

Rural Feeder Roads Improvement Program (RFRIP)

Gender Assessment & Integration Plan



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June 08, 2012

Submitted by

PARSONS

This report was produced for review by the United States Agency for International Development (USAID). It was prepared by Parsons Global Services, Inc. for the Rwanda Rural Feeder Roads Improvement Program (RFRIP) Task Order No: AID-696-TO-11-00001, under the USAID Architectural and Engineering Contract (A&E IQC) No. EDH-I-00-08-00026-00

RURAL FEEDER ROADS IMPROVEMENT PROGRAM (RFRIP)

GENDER ASSESSMENT AND INTEGRATION PLAN

Contract (A&E IQC) No. EDH-I-00-08-00026-00

TASK ORDER: AID-696-TO-11-00001

June 2012

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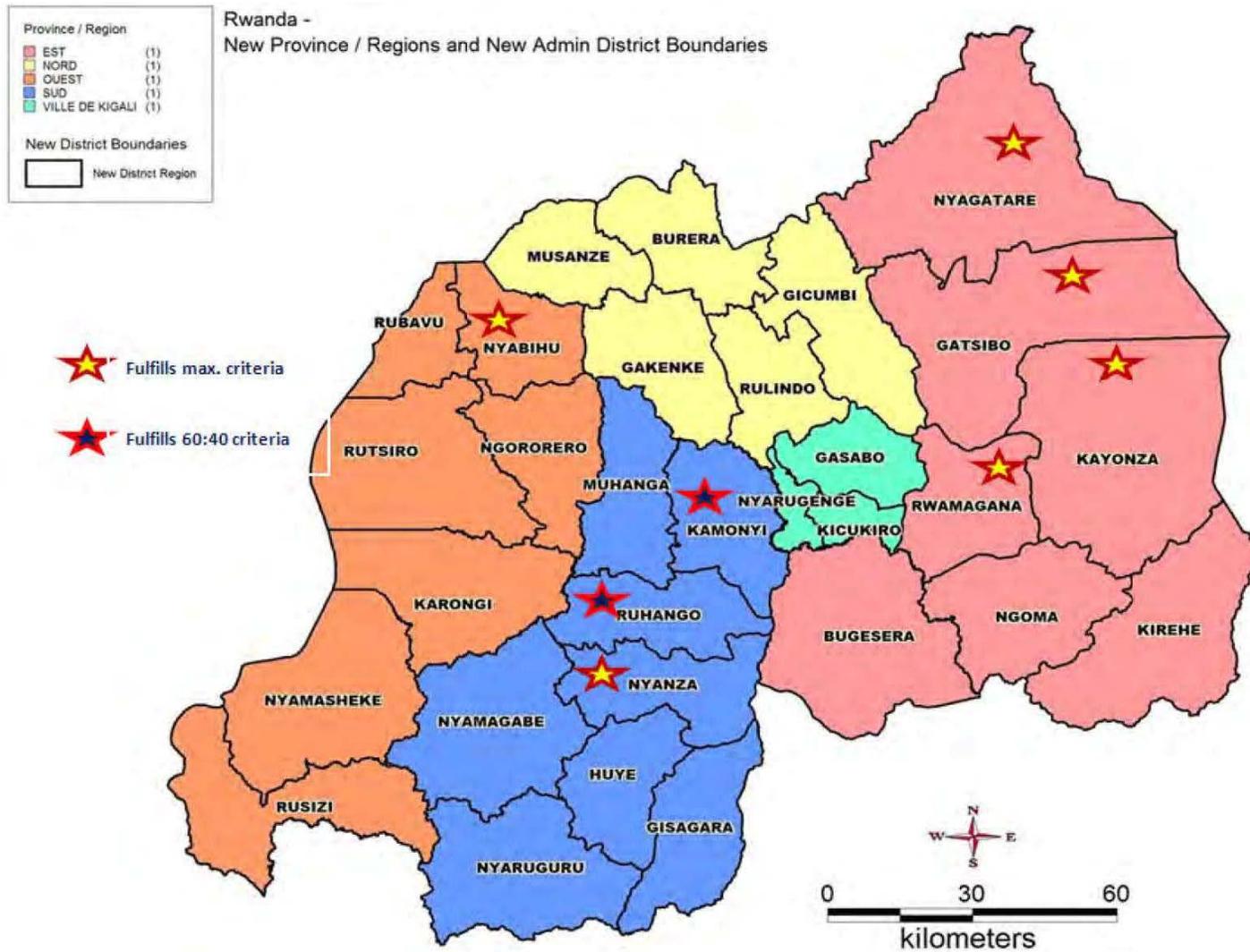
ACRONYMS

ADS	Automated Directives System
CEDAW	Convention on the Elimination of all forms of Discrimination Against Women
CNF (NWC)	Conseil National des Femmes (National Women Council)
COP	Chief of Party
DCOP	Deputy Chief of Party
DGOs	District Gender Officers
ECOSOC	Economic and Social Council
EDPRS	Economic Development and Poverty Reduction Strategy
FARAs	Fixed Amount Reimbursement Agreements
FTF	Feed the Future
GDP	Gross domestic product
GE & SS	Green Engineering and Support Services
GMO	Gender Monitoring Office
GS	Gender Specialist
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MININFRA	Ministry of Infrastructure
MINALOC	Ministry of Local Government
NCI	National Construction Industry
PMP	Performance Monitoring Plan
PPE	Personal Protective Equipment
RICA	Road Inventory and Condition Assessment
RTDA	Rwanda Transport Development Agency
RFRIP	Rural Feeder Roads Improvement Program
USAID	United States Agency for International Development
UNICEF	United Nation Children’s Fund

PROGRAM SUMMARY

Project	USAID/Rwanda Rural Feeder Roads Improvement Program (RFRIP)
Contract (A&E IQC) No:	EDH-I-00-08-00026-00
Task Order No:	AID-696-TO-11-00001
Effective Date	August 12, 2011
Estimated Completion Date	August 11, 2016
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Rwanda Rural Feeder Roads Improvement Program – Target Districts



EXECUTIVE SUMMARY

In line with USAID's gender goals, it is important for any program or policy to analyze and understand how gender will affect men and women differently and how these concerns can be addressed. The following questions are critical to ensuring that USAID assistance makes the optimal possible contribution to gender equality in development:

- How will the different roles and status of women and men affect the work to be undertaken?
- How will the anticipated results of the work affect women and men differently?

Gender integration and mainstreaming are strategies for making women's and men's concerns and experiences integral to the design, implementation, monitoring and evaluation of policies and programs in political, economic and social spheres such that inequalities between women and men are mitigated. USAID places emphasis on gender not only because gender affects program results, but also to promote gender equality and empowerment of women.

Rwanda has made remarkable development progress since the tragedy of the 1994 genocide which left the social fabric in tatters and decimated its economy. Despite these impressive achievements and a decade of rapid economic growth, poverty remains high and economic opportunities for women are limited, particularly in rural areas. The majority of women (56%) have no access to financial services (either formal or informal), illiteracy is very high, and there is gender bias in the technical work opportunities available equally to both men and women.

In Rwanda, agriculture accounts for 37.4 percent of national GDP¹, but deficiencies exist in providing access to market and transportation of goods. Through the Rural Feeder Roads Improvement Program (RFRIP), eight districts are targeted throughout Rwanda. The RFRIP works to strengthen transportation infrastructure through road prioritization, local construction, and district capacity building, with gender being a focal activity to program development. The RFRIP is therefore an essential component of transforming and strengthening Rwanda's economy.

This Gender Assessment and Integration Plan is the product of the entire RFRIP team guided by Parsons' Gender Specialist, Jeanne Françoise Umuzigambo. Its purpose is to identify key gender issues and gender constraints that need to be addressed across the program and to make recommendations on how the program can achieve greater gender integration and equality outcomes in its activities. In doing so, application of the plan will ensure that gender equity and equality have been enhanced in the program district areas by supporting improvement of the social economic situation of both women and men.

