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# USAID/RWANDA GENDER ASSESSMENT



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Cover photo: Members of the Kitabi Handicrafts Women's Cooperative in Kitabi, Nyamagabe District. One of the only cooperatives at the Nyungwe National Park, the group strives to promote eco-tourism in Rwanda by producing and selling handicrafts as well as by building energy-saving stoves.

Back cover: Steep terraced hills in Nyamagabe district, Southern province.

Credit: All photographs by Mark Blackden/DevTech Systems, Inc., October 2011.

**DRAFT**

# USAID/Rwanda Gender Assessment

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### COUNTRY MAP



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## ABBREVIATIONS AND ACRONYMS

ANC	Ante-Natal Care
ARI	Acute Respiratory Infections
CDCS	Country Development Cooperation Strategy (USAID)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women (UN)
CIDA	Canadian International Development Agency
DHS	Demographic and Health Survey
DIFD	Department for International Development (UK)
DO	Development Objective (USAID)
DRC	Democratic Republic of Congo
ECD	Early Childhood Development
EDPRS	Economic Development and Poverty Reduction Strategy (Govt of Rwanda)
EICV (1&2)	Household Living Conditions Surveys (2000/01 and 2005/06, respectively)
ESSP	Education Sector Strategic Plan
EU	European Union
FAWE	Forum of African Women Educationalists
FP	Family Planning
FtF	Feed the Future (USAID agriculture/food security initiative)
GA	Gender Assessment
GFP	Gender Focal Point
GMO	Gender Monitoring Office (Government of Rwanda)
GOR	Government of Rwanda
HAGURUKA	Women's Rights Non-Governmental Organization
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IAP	Indoor Air Pollution
IFC	International Finance Corporation (World Bank Group)
IFPRI	International Food Policy Research Institute
ILO	International Labour Office (UN)
IMT	Intermediate Means of Transport
LTR	Land Tenure Regularization (Government program)
MCA	Millennium Challenge Account (US)
MCC	Millennium Challenge Corporation (US)
MCH	Maternal and Child Health
MCT	Mother-to-Child Transmission (HIV/AIDS)
MDG	Millennium Development Goals (UN System)
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Economy and Finance
MINEDUC	Ministry of Education
MINITERE	Ministry of Lands and Environment
MTEF	Medium Term Expenditure Framework
NGO	Non-Government Organization
NISR	National Institute of Statistics Rwanda
OLL	Organic Land Law

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PBE	Post-Basic Education
PEPFAR	[US] President's Emergency Plan for AIDS Relief
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teacher Associations
PTC	Parent Teacher Committees
REDD	Reduction of Emissions from Deforestation and Forest Degradation
RF	Results Framework
RH	Reproductive Health
RIMS	Rwanda Industrial and Manufacturing Survey (2005)
RWAMREC	Rwandan Men's Resource Center (NGO)
SGBV	Sexual and Gender-Based Violence
SIDA	Swedish International Development Cooperation Agency
SRGBV	School-Related Gender Based Violence
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
UNFPA	United Nations Fund for Population Activities
USAID	United States Agency for International Development
12YBE	Twelve-Year Basic Education

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## EXECUTIVE SUMMARY

### ***I. Overview: A Tale of Two Rwandas***

Rwanda is internationally recognized as a world leader in promoting women's empowerment. In the aftermath of the 1994 genocide, the Government undertook radical and far-reaching reforms to address the political, social, legal, and economic status of women. Of particular importance were legal reforms to give women property rights, and to enable them to inherit property, including land. The Constitution, adopted in 2003, pro-actively promotes gender equality. It outlaws any form of gender discrimination, and enshrines the principle of equality within marriage. It also requires women to hold at least 30% of decision-making posts.

At the same time, a patriarchal culture and persistent disparities continue to characterize gender relations in Rwanda. Disparities persist in post-primary education; in access to and control of assets, property (including land), and economic resources; in employment opportunities and entrepreneurship; in decision-making at household and community levels; in family responsibilities and unpaid care work; and in the experience of violence, harassment, conflict, and insecurity. While women have made impressive gains in the political realm, especially at the national level, their progress in terms of economic empowerment has not been as strong, and economic opportunities remain markedly gender-differentiated.

Cultural factors play a significant role in determining men's and women's roles and responsibilities, capacities, and decision-making authority. This gender assessment (GA) highlights four manifestations of Rwanda's patriarchal culture that need to be addressed if the benefits of the country's pro-active political leadership and legal framework are to be realized on the ground. These are:

***Women are overworked: The 'double workday' of women reflects a continued imbalance in the burdens of unpaid care work carried out by women, coupled with the fact that women predominate in agriculture and in the informal sector. These work burdens place limits on women's economic opportunities.***

The different structural roles of men and women in the market economy are coupled with correspondingly different—and unbalanced—roles in the household economy. Women bear the brunt of domestic tasks that are often arduous, time-intensive, and energy-consuming: processing food crops, providing water and firewood, and caring for the elderly and the sick. One analysis indicates that men work 7 hours/day and women 15.5 hours/day, where women are estimated both to do more farm work than men (10.5 hrs/day vs. 7 hrs/day) and all the domestic work (5 hrs/day vs. 0 hrs/day).

***Women remain economically dependent on men: Culturally, men are perceived as the breadwinners and providers for their families, and women's economic opportunity and autonomy is highly circumscribed.***

Men and women are both economically active in Rwanda. Women's earnings and economic opportunities are lower than those of men. Wage discrimination persists in Rwanda, and women

tend to be concentrated in low-paying occupational categories. Women's economic dependence is rooted in culture. One study reports that 21% of men, but only 14% of women, agree with the statement that "a man is less of a man if he earns less than his wife." In a way, that reveals the inter-connectedness of sexual and gender-based violence (SGBV) with economic dependency. This study also reports that 32% of men, and 28% of women, agree with the statement that a "wife who earns more than her husband provokes violent [behavior]."

***SGBV is a persistent problem: Levels of SGBV remain high, and such violence is often culturally sanctioned. Much of the violence occurs as a result of conflict over resources (notably land).***

The 2010 DHS survey indicates that two in five women (41%) have experienced physical violence since age 15, and more than one in five (21%) have experienced sexual violence. Overall, 56 percent of ever married women have experienced some kind of violence (physical or sexual) by their husband or partner, and 44 percent have experienced some form of spousal violence in the past 12 months. This represents an increase over the figures reported in the 2005 DHS survey, which showed that nearly one-third of women (31%) had experienced physical violence since age 15. In the 2000 DHS survey, there was a module on attitudes toward domestic violence, which showed that 63% of women agreed that wife-beating is acceptable for any one of five specified reasons (going out without permission, refusing sex, neglecting the children, burning the food, or arguing with the husband).

***Imbalance in decision-making: Women have relatively little voice or say in decision-making at the household or community levels regarding matters that affect their lives. Culturally, men are expected to be the decision-makers within the household and community.***

Controlling behavior by men affects the ability of women to make autonomous decisions, or to participate equally in family decision-making. In the domain of voice and decision-making, conflicting cultural influences are at work. Alongside indigenous practices that emphasized women's equality with men and their ability to govern, Rwandan culture also includes aspects of gender relations that were (and often remain) oppressive and patriarchal. Women were expected to defer to men, for example, in decision-making and were discouraged from speaking in public. One survey finds that 53% of men, and 65% of women, agree with the statement that "men should have the final word about decisions in the home." In the words of another study, "[w]omen produce wealth, but have little control over the proceeds."

## **II. USAID Mission Priorities and Associated Gender Analysis**

The GA examines gender issues in relation to each of the four sectors in which USAID is engaged. Selected key findings are presented below.

***Economic Growth (EG) : Strategic priorities include:*** support to key commodities and value chains including beans, maize, dairy, and pyrethrum; sustainable use of the environment and promotion of eco-tourism. ***Gender issues identified include:*** women's domestic work burdens and high levels of SGBV limit their economic opportunity; gender analysis of labor requirements and of benefits obtained from work undertaken is largely not done; gender differences persist in

access to financial services; discriminatory provisions in the civil code and in the labor code circumscribe women's economic autonomy and options, and limit workplace rights; control over economic resources remains a predominantly male domain. **Promising avenues include:** cooperatives (notably in the coffee sector), which provide important employment and income-earning opportunities for women, and which promote improved couples communication around the uses of household resources and enable women to benefit more from the ways household income is used; the positive impact on women of the land tenure regularization program through which formally married women are substantially more likely to be regarded as joint landowners with their husbands. **Key gaps include:** the extent to which women's double workday limits their economic opportunities is insufficiently appreciated and acted upon; and the implications of crop development strategies on the gender division of labor are not addressed.

