1995 were the key factors that underpinned important changes in the Rwandan society. The following are two of the major changes that took place in the Country: firstly, physical and social reconstruction of the country, which involved women. Secondly, the Beijing recommendations were another opportunity for Rwandan women to increase their participation in decision making positions, mostly in the high ranking positions.

1.2.2. Regional and international context

The recent admission of Rwanda as a member of the East African Community (EAC) is an important step in providing the right policy environment for the five member countries concerned to strategise together in the quest for advancement of gender and development processes. The revised national gender policy will also provide relevant orientation and peer learning and review. There are diverse experiences to be shared within the region as far as gender equality advancement is concerned. In 1995, Rwanda adopted the Beijing Platform of Action and undertook strategic actions aimed at tackling nine identified crucial areas among the twelve critical areas suggested in the Beijing Platform for Action. Rwanda ratified and adhered to a number of international and regional conventions, charters and declarations, including the CEDAW, the Millennium Development Goals (MDGs), the United Nations Security Council Resolution 1325, the Universal Declaration of Human Rights of 10 December 1948, the New Partnership for Africa's Development (NEPAD), and COMESA among others. All of these instruments highlight gender as an important approach for sustainable development.

By ratifying the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), in November 1981, and the International Conference on Population and Development (ICPD) in 1994, Rwanda undertook appropriate measures, including legislation to fight any act or practice of discrimination against women, to modify and/or abolish existing laws, regulations, customs and practices which embody discrimination against women. It is important for Rwanda just like other countries to measure progress towards achieving the commitments made to achieve gender equality objectives and standards set by these instruments.

1.3. Key Achievements in Gender Equality and Women's Empowerment

In the area of Gender Equality and Women's Empowerment, Rwanda has tremendous achievements which constitute best practices in this regard, some of which are the following:

1. Poverty Reduction

The Government of Rwanda made a strong commitment to integrate gender into policy and strategic planning instruments. In the **Vision 2020, the Economic Development and Poverty Reduction Strategy (EDPRS)**, gender is highlighted as cross cutting issue in all sectors.

In addition to that, a **Gender Responsive Budgeting Project** was initiated by the Ministry of Finance and Economic Planning in Partnership with the Ministry of Gender and Family Promotion to ensure budget allocation to government interventions are gender sensitive.

2. Access to Education

- Nine year- basic education is under implementation and will facilitate full access to education by both girls and boys.
- Girls' education Policy and its strategic plan put in place by the Ministry of Education to ensure access, retention performance of girls and women at all levels. Emphasis is put on girls' education in science and technologies. In this regard, some affirmative actions were put in place including the FAWE Girls' schools, Awards for girls, etc..
- In support to science and technologies, the One laptop per child was introduced and is under implementation, and boys and girls are using computer and internet to improve learning and research skills through internet and other program designed in the laptop.

3. Access to Health

- Presence of Health Advisors all over the Country who mobilize and monitor the implementation of health programs in community;
- National Health insurance scheme is put in place for all the population;
- The Reproductive Health Policy is developed
- Demographic and Health Survey and Gender Profile produced at regular basis;

4. Fighting Violence Against Women

For eradicating Gender Based Violence (GBV), the following are achievements registered:

- Establishment of One stop centers for GBV survivors care in medical, psychosocial, legal support;
- National strategic plan on UNSC Resolution 1325 has been elaborated;
- Promulgation of law preventing and punishing Gender Based Violence;
- Enacting gender sensitive laws and reviewing existing discriminatory laws ;
- Establishment of anti - GBV and child protection committees from the grassroots level to the National level;
- Gender Desk in Rwanda National Police, Rwanda Defense Force and in National Public Prosecution Authority;
- Free hotline in Rwanda National Police, Rwanda Defense Force and in and in National Public Prosecution Authority;
- A Men's association (RWAMREC) that strives to sensitize the population and eradicate gender based violence specifically violence against women.

5. Women in Economy

- Law N° 22/99 of 12/11/1999 related to matrimonial regimes, liberalities and successions, giving to women the same rights of succession as men;
- Land Organic Law N°08/2005: Equal access to land for both men and women;
- Labour law was gazetted in 2009;
- Women employment Strategic plan;
- Women's guarantee and funds;

- Establishment of Savings and Credit Cooperatives based in each sector called Umurenge SACCO;
- UMWARIMU SACCO Program that help teachers of primary and secondary schools to access to soft loans;
- People's Bank for Women's Promotion (Banque Populaire pour la Promotion Féminine) ;
- Savings and Credit Cooperative « COOPEDU » initiated by Women's association "DUTERIMBERE";
- Chamber of Women Entrepreneurs in Private Sector Federation (PSF);

6. Decision Making

- Rwanda is the first country in the world to have a majority of women in Parliament, Chamber of Deputies (56.25%). The Speaker of Parliament is a woman.
- 35% of Member of Senate are women,
- 38% of Ministers are women,
- 40% of Minister of State are women
- Within the Judiciary women represent 50%, the Chief Justice is a woman.

7. Gender Institutional Mechanisms

- ✓ Ministry in Charge of Gender and Family Promotion (MIGEPROF)
- ✓ Gender Monitoring Office
- ✓ National Women's Council

1.4. Methodology

The elaboration of this policy required more than one methodological approach. The first approach consisted of interviews with representatives of institutions (public institutions, private sector, civil society, various development partners, NGOs, donors, decentralised government authorities, religious organisations, and men engaged network) involved in the gender equality process. Even youth in solidarity camps were interviewed. On the basis of the data collected, a clearer concept of what has been done for women's advancement and gender equality could be shown.

Such a participatory approach facilitated the identification of priorities, objectives and implementation modalities. There was a strong consensus on what constitute significant challenges with regard to gender equality promotion and sustenance, and what the key intervention programmes should be.