¹ The third integrated household living conditions survey (EICV3), October 2011

PROJECT BACKGROUND

The Rural Feeder Roads Improvement Program (RFRIP) is a project to support the objectives of President Obama's Feed the Future (FTF) initiative in Rwanda. FTF activities promote broad-based agriculture and sustainable economic growth. The road infrastructure program aims at enhancing market access and reducing transport costs for farm inputs and products to achieve the long-term goal of increasing the country's competitiveness in the domestic and regional trades for staples. Improved roads will increase farmers' profit margins, increase marketable surpluses, contribute to reduced vulnerability to hunger and reduce food losses en route to markets.²

Rural feeder roads are important to national economic growth as well as rural development and to the welfare of the rural population of a country. They provide the links between production and consumption zones through the transportation of goods. In this way, agricultural products reach consumers who are concentrated in urban areas, and non-agricultural products are supplied from urban commercial centers to rural shopkeepers. These roads also give the population access to social, health, educational, and administrative services.³

The RFRIP is intended to reduce transportation barriers in order to increase rural-urban markets relationships. It will also support the Rwandan Economic Development and Poverty Reduction Strategy (EDPRS) goal of raising agricultural productivity while ensuring food security. RFRIP will be implemented through a series of Fixed Amount Reimbursement Agreements (FARAs) between USAID and district beneficiaries, which will be facilitated by Parsons. Parsons will be responsible for concurrent overall management of RFRIP that also includes completion of a Roads Inventory and Condition Assessment (RICA), technical designs, and capacity building of district governments.

To further strengthen local capacity, Parsons will work with local engineering firms and consultants in a teaming or subcontracting arrangement to the greatest extent possible to complete the RICA and technical designs. The program will be implemented over a five-year period with at least 80% of the total USAID investment channeled to districts using FARAs for construction/rehabilitation, supervision of work, and maintenance of the rehabilitated rural feeder roads.

While the construction and rehabilitation of rural feeder roads will require the recruitment of local construction firms, other types of access improvements will be implemented by the communities using labor intensive approaches. A Gender Assessment and Integration Plan will be implemented for RFRIP to ensure that gender issues are accounted for during the whole period of the project implementation (five years). The findings from the Gender Assessment and proposed actions on Gender Integration Plan are presented in this document.

² Republic of Rwanda, 2009: *Rwanda National Construction Industry Policy*, Ministry of Infrastructure, Kigali Rwanda

³ Munyarugerero JP, *Farm-to-markets road rehabilitation*, ACDI/VOCA&USAID, March 2008

INTRODUCTION ON GENDER ANALYSIS AND INTEGRATION

USAID is committed to strengthening women’s rights and strives to increase the contributions women make to economic, political, and social development. By addressing gender inequities and constraints grounded in entrenched gender roles and power dynamics that impact both men and women, USAID will strengthen the effectiveness of its development programming. This is not only the right thing to do; it is “smart development.”⁴

A Gender Assessment or analysis is a process used to illustrate and understand gender differences and apply these conditions under certain specific contexts, such as a program or project. This typically involves collecting information and then subsequently evaluating the differentiating impact of development policies and programs for men and women. This assessment analyzes the different roles, rights, and opportunities of men and women and the relation between them. It also identifies the disparities, evaluates whether they are a concern, and looks at how they can be addressed.

Through USAID’s work, gender is integrated into program development, projects, and implementation. A Gender Integration Plan entails identification of differences (the Assessment phase) and subsequent treatment of the inequalities. Typically this Integration Plan focuses on women since women are most often in a subordinate position in society and often lack a voice in communities. Through USAID’s strategies and policies programs are designed in order to increase access, resources, and opportunities to women.

This RFRIP Gender Assessment and Integration Plan identifies gender disparities and provides a method for implementing measurable results. Within this document women and children have been identified as the vulnerable gender population. These gender-related activities will be mainstreamed into program activities and delivered on various platforms such as trainings, increased awareness, and empowerment of female stakeholders. The results from the gender initiatives will be measured through RFRIP’s monitoring and evaluation (M&E) programs along with reported in the program’s Performance Monitoring Plan (PMP), quarterly and annual reporting.

⁴ Guide to Gender Integration and Analysis, Additional Help for ADS Chapters 201 and 203, March 2010

I. CONTEXT OF GENDER ISSUES IN RWANDA

I.1 BACKGROUND ON GENDER ISSUES AND LAWS IN RWANDA

Gender has been an important issue to Rwandan policy making, most prevalent in the Rwandan Constitution of 2003. The constitution not only grants equality to marginalized groups but also empowers the state and other actors to provide resources to promote gender equality. This constitutional framework provides quotas of at least 30% for women in decision making structures.⁵

Rwanda is an agrarian country with over 80%⁶ of the population relying on agriculture and related activities for their livelihoods. The country's population was estimated at 10.4 million in mid-year 2010⁷ and about 53%⁸ of the population is female. The country has made remarkable progress since the destructive genocide of 1994; Rwanda's population density of 373 per square kilometer as one of the highest in the world.

Rwanda is committed to achievement of the Millennium Development Goals (MDGs), most importantly Goal 3, which focuses on gender equality and women empowerment as defined in the EDPRS.⁹ In 2000, Rwanda was one of the 189 nations that made a promise to free people from extreme poverty and multiple deprivations, which later became the pledge of the Eight MDGs goals to be achieved in 2015.¹⁰

Rwanda is signatory to the most important international treaties and conventions that promote gender equality, such as the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), the 1995 Beijing Declaration and Platform for Action, the MDGs, and UN Security Resolution 1325. To integrate these international treaties into domestic policy, Rwanda has developed a national Gender Policy into its strategic plan, and gender is mainstreamed in the country's long-term and mid-term development policies addressed in the Vision 2020 and EDPRS.

After the war and genocide of 1994, many men had been killed, leaving women in charge of households and in desperate circumstances. Those who survived the genocide faced not only economic hardship but also social isolation. Women had to confront daily issues of survival, including how to find housing

THE MILLENNIUM DEVELOPMENT GOALS FOR 2015:

1. *Eradicate extreme poverty and hunger*
2. *Achieve universal primary education*
3. *Promote gender equality and empower women*
4. *Reduce child mortality*
5. *Improve maternal health*
6. *Combat HIV/AIDS, malaria and other diseases*
7. *Ensure environmental sustainability*
8. *Develop a global partnership for development*

⁵ Ministry of Agriculture and Animal Resources, Agriculture Gender Strategy, November 2010
⁶ National Institute of Statistics of Rwanda (NISR) annual report, 2009
⁷ NISR, National population projection 2007-2022, July 2009
⁸ NISR Annual Statistical Yearbook, 2009
⁹ Ministry of Agriculture and Animal resources, Agriculture Gender Strategy, November 2010
¹⁰ UNDP, Case study on drives of progress towards the Millennium Development Goals in Rwanda, February 2010

when so many homes had been destroyed. The policies undertaken by the Rwandan government assisted women in becoming an equal player in political, economic, and social topics throughout the country.

The Government of Rwanda has undertaken many other actions to increase gender equality, such as strategic affirmative action measures to ensure female participation in the political and economic decentralization process, approval of significant reforms of discriminatory inheritance and land ownership laws, and even individual fundraising and social mobilization efforts on the part of Rwanda's First Lady – in support of HIV prevention efforts aimed at females and encouragement of girls' increased education attainment. Specific laws related to gender equality and protection include:

1. **Law on Matrimonial Regimes, Donations, Succession and Liberalities (1999):** This law formalizes land rights and the distribution of marital property to surviving spouses and heirs.
2. **Rwanda Civil Code (1988):** Gives married women rights to seek divorce based on adultery, physical violence, and other grounds. This also provides rights to both spouses in relation to child custody; it was revised in 2001 to stipulate that children under six should be raised by their mother.
3. **Law of Prevention and Punishment of Gender Based Violence (2008):** This law protects women and children against violence and prosecution of those committing violence.
4. **Organic Land Law (2005):** This law prohibits discrimination based on sex relating to ownership or possession of rights over land.
5. **Women's Fund (2009):** A credits scheme established to assist women with financial needs.

The Rwanda National Construction Industry Policy (NCI) states that, the government shall continue to advocate for the removal of any residual practices which restrict women from gainful employment in the industry. The government's strategies for the implementation of this policy include¹¹ encouraging equal opportunity for gainful employment in the construction industry, ensure that planning, design and construction of infrastructure consider gender, and sensitize all stakeholders on gender mainstreaming.

I.2 RWANDA AGRICULTURE SECTOR AND GENDER

Agriculture is the most important sector in Rwanda, generating over 30% of the country's gross domestic product (GDP) (37.4% in 2008), over 80% of employment (especially for women), 70% of export revenues, and 90% of national food needs¹².

However, agriculture production remains predominantly at a subsistence level because smaller plots do not favor commercial production. Although, Rwandan agriculture is constrained by demographic pressure, sensitivity to gender is part of one of the principles strategies in agriculture as set forth by the Gender Monitoring Office (GMO). It is a requirement that gender issues be taken into consideration in all phases of planning and implementation of activities of any project.

Women contribute immensely to the agriculture value chain by providing labor for planting, weeding, harvesting, and processing in addition to reproductive activities and community work. They also produce and sell vegetables from home gardens and the income obtained is mainly used to meet family food, health, and education needs. However, this contribution is rarely recognized at household level or in national statistics.