**Democracy and Governance (DG): Strategic priorities include:** strengthening the rule of law through provision of legal aid services to the poor and vulnerable; Conflict Management and Mitigation (CMM) initiatives in legal aid, peace-building and reconciliation, plus capacity building initiatives through Human and Institutional Capacity Development (HICD). **Gender issues identified include:** women have lower levels of education and literacy, and they often have less knowledge of institutional issues and processes; women often lack self-confidence, in part because of cultural expectations of deferring to men and not speaking in public; limited applicability of the legal protections of formal laws relating to marriage and succession in an environment in which an estimated 60% of marriages are not formally recognized; cultural obstacles to women bringing family disputes into the public domain, though this is changing slowly as precedents are set. **Promising avenues include:** the Constitution and far-reaching reforms to matrimonial, succession, and land laws, which have established women's property rights; and the 30% quota system that provides for women's representation on decision-making bodies at all levels. **Key gaps include:** evidence on the extent to which there is a level playing field for women and men in the administration of justice is mixed; the governance dimensions of SGBV are insufficiently appreciated; discriminatory provisions in the civil code and in the labor code circumscribe women's economic opportunity and autonomy.

**Education (ED): Strategic priorities include:** focus on basic education, with particular emphasis on ICT development; youth workforce readiness; and girls' education through improved quality and strengthened foundational skills of literacy and numeracy. **Gender issues identified include:** 16% of women and 10% of men have never attended school, though enrollment parity has largely been accomplished at the primary level; gender differences in exam performance persist at the primary level; boys systematically outnumber girls in science and technology courses at the secondary level; school-related gender-based violence (SRGBV) is a concern in schools, though data are limited; bullying and violence are factors affecting male school attendance, while lack of segregated latrines may inhibit the attendance of girls. **Promising avenues include:** the work of Forum of African Women Educationalists (FAWE) in providing scholarships and mentoring for girls, and playing an important advisory role in promoting attention to issues of girls' education; the *Higa Ubeho* project is beginning to address the need for "girl-friendly" and "boy-friendly" schools, and to address the different barriers that boys and girls face in school enrollment, retention, and performance; the *Tuseme* "let's talk" program has helped girls to gain

the confidence to speak in public. **Key gaps include:** limited gender mainstreaming into strategies and curriculum; low number of women/girls in science and technological studies at the tertiary level; insufficient understanding of the causes of retention and performance issues for girls in Twelve-Year Basic Education (“12YBE”); limited progress toward improving educational quality for both boys and girls.

**Global Health Initiative (GHI): Strategic priorities include:** human and institutional capacity building, and gender equality; in the gender area, key priorities include addressing SGBV, encouraging increased male involvement in maternal and child health (MCH), family planning (FP)/reproductive health (RH), tackling HIV/AIDS, and linking low-income women to income-generating and social welfare programs. **Gender issues identified include:** health is seen as a "women's issue," where women have primary responsibility for health care within the family; there are marked age/sex differences in HIV prevalence rates and in risk and vulnerability to HIV/AIDS; insufficient involvement of men with family planning; malnutrition remains a persistent problem in Rwanda, but the recognition that women are at the core of food security and family nutrition is insufficiently recognized. **Promising avenues include:** the four one-stop centers to address SGBV and plans to establish such centers throughout the country; and the work of RWAMREC to promote "positive masculinity." **Key gaps include:** understanding of gender dynamics in the sector; the importance of intra-household dynamics in addressing fertility decisions and expenditure priorities; the need for more systematic mechanisms through which to engage with men in addressing health issues; more data needed around SGBV and violence against children and in schools.

### III. Recommendations for Gender Integration in the CDCS

The recommendations presented in this assessment are intended to inform the agenda for gender-responsive development in Rwanda over the longer term, potentially beyond the 2017 horizon covered by the Country Development Cooperation Strategy (CDCS). As a result, some of the recommended avenues for gender-responsive interventions may extend beyond USAID's current projects and programming. The CDCS constitutes an opportunity to give new direction and strategic focus to integrating gender into the country program. Selected recommendations in each of the areas are presented below.

#### **Key EG actions to prioritize include the following:**

- Focus efforts to raise agricultural labor productivity in the subsistence (food crop) sector, and raise the productivity of women's labor in the sector.
- Support an increase in the use of modern agricultural inputs, and provision of extension services, while focusing on provision of these inputs to female farmers.
- Carry out rigorous and systematic gender analysis to support project design. Ensure that projects are informed by a clear understanding of gender differences in labor burdens (work done) and in benefits received (control of income) in promoting crop development strategies and value chains. Carry out surveys of time allocation of men and women in both agricultural and non-agricultural work.

- Strengthen the work of the land tenure regularization (LTR) program, with particular focus on assessing its impact on women's land rights and tenure security.
- Strengthen the focus on improved nutritional status of children as a core element of Feed the Future (FtF), while recognizing and building on the central role women play in household food security. This can be done in conjunction with work undertaken as part of GHI.

**Key DG actions to prioritize include the following:**

- Support gender-responsive justice sector reforms, including: (i) reform of the Anti-GBV Law; (ii) removal of gender discriminatory provisions in the civil code; and (iii) removal of discriminatory provisions in labor and employment laws, and strengthening workplace rights for women, so as to enable Rwanda to meet the new "gender in the economy" criterion for Millennium Challenge Account (MCA) eligibility (See Table 5 in the main report).
- Support the establishment of Women's Leadership Centers at local levels that would engage in capacity-building, research, mentorship, and networking.
- Support active promotion of formal registration of marriages as a means of strengthening legal protections for women and safeguarding their property rights.
- Examine the dynamics of women's participation in public life in more depth: how the quota system operates, why it works in some areas but not in others, and what its impact is on women's effective involvement in decision-making, especially in local level bodies.

**Key ED actions to prioritize include the following:**

- Address gender biases and cultural attitudes in curriculum reform.
- Consider supporting better integration of sex education, along with education on HIV/AIDS, GBV, and reproductive health.
- Strengthen the gender-responsiveness of "work-readiness" programs, by broadening work opportunities for young women and addressing sex-stereotypes and segmentation in the labor market.

**Key GHI actions to prioritize include the following:**

- Provide support to further expansion of the one-stop centers for SGBV, aimed at strengthening the provision of a full package of services to victims. Incorporate legal aid services into the package, in collaboration with the DG team.
- Address further the gender dynamics of family planning, including stronger engagement with men in RH and FP activities.
- Support Rwanda in tackling the implications of the country's population dynamics for future growth and poverty reduction.
- Promote the "positive masculinity" approach of Rwandan Men's Resource Center (RWAMREC), if an assessment of RWAMREC's work establishes it as a cost-effective means of engaging with men.
- Revise the anti-GBV law to address property distribution issues, and the nature of its punitive provisions.



- Undertake systematic evaluations of "sensitization" efforts in Rwanda, aimed at learning lessons, identifying effective approaches, and replicating successes.
- Tackle the problem of acute respiratory infections (ARI) through promotion of improved stoves and "clean cooking fuels."

#### **IV. Integrating Gender Equality into the Results Framework**

This assessment proposes two scenarios for integrating gender into the CDCS results framework. One scenario is to consider treating gender as a standalone Development Objective (DO), with associated interim results cutting across each of the sectors in which USAID is engaged. (Suggested elements of the gender DO are presented in Figure 7 in the main report.) A second scenario identifies interim results for gender for each of the DOs developed by the Mission for incorporation into the CDCS. This scenario is summarized in Table 9 in the main report.

#### **V. Proposed Implementation Plan**

USAID/Rwanda has a strategic opportunity to push gender mainstreaming to a higher level, and for the Mission to become a role model for best practices in addressing gender issues in its work. This is especially apposite, as the host country is playing such an exceptional and pro-active leadership role in this area, and Government of Rwanda (GOR) counterparts are, more than many, accountable for gender-responsive results. The following actions will help USAID/Rwanda to strengthen its attention to gender in its programming, both in the CDCS itself and in the ways in which it approaches gender issues in day-to-day operations.