The second approach was literature review. First, material was gathered from several documents produced by institutions. That review made it possible to understand the situation today and the achievements thus far, and elucidated the necessary changes.

Lastly, data gathered from the different reports on gender related work in Rwanda were analysed and important priority programmes were identified. All this was viewed within the context of national planning documents such as the EDPRS, which highlights gender as one of the cross-cutting issues.

II. GENERAL ORIENTATION

2.1. National Constitution

The Rwandan national constitution of June 2003 provides for higher levels of representation to previously marginalized groups such as women, youth and people living with disability. This constitutional framework provides quotas (at least 30%) for women in decision making which have resulted in an unprecedented number of women being elected or appointed to decision making positions at all levels. The constitution reinforces the principles of gender equality and elimination of all forms of discrimination against women and provides a very strong platform for gender mainstreaming in all sectors.

2.2 Vision 2020

Vision 2020 is a long-term development framework that highlights the aspirations of Rwandan populations from 2000 to 2020. As Rwanda's development road map, it situates human development as one of the main pillars of the nation's development. The national gender policy is in line with Vision 2020 in terms of creating an environment conducive to the promotion of social security, democratic principles of governance, and an all-inclusive social and economic system that involves effective participation of all social groups within the population.

In addition, through Rwanda's development vision, the National Gender policy will be a tool that will help to facilitate into account equality of opportunities between women and men, boys and girls in every sector.

2.3. Economic Development and Poverty Reduction Strategy (EDPRS)

The national gender policy is in line with the overall goal of the Economic Development Poverty Reduction Strategy 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 through three key programmes which are "growth for export and employment", "Vision 2020 Umurenge" and "Governance".

The above key programmes have great potential to impact on women and men differently, and gender dimension has great potential for impacting the outcomes of the programmes since they address issues that affect gender relations in Rwandan society.

2.4. The National Decentralisation Policy

The National Decentralization policy underlines the commitment of the Rwandan government to empower its people to determine their destiny. The implementation of decentralized structures down to the lowest level of *Umudugudu* is a strategic approach for ensuring that national gender policy is effectively addressed throughout the planning cycle, and that a sense of community ownership by the different social group is enhanced. It is only through this grass roots implementation of the national gender policy as requested by the community (both rural and urban) during the field interviews, that it will be possible to foster better appreciation of gender equality as a critical component in national development.

2.5. Long-Term Investment Framework

The Long-Term Investment Framework (LTIF) is the current national investment strategy. It has been prepared to address the main problems regarding public investment in Rwanda mostly related to non-alignment of the medium and long term development goals and the insufficient level of public investment. The broad objective of this framework is to guide government in its investment program by ensuring the best use of resources to achieve the country's development goals. This framework recognises the gender issue as a cross-cutting dimension to be mainstreamed into all investment programs for a successful implementation of these programs.

2.6. Government programmes

The national gender policy will serve as a tool to facilitate the implementation of various short-term government programmes in a gender sensitive manner. These programmes include functional literacy, HIMO and VUP, to name but a few. The achievement of those programmes is a prerequisite for the attainment of the government long-term programmes.

2.7. International Development Goals

The National Gender Policy is also in harmony with the Millennium Development Goals (MDGs). The third Goal of MDGs is to achieve gender equality and to empower women. This goal constitutes a cross-cutting principle, thus enabling other goals to be achieved.

The New Partnership for Africa's Development (NEPAD) is one of the key political commitments which enable African countries to accelerate the empowerment of women by ensuring that the partnership is linked to the MDGs. In order to implement this political commitment, NEPAD set itself the goal of placing particular attention on poverty reduction amongst women.

Among the actions to be undertaken, is the establishment of a working group on gender in charge of ensuring that specific problems faced by poor women are addressed within the NEPAD poverty reduction strategies⁹.

III. NATIONAL GENDER POLICY PRESENTATION

3.1. Statement of the problem

The issue of gender inequality is embedded in patriarchy as a system that accords more powers to men than women. Thus, boys are attributed more values than girls. This is evident in different overarching issues, including poverty, which is felt more acutely by women than men; lack of

⁹ MIGEPROF: Profile of Gender in Rwanda, National Synthesis, February 2005

institutionalization of gender accompanied by unequal participation of men and women in all social, cultural, economic and political spheres; unequal access to services; the contribution of care economy in GDP that is not expressed in economic terms and the issue of human rights. It goes without saying that misinterpretation of the notion of gender has made it synonymous to women's business, which developed a sort of silent resistance in a significant number of men and women. This has contributed, among other reasons, to limited efforts for gender mainstreaming. These general issues permeate all areas for women in all walks of life as illustrated in the development sectors discussed below.

In the area of decentralisation and community participation, gender inequality lies in the under-representation of women at different administrative levels. For example, at the district level women as Districts Mayors represent 6.7%¹⁰ and men 93.3%. Women as District Vice-Mayors in charge of Social Affaires represent 96.6% while men as Vice-Mayors in charge of economic affaires represent 86.6%¹¹. Women as District Executive Secretaries represent 17%¹². At Sector level, women as Executive Secretaries represent 13%¹³. This is a replication of the traditional conception of women's roles as care givers. Lack of self confidence among women is also a critical problem affecting their participation, especially at the Sector/*Umurenge* level.

In justice, women fear taking their cases to courts due to their cultural background that does not encourage them to address relevant issues through courts. Even those who overcome the issue of fear face the challenge of paying for costly legal assistance. It goes without saying that most discriminatory laws have been revised. However, difficulties persist in that the populations are not informed about the gender sensitive laws that have been enacted, nor are they informed about their rights under these laws.