¹¹ Republic of Rwanda, 2009: *Rwanda National Construction Industry Policy*, Ministry of Infrastructure, Kigali Rwanda

¹² NISR, The third integrated household living conditions survey (EICV3), October 2011

As indicated earlier, the livelihoods of over 80% of Rwanda's population depend directly or indirectly on the agriculture sector. Despite the huge number of people involved in agricultural related activities, the sector contributes less than 40% to GDP. Although gender equity and equality is a right enshrined in the Rwanda Constitution, there are many gender disparities contributing to the poor performance of agriculture. Women employed by the agriculture sector are typically poor (86%) with lowest levels of schooling and highest rates of illiteracy (23.3%).¹³ As a result, women remain in subsistence agriculture, they receive low prices for their products due to lack of market intelligence, they lack capacities to participate in agri-business, and are employed in lowly paid positions in secondary agriculture. All these result in a vicious cycle of poverty that transcend generations to generations.



Rural women working in Maraba coffee production, Rwanda Huye southern province.

I.3 GENDER IN RURAL FEEDER ROADS AND RWANDA APPLICATION

RFRIP was designed to support the agricultural sector under post-harvest handling and strategy by facilitating farmers' access to the market. Specifically, this aims to enable farmers to sell their agricultural produce more competitively and to access agricultural inputs at market cost. The challenge of rural infrastructure development and maintenance confronting developing nations is enormous; historically, women's roles in meeting this challenge have not been systematically considered or identified. False assumptions concerning the actual duties performed and future potential of women in development are indicative of the lack of education and knowledge towards gender issues. Women assume multiple roles in construction work; these roles can range from basic services to the development and maintenance of infrastructure. When designing construction projects, few recognize or acknowledge the beneficial contribution women make towards infrastructure development, but the opportunities to address these gender challenges present themselves as follows:

- a) Women constitute a significant proportion of the **available labor for road maintenance**. Road infrastructure development and maintenance, especially in poor urban communities and rural areas, requires a close partnership between the people concerned, local governments, and central governments. Unless women are brought into such partnerships, the success of maintenance programs may be limited.
- b) Women contribute significantly to the **management of the built environment**; in some regions women undertake a large variety of construction and maintenance tasks single-handedly. For example, in post-genocide Rwanda, many widows became engaged in casual labor including working as masons and aids at construction sites. The lack of recognition of this contribution causes bias in

¹³ Gender Monitoring Office, Baseline Analysis of the Gender Dimensions in the provision of Agricultural Services in Rwanda, Charles Twesigye Bakwatsa, July 2010

the delivery of development services, and conditions of the urban and rural poor cannot be improved without the contributions of women.

- c) A major part of all **transport for social and economic activities** is undertaken by women. Women in rural and low income urban communities transport household goods, food and production inputs; they gather and transport firewood, collect and transport water; and they transport their children to schools and health facilities. Although much of this takes place on foot – or on women’s heads or shoulders – transport remains a major responsibility of women, and consumes a significant portion of their time and energy.

Road maintenance presents an additional income earning opportunity for women. Several studies have proven that women tend to spend more money on the welfare and upbringing of their children, thereby opening the door for lasting changes in the lives of these families. Therefore, involvement of women is one of the keys to achievement of agricultural development objectives.



Women participating in rural road maintenance (Gakenke District).

I.4 GENDER-RELATED OUTCOMES

Improved rural feeder roads bring tremendous benefits for women and other vulnerable populations (children, disabled, old, and sick people). Once transportation services are improved, travel becomes safer and more convenient, and the quality of rural health, education, and other services improves with better accessibility. Markets are easier to reach, and correspondingly, women’s trading opportunities increase, because better roads bring more customers to the area, expanding women’s access to the markets as well as economic opportunities. Road construction and maintenance improves the availability of jobs for women and other disadvantaged groups, providing critical income for their families.

Due to the greater influx of traders and outside residents, women can be at a greater risk to the increase and spread of HIV/AIDS. When planning for rural feeder road construction, specific education will need to be conducted to make women and children aware of these potential risks. This education plan should be integrated into all work aspects at the District and Sector levels.

1.4.1 WOMEN'S GAPS AND CHALLENGES

Many of women's daily routine activities are labor intensive and time consuming, which can hamper opportunities. The Crop Intensification Program undertaken by the Ministry of Agriculture and Animal Resources (MINAGRI) is well appreciated; farmers consulted expressed some satisfaction on the easy access to improved seeds and chemical fertilizers, easy access to markets, increased social capital, and easy access to knowledge and skills enhancement opportunities. However, those with small land sizes find themselves hampered by mono-cropping, which leads to less crop diversification and higher vulnerability for a family's food security. This issue typically falls to women as they are tasked with household food management and less crop variety reduces their capacities to provide balanced diets to families.

1.4.2 PROXIMITY AND LOCATION OF SERVICES

In many rural areas of Rwanda, civil services such as health centers, schools, communication centers, and markets are not in close proximity to farmers. This makes access to knowledge and information difficult, and even more so for women when they have household obligations to attend to. This affects the flow of information to rural markets and stakeholders, and inhibits women from being active participants in decision making processes.

1.4.3 WOMEN'S OPPORTUNITIES IN RWANDA

Within Rwanda, there is a high commitment towards gender equality and good progress has been made towards mainstreaming these concepts on a national level. For example, from 2008 until the present, women's participation in the Rwandan Parliament has been 56%, one of the highest rates in the world.

There also exist a number of opportunities for integrating gender in agriculture development, including the national development objectives, policies, and strategies recognizing gender equity and equality. In November 2010, MINAGRI released an Agriculture Gender Strategy which is critical towards mainstreaming gender concerns into the farming industry. Rwanda operates with an effective decentralized system, with many opportunities at the local, regional, and national levels in order to encourage opportunities for male and female farmers. In addition, MINAGRI has promoted a gender-responsive budget in order to enact proactive policies.¹⁴

1.4.4 CHALLENGES TO ACHIEVING GENDER EQUITY AND EQUALITY

The gender gaps in the agriculture and construction sectors are manifested by limited accountability on gender equality at policy level and limited capacity to enforce laws and regulations. In addition, many gender stereotypes exist within cultural, social, religious, and institutional structures. There is a high rate of poverty among women due to gender imbalance, limited awareness and understanding on gender equity and equality issues, and low representation of women in decision making processes at local levels. Also, women and children's health limits incomes and economic opportunities due to availability of health facilities as well as HIV/AIDS awareness and prevention. All of these factors need to be taken into account when designing RFRIP's gender mainstreaming in order to best achieve gender equity and equality.

¹⁴ MINAGRI, Agriculture Gender Strategy, November,2010.

II. GENDER ASSESSMENT METHODOLOGY

II.1 APPROACH AND RATIONALE

The purpose of the Gender Assessment is to integrate and improve gender mainstreaming while focusing on the program’s goals in the eight targeted districts: Nyagatare, Gatsibo, Kayonza, Rwamagana, Kamonyi, Ruhango, Nyanza, and Nyabihu. This Gender Assessment assists in identifying key gender issues and constraints that need to be addressed and implemented in the program. From this assessment, the Gender Integration Plan will outline how gender will be systematically mainstreamed throughout the program. This will call for active participation and open attitudes to gender issues among RFRIP and USAID staff members, delivery partners, and local stakeholders.

The methodologies and inputs used in this gender assessment included a review of literature and program documents, background documents related to Rwandan gender and agriculture, along with community and other stakeholder consultations through direct interviews, and focus group discussions. The subsequent integration plan contains the details of how the program will map out gender outcomes in a step-by-step manner. At its most basic level, the assessment plan answers these three questions:

- 1) Which gender learning outcomes will the program focus on?
- 2) What indicators will the program use to determine how well people are achieving the selected outcomes?
- 3) How will the Plan use gender information to improve the Program?

In its Automated Directives System (ADS), USAID requires that two major questions be answered by a Gender Assessment and Integration Plan, namely¹⁵:

- a) How do the different roles or status of women and men within the community, political sphere, workplace, and household affect the work undertaken?
- b) How will the anticipated results of the work affect women and men differently?

These tools outlined by the ADS are an important framework for addressing gender concerns in RFRIP, and the outline provided by ADS was used to conduct this Gender Assessment and Integration Plan.