- There needs to be much stronger ownership of gender issues within each of the sectors in which USAID operates. This means, essentially, bringing together responsibility and authority to address gender issues within the technical capacities of the sectors.
- There is an important role to play for the Mission-wide gender focal point (GFP). This role should involve serving as a clearinghouse for innovative ideas and good practices, providing guidance to project teams on gender integration, including preparation of Statements of Work and articulation of key results and indicators. For this to be effective, it would make sense for the GFP to be, to the extent possible, assigned full-time to this task, and the capacities of the GFP to carry out these responsibilities, and the ability to remain up-to-date with evolving gender issues in the relevant sectors would need to be strengthened.
- It is important for USAID/Rwanda to conduct systematic gender analysis in the areas in which it is engaged, that goes beyond a simple sex-disaggregation of data and indicators, though such disaggregation is an important building-block for gender analysis.
- Many USAID/Rwanda projects include activities and components aimed at supporting income-generation and at outreach and sensitization around gender issues. To avoid duplication, and to identify good practices, it is recommended that, during the CDCS period, evaluations be undertaken of: (i) the effectiveness and impact of approaches aimed at developing income-generating activities (IGA) for poor men and women, especially in the support provided to agricultural cooperatives and to informal sector businesses; and (ii) gender "training/sensitization" activities, including around SGBV

and promoting engagement with men, and paying particular attention to the approach developed by RWAMREC to promote "positive masculinity" in Rwanda.

- As USAID/Rwanda gears up to tackle emerging issues, such as climate change, it will be important for the Mission to develop the capacity to address gender-differentiated responses to adaptation and mitigation initiatives. There is an extensive literature on the gender dimensions of climate change. Other issues, not currently within the purview of USAID's current programming, could be considered for the CDCS period: this includes focusing on household energy and cooking fuels. Addressing this issue will have positive repercussions for health and will alleviate the labor burdens of household tasks.

## **VI. Conclusions**

The four "systemic" gender issues identified in this assessment are closely intertwined and are mutually reinforcing. They largely define men's and women's roles and responsibilities and how people behave in their gender relationships. They circumscribe men's and women's economic opportunities and prospects, and provide an important foundation for understanding gender-based differences in constraints and obstacles to economic agency. In this respect, these issues are important drivers of behavior, and affect the capacity of both men and women to contribute to, and benefit equitably from, development interventions.

One way to look at the "two Rwandas" presented in this assessment is to view progress in the political arena as a dramatic change in what is acceptable for women in the public sphere, without a widespread shift in what is acceptable for women in the private sphere. There is evidence that women are becoming more involved in decision making (e.g., in some agricultural and handicraft cooperatives), but this remains relatively limited within households. This helps to explain why the four systemic issues identified in this assessment -- the double workday, continued economic dependence, violence behind closed doors, and deferential decision making -- persist in Rwanda and continue to exert such a powerful influence on behavior. Unless opportunities for women in the public sphere are accompanied by changes in the private sphere, gender equality will prove elusive.

Addressing the systemic manifestations of Rwanda's patriarchal culture identified in this assessment needs to be at the center of the CDCS approach to promoting gender-inclusive development in Rwanda, to facilitating behavior-change efforts aimed at improving gender relations in the country, and to reducing those gender disparities that affect development outcomes and limit the full realization of men's and women's development potential. The road ahead is difficult, but Rwanda brings considerable political will and institutional strengths to the task.

If Rwanda is to show how national policies and practices can really transform gender relations on the ground, it will need to find ways to tackle the cultural barriers that still leave women marginalized both economically and in terms of household- and community-level decision-making, and that perpetuate stereotypes of masculinity that are disabling for men and often conceal important male gender issues with respect to changing roles, conflict, and sexual

violence. It will need to translate its commitments into tangible measures that help to place gender relations onto a more constructive and sustainable path.

## INTRODUCTION

The purpose of this Rwanda Gender Assessment (GA) is to support USAID/Rwanda to integrate a gender perspective into the upcoming Country Development Cooperation Strategy (CDCS) covering the period 2013-17, which is currently being prepared and is expected to be completed in early 2012. Specifically, the GA aims to inform CDCS preparation by identifying critical gender issues in Rwanda, both for the country as a whole and in the specific sectors in which USAID operates, and that affect the ability of USAID to achieve the development objectives it has established for itself in its support to the country.



Members of the Friends of Nyungwe cooperative that benefit from the USAID Ecotourism Nyungwe Nziza project. Twenty of the women members have successfully brought communities together through business development initiatives such as handcraft making, bee-keeping, and mushroom cultivation.

At the request of the USAID/Rwanda Mission, the GA also aims to support a better understanding of what is happening on the ground, with a view to informing priorities and choices in strategic planning. To this end, the GA team conducted meetings with the GOR, US Government

agencies (USAID and CDC), civil society, and women's organizations, and other donors. This was coupled with field visits to several local government district offices and numerous USAID projects throughout the country, to obtain views and insights from key stakeholders regarding major accomplishments, challenges, opportunities, and gaps in addressing gender issues on the ground.

The GA is structured as follows:

- Part 1 provides an overview of key gender issues in Rwanda, focusing on systemic issues that cut across all sectors.
- Part 2 outlines sector-specific analysis of strategic priorities of USAID and the Government of Rwanda, highlighting constraints, good practices, and key gaps.
- Part 3 presents recommended actions in each sector, covering entry points, expected results, and suggested indicators.
- Part 4 proposes ways to integrate gender concerns into the CDCS Results Framework, while Part 5 outlines elements of an implementation plan for USAID/Rwanda.
- Part 6 presents the overall conclusions of the assessment.

A bibliography of materials consulted and considered relevant for gender integration in Rwanda is provided in Annex 1. Annex 2 contains a glossary of key terms and concepts. The scope of

work for the GA is presented in Annex 3, while Annex 4 provides more detailed information on the methodology and approach of the GA team. Annex 5 provides an overview of USAID/Rwanda operations, as of November 30, 2011, and a list of key gender-focused individuals and institutions in Rwanda is presented in Annex 6. Annex 7 contains a summary data profile of Rwanda.

## 1. OVERVIEW

Rwanda's population is estimated at 10.4 million in 2010 (based on projections from the 2002 census) of which 51.7% is female and 48.3% is male. The age structure is young, with 42% under the age of 15, and 63% under age 25. The population growth rate was 1.2% during the period of 1991-2002 and is estimated at 2.1% in 2011 (PRB 2011). The country's population is predominantly rural, with more than four in five Rwandans living in rural area (NISR 2011). Fifteen percent of women and 17 percent of men live in urban areas. In all, 66% of Rwandan households are headed by men, and 34% by women. Population density is extremely high, and is now estimated at 406 per hectare (2011), which is the highest in the region (NISR 2011). At the same time, Rwanda has made substantial progress in reducing fertility, with the total fertility rate falling from 6.1 births per woman in 2005 to 4.6 births per woman in 2010 (NISR, MOH, and ICF International 2011). These demographic dynamics have important implications for Rwanda's future, including with respect to provision of social services, land use planning, and absorption of large numbers of young people into the labor force in the years to come.

### 1.1. Significant Gender Issues

#### A. Tale of Two Rwandas

**Rwanda is a world leader in promoting women's empowerment, and recognizes women as vital to the country's economic development**

Rwanda is internationally recognized as a world leader in promoting women's empowerment.<sup>1</sup> Women were seen as key drivers of Rwanda's economic recovery and development after the 1994 genocide. In the immediate post-conflict period, the Government undertook radical and far-reaching reforms to address the political, social, legal, and economic status of women. Of particular importance were legal reforms granting women property rights and enabling them to inherit property, including land. Rwanda is one of 30 countries in Africa to have ratified the African Union Protocol on the Rights of Women. The Constitution, adopted in 2003, proactively promotes gender equality. It outlaws any form of gender discrimination, and enshrines the principle of equality within marriage. It requires women to hold at least 30% of decision-making posts. The legal status and rights of men and women in Rwanda are discussed further in Section 2 below.

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1. In 2007, HE Paul Kagame, the President of Rwanda, won the 2007 African Gender Award (awarded by the Women Africa Solidarity and the Committee of the African Women for Peace and Development) for the substantial gains made in advancing the cause of Rwandan women. In May 2010, President Kagame was awarded a 'Lifetime Leadership Award for Development and Equality' by Rwandan Women in recognition of his efforts in developing the nation and promoting equality among Rwandans.

These reforms have placed gender at the forefront of Rwanda's leadership, and have informed policy-making, planning, and resource allocation processes. They have led to some exceptional gains, where 56% of Rwanda's parliament is female, and the country has essentially achieved gender parity in primary education. Several important offices and functions are held by women. Key recent appointments include women now serving as the Second Vice President of the Senate, and as Vice-Speaker of the parliament, both in charge of finance and administration, as well as the nomination of the former mayor of Kigali to serve as the Deputy Executive Director of UN-HABITAT.<sup>2</sup> Moreover, gender-responsive budget initiatives aim to inform resource allocation in four key ministries (Agriculture, Education, Health, and Infrastructure).