Gender-based violence (GBV) remains rampant despite of various measures adopted to address it. A significant number of gender discriminatory laws have been revised, although not exhaustively, but their dissemination needs to cover the entire national territory. Different influencing factors have been identified including poverty, ignorance, consumption of alcohol, to name a few. Women are the majority among the victims of GBV and men are the majority among the perpetrators.

In social protection there are categories of vulnerable groups comprised of widows, widowers, elders, sex workers, orphans and other vulnerable children, people living with disabilities and others. These categories have vulnerability as a common denominator but women are generally more vulnerable than men.

In the area of health, nutrition and population, maternal and infant mortality rates (750/100,000 live births) and (62/1000 live births)¹⁴ are, respectively, still high. Fertility rate is also high (5.7 children per woman). Also, men are less involved in family planning. HIV/AIDS prevalence is still high and women (3.6%) are more affected than men (2.3%)¹⁵.

¹⁰ Gender Profile, 2005-2007, Kigali 2009

¹¹ Opcit

¹² Opcit

¹³ Opcit

¹⁴ Rwanda Development indicators, 2006

¹⁵ Opcit

In the education sector, there are still imbalances between boys and girls. Despite equal access to primary education for both boys and girls, differences persist in levels of performance. Boys have better results than girls, and are ahead of girls in terms of retention and completion due to different factors.

In public secondary schools, the number of boys (55%) is higher than that of girls (45%). However, the number of girls (51.3%) is higher than that of boys (48.7%) in private secondary schools¹⁶. The problem at this level lies in the fact that boys' performance is better than that of girls, which facilitates more access for boys than girls to public secondary schools. The private schools remain the possible option for majority of girls but the costs are very expensive, as compared to the public schools.

In the National University of Rwanda, the highest percentage of female enrolment was 50% in the Faculty of Education in 2008, but the same year female enrolment was 11.6%¹⁷ in the Faculty of Applied Science, which highlights the poor participation of women in science and technology. This reflects the significant representation of women in fields associated with their traditional roles and responsibilities.

The agricultural sector employs the vast majority of Rwandan populations, and women constitute the vast majority (87.6%)¹⁸. The major problem facing women and men involved in agriculture is that they are dealing with agriculture of subsistence. Thus, women are the majority among the poor as very little income is coming from agriculture.

The infrastructure sector has major components including energy, transport and ICT. Access to energy is a serious issue for both men and women; however the latter are more concerned as they are the majority involved in seeking firewood for cooking and other related domestic activities. This affects the time that women could use for other activities for the development of their own families and communities. In transport, more emphasis is placed on major roads. The feeder roads that are used by majority of women in their everyday reproductive works are not in good condition. Under ICT, the major problem is lack of access to information. This is an issue that is generally faced by Rwandan populations; however women, who are more involved in domestic activities and thus have little time for collecting information, are considerably disadvantaged.

With respect to environmental protection and land use management some programs aimed at protecting environment are compromising women's roles, which affects their lives. The lack of equal participation of men and women in interventions meant for environmental protection and land use is another critical issue that is highlighting gender inequalities in this area. So far, men are more involved than women in matters concerning environment and land.

Concerning water and sanitation access to clean water is a critical problem for both men and women but the latter are more involved in fetching water. This is a lived reality for both rural and urban areas. Limited access to clean water affects families lives especially women's lives

¹⁶ Source: EMIS, MINEDUC

¹⁷ Source: Office of the Vice-Rector in charge of Academics, NUR.

¹⁸ Rwanda Development Indicators, 2006

and time. This has repercussions to the sanitation aspect of the family, which again has more impact on the lives of women than men, as women are more involved in sanitation than men.

The private sector is male dominated. Women remain poorly represented as companies. Their representation remains low in the key positions. However, they are the majority in services associated with their traditional roles, which tend to be poorly paid. Another gender issue is that some enterprises are reluctant to employ pregnant women or those who have babies requiring breastfeeding.

Capacity building and employment promotion are two interrelated areas. Women are the minority in key employment positions and they are the majority among the supporting staff. Also, women are underrepresented in technical jobs which are generally well paying. This scenario is concurrent with the poor representation of women among skilled populations.

3.2. Opportunities and constraints

3.2.1. Opportunities

Rwanda offers many opportunities that will contribute positively to the implementation of the national gender policy. The promotion of gender equality as a development goal is explicitly articulated in the key national policy as well as the constitutional and legal instruments, both at the national level and internationally. The main opportunities are as follows:

- The existence of genuine political commitment at the highest level of decision making provides great opportunities for success;
- The gender budgeting programme adopted by the Ministry of Finance and Economic planning in partnership with MIGEPROF is an important entry point for the process of institutionalising gender responsive budgeting and gender mainstreaming process in central and local government institutions;
- The on-going public sector reform in which the principal of accountability is becoming increasingly important through new mechanisms such as performance contracts and citizens empowerment through citizens report cards;
- The on-going public sector reform particularly the public finance management reform which recommends the institutionalisation of gender responsive budgeting;
- The operationalization of the Gender Monitoring Office so as to address issues of accountability will make the ministry's role more effective;
- Having critical representation of women in key decision-making organs of the country, e.g.: the Parliament, the Cabinet, decentralised levels of government. These women can serve as role models for women who are still reluctant to engage in decision making, which can create a good entry point for gender advocacy in strategic areas of national life;
- General awareness about gender as a development issue is generally improving;
- The reforms taking place across the country are being implemented at central as well as decentralised levels;
- Membership of the East African community and other political-economic groupings. This provides an important opportunity to learn from the diverse experiences of other member

countries. This environment provides an opportunity for joint advocacy, as well as research and information dissemination across the board;

- The existence and functioning of Joint Action Forum at district level, which serves as platform for engaging key stakeholders on gender issues and decentralisation;
- The forging of close and constructive partnership between government and civil society organisations creates the positive conditions;
- Having a culture that accommodates women's leadership (e.g.: Traditional Queen Mother institution and other leadership responsibilities both in domestic and public sphere);