II.2 TECHNICAL TOOLS

Performance Indicators and Processes

ADS 203.3.4.3 – “Reflecting Gender Issues in Performance Indicators”– sets forth USAID’s requirements for performance indicators in projects or activities regarding gender¹⁶:

¹⁵ USAID, 2010: Guide to Gender Integration and Analysis/USAID – Additional help for ADS chapters 201 and 203, USAID, Washington, DC

¹⁶ USAID, 2010: Guide to Gender Integration and Analysis/USAID – Additional help for ADS chapters 201 and 203, USAID, Washington, DC

In order to ensure that USAID assistance makes the optimal contribution to gender equality, performance management systems and evaluations at the project or activity levels must include gender-sensitive indicators and sex-disaggregated data when the technical analyses supporting the project or activity demonstrate that:

- a) The different roles and status of women and men within the community, political sphere, workplace, and household (for example, roles in decision-making and different access to and control over resources and services) affect the activities to be undertaken; and
- b) The anticipated results of the work would affect women and men differently.

To achieve these requirements, both qualitative and quantitative data will be used to determine the impact of proposed or already implemented projects on policies and practices. To monitor these kinds of changes, projects can use a mix of different types of indicators. In particular, process or proxy indicators tend to offer a clear picture of on-the-ground changes in gender relations, and how these are affecting development outcomes. Definitions of indicator types are provided below:

- a) **Quantitative Indicators:** Numerical measurements of changes in the behaviors, attitudes, and practices of targeted individuals, disaggregated by sex and/or other social variables, such as age, education, and socio-economic class.
- b) **Qualitative Indicators:** More subjective measures that address perceptions, such as changes in behavior and in relationships between women and men. Scales, ranking, and indices can be used to quantify qualitative changes.
- c) **Process-Oriented Indicators:** Quantitative and qualitative indicators that can directly measure, for example, the achievement of activity-based deliverables, and/or the quantity and quality of participation by gender.
- d) **Proxy Indicators:** Quantitative or qualitative indirect measures that reveal the impact of a program or activity.

For RFRIP, a combination of these types of indicators will be used in order to develop the Gender Integration Plan and monitor the progress of development.

II.2.1 PROPOSED AREAS OF INTERVENTION

Through the literature review and background information, a list of proposed areas of intervention was developed in order to guide the Gender Assessment and feed inputs into the Gender Integration Plan. A general list of interventions that will be explored includes:

1. Raising awareness on gender issues at all levels so that all stakeholders have shared understanding of the goal and objectives of gender mainstreaming
2. Ownership of the gender mainstreaming process at multiple levels (village, sector, district) by all stakeholders
3. Addressing perceptions and attitudes about gender and gender equality in order to achieve program development outcomes
4. Developing gender-related capacities building for technical training, institutional development, and project design and implementation
5. Empowering women at local and district levels to be actively involved in making decisions in development processes

III. GENDER ASSESSMENT – FINDINGS AND OBSERVATIONS

INTRODUCTION

Through a combination of literature review, focus groups, community consultations, and field observations, Parsons has analyzed gender constraints for participants to the five main activities of the RFRIP and outlined a Gender Assessment to correspond with the program’s activities. This assessment will help to shape RFRIP’s Gender Integration Plan and further monitoring and evaluation measures.

DESIGN OF COMMUNITY CONSULTATIONS

Women in Rwanda often do not have the same access to training opportunities as men because of the way trainings are planned and organized. Meetings are often planned at inconvenient times for women and trainings often compete with household duties. Similarly, meeting organizers often don’t make accommodations for childcare needs and therefore, women cannot be active participants.

At the beginning phases of RFRIP, community consultations were conducted in order to gain baseline feedback for the Gender Assessment and Integration Plan. The consultation meetings were held in RFRIP’s initially targeted districts across Rwanda. These meetings were held on a daily basis and sectors were grouped according to the zones established by local authorities. RFRIP’s Gender Specialist worked with the District Gender Officers (DGOs) in order to coordinate local meetings and provide information to stakeholders.

When organizing the meetings, it was found that distance affected attendance as proximity to meeting location directly affected ability to travel. Many times, women were not able to attend the meetings because they were held during the day and the longer commutes made it difficult to travel the rural landscape to meeting location. This resulted in half of the community consultations having less than 30% female representation. However, it was noted that the women in attendance were able to speak freely and their points of view were respected and accounted for.

In designing future RFRIP community meetings, the experience of these initial consultations will be taken into account. Meetings should be designed so that they accommodate women’s schedules – providing proper childcare; in addition, RFRIP will strive to select meeting locations that provide easier commuting. These future community meetings will also be held in coordination with the DGOs to ensure that information is disseminated to all available participants.

TASK I – ROADS INVENTORY, CONDITION ASSESSMENT, AND PRIORITIZATION

i. Roads Inventory and Condition Assessment (RICA)

The RICA phase of the project included multiple activities from community meetings, environmental assessment, and collection of physical data about road conditions. Rural women actively participated in

the RICA technical work, even though their main duties include household responsibilities. During the RICA phase, at least 50% of the team members were females. In addition, it is a priority of sub-contractors on RFRIP that there is equal pay for equal work, which was confirmed through sub-contractor interviews. Throughout the RICA phase, the activities of Parsons' subcontractors GIS and Green Engineering and Support Services (GE&SS) tended to attract female engineers. Through observation and monitoring during the RICA phase, it was noted that there were no disparities in the work output for females and males team members.

ii. Road Prioritization

The road prioritization phase of the project was conducted parallel to the RICA process. This prioritization process included meetings and consultations with District and Sector leaders along with community stakeholders. During the prioritization, Parsons took note of the number of attendees and the distribution of gender participation. The meeting attendance in various districts is shown below in Table 1.

Table 1: Level of Attendance in Community Consultations/Roads Prioritization

No	District	Number of Community Meetings	Women		Men		Total
			No.	%	No.	%	
1	Nyagatare	8	266	30%	625	70%	891
2	Gatsibo	4	117	20%	458	80%	575
3	Kayonza	4	39	27%	105	73%	144
4	Kamonyi	2	48	30%	111	70%	159
5	Nyanza	2	54	44%	70	56%	124
6	Rwamagana	3	159	20%	655	80%	814
7	Ruhango	4	108	27%	289	73%	397
8	Nyabihu	2	48	29%	117	71%	165
9	Gakenke	3	162	46%	190	54%	352
10	Nyamagabe	3	109	34%	214	66%	323
11	Karongi	4	233	39%	358	61%	591
12	Rutsiro	3	48	24%	156	76%	204
Total		42	1,391	29%	3,348	71%	4,739

The results presented in Table 1 show a good level of women's participation in some districts, such as Gakenke, Nyanza, and Karongi, whereas other districts, such as Gatsibo, Rwamagana, and Rutsiro,

obtained a low attendance level, which calls for further investigation. However, half of the community meetings met the Rwanda Constitution's 30% requirement for women's representativeness in participating RFRIP districts.

During the consultations, many members of the community's senior female leadership showed enthusiasm for the program activities, which could likely be attributed to their recognition of the anticipated benefits to women and children.

A gender disparity that was noted was the lack of female engineering staff in participating districts. From the 12 surveyed districts, there is only one technical staff (an environmentalist) that is female, in the Ruhango district. This imbalance may be due to the opportunities available to women in the technical fields, which is a notable issue to be addressed during the feeder road design, construction, and implementation phase. The disparity of female engineers in the Districts may also be attributed to the Rwandan schooling system, and there is a notable difference between men and women graduating with engineering degrees from Rwandan universities.¹⁷



Nursing mother participates in road prioritization consultations, Rwamagana District.

There was heightened interest from all women in all RFRIP activities as there was a direct correlation for the potential to improve services, benefits, and creation of wealth. The following observations came directly from the females in both the community and the focus group meetings:

- There were concerns raised that some men may deny their wives the right to work on the road project, especially in the Eastern Province of Nyagatare District, specifically in Rwimiyaga sector where there was a confrontation during the meeting between men and women who attended. In their culture, they said women can't be allowed to work on roads, they have to stay at home – doing chores and taking care of children – while men go to work.
- Some women asked if they would be able to be involved in the project on an equal basis as their male counterparts. Many of the female participants were surprised to hear that they would be involved equally as compared to their male counterparts based on skill set and requirements.
- Women wanted to know if they would get the same pay as men for the same type of work. Women were concerned that contractors may be biased and not willing to hire them, due to the perceived notion that women are often physically weaker than men.
- There were concerns that pregnant and lactating mothers may be denied an opportunity to work on construction as opposed to those that have options to work in the farmers' fields. In most consultations with communities, it was generally agreed that there is a need to find appropriate work for lactating mothers, or arrangements should be made so that their babies can be cared for in one place.

¹⁷ www.isae.ac.rw, June 2010 and www.nur.ac.rw, December 2011

- General constraints identified for rural women and poor households include limited time, low literacy, several barriers to job access, limited knowledge about gender issues, low inclusion in cooperatives, and low levels of gender integration in their villages.