Nonetheless, a patriarchal culture, and persistent disparities continue to characterize gender relations in Rwanda. Disparities persist in post-primary education; in access to and control of assets, property (including land), and economic resources; in decision-making at household and community levels; in family responsibilities and unpaid care work; and in the experience of violence, harassment, conflict, and insecurity. Sexual and gender-based violence (SGBV) persists at high levels in Rwanda. In many respects, it has proven difficult to translate Rwanda's strong leadership stance, and positive legal and institutional framework, into effective change on the ground, especially for the more than 80% of the population living in rural areas and in smaller communities. More broadly, and notwithstanding extensive outreach and sensitization efforts, knowledge of the rights enshrined in these laws, and the capacity to enforce them effectively, remain limited. While progress for women on the political front has been impressive, especially at the national level, progress in women's economic empowerment has not been as strong and economic opportunities, and the associated benefits, remain markedly gender-differentiated. At the same time, important rural/urban disparities persist, e.g. in education where retention in Primary 6 is 9 percentage points lower for children in rural areas, and 3 percentage points lower for girls compared with boys (Lynd 2010:20).

Rwanda has made exceptional strides in creating a policy and institutional environment conducive to improving the foundations on which strong and positive gender relations can be built. But the difficult task lies ahead. If Rwanda is to show how national policies and practices can really transform gender relations on the ground, the country will need to find ways to tackle the cultural barriers that still leave women marginalized both economically and in terms of household- and community-level decision-making, and that perpetuate stereotypes of masculinity that are disabling for men and often conceal important male gender issues with respect to changing roles, conflict, and sexual violence. It will need to translate its commitment to the Millennium Development Goals (MDGs), notably MDG3, and its adherence to the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the Women's Rights Protocol of the African Charter of Peoples' and Human Rights, into tangible measures that help to put gender relations onto a more constructive and sustainable path. This in turn requires ways of translating the evident political will, leadership, and determination to raise the status and value of women in society, into tangible actions to foster greater inclusion in decision-making, to tackle the cultural acceptance of sexual and other forms of gender-based violence, while also

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2. See: <http://groups.yahoo.com/group/GSN/message/40505> (accessed 10/30/11).

addressing men's vulnerability and needs, to narrow the gulf between law and practice, to build men's and women's human capital and skills, to strengthen the performance of health services to reduce maternal and child mortality, and to foster economic opportunity equitably by unleashing the productive potential of all citizens, both men and women.

The notion of "two Rwandas" that informs this assessment is embedded in Rwandan culture and practices. This is brought out clearly by Uwineza and Pearson in their 2009 study:

An examination of women's traditional household roles in indigenous Rwandan culture does not clearly lead to categorical conclusions regarding women's contemporary empowerment. Certain aspects of traditional culture celebrated women's worth and their leadership managing family affairs, while other aspects unambiguously asserted men's authority over household decision-making. Whether traditional Rwandan culture structured gender relations as equal or complementary does not answer the question of whether it fundamentally honored women or subjugated them. In fact, both appear to have been true; the culture carried competing messages about women's worth and about women's relationship to men. While some indigenous practices could act as cultural resources to support women's leadership in contemporary Rwandan politics, few automatic or direct connections exist between women's household roles in traditional Rwandan society and their political leadership today. (Uwineza and Pearson, 2009:11).

## B. Systemic Gender Issues

Cultural factors continue to play a significant role in determining men's and women's roles and responsibilities, capacities, and decision-making authority. While culture can be seen as an amorphous concept, around which it can be difficult to identify actionable interventions, our review of available literature and project documents, supplemented by the field visits undertaken in October 2011, lead us to conclude that there are four particular manifestations of Rwanda's patriarchal culture that need to be addressed if Rwanda is to bring the benefits of its pro-active gender policy stance into the villages and communities.

These four systemic issues are as follows:

- **Women are overworked:** the "double workday" of women reflects a continued imbalance in the burdens of "unpaid care work" carried out by women, coupled with the fact that women predominate in agriculture and in the informal sector.
- **Women remain economically dependent on men:** culturally, men are perceived as the breadwinners and providers for their families, and women's economic opportunity/autonomy is highly circumscribed.
- **SGBV is a persistent problem:** levels of SGBV remain high, and such violence is often culturally sanctioned; much of the violence occurs because of conflict over resources (notably land), but it would be misleading to describe this as a poverty problem because SGBV occurs at all income levels, and is more a reflection of dependency than of poverty *per se*.
- **Imbalance in decision-making:** women have relatively little voice or say in decision-making, at household or community levels, with respect to decisions that affect their

lives. Culturally, the expectation is that men are the decision-makers within the household and community.

These four "systemic" gender issues are closely intertwined and are mutually reinforcing. They largely define men's and women's roles and responsibilities and how people behave in gender relationships. They circumscribe men's and women's economic opportunities and prospects, and provide an important foundation for understanding gender-based differences in constraints and obstacles to economic agency. In this respect, these issues are important drivers of behavior, and affect the capacity of both men and women to contribute to, and benefit equitably from, development interventions. Consequently, addressing these systemic manifestations of Rwanda's patriarchal culture needs to be at the center of the CDCS approach to promoting gender-inclusive development in Rwanda, to facilitating behavior-change efforts aimed at improving gender relations in the country, and to reducing those gender disparities that affect development outcomes and limit the full realization of men's and women's development potential.

“[W]omen produce wealth, but have little control over the proceeds.” (Uwineza and Pearson 2009:10).

According to Elisabeth Powley, an examination of the sweeping changes in Rwanda in the last decade reveals a focus on women's empowerment and women's political participation. It has become routine (at least at the national level) to see women in government and in leadership positions. Public officials (from President Kagame on down) all refer to women's empowerment as a precursor to development. She notes that this constitutes what can be seen as a dramatic change in what is acceptable in public, without a corresponding shift in what is acceptable in private.<sup>3</sup> This, she argues, helps to explain why the systemic issues identified here -- the double workday, continued economic dependence, violence behind closed doors, and deferential decision making -- persist in Rwanda and continue to exert such a powerful influence on behavior. A key task of gender analysis is to assess both the public and private spheres and the interactions between the two. Powley concludes by observing that unless opportunities for women in the public sphere are accompanied by changes in the private sphere, gender equality will not be attainable.

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<sup>3</sup> Personal communication from E. Powley with the GA team, based on her review of an earlier draft of this assessment, November 28, 2011.



**Table 1: Mean Weekly Hours on Domestic Tasks by Gender and Poverty Status**

Age group	Poor		Non-poor		National
	Male	Female	Male	Female	
7 to 10	7.9	10.4	6.9	9.3	8.8
11 to 15	10.7	16.3	11.6	17.2	13.8
16 to 20	7.1	20.4	9.8	23.2	15.3
Over 21 years	4.0	24.2	5.4	25.9	15.9
<b>Table Total</b>	<b>6.5</b>	<b>20.3</b>	<b>7.2</b>	<b>22.2</b>	<b>14.5</b>

Source: EICV2.

**Mean Weekly Hours on Domestic Tasks by Gender, Stratum, and Task Type**

Domestic Duties – Weekly	Sex		Strata			National
	Male	Female	City of Kigali	Other urban	Rural	
Weekly Time Fetching Wood	1.4	2.2	0.3	1.5	2.0	1.8
Weekly Time Fetching Water	2.4	3.0	1.8	2.3	2.8	2.7
Weekly Time Going to Market	0.6	1.1	1.1	0.9	0.9	0.9
Weekly Time Cooking	1.3	9.2	5.6	5.7	5.5	5.5
Weekly Time Cleaning Laundering & Childcare	1.2	5.6	5.0	4.0	3.4	3.6
<b>Total Weekly Time on Domestic Duties</b>	<b>6.9</b>	<b>21.1</b>	<b>13.9</b>	<b>14.3</b>	<b>14.5</b>	<b>14.5</b>

Source: EICV2.

**(i) The Double Work Burden of Women**

The different structural roles of men and women in the market economy are coupled with correspondingly different—and unbalanced—roles in the household economy. In addition to their prominence in agriculture and in the informal sector, women bear the brunt of domestic tasks that are often arduous, time-intensive, and energy-consuming: processing food crops, providing water and firewood, and caring for the elderly and the sick. This latter task assumes particular importance in the context of the HIV/AIDS pandemic in Rwanda.<sup>4</sup>

Data from the EICV 2 survey show the longer work week of women (49 hours, compared with 41 for men) and the different composition of the work week (see Figure 1 below). Men spend more hours on economic work than women (35 hrs/wk compared with 28 hrs/wk), but this is offset by the substantially greater burden of domestic work on women (21 hrs/wk compared with 7 hrs/wk for men).