3.2.2. Constraints

Despite the progress made in the realisation of national goals of achieving gender equality, there are still constraints to be overcome. The key constraints are highlighted below:

- Limited institutional instruments including policies, strategies and plans for gender mainstreaming;
- Limited capacities and technical skills in gender analysis and planning for effective gender mainstreaming in all development sectors including the public sector, private sector and the civil society;
- Resistance to behaviour change and poor understanding of gender concept;
- Limited capacities, skills, agricultural assets and technologies to transform the agriculture of subsistence into a market oriented agriculture for food security and income generation;
- Limited skills for women to take technical jobs that are well paying;
- Insufficient adequate health facilities and medical staff;
- Limited understanding of health related issues;
- Insufficient involvement of men in reproductive health and family planning.
- Existing social, cultural and economic factors limiting girls' and women's participation in education at all levels, especially in traditionally male reserved areas;
- Lack of adapted sanitary facilities in primary schools leading to repeated absenteeism by girls;
- Limited gender sensitiveness of many parents and teachers and lack of self-esteem among girls;
- Heavy reproductive workload preventing women from getting time to participate in decision making and other political, cultural and economic activities;
- Biased perception that women are not made for decision making;
- Limited involvement of men in addressing gender-based violence and other gender related issues;
- Poor participation of women in interventions meant for environment protection and land use;
- Limited source of energy affects more women than men as women are more involved in household activities requiring use of energy;
- Poor condition of feeder roads affects the populations, especially women who their primary users in their everyday reproductive works;
- Limited access to ICT contributes to poor access to information;
- Long distances to be covered to collect clean water;
- Limited capacities and skills for women to invest in business oriented activities;
- Less interest among private employers in recruiting women for fear that they may get pregnant, which is likely to affect their business;

- Insufficient gender disaggregated data leading to weaknesses in advocacy for gender equality;
- Limited capacities and skills for vulnerable groups to address severe poverty facing them;
- Limited efficient strategies for coordinating interventions in gender;
- Unsystematic and uncoordinated monitoring and evaluation mechanisms.

3.3. Guiding principles

The principles and guidelines enunciated and proposed in this document are drawn directly from a consultative process with different stakeholders.

- The National Gender Policy upholds the Government of Rwanda's commitment to promote a society free from all forms of discrimination and injustice. This is demonstrated by the creation of Human Rights Commission, Unity and Reconciliation Commission, Office of Ombudsman, Gacaca Jurisdictions, and rule of law and enacting a legal and constitutional framework that is gender sensitive;
- The Policy is based on the Government of Rwanda commitment to promote effective and full participation of all citizens, men and women, girls and boys in the development process of the country;
- The National Gender Policy enshrines the principle that women and men are equal citizens who ought to fully contribute to the development process and to equally benefit from it;
- The policy is based on the standpoint that gender is a cross cutting issue that must be addressed in all sectors of development;
- The Government of Rwanda acknowledges that differences existing between men and women, girls and boys needed to be effectively recognised and addressed in its development processes to make its development interventions effective and efficient;
- Rwandan cultural values will be examined to identify those which can promote and sustain gender equality and those which perpetuate gender based discrimination;
- Affirmative action programmes targeting women should be developed and implemented.

3.4. Vision of the National Gender Policy

The vision of the National Gender Policy is to set the Rwandan society free from all forms of gender based discrimination and see both men and women participate fully and enjoy equitably from the development processes.

3.5. Mission of the National Gender Policy

The main mission of this policy is to contribute to the elimination of gender inequalities in all sectors of national life, in order to achieve the nation's goal for sustainable development.

3.6. Objective of the National Gender Policy

The overall goal of the National Gender Policy is to promote gender equality and equity in Rwanda through a clearly defined process for mainstreaming gender needs and concerns across all sectors of development. The Policy defines the institutional framework and mechanisms within which gender equality and equity policies and programmes will be designed,

implemented, monitored and evaluated, and coordinated. It will thus guide the integration of a gender perspective into all sectors and institutions.

3.7 Strategies to implement the National Gender Policy

3.7.1 Approaches

Main approaches which underlie the strategies used in this Policy are as shown below:

- a) Gender mainstreaming approach which aims at integrating gender issues into the policies, programmes, activities and budgets in all sectors and at all levels;
- b) Affirmative actions approach that aims at correcting the huge gender imbalances existing in the various development sectors;
- c) Institutional capacity development of different gender machineries and stakeholders in the implementation of the national gender policy;
- d) Involvement of men in addressing gender issues.

3.7.2 Strategies

The following strategies have been formulated based on the context analysis, the problem statement and identified constraints. They are addressing identified priority issues in a comprehensive manner given the cross-cutting aspect of the policy and the proposed approaches for its implementation.

- 1 Developing gender capacity building programs for policy makers, planners, strategic and operational managers for them to acquire appropriate knowledge, skills and attitudes for gender mainstreaming at all levels;
- 2 Developing institutional instruments for gender mainstreaming in all sectors including public sector, private sector and civil society at all levels;
- 3 Putting in place measures that aim at ensuring that women's and men's, boys' and girls' constraints, options, incentives and needs are effectively taken into account in all poverty reduction interventions targeting specifically rural women's poverty;
- 4 Increasing measures for a more qualitative and quantitative participation of women and men in decision making at both central and decentralized levels;
- 5 Undertake measures to inform women and men about their rights and gender sensitive laws in place, and to encourage women to take their cases to courts and support them with legal assistance whenever necessary;
- 6 Increasing measures to address GBV by tackling the different influencing factors. The involvement of men in addressing GBV should be taken as key;
- 7 Ensuring dissemination and enforcement of GBV laws and continued revision of remaining gender discriminatory laws;