This feedback from the community consultations provided valuable information to the Gender Assessment and helps us tailor the Integration Plan accordingly.

TASK 2 – TECHNICAL DESIGN

As mentioned in the above section, women in Rwanda are underrepresented in technical fields such as science and engineering. This may be attributed to a larger country-wide initiative in the education system. All of Parsons’ subcontractors provide equal pay for equal work, and are encouraged to hire female staff for technical roles. In addition, part of the RFRIP’s work will include coordination with the District engineering offices which may encourage female hiring.

In the design of feeder roads, since women are responsible for most of the transportation, such as carrying goods to market, it will be important to account for safety considerations in the design. It has also been noted that women and children are more likely to be injured or killed by vehicles moving at high speeds on roads. This will be an important consideration to ensure that proper signage and signaling is provided as needed.

TASK 3 – PROCUREMENT SUPPORT

Often, women are not participants in the procurement process of construction projects. This is an important component of the project as it relates to how materials are sourced and construction conducted. It will be critical for District staff to involve women in this process, such as inclusion on procurement committees.



Women are key suppliers to the local construction industry.

TASK 4 – CONSTRUCTION, MAINTENANCE, AND SUPERVISION

Women play an important role in the supervision, construction, and maintenance of rural feeder roads. This provides an opportunity for women to take on leadership roles and be stakeholders in continuing the life and service of a roadway. Through the RFRIP it was determined that men and women would be provided equal opportunity to be involved in road construction based on applicable skills. In addition, the program is designed to have a capacity building component in order to ensure proper roadway maintenance; the involvement of women in maintenance will be an important issue in order to address job opportunities and sustainability of roadways.

Through consultations and observations it was noted that women are not typically in supervisory roles. This will likely be an important issue to address in order for women to be active participants in construction and furthering job opportunities.

TASK 5 – FINANCIAL AND TECHNICAL CAPACITY BUILDING OF THE DISTRICTS

Many participants in the consultations noted that low wages provided by government offices lead to higher turnover of staff. Staff retention issues can make it difficult for projects or initiatives to be fully successful and goals attained. In addition, women are typically smaller traders in Rwandan agriculture, which presents an opportunity to encourage better business practices in the market.

The RFRIP has identified a number of capacity building efforts to be conducted in the districts in order to provide financial and technical capacity within the institutions. Capacity building efforts will also be targeted towards women in order to offer further opportunities to them through the feeder roads work.

IV. GENDER INTEGRATION PLAN

INTRODUCTION

From the Gender Assessment presented in Section III, a number of actions are recommended to be incorporated into the program as the Gender Integration Plan. These actions will be executed through the RFRIP in order to build capacity in the Districts with the goal of training/sensitizing women's groups, male leaders, and cooperatives in order to encourage gender mainstreaming through various program activities.

IV.1 DISAGGREGATED DATA

The basic requirement for gender analysis is the collection, analysis, and maintenance of sex-disaggregated data. Sex-disaggregated data assists in identifying discrepancies between men and women in their access/control to resources and opportunities and provides data to evaluate all monitoring results. Parsons will use this data to stay abreast of the impact the program has on both women and men by interpreting what the numbers and percentages mean in terms of gender mainstreaming and gender equality. The analysis is a critical component – going beyond attendance as an indicator of participation to analyzing the significance and real impact of program activities on the targeted beneficiaries. This also feeds directly into the program's PMP and M&E activities.

IV.2 MAIN OBJECTIVE

The main objective of the Gender Integration Plan is to provide specific guidance to RFRIP on ways to integrate gender more effectively in all current and future program activities based on the findings of the Gender Assessment. A result of this action will be to ensure that gender equity and equality have been enhanced by the program.

Sub-Objectives

To further support the main objective, this plan has the following sub-objectives:

- e) Provide a framework and baseline for effective assessment and Integration Plan of Gender mainstreaming in RFRIP.
- f) Improve the organizational culture and attitude about Gender equality as prerequisite for positive development outcomes in the "THE ROAD TO WEALTH" program.
- g) Improve technical capacity of program stakeholders to do gender analysis across sectoral areas within each district.
- h) Facilitate allocation of resources (protective clothes, overalls appropriate for women and men, etc.) in a manner that takes cognizance of gender.
- i) Provide gender trainings workshops and create support to focus groups that will continuously ensure gender mainstreaming, hence insuring sustainability.

IV.3 PROPOSED ACTIONS

Based on RFRIP’s scope of work, proposed gender actions were developed for integration into the program’s design, construction, and implementation. These actions have been outlined below in the program’s five main tasks. For each program task, the gender observation (as summarized in the Gender Assessment) and proposed integration action are aligned to show the desired outcome from these actions.

TASK I – ROADS PLANNING, INVENTORY, AND PRIORITIZATION

Roads Inventory and Condition Assessment

At the start of the program, Parsons conducted a comprehensive inventory of the transportation network in each of the priority districts in close cooperation with District government engineers and public works staff. The inventory included basic information on alignment, surfacing, road conditions, and other relevant information critical to prioritizing road segments for rehabilitation.

Women are not typically active participants in development and decision making meetings. RFRIP will take specific actions (such as scheduling meetings) to ensure that women can be active participants. The program will also work to encourage women as decision makers in order to encourage high attendance by women and better integration of gender issues in planning. Table 2 outlines the gender observation during the RICA phase and the planned integration actions the program will undertake.

Table 2: Gender Observations and Integration Actions for RICA

Gender Observation	Proposed Integration Action	Desired Outcome
Only half of participating Districts have 30% female participation at stakeholder meetings	<ul style="list-style-type: none"> • Ensure that meeting timings align with women’s household schedules • Promote meetings at the village level to encourage attendance 	<ul style="list-style-type: none"> • Increased female participation at meetings • Women become empowered stakeholders in decision making process
Female leadership is often lacking on committees and in decision making	<ul style="list-style-type: none"> • Encourage female participation in meetings among both men and women • Identify potential female community representatives to take on leadership roles 	<ul style="list-style-type: none"> • Creating more varied and diversified decision making • Ensuring that gender concerns are addressed in decisions
Equal opportunities available to men and women for employment	<ul style="list-style-type: none"> • Promote RFRIP’s goals to encourage female employment • Raise awareness that RFRIP has equal pay for equal work • Ensure that districts and subcontractors internalize RFRIP goals 	<ul style="list-style-type: none"> • Creation of more career and economic opportunities for women • Create positive working environment that women can build from after RFRIP • Diversification of the rural workforce

Roads Prioritization

After completion of the RICA, the program will engage each District in a facilitated exercise to identify priority road segments for rehabilitation and/or construction. The prioritization of road segments will be performed to identify those improvements to the transportation network that will have the greatest impact on agricultural development, market access and the local economy. RFRIP will work with the

district government to apply the prioritization criteria and identify priority roads for rehabilitation. These results will be presented to District community leaders to validate the results. Throughout this task, RFRIP will ensure that women are included as stakeholders in the decision making process.

Table 3: Gender Observations and Integration Actions for Roads Prioritization

Gender Observation	Proposed Integration Action	Desired Outcome
Low participation of women in prioritization meetings	<ul style="list-style-type: none"> • Work to schedule meeting timings that are convenient for women’s household schedules • Ensure that effective communication channels are available to men and women 	<ul style="list-style-type: none"> • Encourage women as valued stakeholders in decision making process • Enhance prioritization process
Women are not typically decision makers in construction projects	<ul style="list-style-type: none"> • Conduct technical trainings as related to construction and target female participation • Conduct capacity building efforts in regards to the livelihood benefits of women’s involvement in construction projects • Ensure that women are in attendance during results workshops 	<ul style="list-style-type: none"> • Provide more job opportunities to women on RFRIP and beyond • Have more engaged female stakeholders that can have active participation in decision making

TASK 2 – TECHNICAL DESIGN

After approval of the priority road segments in each district by the district government and USAID, RFRIP will prepare technical design packages for each segment. It is anticipated that the first phase of design will work on priority roads in all districts. As mentioned previously, it has been noted that there is not a high level of women in technical roles and safety is of the utmost importance when designing rural roads. These observations and proposed actions have been taken into account in Table 4 below.