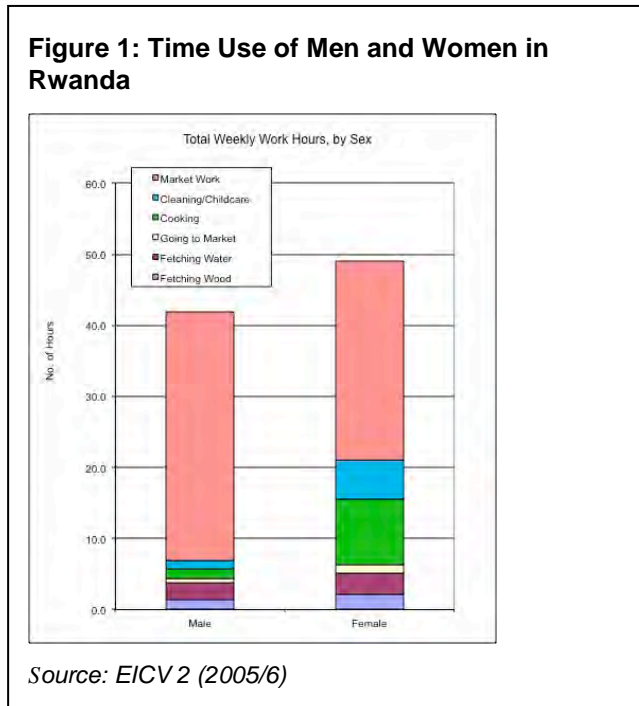
The breakdown of domestic tasks by age and sex is presented in Table 1. The gender strategy for agriculture (Masanganise and Nizeyimana, 2010:18) suggests that men work 7 hours/day and women 15.5 hours/day, where women are estimated both to do more farm work than men (10.5 hrs/day versus 7 hrs/day) and all the domestic work (5 hrs/day vs. 0 hrs/day). A recent World Bank study of gender differences in wages, and their implications for policy, established that

<sup>4</sup> The gender dimensions of time poverty are addressed further in Blackden and Wodon, 2006, which includes analysis of the situation facing orphans in Rwanda.

women's predominant involvement in unpaid work has a dampening effect on wages (Ezemenari and Wu 2005).

**(ii) Economic Dependency**

Women have the same legal status and are entitled to the same rights as men, and women are accorded the right to inherit property from their fathers and husbands. However, women had serious difficulties pursuing property claims (US Department of State, 2011). Men and women are both economically active in Rwanda. Labor force participation rates are presented in Table 2, on the basis of information in the 2005 DHS. The most recent household survey confirms women’s more important role in agriculture (86%) compared with men (71%), with continued gender gaps in professional and skilled categories (Table.3). Between 2000 and 2005, 75% of jobs created in the non-farm sector were captured by males, with only 25% going to women (OPM 2007).



Women tend to be concentrated in low-paying occupational categories, and very few have high-paying managerial positions. While women have comparable years of experience in the labor market and an equivalent number of hours worked per week across all education levels, their average earnings are well below the average for men. The 2005 Rwanda Industrial and Manufacturing Survey (RIMS) confirms the higher (paid) work week of men, along with marked gender differences in weekly earnings (Table 3 below).

**Table 2: Labor Force Participation rates by Age and Sex**

Category /Age	TOTAL	15-24	25-54	55-64	65 +
<b>Total</b>	81.3	71.1	94.3	83.0	48.4
<b>Men</b>	83.4	72.5	96.3	86.7	61.5
<b>Women</b>	79.5	69.8	92.5	79.9	38.5

Source: NISR 2006.

	Average education (years)	Average work Experience (years)	Union membership (%)	Average Hours worked weekly (number)	Average weekly earnings (FRw)
Men	9.2	20	23.00%	42.1	42,956
Women	10.3	16	24.10%	41.3	22,239
Total	9.6	21.8	23.30%	41.9	37,665

Source: Temesgen et al. 2008.

**Table 3: Average Education, Experience, and Weekly Earnings in Rwanda (In unit indicated)**

Gender and level of education are strongly correlated with the degree of informality. A survey of the informal sector indicates that women run 58% of informal enterprises, compared with 42% run by men (FIAS 2006:28). Interpreting this finding, the study notes that this is perhaps linked to the local nature of informal enterprises, as women are able to run these enterprises from their homes or nearby and thus can more easily combine economic and domestic responsibilities. This confirms both the importance and the impact of the "double work burden" of women, as discussed above.

Women are also active in the private sector. Enterprise Survey data show that 41% of enterprises were owned by women, and 59% by men, with a fairly even distribution in ownership across different sectors ([World Bank Enterprise Survey](#) 2006). However, women's representation as managers of private sector enterprises is low. Data in the RIMS Survey shows that men represent 83% of managers (Temesgen et al. 2008:36).

Notwithstanding the strong involvement of women in economic activity, cultural expectations continue to affect perceptions of appropriate roles and responsibilities of men and women. 21% of men, but only 14% of women, agree with the statement that "a man is less of a man if he earns less than his wife." In a way that reveals the interconnectedness of SGBV with economic dependency, the study also reports that 32% of men, and 28% of women, agree with the statement that a "wife who earns more than her husband provokes violent [behavior]" (Slegh and Kimonyo 2009:41).

### (iii) Persistent Sexual and Gender-Based Violence

*Uruvuze umugore ruvuga umuhoro*

*(A home with a vocal or assertive woman results in nothing but bloodshed)*

SGBV is widespread in Rwanda. The law criminalizing rape and how it is being implemented has resulted in the courts trying 239 cases in 2010 with 159 new rape cases filed in court, and 1,463 cases pending at year's end. The 2010 DHS survey indicates that two in five women (41%) have experienced physical violence since age 15, and more than one in five (22%) have experienced sexual violence. Overall, 56 percent of ever married women have experienced some kind of violence (physical or sexual) by their husband or partner, and 44 percent have experienced some form of spousal violence in the past 12 months (NISR, MOH, and ICF

International 2011). This represents an increase over the figures reported in the 2005 DHS survey, which showed that nearly one-third of women (31%) had experienced physical violence since age 15.<sup>5</sup>

There is little variation in the level of physical violence by urban-rural residence and by province. The percentage of women who have ever experienced physical violence ranges from 35 percent in the City of Kigali to 46 percent in the East province. The proportion of women who have ever experienced physical violence declines steeply with education, from 53 percent of women with no education to 24 percent of women with secondary and higher education (NISR, MOH, and ICF International 2011).

**Box 1: A Tale of Two Rwandas:  
Culture conditions attitudes toward  
domestic violence**

“[T]raditional Rwandan society tolerated domestic violence, which remains a significant problem today. Rwandans consider sexual violence a private matter and subject to a culture of silence in which women do not speak out about their experiences. Men are understood to have the right to insist on sex with their wives, and women cannot legitimately refuse. Women are also at the mercy of their husbands’ families. It is considered virtuous for women to silently tolerate all forms of mistreatment so long as their lives are not threatened.”

*Source: Uwineza and Pearson, 2009:13.*

Though poverty is often blamed for domestic violence, the DHS data show no strong relationship between household wealth and physical violence. According to the 2010 DHS survey, women’s experience of physical violence is highest in the lowest wealth quintile (49 percent), and is lowest in the highest wealth quintile (33 percent); however, as the survey points out, the relationship is not linear. The Rwanda Men’s Resource Center (RWAMREC) conducted a study on gender-based violence that finds that, if anything, women with higher income are more likely to be exposed to violence, suggesting that issues of women’s economic dependency, and conflict over control of household resources, are more likely to trigger domestic violence than the lack of resources altogether (Slegh and Kimonyo 2010:39).

The RWAMREC study also (Slegh and Kimonyo 2010) included a national survey of men’s and women’s experience of and attitudes toward GBV. The survey found that 57% of women had experienced domestic violence at the hands of their partners, the primary means being slapping (30%) and forced sex (32%). The responses of men in the survey present an entirely different picture, with only 38% of men saying they have ever used partner violence, and a very small percentage of men (<4%) indicating that they have ever forced their partners to have sex. Interpreting these results, the RWAMREC researchers suggest that men’s responses may reflect that they may be less aware of the harm done, or they may simply be less honest in acknowledging abusive behavior (Slegh and Kimonyo 2010:11). Importantly, in view of Rwanda’s recent history, is the finding, confirmed by analysis elsewhere, that prior experience of violence is a strong predictor of present violent behavior. The study estimates that, because of the 1994 genocide, 80% of those surveyed had direct prior experience of violence.<sup>6</sup>

In this area too, there is an important cultural dimension underpinning the high levels, and persistence, of GBV in Rwanda (in Box 1). Slegh and Kimonyo (2010) report findings from

<sup>5</sup> It is possible that this increase in the incidence of physical violence between the two DHS surveys can be attributed to better reporting of such violence. However, the surveys themselves do not endeavor to explain this increase, nor do they suggest that better reporting of violence underlies the observed change over time.