- 8 Adopt gender sensitive measures to equip vulnerable groups with skills and knowledge for self-employment for them to be able to access basic services;
- 9 Facilitating access to health facilities for more effective implementation of health related programs including family planning, reproductive health and HIV/AIDS programs, with increased involvement of men;
- 10 Putting in place measures to address social, cultural and economic factors underpinning the poor participation of girls and women in education at all levels especially in the traditionally male reserved areas;
- 11 Adopting measures for increased access, performance and retention of girls and women in public education at all levels;
- 12 Undertake gender sensitive measures aimed at transforming the subsistence agriculture into a market oriented agriculture and empower the farmers especially women with appropriate knowledge and skills for food production and processing;
- 13 Facilitating rural transport used in different localities, especially by women, and institute appropriate intervention measures to facilitate access to energy to reduce the household energy burden on women;
- 14 Encourage and support private initiatives aimed at facilitating access to ICT facilities especially for rural women and men;
- 15 Undertake measure to ensure equal and effective participation of women and men in all environmental protection and natural resources programmes and ensure effective dissemination and enforcement of the land law;
- 16 Facilitate access to safe and clean water and promote the involvement of women and men in the decision making processes in the provision and the management of safe and clean water, and improvement of sanitation facilities in both rural and urban areas;
- 17 Establish mechanism to remove all barriers that constraint women's access to and control over productive resources such as commercial, industrial finance and appropriate technology for a better participation in the private sector;
- 18 Undertake measures to encourage recruitment and retention of women in key positions in all sectors including public, private and civil society;
- 19 Facilitate and support capacity building programs for increased participation of women in paid economy with emphasis in technical areas;

- 20 Putting in place an effective system to harmonise and coordinate various interventions related to gender including a communication strategy that provides community dialogue on gender issues; involving CBOs, among others;
- 21 Developing a coherent system that aims at monitoring and evaluating progress and changes related to implementation of the National Gender Policy;
- 22 Undertaking measures to stimulate men's involvement in addressing gender issues in all sectors including public sector, private sector and civil society.

IV. PROGRAMMES OF THE NATIONAL GENDER POLICY

There are programmes within various sectors which are directly aimed at addressing gender inequalities and women's rights. The policy is meant to support these programmes and their extension, and in particular to strengthen monitoring and evaluation of these programmes, and to encourage the various sectors to develop further initiatives.

The policy will strongly advocate for programmes that have specific impact on the gender mainstreaming process. The key programmes need to be urgently initiated so as to strengthen the capacity to drive the gender policy forward.

The programmes were selected on the basis of the priorities identified earlier by the Ministry of Finance and Economic Planning in close collaboration with stakeholders and issued in EDPRS final document. The second criteria for defining the programmes was predicated on findings from field interviews and identifying the significant challenges and the needs facing the advancement of the gender equality agenda and women's rights in Rwanda. Defined programs are presented with sub-programs and specific objectives for each sub-programs are given below.

4.1. GENDER MAINSTREAMING AND INSTITUTIONAL CAPACITY DEVELOPMENT PROGRAMME

4.1.1. Raising gender awareness

To ensure that gender awareness is sufficiently elevated among decision makers, implementers and communities.

4.1.2. Training on gender analysis and planning skills

To ensure that training in gender analysis and planning skills is conducted within public, private and civil society organisations for effective and systematic gender mainstreaming in all policies, programmes and projects at all levels.

4.1.3. Equipping public, private and civil society institutions with the necessary instruments for effective gender mainstreaming processes

- 4.1.3.1. To ensure that public, private and civil society organisations are equipped with the necessary instruments to facilitate gender mainstreaming processes. These include policies, procedures, strategies, guidelines.
- 4.1.3.2. To ensure that gender dimension is systematically integrated in the planning processes, with special emphasis on budgeting.

4.2 ECONOMIC EMPOWERMENT FOR EMPLOYMENT, GROWTH AND MARKETS

4.2.1 Food security

- 4.2.1.1. To enhance women's and men's agricultural productivity for food security;
- 4.2.1.2 To ensure women and men's capacity to preserve and store food surplus is enhanced for future;
- 4.2.1.3 To ensure that women and men have the necessary facilities for efficient food distribution.

4.2.2 Supply-chain transformation for local and export markets

- 4.2.2.1 To ensure women and men have adequate market information
- 4.2.2.2 To enhance women's and men's access to markets through improved transport and communication facilities.
- 4.2.2.3 To enhance women's and men's level of competitiveness with regard to value addition and standardization;
- 4.2.2.4 To ensure that women and men agriculturalists are guaranteed minimum security for their produce

4.2.3. Microfinance and finance adapted to agricultural transformation

- 4.2.3.1. To ensure that women's and men's access to agricultural finance is enhanced
- 4.2.3.2. To strengthen women's and men's capacities to design and manage agricultural transformation activities for market oriented production;
- 4.2.3.3. To strengthen women's and men's agricultural cooperatives aimed at improving their economic returns;
- 4.2.3.4. To ensure that a gender sensitive legal and regulatory framework for micro-finance is in place.

4.2.4 Economic Empowerment for rural women

- 4.2.4.1. To facilitate and support the enhancement of rural women's entrepreneurial skills;
- 4.2.4.2. To ensure that rural women's products' are given greater value through quality improvement of their products and skills development;
- 4.2.4.3. To promote private and public sector partnership aimed at creating markets for women's products in different sectors;

- 4.2.4.4. To enhance women's participation in different stages in the development of key export products;
- 4.2.4.5. To ensure that rural women access and benefit from tourism related initiatives;
- 4.2.4.6. To train and involve women in the hide tanning industry and ensure that wet hides produced by women are of export standards and find markets.

4.2.5 Care economy

4.2.5.1 To reduce significantly the number of women in care economy through training and value addition for their products. Trained women can invest in income generating activities through facilitated access to credits and other production means.