Table 4: Gender Observations and Integration Actions for Technical Design

Gender Observation	Proposed Integration Action	Desired Outcome
Lack of female employees in technical and construction fields	<ul style="list-style-type: none"> • Promote equal hiring for men and women within RFRIP and subcontractors • Ensure that women understand RFRIP objectives of equal pay for equal work • Promote technical fields to both female and male audiences, with potential to influence interest in technical education programs • Ensure that childcare facilities are available to women on construction sites 	<ul style="list-style-type: none"> • Increased number of female employees and participants • More diversified workforce • Increased number of opportunities for women
Lack of female employees in District staff	<ul style="list-style-type: none"> • Encourage female hiring at the District level • Conduct institutional capacity building trainings to increase staff retention and opportunity 	<ul style="list-style-type: none"> • Better understanding of gender issues at the District level • More opportunities for women in local government
Gender considerations not provided for in engineering planning or design	<ul style="list-style-type: none"> • Mainstream gender concerns into planning • Ensure that subcontractors account for gender in engineering design • Conduct trainings related to gender mainstreaming in construction projects and gender equity 	<ul style="list-style-type: none"> • More robust designs that provide facilities for both men and women • Sustainable construction that will have community-based impact
Low female participation in technical decision-making and review process	<ul style="list-style-type: none"> • Encourage female participation at both the local and district level • Capacity building efforts targeted at female involvement in technical activities 	<ul style="list-style-type: none"> • Both male and female engaged participants • Expanded opportunities for women
Insufficient traffic safety and facilities are provided to women and children	<ul style="list-style-type: none"> • Through RFRIP's quality control program, ensure that safety measured are accounted for in design • Encourage RFRIP subcontractors to involve female stakeholders in design process to account for concerns 	<ul style="list-style-type: none"> • Better designs that provide safety and gender concerns • Longevity in RFRIP designs with community-impacts

TASK 3 – PROCUREMENT SUPPORT

Upon approval of the technical design packages, RFRIP will work closely with each District government to support the procurement of local construction and supervision services as defined under the FARAs. RFRIP will work to strengthen existing District government procurement systems with an aim of

achieving the best value for the investment. In this task, activities that will be undertaken include: preparation of additional bidding documents to accompany the technical design packages; response to questions that arise during bidding; and development of the evaluation process and evaluation criteria. Women and gender aren't typically considered in the procurement and contracts process, so specific integration items can be inserted to mitigate these issues.

Table 5: Gender Observations and Integration Actions for Procurement Support

Gender Observation	Proposed Integration Action	Desired Outcome
Low education of women in contractual processes	<ul style="list-style-type: none"> • Conduct District capacity building in contractual processes • Ensure access and availability to female attendees and encourage participation 	<ul style="list-style-type: none"> • Better job opportunities for women • Better ability for women to make informed decisions and be empowered stakeholders
Limited information available regarding supply chain and market availability	<ul style="list-style-type: none"> • Promote access to communication centers • Conduct capacity building trainings as related to agricultural and transportation • Ensure access and availability to female attendees and encourage participation 	<ul style="list-style-type: none"> • More informed female stakeholders • Increased opportunity for participation in procurement processes
Gender not considered when procuring materials	<ul style="list-style-type: none"> • Ensure that RFRIP and subcontractors are accounting for gender in procurement • Provide equipment and materials that are gender-sensitive, such as size-appropriate considerations 	<ul style="list-style-type: none"> • More equal opportunities for men and women • Expanded opportunity in construction

TASK 4 – CONSTRUCTION, MAINTENANCE, AND SUPERVISION

Supervision of construction works under RFRIP will be performed by local engineering and/or construction management consultants procured under the FARAs between USAID and the district governments. RFRIP will be responsible for providing overall guidance and supervision of construction activities under the program and quality control. RFRIP guidance and supervision will include field inspection, materials validation and testing (as appropriate), quantity measurement (as necessary), and review of supervision records and inspection reports prepared by the District government's construction supervision consultant.

Female participants in community consultations have expressed a desire to be involved in the construction and maintenance tasks of rural roads. Through targeted efforts and gender mainstreaming, a higher rate of inclusion can be achieved.

Table 6: Gender Observations and Integration Actions for Construction, Maintenance, and Supervision

Gender Observation	Proposed Integration Action	Desired Outcome
Preference to recruit local residents; whereas women will not travel great distances due to family obligations	<ul style="list-style-type: none"> • Ensure that women can participate in construction and adequate facilities are provided for childcare, timing, etc. • Raise awareness among districts about participation of women in construction 	<ul style="list-style-type: none"> • Better opportunities for women in technical roles • Advanced work options for future opportunities
Low utilization of female labor on roads projects	<ul style="list-style-type: none"> • Capacity building efforts targeted at gender sensitivity and awareness in order to change stereotypes • Promote RFRIP goals of female utilization and equal pay for equal work 	<ul style="list-style-type: none"> • Further female opportunities • Diversity in workforce
Little understanding of gender value in sustainable roads management and maintenance	<ul style="list-style-type: none"> • Conduct gender awareness training in order for men and women to understand the value of gender in maintenance • Conduct roads management and maintenance courses, ensure that females have access and opportunity to attend 	<ul style="list-style-type: none"> • More sustainable management of roadways after RFRIP completion • Expanded opportunities for female engagement
Little availability of trainings for women in leadership and educational programs	<ul style="list-style-type: none"> • Conduct capacity building trainings on management and leadership at the district level • Ensure women have access and availability to trainings, measure results against the PMP 	<ul style="list-style-type: none"> • Women become more advanced and educated stakeholders • Women are able to have comfort in leadership roles • Gender considerations are accounted for in decision making

TASK 5 – FINANCIAL AND TECHNICAL CAPACITY BUILDING

In parallel to the engineering services activities in Tasks 1 through 4 (design, procurement support, and construction guidance and supervision), RFRIP will design and implement a targeted technical and financial capacity building program to strengthen the capability, effectiveness, and efficiency of District government counterparts in preparing, planning, implementing and maintaining similar rural infrastructure programs. Many of these capacity building efforts will be targeted at improving women’s skills along with providing gender training within capacity building efforts.

Table 7: Gender Observations and Integration Actions for Financial and Technical Capacity Building

Gender Observation	Proposed Integration Action	Desired Outcome
Difficulty attracting and retaining female staff in technical and leadership roles	<ul style="list-style-type: none"> • Provide trainings at the District level to both men and women and provide equal access to materials • Conduct trainings with District leadership in order to have “top-down” approach towards gender mainstreaming 	<ul style="list-style-type: none"> • More diversified work force • Greater opportunities for women to undertake leadership positions
Very little female engineering staff at District offices	<ul style="list-style-type: none"> • Encourage female hiring at District level • Promote female employment through subcontractors and RFRIP employees • Conduct technical trainings and encourage female attendance 	<ul style="list-style-type: none"> • More female awareness of job opportunities • Diversified decision making at district level with gender mainstreaming
Low availability of technical training for agriculture or construction skills	<ul style="list-style-type: none"> • Provide skills training directed towards women in topics such as income management, nutrition, and agriculture • Involve women in construction activities and promote a diverse work force 	<ul style="list-style-type: none"> • Results from RFRIP have lasting impacts resulting in program sustainability • Better gender equality beyond the RFRIP scope
Females lack skills or knowledge for financial management or entrepreneurship	<ul style="list-style-type: none"> • Implement RFRIP’s financial capacity building program and ensure females are active participants • Provide women with skills related to agricultural entrepreneurship and “soft skills” like money management and negotiation 	<ul style="list-style-type: none"> • Greater opportunities for women to take on leadership roles within community and businesses • Better planning skills within District to accommodate towards female participation

IMPLEMENTATION ACTIVITIES AND SCHEDULE

From the inputs of the Gender Assessment and the development of the Gender Integration Plan, proposed actions were developed for each RFRIP task as outlined in the above tables. From these actions, specific activities are designed in order to mainstream gender into programmatic planning. The tables that follow provide the breakdown of activities that are needed to successfully carry out the gender integration plan and the required schedule. The indicators outlined will be used to measure and track progress as measured against the program PMP. The tables below also outline each responsible party and the timeframe in which activities will take place.