<sup>6</sup> Mitchell and Kanyangara 2005, for a discussion of violence against children and in schools.

their survey that 44% of men, and, perhaps surprisingly, 54% of women agree with the statement that women should tolerate violence in order to keep the family together (Slegh and Kimonyo 2010:41). By similar margins, 45% of men, and 56% of women surveyed, agree that a woman should "respect her husband and accept everything."

**Table 4: Women whose husbands displayed controlling behaviors (in %)**

Behavior	%
Is jealous if she talks to other men	26.2
Accuses her of being unfaithful	8.6
Does not permit meetings with girlfriends	14.2
Tries to limit contact with family	13.4
Insists on knowing where she is at all times	38.8
Does not trust her with money	17.5
Displays at least 3 of these behaviors	18.6
Displays none of these behaviors	41.5

*Source: NISR 2006, Table 13.4.*

behaviors used by the husband/partner to control various aspects of a woman's life. Such behaviors, it argues, can be precursors to acts of violence.

The behaviors examined, and the percentage of women reporting that their husbands have exhibited these behaviors, are shown in Table 4. Three points are of particular note. First, there is a high level of male distrust of women's behavior, reflected in the frequency with which husbands need to know where their wives are at all times (38.8%). Second, this distrust extends to issues of how women use money (17.5%), despite the fact that there is an extensive global literature showing that women are, for the most part, more efficient (better) managers of household resources than men. Third, and on a more positive note, 2 in 5 husbands (41.5%) do not display any of these controlling behaviors.

Responses to gender-based violence include the establishment of the one-stop center in Isange (Kigali) and the 2009 GBV law, which provides for imprisonment of six months to two years for threatening, harassing, or

According to the 2010 DHS survey, women who do not participate in household decisions are more likely to experience spousal violence than women who participate in all three specific decisions. There is no clear relationship between views about wife-beating and actual experience of physical abuse, although women who agree with no reasons are the least likely to have ever experienced sexual violence. The 2005 DHS survey (NISR 2006) also made the point that spousal violence is frequently associated with certain dominating

**Box 2: A Tale of Two Rwandas: Household Management and Relations**

Gender roles in traditional Rwanda were structured around a household division of labor that allowed women substantial autonomy in their roles as child bearers and food producers but preserved male authority over other family affairs. Several traditional Rwandan expressions refer to a connection between women's leadership and a strong household. Examples include: Ukurusha umugore akurusha urugo or "With a great woman, a great home is assured"; and umutima w'urugo or "the heart of a home," which refers to a woman as the source of livelihood for her family. The term mabuja, or female boss, which husbands use when referring to their wives to denote respect for someone consulted before making a decision, also evidences a woman's traditional role as family manager. Men, however, remained the ultimate arbiters of most family decisions. As Réseau des Femmes, a women's civil society organization, notes, "Rwandan tradition holds that, as the chief of the household, the man is respected by all members of the family. Important decisions are therefore made by him, even if he sometimes consults his wife before making them.

*Source: Uwineza and Pearson, 2009:8, 12.*

beating one's spouse, though cases normally were handled within the context of the extended family. In the first half of 2010, police investigated 1,572 cases of gender-based violence, though this figure is thought to underestimate the extent of the problem (US Department of State, 2011).

#### (iv) Gaps in Voice and Decision-Making

*“Nta nkoko kazi ibika isake ihari”  
(The hen does not crow when the rooster is present.)*

Controlling behavior by men, as discussed above, affects the ability of women to make autonomous decisions, or to participate equally in family decision-making. In the domain of voice and decision-making, conflicting cultural influences are also at work (in Box 2). Uwineza and Pearson point out that, alongside indigenous practices that emphasized women's equality with men and their ability to govern, Rwandan culture also includes aspects of gender relations that were (and often remain) oppressive and patriarchal. They note, in particular, that women were expected to defer to men, for example, in decision-making and were discouraged from speaking in public (Uwineza and Pearson 2009:6). The RWAMREC study addresses attitudes toward decision-making. Their survey finds that 53% of men, and 65% of women, agree with the statement that "men should have the final word about decisions in the home" (Slegh and Kimonyo 2010:41).

As mentioned earlier, Rwanda has the highest share of women parliamentarians in the world (at 56%). Women are also well represented in other key offices. However, despite the quota requiring at least 30% representation of women in the membership of key national and local decision-making bodies, recent data on women's participation in public life show mixed results (Figure 3 below) with women under-represented as mayors but over-represented in the State Ministries. It should be noted that the presence of women in decision-making bodies and in high-level positions does not in itself translate into effective power, especially where gender differences in skills and experience, coupled with the persistence of prevailing attitudes about the place of women in society, limit women's effective capacity to make decisions and influence policy. It will be important in the future to examine the dynamics of women's participation in public life in more depth: how the quota system operates, why it works in some areas but not in others, and what its impact is on women's effective involvement in decision-making, especially in local level bodies.

**Strong Political, but Limited Economic, Opportunities.** Despite the election in 2008 of a chamber of deputies with a female majority, women continued to have limited opportunities for education, employment, and promotion (US Department of State, 2011). For the majority of women, particularly those at the lower end of the economic spectrum, the key assets of most households are usually owned by men, making formal bank credit inaccessible to many women. This also limits their opportunities to start businesses.

The prohibition against sexual harassment in the workplace is referenced, with the law providing for penalties of two to five years' imprisonment and fines ranging from 100,000 to 200,000

Rwandan francs (\$180 to \$360). Sexual harassment is common and the effectiveness of government enforcement efforts is unknown.

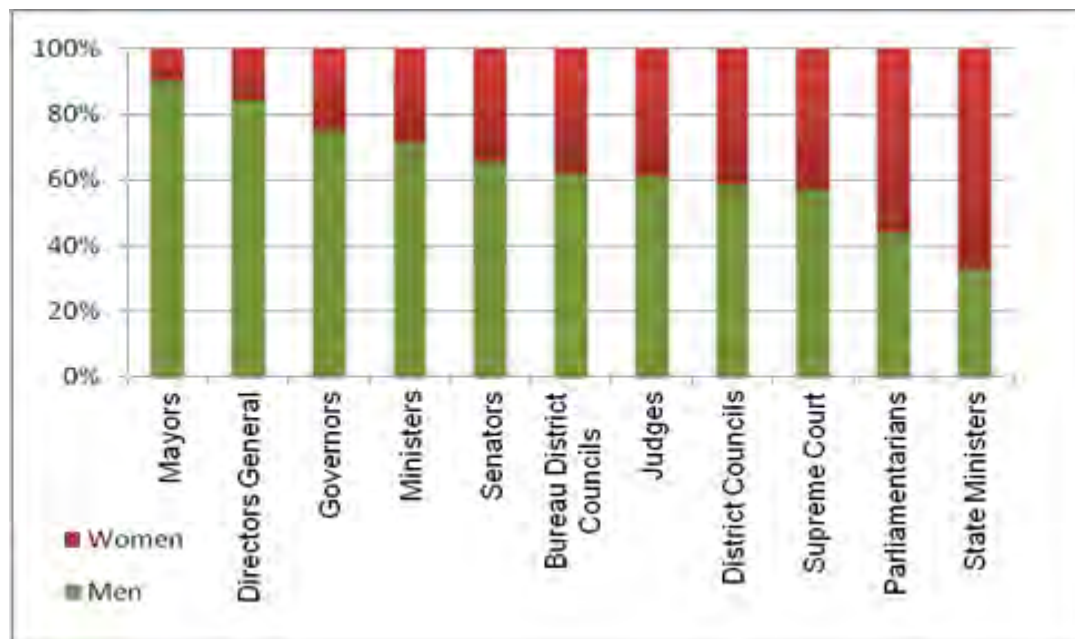
## 1.2. Policy Environment and Capacity at National and Local Levels

Policy and legal reforms have been at the core of the Government's efforts to promote gender equality in Rwanda. Key legal, policy, and institutional dimensions are discussed in this section. Three key areas of law with an important bearing on women's property rights and economic opportunity, namely laws governing labor, employment and workplace rights, laws governing management and use of land, and laws relating to the marriage regime and succession, are discussed in more detail in Annex 8.