4.3. HEALTH AND POPULATION

4.3.1 Family planning

- 4.3.1.1. To ensure that women, men, boys and girls are provided with adequate information on reproductive health;
- 4.3.1.2. To ensure that the reproductive health services delivery system is gender Sensitive and easily accessibility to both men and women.

4.3.2. Rural Health systems and referrals

- 4.3.2.1. To ensure that women and men have equal access to HIV related information for prevention, treatment and care of the victims with a special attention to women;
- 4.3.2.2. To facilitate access to health facilities for both women and men and ensure that trained medical personnel and appropriate equipment and medical supplies are in place and available.

4.4. EDUCATION AND VOCATIONAL TRAINING

4.4.1 Establishment of relevant technical and vocational training

- 4.4.1.1. To ensure that appropriate gender sensitive measures for relevant technical and vocational training are in place and functional.

4.4.2. To improve formal education

- 4.4.2.1. To ensure that legal and policy frameworks to facilitate access, performance and retention for both men and women are in place at all levels
- 4.4.2.2. To facilitate and support establishment of appropriate gender sensitive mechanisms for the improvement of quality education;
- 4.4.2.3 Establish a catch up program for women who have not yet completed their secondary school
- 4.4.2.4. To ensure increased participation of women in science and technology at all levels.

4.4.3. To improve informal education

- 4.4.3.1. To facilitate and support adult education for both men and women;
- 4.4.3.2. To ensure that gender concept is part of adult education curriculum.

4.5. GOOD GOVERNANCE AND JUSTICE

4.5.1. Participation in decision-making

- 4.5.1.1. To ensure gender sensitive representation and effective participation of women and men, girls and boys in decision making positions, at all levels

4.5.2. Human rights and the rule of law

- 4.5.2.1. To ensure that awareness on women's rights as human rights is sufficiently raised and implemented;
- 4.5.2.2. To initiate a programme of laws dissemination and explanations to the populations and ensure implementation of anti-discriminatory laws;
- 4.5.2.3. To facilitate and support revision of existing gender discriminatory laws to ensure equal rights for women and men;
- 4.5.2.4. To ensure that existing laws are effectively enforced and that awareness on laws protecting women is sufficiently raised;
- 4.5.2.5. To ensure that adequate measures for effective prevention of and response to Gender-based violence are undertaken;

4.5.3. Peace building and reconciliation

- 4.5.3.1. To ensure that women and men equally participate in conflict prevention peace building and reconciliation mechanisms.

4.5.4. Public finance management

- 4.5.4.1. To ensure equal participation of women and men in policy design, planning, implementation and evaluation of public development programmes;
- 4.5.4.2. To facilitate gender budgeting processes at central and decentralized levels;
- 4.5.4.3. To ensure efficient public administration and transparency mechanisms are in place and gender sensitive.

4.5.5. Decentralisation and community participation

- 4.5.5.1. To sensitize women and men to participate actively in decision-making positions at District, Sector and cell level up to at least 30%;
- 4.5.5.2. To sensitise women for self-confidence.

4.6. ENVIRONMENT PROTECTION AND LAND USE MANAGEMENT

4.6.1. Environment protection

- 4.6.1.1. To facilitate and support women's and men's participation in environmental protection and management.

4.6.2. Land use management

- 4.6.2.1. To facilitate the establishment of gender sensitive land administration services that are accessible to all;
- 4.6.2.2. To ensure that land rights that protects all citizens, women and men of all social categories, are in place and enforced;
- 4.6.2.3. To facilitate and support land use planning and management processes for improved and sustainable land use;
- 4.6.2.4. To increase number of women trained and involved in environmental impact assessment.

4.7. EMPOWERMENT OF THE MOST VULNERABLE

4.7.1. Economic Empowerment schemes

- 4.7.1.1 To ensure that vulnerable men and women have equal access to modern agricultural assets and services;
- 4.7.1.2. To facilitate equal participation and benefit between men and women from land rehabilitation schemes and other economic empowerment schemes;
- 4.7.1.3. To equip vulnerable men and women with knowledge and skills for self-reliance.
- 4.7.1.4. To put in place schemes to support vulnerable people

4.7.2. Social protection schemes

- 4.7.2.1 To ensure that central and local government departments make budgetary allocation for social protection schemes;
- 4.7.2.2 To put in place an effective strategy to enable food insecure households of both women and men to move into sustainable self-support and to ensure that it is implemented;
- 4.7.2.3. To ensure that an effective gender sensitive strategy is developed for preparedness in a range of disaster scenarios, e.g. floods, volcanic eruption, drought, mass influx of refugees/returnees/displaced persons.

4.8. PRIVATE SECTOR

4.8.1. Women's representation in high finance positions

- 4.8.1.1. To adopt affirmative actions to increase the number of women in import-export trade, banking and insurance and in decision making of the private sector in general;
- 4.8.1.2. To sensitise women to the current opportunities in business and to occupy key positions.

4.8.2. Employment of women

- 4.8.2.1. To ensure that measures aimed at facilitating an increased number of women in decision making in all sectors are undertaken;

- 4.8.2.2. To enact and enforce anti-discriminatory laws in the employment field;
- 4.8.2.3. To ensure that measures to facilitate access to technical jobs for women are adopted.

4.9. WATER AND SANITATION

- 4.9.1. To facilitate access to safe and clean water for households in both rural and urban areas to reduce the burden of obtaining household water on women;
- 4.9.2. To enhance women's and men's partnership in the water and sanitation management system.

4.10. INFRASTRUCTURE

4.10.1. Energy

- 4.10.1.1. To sensitise the populations on the increase of men's participation in firewood collection and other sources of domestic energy management;
- 4.10.1.2. To ensure that women and men are involved in the development of renewable sources of energy.
- 4.10.1.3. To ensure that rural households are trained in the use of energy saving stoves and are facilitated in accessing them;
- 4.10.1.4. To ensure that the number of households dependent on firewood and charcoal is reduced.