Table 8: Framework Activities for Mainstreaming Gender into RFRIP Activities

ACTIVITIES	OUTCOMES	INDICATORS	RESPONSIBILITY	TIME FRAME
Conduct baseline gender survey	Obtain baseline gender data	Determine ratios for all desired gender indicators	Parsons: GS ¹⁸	June – July 2012
Conduct Train of Trainers (ToT) sessions on gender mainstreaming in RFRIP	<ul style="list-style-type: none"> • Qualified trainers at district levels (men and women) • People trained: CNF presidents from all sectors/district, & Gender district officer. 15 people. (To be confirmed) 	<ul style="list-style-type: none"> • Number of training sessions per district; • Number of district staff and stakeholders trained 	Parsons: GS, M&E ¹⁹ , DCOP ²⁰ District: DGO ²¹	Sept – Oct 2012
Monitoring & tracking of ToT sessions from district to sector level	RFRIP gender concepts mainstreamed into construction planning	Statistics reported in monthly and quarterly reports	Parsons: GS	June 2012 – Aug 2016
Conduct ongoing as-needed trainings for specific program initiatives	Targeted training to enhance awareness and increase opportunities for women	Number of trainings conducted Number of participants trained Statistics reported in monthly and quarterly reports	Parsons: GS	June 2012 – Aug 2016

¹⁸ Gender Specialist

¹⁹ Monitoring & Evaluation Specialist

²⁰ Deputy Chief of Party

²¹ District Gender Officer

Table 9: Improvement of Organizational Culture about Gender Equality

ACTIVITIES	OUTCOMES	INDICATORS	RESPONSIBILITY	TIME FRAME
Collect gender assessment data, analyze, interpret data, disseminate and report results	Baseline conditions established	<ul style="list-style-type: none"> • Number of female to male participants • Document changes over program duration 	Parsons: GS & M&E	Oct 2011 – Aug 2016
Enforcement of Gender balance on all activities in “ROAD TO WEALTH”	Participation of women in RFRIP labor force increases	<ul style="list-style-type: none"> • Proportion of female payscale increase • Number of women employed (per job sheet) 	Parsons: GS & DCOP	Jul 2012 – Aug 2016
Enforcement of Gender balance in all activities included in subcontractor contracts and BOQ of “ROAD TO WEALTH”	<ul style="list-style-type: none"> • More contractors sensitized • More opportunities available for women 	Number of women gaining better job opportunities	Parsons: COP & GS	Jul 2012 – Aug 2016

Table 10: Improve Technical Capacity of RFRIP Stakeholders in Gender Mainstreaming

ACTIVITIES	OUTCOMES	INDICATORS	RESPONSIBILITY	TIME FRAME
Trainings of Trainers (ToT) for selected community Leaders in Program areas	More trainers available, and better information dissemination	<ul style="list-style-type: none"> • Number of people trained • Number of qualified trainer 	Parsons: GS,DCOP District: DGO	Sept 2012 – Dec 2015

Table II: Provide Adequate Female-oriented Resources to Ensure Implementation of Gender Mainstreaming Commitments

ACTIVITIES	OUTCOMES	INDICATORS	RESPONSIBILITY	TIME FRAME
Contract documents requiring provision of protective gear (PPE)	<ul style="list-style-type: none"> Female workplace safety Increased participation of women 	<ul style="list-style-type: none"> Percentage of PPE provided to females in construction Increased number of females participating due to safety resources 	Parsons: COP & GS	July 2012 – Dec 2015
Provision of separate sanitary facilities for both men and women	Increase women participation Sensitivity towards gender concerns	Number of female sanitary facilities provided at construction sites	Parsons: COP, GS District: DGO	July 2012 – Dec 2015
Provision of day-care facilities for women with children	Increase in female participation with childcare or lactating needs	<ul style="list-style-type: none"> Number of women participating with childcare needs Number of childcare facilities provided at project sites 	Parsons: COP, GS District: DGO	July 2012 – Dec 2015
Provide personal hygiene accessories for females in the BOQ	Women encouraged and motivated to participate in RFRIP activities	<ul style="list-style-type: none"> Number of provisions written into BOQs Increase in number of women participating in road works 	Parsons: GS District: DGO	July 2012 – Dec 2015

Table 12: Conduct Training Workshops and Provide Support to Focus Groups that will Ensure Sustainable Gender Mainstreaming

ACTIVITIES	OUTCOMES	INDICATORS	RESPONSIBILITY	TIME FRAME
Conduct training workshops and ToTs	<ul style="list-style-type: none"> • More trainers available • Better gender information available 	<ul style="list-style-type: none"> • Number of people trained • Number of trainers 	Parsons: GS, DCOP	Sept 2012 – Dec 2015
Continue updating progress of female participation in RFRIP	Better opportunities and participation for women	<ul style="list-style-type: none"> • Number of female training participants • Number of women active in construction activities 	Parsons: GS	August 2012 – May 2016
Creation of Gender Monitoring Steering Committee	<ul style="list-style-type: none"> • Oversight from outside stakeholders • Effective sustainability of gender issues in the program 	<ul style="list-style-type: none"> • Number of Gender Committee meetings held • Number of participants at Steering Committee meetings 	Parsons: COP, DCOP GS	<ul style="list-style-type: none"> • Formation of Steering Committee in September 2012 • Implementation from October 2012 - Jun 2016

V. CONCLUSION AND RECOMMENDATIONS

This Gender Assessment and Integration Plan provides a baseline assessment of gender issues as they pertain to RFRIP, and provide methodical measures to address and improve identified areas. Work from the Integration Plan will be mainstreamed into program activities and addressed through target methods and training programs delivered to districts, construction subcontractors, and RFRIP staff.

Gender areas identified for intervention throughout the Assessment phase of the program included:

- Inadequate facilities and accommodations for female participation on road construction and maintenance (child care facilities, equipment size, PPE)
- Technical trainings available for women, and support for technical job opportunities
- Availability of financial and management training for development of business “soft skills”
- Incorporating gender considerations into road designs and safety measures
- Gender sensitivity and bias towards inclusion of female participation on project activities

The RFRIP’s proposed Integration and Action Plan will offer the district and stakeholders an opportunity to participate in establishing mainstreamed gender equity in programmatic activities. Working with local districts, RFRIP will work to promote female participation in construction and technical activities. Successful implementation of these measures will largely be bolstered by cooperation and enhanced relationships with stakeholders.

Following the approval of this Gender Integration Plan, next steps will include data collection and analysis of baseline gender statistics. This information will directly feed into the program’s M&E of gender-related indicators. Following the collection of any further baseline data, RFRIP’s Gender Specialist will work with DGO’s and USAID in order to mainstream gender considerations and training into program activities. Results from these mainstreaming activities will be reported regularly through the program’s quarterly, annual, and PMP results.

GENDER TERMS AND CONCEPTS

Gender

The concept of gender is one that makes it possible to distinguish biologically founded sexual differences between women and men from the culturally determined differences between the roles given to or undertaken by women and men in a society. While it is easy to understand the biological differences between men and women, as these are universal, the socially constructed differences are not always so easily discernible. The concept of gender therefore assists us in recognizing the socially constructed roles and relationships defined for men and women within a society. These roles and relationships are learned, change over time and have wide variations within and between cultures. Gender roles are also affected by a number of factors such as age, class, race, ethnicity, religion and ideologies, in addition to the geographical, economic and political environment. Roles may be flexible, rigid, similar or different as well as they may be complimentary or conflicting. Policies and social structures are instrumental in institutionalising the maintenance and replication of the social construction of Gender (UNICEF, 2004).

Gender Assessment

Gender assessment involves carrying out a gender analysis of an organization's programs and of the organization's ability to monitor and respond to gender issues throughout the program cycle. In RFRIP's case, as a USAID program, we have to know that USAID missions frequently carry out a gender assessment of their portfolio to determine whether gender issues are being effectively addressed in Mission-supported programs and projects. Findings from a gender assessment can be used, for example, to inform a Mission Gender Plan of Action.

Gender Equity

Gender equity is the process of being equally fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that have prevented women and men from otherwise operating on an equitable basis, or a "level playing field." In sum, equity leads to equality.

Gender Equality

This is a broad concept and a development goal. Gender equality is achieved when men and women have equal rights, freedoms, conditions, and opportunities for realizing their full potential and for contributing to and benefiting from economic, social, cultural, and political development. Equality does not mean that women and men become the same but that women's and men's rights, responsibilities, and opportunities do not depend on whether they are born male or female. It means society values women and men equally for their similarities and differences and the diverse roles they play. Gender equality is not a "women's issue" but should concern and fully engage men as well as women. It signifies the results of gender equity strategies and processes.

Gender Integration

Gender integration involves identifying and developing ways to address gender differences and inequalities during program and project design, implementation, monitoring, and evaluation. Since the roles and relation of power between women and men affect how an activity is implemented, it is essential that project and activity planners address these issues on an ongoing basis.

Gender Mainstreaming

Gender mainstreaming is defined by the United Nations Economic and Social Council (ECOSOC) as "a strategy for making women's as well as men's concerns and experiences an integral dimension of the policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated." In practice, gender mainstreaming means identifying gaps in

gender equality. Gender mainstreaming and gender integration are terms that are often used interchangeably.

Gender analysis

Quantitative gender analysis is the collection and analysis of sex-disaggregated data which reveals the differential impact of development activities on women and men, and the effect gender roles and responsibilities have on development efforts. Qualitative gender analysis is the tracing of historical, political, economic, social, and cultural forces in order to clarify how and why these differential impacts, roles, and responsibilities have come about.