### A. The Legal Framework

The preamble to the Constitution of Rwanda of June 4<sup>th</sup>, 2003, as amended, affirms the fundamental rights of all citizens of Rwanda, consistent with the United Nations Declaration of Human Rights and other human rights instruments. According to Article 11 of the Constitution: *“All Rwandans are born and remain free and equal in rights and duties. Discrimination of whatever kind based on, inter alia, ethnic origin, tribe, clan, color, sex, region, social origin, religion or faith, opinion, economic status, culture, language, social status, physical or mental disability or any other form of discrimination is prohibited and punishable by law.”* Article 16

**Figure 2: Men and Women in Public Life in Rwanda**



Source: NISR 2011, Statistical Yearbook 2011 Edition, NISR, Kigali. Tables 1.3.1-2.

further enshrines the principle of gender equality, and the Government is committed to establishing equity and equality at all levels of society. Key constitutional provisions are:

- The preamble reaffirms Rwanda's adherence to human rights conventions, including CEDAW and declares Rwanda's commitment to ensure equal rights between women and men.
- Outlaws any form of gender discrimination (Articles 11 and 16).
- Mandates a minimum quota of 30% female representation in the Senate and other areas of public governance (Articles 9, 76, and 82)
- Prohibits discrimination in employment (Article 37)
- Enshrines equality within marriage (Article 26).<sup>7</sup>

Over the years, Rwanda's legal framework has evolved to become quite progressive in promoting gender equality and in reducing gender-based imbalances (Annex 7 includes a listing of the key gender-progressive laws).

Far-reaching reforms to matrimonial, succession, and land law have established women's property rights. Changes to Rwanda's matrimonial and succession law in 1999 gave women clear and equal property rights, including (for the first time) the right to inherit land from their parents. Under the old system, generally only men inherited land, ownership was transferred from father to son by inheritance, and women had no rights to their husband's land on divorce and only guardianship rights over their sons' land. The 1999 law enshrines the principle of non-discrimination (Article 50) and overrides traditional customs, which in a patrilineal system largely excluded women from land and property ownership. These reforms were seen as vital following the genocide and the urgent need to reconstruct Rwanda's economy and ensure livelihoods (Powley 2006). The Organic Land Law of 2005 sought to correct a land system that was unfavorable to women, and presents a framework for land administration aimed at establishing equality for women and men.

### ***Some discriminatory laws still require reform***

Rwanda has promoted pro-active and robust policies and legal reforms designed to transform the role of women in a traditionally patriarchal and male-dominated society. Although Rwanda has tackled some of the key legal issues regarding women's empowerment, the law reform process is still a work in progress. Rwanda's laws still contain some archaic and discriminatory provisions, which limit women's economic empowerment. The Civil Code, for example, stipulates that a woman is required by law to live where her husband chooses (Civil Code Article 83). In the event of temporary separation, a husband can require his wife to leave the marital home, but there is no corresponding provision for women, unless the home is her personal property (Civil Code, Article 250).

### ***In practice, many women's lives continue to be governed by belief systems rooted in culture, rather than by the new legal framework***

Most people in Rwanda are poor and live in rural areas, where the reach of the formal law and Constitutional guarantees of equality are limited. Cultural and traditional belief systems and decision-making patterns assign different roles to men and women, which in practice leave many

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<sup>7</sup> This article only recognizes "civil monogamous marriages between a man and a woman."



Rwandan women economically dependent on men, with limited control over resources, as discussed above (see also WLRI 2004).

The protections afforded by the law are also limited by the constitutional provision that its provisions relating to equality in marriage only apply to legally recognized monogamous marriages. One estimate suggests that 60% of Rwandan women enter into non-formal partnerships and, without a legal marriage, have no claim on their husband's assets, including land, or land held jointly for themselves or their children (Powley 2006). Women in polygamous marriages<sup>8</sup> – which, although illegal, are common in Rwanda – are in a similar position. The Government's response to this was to promote legal marriage, for example through group weddings in rural areas. As a result of active efforts on this over the past few years, it is likely that far fewer than the estimated 60% of Rwandan women are now in non-legal marriages.

The field visits conducted by the assessment team provided an opportunity for many interlocutors to highlight not only that disputes over resources, notably land, are at the root of many family conflicts, but also that these conflicts are exacerbated by the practice of "*concubinage*," where land is not registered jointly, or where the claims of wives or widows to the land are poorly defined and are not enforceable. The practice has handicapped women in many ways, as this affects decision-making power in the home, as well as ownership rights and claims to property.

As in other areas of Rwandan law, the gulf between the principles enshrined in the laws themselves and the reality on the ground, which is a further manifestation of the "two Rwandas" presented at the outset, arises in no small part because formal law can provide its protections only to those who have a legally registered monogamous marriage. The precarious nature of legal rights of women in consensual unions has been recognized in many studies.

## **B. The Policy Framework**

Rwanda has adopted several key policies and strategies aimed at promoting gender equality. Central to this policy framework is the National Gender Policy (NGP). The main goal of the NGP is to contribute to reducing gender inequalities in all sectors, as a key component of sustainable development. To accomplish this goal, groups that are traditionally marginalized, such as women and children, benefit from particular attention (in Box 3).

Other institutional arrangements for addressing gender issues include the National Women's Council and the Ministry of Gender and Family Promotion (MIGEPROF), and the establishment in 2009 of a gender observatory (the Gender Monitoring Office). This office is responsible for tracking the mainstreaming of gender equality and women's empowerment throughout all sectors of society, and for collecting gender-disaggregated data to inform policy processes (US Department of State, 2011).

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<sup>8</sup> The 2005 DHS (NISR 2006) estimates that around 12 percent of marriages in Rwanda are polygamous.

Vision 2020 outlines the road map for development in Rwanda, which includes human development as one of the development pillars (Government of Rwanda 2000). This long-term policy of Rwanda identifies gender equality as one of the cross-cutting issues the government needs to address, as it promotes sustainable development. One of its specific provisions is that Rwanda will "continuously update and adapt its laws on gender."

The government of Rwanda is a signatory to the Millennium Declaration and strongly supports the attainment of MDG 3 (promote gender equality and empower women), and other MDGs, notably the eradication of extreme poverty and hunger (MDG 1), universal education (MDG 2), the improvement of maternal health (MDG 5) and combating HIV/AIDS (MDG 6). These international goals are supported in the country's **National Policy for Family Promotion**. This policy aims at improving the population's social, economic and cultural living conditions. This policy focuses notably on the promotion of women's and children's welfare and protection. The overall objective of the policy is to provide a framework, which engages all key ministries involved in family-related programs, such as Justice, Health, Education, and Local Government, in the implementation and monitoring of programs to protect and support the family and to enable it to play its central role in the country's development.

### C. Institutional Arrangements

With a view to promoting and protecting women's and children's rights, the Rwandan government has put in place a set of institutions charged with implementing, and monitoring, its gender policies. Key among them are:

- MIGEPROF oversees all efforts aimed at promoting women's and children's rights, as well as promotion of family welfare.
- The National Women's Council (NWC), which conducts advocacy for women and girls. It is also represented at all levels of the administration and in the parliament. The council is represented from the village level up to the national level. Seven women are elected at the village level who, in turn, elect a representative at the cell level, and so on up to the national level. At each level there is a coordinator, vice-coordinator, and secretary. The council operates in four areas (or pillars) at each level: good governance, legal affairs, economics, and social affairs.

#### Box 3: National Gender Policy

The overall objective of the National Gender Policy is to ensure that women and men have the same access to resources, property and services and their management, in all development domains, and their specific needs are taken into account in all development processes. The national gender policy links with the sustainable development scheme adopted by the Government of Rwanda. It emphasizes the positive evolution of participation of women in different sectors of the country's development.

This policy is based on the principle that women and men are equal and should fully contribute to the development process and derive the same benefits from it. The existing differences between men and women, boys and girls, should be analyzed and considered in the development process in order to make interventions more efficient in the country's development. It considers gender to be a cross-cutting issue that should be taken into account in all development sectors. It refers, however, to disequilibrium existing between men and women as a hindrance to poverty reduction efforts and the implementation of the Government's long-term vision.

*Source: Republic of Rwanda 2009:16.*

- The Gender Monitoring Office (GMO), whose responsibilities include monitoring how the fundamental principles of gender equality are observed in all bodies in government, in the private sector, and in civil society.
- The Ministries of Agriculture and Infrastructure (in addition to those of Education and Health) have engaged gender issues at important levels, including through implementing gender responsive budgeting practices.