4.10.2. Transport

- 4.10.2.1. To ensure that feeder roads status is improved to facilitate the users (who are mostly women) in accessing basic services;
- 4.10.2.2. To adopt a state-supported programme of cheap and gender sensitive transport;
- 4.10.2.3. To ensure that multipurpose public amenities with toilets for women and men are constructed at strategic points along main highways.

4.10.3. ICT

- 4.10.3.1. To facilitate access to ICT facilities in both rural and urban areas to stimulate the populations with an emphasis on women in the use of various sources of information, including the Internet;
- 4.10.3.2. Undertaking measures to stimulate women's interest in information by facilitating increased leisure time for it by mitigating the traditional reproductive responsibilities.

V. INSTITUTIONAL FRAMEWORK FOR THE POLICY IMPLEMENTATION

Bearing in mind that gender issues and concerns cut across all areas of development the implementation of the policy is a complex task that requires the involvement of different institutions and sectors in the context of the different institutional changes taking place in Rwanda.

The success of the Policy implementation will depend largely on how clearly the roles of different stakeholders have been defined. The Government defines the role of different actors to ensure effective implementation, coordination, monitoring and evaluation of the national gender policy as below.

5.1. Key stakeholders

This policy will be implemented by relevant stakeholders. A strategic plan has been elaborated to highlight key strategic actions which will guide institutional plan actions.

5.1.1. The Office of the President of the Republic

Through the directorate of strategic planning the Office of the President will:

- Make gender and development issues a national priority;
- Mobilise development partners to support government efforts to respond to gender issues;
- Ensure the effective integration of gender dimension in the policies and programmes of different ministries, private sector and civil society institutions.

5.1.2. The Prime Minister's Office

Given its mandate as of being the highest co-ordinating organ of Government's departments' activities, the Prime Minister Office will provide line ministries with administrative directives to mainstream gender into their respective policies.

5.1.3. The Ministry responsible for Gender

As the National Machinery responsible for promoting gender equality throughout the development process of the country, the Ministry in charge of gender will play a leading role in the implementation process through:

- Coordinating the implementation of the national gender policy
- Acting as the lead gender advocate on gender issues at different levels
- Widely disseminating the National Gender Policy, at national, regional and international levels
- Providing leadership in the dissemination of the National Gender Policy
- Mobilising resources for the implementation of gender interventions
- Liaising and networking at national, regional and international level.

5.1.4. The Gender Monitoring Office

The Gender Monitoring Office is an organ provided for in the new Constitution of the Republic of Rwanda in its article 183 with the role of monitoring progress towards gender equality.

In order for the gender monitoring office to effectively assess the progress of the national gender policy implementation it will:

- Develop gender specific performance indicators and comprehensive monitoring and evaluation system
- Develop gender disaggregated data collection system ;
- Develop tools and mechanisms for mainstreaming gender in various development sectors
- Conduct and publish periodic gender impact assessment studies and surveys
- Conduct a gender audit;
- Develop guidelines for periodic reporting by different stakeholders
- Build capacity for all institutions and population on gender equality;
- Hold different institutions accountable through scrutinising reports from different institutions;
- Conduct regular dissemination of best practices to be scaled up or replicated else where;

5.1.5. The National Women’s Council

The Women’s Council constitutes a forum for women’s empowerment and active participation in the national development. Its role includes the following:

- Advocate for women’s rights and gender equality;
- Mobilize women to participate in different development activities
- Capacity building for women

5.1.6. The National Gender Cluster

The gender cluster is a forum in which the Government of Rwanda, development partners, Private Sector and Civil Society meet and discuss planning, coordination and prioritization of Gender Equality interventions. Its objective focuses on facilitating the collaboration and coordination of all interventions in area of gender by sharing experiences, generating new ideas, identifying gaps, lobbying and advocating for achieving gender equity and equality in sectors across the country.

5.1.7. The Ministry of Finance and Economic Planning

As the Ministry responsible for planning and managing the Rwandan economy, it will play a critical role of ensuring that the Government’s budgets will follow Government’s policies including national commitments to gender equality objectives. It will undertake the following actions:

- Gender mainstreaming into the planning and policy review;
- Co-ordination of the Gender Responsive Budgeting process to ensure that sufficient resources are allocated in a gender responsive manner.
- Setting up gender budgeting guidelines serve as guide to developing sector ministries and district budgets that are compliant with gender equality standards
- Developing a guideline that aims at checking integration of gender concerns into CEPEX procedures and system of project screening.
- Working closely with MIGEPROF, Gender Monitoring Office and other partners MINECOFIN will develop gender responsive monitoring indicators for monitoring progress within the EDPRS implementation.

5.1.8. The Gender Focal Points (GFPs)

At the operational level, the main responsibility for ensuring the effective implementation of the National Gender Policy contained in this Gender Policy Framework will rest with individual government departments at national and district levels. All departments will be required to appoint directors of planning as the new gender focal points as per directives from the Prime Minister.

This mechanism needs to be reviewed from time to time and innovative measures adopted to render it more effective. The gender focal points will:

- Monitor implementation progress of the national gender policy within their respective institutions and sectors
- Advocate for all data within their respective sectors to be disaggregated by sex
- Ensure that all their policies, programmes, budgets are gender responsive
- Oversee the capacity needs in gender mainstreaming within their respective institutions.