Gender Training

Gender training is a systematic approach to sharing information and experiences on gender issues and gender analysis, aimed at increasing understanding of the structures of inequality and the relative position of men and women in society. It goes beyond awareness-building to actually providing people with the knowledge and skills that they need in order to change personnel behavior and societal structures.

Sex-disaggregated data

This is data collected – via questionnaire, observation or other techniques – that reveal the different roles and responsibilities of men and women. Having data disaggregated by sex is extremely important to being able to assess the impact of a project on women separately from its impact on men.

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ATTACHMENT A

RFRIP RESPONSE TO USAID COMMENTS ON THE DRAFT GENDER ASSESSMENT AND INTEGRATION PLAN

Comment Number	Draft Page, Section	USAID Comment	RFRIP Response
1	General	<p>As you know, RFRIP was designed to support agricultural sector under post-harvest handling and strategy by facilitating farmers access to the market. Specifically, this aims to enable farmers to sell their agricultural produces more competitively and to access agricultural inputs cheaply. This Gender Assessment and Integration Plan should therefore go beyond disaggregating data of men and women participants to the 5 activities of RFRIP and by trying to comprehensively address gender constraints in RFRIP focus areas.</p> <p>More specifically, MINAGRI recently launched an Agricultural Gender Strategy detailing gender related issues in the agricultural sector with an action plan including activities to address issues identified. For example, women headed households are the most affected by lack of financial resources to pay for agricultural inputs particularly chemical fertilizers. Improving road conditions to make such area accessible will not resolve such issue of gender imbalance.</p> <p>While the Ag gender strategy is too broad for the whole sector, this Gender Assessment and Integration Plan, should demonstrate how RFRIP can contribute to addressing issues identified in the strategy in RFRIP focus areas.</p>	<p>The RFRIP Gender Assessment and Integration Plan has been revised to address gender concerns as related to agriculture and construction. These themes have been incorporated throughout the body of the document. RFRIP intends to address gender in all its activities and as pertinent and related within programmatic focus areas.</p>
2	General	<p>The Plan contains too much of unnecessary information with very little/no relevance to the main topic , “gender”</p>	<p>Many of the gender themes have been enhanced and highlighted throughout the document. This has also been addressed with discrete activities in the Integration Plan</p>

Comment Number	Draft Page, Section	USAID Comment	RFRIP Response
3	Page 10	The classification of 'very active' female participation is not sufficiently explained or supported. I'm not sure how 20% qualifies as very active;	<p>The data in Table I and corresponding analysis has been revised to reflect that only half of community consultations included female participation over 30%, a standard set out by the Rwanda government for female participation.</p> <p>The Integration plans illustrates methods RFRIP will undertake in order to increase female attendance in meetings</p>
4		Under "findings and observations", can the plan provide more detail in general about how the meetings were held, what time of day, did they take into consideration women's work day, how did they try to encourage women to come to these meetings, why were some communities better represented than others? Did they consider having separate meetings for women only? Creating a safe space for them to air their concerns will get more useful feedback.	This information has been added under the Section "Design of Community Consultation"
5	Page 12	Why is there sustainability because of women participants? This is not explained. Why are they more likely to get injured on the road? What is being done to address that?	<p>More details are provided as to the inclusion of gender in project planning and execution. Further details on these points are expanded upon in Section III and IV. In addition, female labor is less transient than male labor, so therefore provides more opportunity for continued road maintenance over a longer period of time (months, years).</p> <p>In addition women and children are more likely to be pedestrians on roadways and are therefore at higher risk for accident.</p>
6	Page 13	Proposed actions are too vague. 'Encouraged' doesn't explain how it was done. Need more information on the trainings—what is the curriculum? Who leads them? What is the outcome?	The Integration Plan has been enhanced in order to provide specific actions to be undertaken by RFRIP, and specific details provided for training activities.
7	Page iv	Is the contract amount public information?	This has been removed from the document
8	Page vi	MIGEPROF should be "Ministry of Gender and Family Promotion", not	Revision has been made

Comment Number	Draft Page, Section	USAID Comment	RFRIP Response
		female	
9	Page vii, Para 3	What year is the World Food Program percentage from?	This fact was revised in the Executive Summary to accommodate for newer information
10	Page vii, Para 4	Rewords first sentence	Changed as noted
11	Page vii, Para 5	Which comes first gender equality or gender equity?	In RFRIP, gender equity is priority in program delivery.
12	Page vii, Para 5	Reword last sentence in paragraph	Changed as noted
13	Page viii, item d	Are these for female only?	In the Gender Integration Plan specific resources allocated for general RFRIP stakeholders (like trainings) and female participants (childcare facilities) are identified separately
14	Page I	Too much unnecessary information with very little regard to the main topic	Section has been revised to include background information on Rwandan agriculture sector, but with a focus on gender-related issues.
15	Page I, para 4	Although this is a background, some information has no relevance to the purpose of this gender assessment and integration plan	This section has been revised as noted.
16	Page I - 2	The gender-related program outcomes section sounds good	Noted.
17	Page 10, Task 1, bullet ii	Information is incorrect	Wording has been revised to reflect that female participation was under 30% at half of community meetings
18	Page 11, para 1	Constitutional 30% requirement for women representation	Wording has been added to the document
19	Page 11, para 2, bullet 1	Where was this?	Location (Nyagatare District, Rwimiyaga Sector) was added to the document

Comment Number	Draft Page, Section	USAID Comment	RFRIP Response
20	Page 11, para 2, bullet 1	Where was this source?	This information came from community consultations and interviews. As noted in the revised document and in Comment #19, this information was gathered from Rwimiyaga Sector.
21	Page 11, para 2, bullet 2	“Some women asked if they would be involved with the project on an equal basis as men” USAID response: Depending the type of work and skills	The text has been revised to note skill level on program involvement. Also text has been added in the Gender Integration Plan to identify training programs that will be made available to build capacity with female stakeholders.
22	Page 11, para 2, bullet 3	“Women wanted to know if they would get the same pay as men” USAID response For the same type of work?	This distinction has been made in the text, and referenced as “equal pay for equal work”
23	Page 11, Task 2	This is generally related to few number of female taking engineering courses	The gender disparity in engineering curriculum has been noted in the document.
24	Page 11, Task 3	What would this add if female are not part of tender committee – what was the issue with not having an equal number of men and women in the procurement process	Further information has been added to this point – especially in relation to if women are not involved in procurement; procurement of gender-sensitive equipment and materials may not be accounted for. In addition by adding women to tendering committees, this enhances female leadership roles and active participants in decision making processes.
25	Page 12, Task 4, bullet 1	How would women's participation lead to sustainability?	Text has been added to the document accordingly. Specifically with women involved in construction and maintenance, there is wider community involvement and women are able to participant in a community’s long-term infrastructure planning and operations.
26	Page 12, Task 5	Change to "Financial and Technical Capacity Building of the Districts"	Change has been made in the revised document
27	Page 13, General	The MINAGRI Agricultural Gender Strategy has identified a number of gender-related issues and proposed good number of mitigation actions. The RFRIP could build on that plan	Much of the document’s background information and concepts have been incorporated throughout the RFRIP Gender Assessment and Integration Plan

Comment Number	Draft Page, Section	USAID Comment	RFRIP Response
28	Page 13, Task 1, Sub-Heading i, Bullet 3	What does this mean?	The “Proposed Actions” Section has been revised to show discrete categories of Gender Observation, Proposed Integration Action, and Desired Outcome
29	Page 13, Task 1, Sub-Heading ii, Bullet 2	What does this mean?	The “Proposed Actions” Section has been revised to show discrete categories of Gender Observation, Proposed Integration Action, and Desired Outcome
30	Page 13, Task 1, Sub-Heading ii, Bullet 3	What does this mean?	The “Proposed Actions” Section has been revised to show discrete categories of Gender Observation, Proposed Integration Action, and Desired Outcome
31	Page 14, Task 3	Concretely what does this mean?	The “Proposed Actions” Section has been revised to show discrete categories of Gender Observation, Proposed Integration Action, and Desired Outcome
32	Page 14, Task 4, Bullet 3	What does this mean?	The “Proposed Actions” Section has been revised to show discrete categories of Gender Observation, Proposed Integration Action, and Desired Outcome
33	Page 14, Task 5, Bullet 2	Is this something that Parsons will do?	No, this activity has been revised in the Integration Plan to provide for other Financial and Technical Capacity Building within the Districts
34	Page 14, Sub-Objectives Section, bullet a	Meaning there will be another Gender Assessment and Integration Plan other than this one?	This Gender Assessment and Integration Plan will provide the framework for RFRIP training activities, M&E, and measurement of indicators. Once a framework and effective implementation plan have been approved, this document can be continuously updated throughout project duration, which RFRIP suggests on a bi-annual basis.

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