5.1.9. The Forum for Rwandan Women Parliamentarians (FFRP)

In line with its mandate, the Forum for Rwandese Women Parliamentarians will:

- Continuously lobby and advocate for decision makers
- Advocate for gender equality in legislation, and line ministries and institutions affiliated to Government

5.1.10. The Local Governments

The Ministry in charge of Gender will collaborate with the Ministry of Local Government (MINALOC) to facilitate and coordinate gender mainstreaming initiatives at district and sector levels. In light of the new structure of local government, the department responsible for promoting gender equality will perform the following duties:

- Ensure that gender concerns are fully integrated into the district development plans and budgets,
- Oversee and facilitate gender policy implementation at the district level.
- Initiate and implement gender responsive budgeting and undertake development programmes that are gender responsive.

5.1.11. The Government Ministries

The role of sector ministries will be as follows.

- Each government ministry shall elaborate a gender sector policy and strategic plan for the implementation of national gender policy
- Set up a comprehensive monitoring and evaluation system that is gender responsive;
- Develop a capacity development plan in gender skills for its personnel.

5.1.12. The National Human Rights Commission

The Human Right Commission will

- Establish gender sensitive structures to monitor human rights from a gender perspective, in collaboration with Gender monitoring office and other actors.
- The Human Rights Commission will put in place programmes to sensitise populations to women's rights as human rights and there should be compliance for all concerned.

5.1.13. The Unity and Reconciliation Commission

Given Rwanda's history, Unity and Reconciliation is fundamental for conflict prevention and for sustainable development. Thus, the Unity and Reconciliation Commission will take into consideration interrelations between gender discrimination and other forms of discrimination in its framework and strategies.

5.1.14. The National Commission for the fight Against HIV/AIDS

In collaboration with MIGEPROF and other actors, the National AIDS Control Commission will ensure that gender issues and HIV/AIDS multifaceted dimensions are effectively and systematically mainstreamed into its policies, programmes and budgets.

5.1.15. The High Institutions of Learning

Their role will be

- Research and communication;
- Providing training (both short courses and long courses) in gender related studies;
- Documenting best practices.

5.1.16. The Civil Society Organizations

The Civil Society organisations will:

- Mobilise resources for policy implementation
- Implement the national gender policy
- Monitor the implementation of the national gender policy
- Lobby and advocate
- Demand accountability for respecting agreed upon standards and principles
- Undertake gender sensitisation at community level
- Design and implement affirmative actions to bridge gender gaps.

Given the key role of faith based organizations and their impact on the lives of Rwandans, it is critical that FBOs take a leading role at the community level in contributing to the promotion of gender equality and women's empowerment.

Faith based organisations (FBOs) will:

- Initiate and facilitate the promotion of among other approaches community based dialogue for a better understanding of healthy gender relations at family and community level
- promote a better understanding of gender through sensitization of women and men on gender issues
- initiate development activities that will contribute to the removal of gender inequalities at community level

5.1.17. The Development Partners

Multilateral, bilateral organizations and United Nations Agencies will:

- Develop mechanisms of collaboration among themselves and with the Government on gender mainstreaming into their interventions in Rwanda.

- Provide financial and technical support for implementation, monitoring and evaluation of the National Work closely with the ministry responsible for gender and other key stakeholders to provide financial and technical support.

5.1.18. The Private Sector

Through the Rwandan Federation for the Private Sector (RFPS) the private sector will:

- Promote better understanding of the concept of gender to pave the way for smooth gender mainstreaming;
- Facilitate and support development and implementation of instruments for effective gender mainstreaming in the various programs and projects and/or activities;
- Facilitate and support promotion of recruitment of women, especially in decision making roles.

5.2. Monitoring and evaluation (M&E)

Within the National Machinery, the various structures of the machinery have a responsibility for monitoring and evaluation. The key responsibility for monitoring and evaluation remains that of the Gender Monitoring Office.

Monitoring and evaluation of the National Gender Policy will serve a number of functions guided by national, regional and international indicators. These functions include measuring the success and impact of the programmes.

It will be vital that the implementation and impact of the National Gender policy is effectively monitored and evaluated. The following sections discuss the key aspects to be looked at in the process of monitoring and evaluation. They include what to monitor, how to monitor and what tools to use.

5.2.1 What to monitor

The monitoring and evaluation process of the national Gender Policy is to ensure whether the following have mainstreamed gender: international conventions and rules and regulations; sector policies, programs, projects and budgets; national laws; district development plans (DDPs); performance contract and other M & E mechanisms.

5.2.2 How to monitor

It is proposed that there should be an annual national reporting mechanism to ensure that there is regular follow-up and review of progress in the implementation of the National Gender Policy.

A periodic National Gender Policy evaluation of various activities shall be done to ensure that each of the parties concerned goes by the objective assigned to them in the national gender policy.

Monitoring of national gender policy will take the form of an annual meeting to which various stakeholders will be invited to report on progress. The meeting will focus on assessing performance on the basis of indicators described in the strategic plan for the implementation of

the policy guidelines for the future. This annual meeting will be convened by the Gender Monitoring Office in collaboration with the Ministry of Gender and Family Promotion.

The Gender Monitoring Office will be responsible for providing monitoring guidelines which will be used to collect information in government departments, private sector organizations and non-governmental organisations.

The findings and recommendations from annual reviews will be used to inform the policy review and update process.

The Gender Monitoring Office will produce and disseminate periodic reports and publications on progress indicators in the implementation of the national Gender Policy.

5.2.3 What tools to use

The monitoring and evaluation of process of the National Gender Policy will require the use of a number of tools. The following are some of the key tools: translating the National Gender Policy into the three (3) official languages (Kinyarwanda, English and French), strengthening gender networking, developing gender analysis tools adapted to Rwandan context, building capacity of stakeholders, conducting research and surveys on gender critical issues and developing gender sensitive indicators at national and local levels.

5.3 Resource mobilization

The implementation of the National Gender Policy will require local and external resource mobilization based on policy objectives. This will be done in collaboration with cooperating partners.

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