Recognizing the cross-cutting nature of gender issues, several other ministries and institutions play a significant role in promoting gender justice and in addressing gender related issues. These include the ministries of health, justice, local government, finance and economic planning, education, labor and public service, and other public service institutions, notably the National Police of Rwanda, the National Public Prosecution Authority, the National Human Rights Commission, and the Office of the Ombudsman.

#### **Box 4: A Tale of Two Rwandas: Consensual Unions and Land Rights in Rwanda**

Rwandan women living in legally unrecognized consensual unions have virtually no right to marital property. Under the constitution, only a civil monogamous marriage between a man and a woman is recognized. Living in a consensual union does not confer any legal rights on either member of the couple. Thus, laws which protect women in the case of separation, divorce or widowhood, do not apply to women in consensual unions. Because many relationships in Rwanda are consensual unions, many women do not have rights to the property of the household, leaving their ongoing livelihood at the mercy of their male partners and the security of their relationship.

*Source: ARD, 2008, Annex H, p. 2.*

## **2. MISSION STRATEGIC PRIORITIES, ASSOCIATED GENDER ANALYSIS, AND KEY RECOMMENDATIONS**

This section of the report summarizes the strategic priorities of the Government of Rwanda, and of USAID, in each of the four sectors in which USAID operates: Economic Growth (EG), Democracy and Governance (DG), Education (ED), and the Global Health Initiative (GHI). The associated gender analysis builds on the systemic issues identified in Section I (Overview) of this report, all of which affect, in differing ways, the achievement of the goals set out for each sector. The analysis also builds on the findings of the field visits undertaken by the GA team to identify key gender-relevant gaps and constraints in these sectors, as well as good practices and activities, which, in the view of the team, provide valuable pointers in addressing some of the gender issues that Rwanda still confronts. The section concludes with an indicative set of priority recommendations in each sector, for USAID to consider in formulating the CDCS and in designing future projects.

### **2.1. Economic Growth**

#### **A. Strategic Economic Growth Priorities**

*Government of Rwanda.* As a mid-term development policy, the government's **Economic Development and Poverty Reduction Strategy (EDPRS)** aims to advance the realization of the goal of achieving equity of voice, participation and accessibility to services in every sector (Government of Rwanda 2007). Social protection and universal access to justice, including



Fatima Uwera (center) owner of a dairy farm in Gasabo called Iwacu Zirakamwa.

enactment and implementation of gender-responsive laws draw on this policy for effective implementation. The EDPRS specifically focuses on the achievement of the MDGs, notably MDG 2 and 3,<sup>9</sup> with associated targets for gender parity in education by 2015.

**USAID.** The Economic Growth sector comprises interventions in agriculture through the Feed the Future (FtF) program, and support to tourism and environment. The priorities for FtF in Rwanda are articulated (in Box 5), and other domains have elements of a strategic framework. The FtF strategy places emphasis on commodity and value-chain development. Beans, maize, and the dairy sector are indicated as key priorities, all within the broader goals of promoting inclusive agricultural growth and improved nutritional status, especially of women and children. In this context, one commodity promoted by the FtF strategy is pyrethrum.<sup>10</sup> The FtF strategy makes the argument as follows, while recognizing a critical gender-relevant

consideration:

Work is already underway to develop the pyrethrum value chain. Rwanda's geography makes the country an ideal location for pyrethrum production, and it hosts the region's sole full-scale processor. While only about 8,000 households are currently involved in the value chain, production is far below both global demand and existing processing capacity. However, as cash crops, both coffee and pyrethrum tend to be "crops for men," with men typically controlling income derived from them even when women are paid directly. FtF investments in these value chains will therefore take deliberate measures to ensure women are given sufficient opportunities to participate (USAID/Rwanda n.d. [Rwanda FtF Multi-Year Strategy]:12, 17).

#### Box 5: Feed the Future Strategic Priorities

- Comprehensive country strategy
- Intensification of sustainable production systems
- Professionalization of producers.
- Commodity and value-chain development.
- Institutional development.
- Increase budget share for agriculture.
- New implementation mechanisms.
- Security of land tenure.
- Fertilizer market privatization.
- Biotechnology benefits.
- Address malnutrition.

Source: USAID/Rwanda, n.d.

<sup>9</sup> MDGs 2 and 3 address universal primary education and gender equality and women's empowerment, respectively.

<sup>10</sup> It should be borne in mind that, as pointed out by the USAID/Rwanda mission, pyrethrum production is a relatively small component of FtFs work in Rwanda, representing only around 2 percent of the resources allocated to agriculture by USAID in FY11, an amount projected to decline further by FY15. By contrast, investment in beans and maize is expected to represent around 15 percent of the FtF budget. The focus here on pyrethrum is nonetheless justified, since support to pyrethrum, as presently constituted, illustrates some of the pitfalls of not addressing gender dynamics explicitly, both with respect to labor burdens and benefiting from labor provided. It is possible that promotion of other commodity value chains, such as beans and maize, without addressing their gender dimensions in this way, could lead to the same, undoubtedly unintended, result.

The provision of support for sustainable use of the environment is at the center of the *Nyungwe Niza* project, which the GA team visited in October 2011. According to a recent baseline economic survey (DAI 2011:3), the *Nyungwe Niza* project is working to transform the Nyungwe National Park (NNP) into a viable ecotourism destination, capable of generating employment and sustainable and equitable income for local communities and other stakeholders, thus providing economic incentives to conserve the rich biodiversity of the Park. The ultimate goal is a thriving economy in NNP with engaged communities and a private sector that realize they can benefit economically by protecting and leveraging the unique environment in which they live and work. The survey notes that it is important for cooperatives in the NNP area to formalize their activities, so that they can move away from "social" activities into more "economic" endeavors, and that improved access to markets is necessary to develop their products and raise their incomes. The project is at an early stage of implementation, and the principal income-generating activities have not yet begun.

A related issue affecting the environment and natural resource management is the continued heavy reliance on fuel wood for cooking. This issue has implications for both health and the energy sector. It will be addressed in greater depth below, in relation to work in the GHI program.

## **B. Key Gender Gaps**

The analysis of gender gaps presented below aims to highlight issues that are specific to the GOR and USAID priorities, while drawing on the preceding analysis of systemic gender issues affecting the achievement of the goals set out in each sector.

**EG Gender Gap #1: Overwork lessens the amount of time women have available for directly productive economic activity, and being more confined to the homestead limits women's mobility and ability to explore new opportunities.** Workload and family responsibilities directly limit women's economic activities. This was illustrated when the GA team visited different milk sellers in one neighborhood in Kigali, and then visited one of the city's milk distributors. Interviews with milk sellers, and with members of Rwanda's Dairy Board, established that around half of all the milk sellers in Kigali were women, and that they make very little income from selling very small quantities of milk. There are now no women milk distributors in the sector, in part because timely milk transportation would require overnight absence from the home, which in turn implies that a woman would have to abandon her family responsibilities.

**EG Gender Gap #2: Economic dependence can sometimes mean that money that is earned by women is not kept by women.**

Women are not expected to earn more than their husbands, and, when they do, this can lead to problems of violence and conflict within the household, as discussed earlier. Expected contributions of and benefits for men and women in agricultural value chains are not always equal; there is sometimes a disconnect between who does the work and who obtains the benefits, as is perhaps the case with pyrethrum explored in Box 6.

**Box 6: Pyrethrum: A Gender Cautionary Tale**

The gender assessment team visited two pyrethrum cooperatives in Musanze District, Jyambere and Twitekubireti. The women present expressed strong dissatisfaction with growing pyrethrum, stating that they felt "obliged" to grow the crop, as this was the reason why the community was given the land by the government in the first place. Women complained that pyrethrum was an extremely labor-intensive crop, and that all of the labor required for pyrethrum production was carried out by women. More significantly, this very hard work essentially brought them little or no benefit, as they were expected to give any money they received to their husbands. They would prefer to grow other money-earning crops and wanted this possibility to be explored with the local agricultural services. The men, by contrast, insisted that they shared the proceeds of the crop with their wives, and that the women were exaggerating. The divergence of views, expressed during our meeting with cooperative members, could not have been starker.

At issue is the apparent disconnect between the work done (by the women) and the benefit obtained (by the men). It seems that a gender-informed analysis of the implications of pyrethrum growing both for overall workloads, and for the flow of benefits, was not done. While the FtF strategy recognizes that pyrethrum is a "men's crop," i.e., that men control cash crop income, there was little evidence, in the short time spent meeting with these cooperatives, of any "deliberate measures to ensure that women are given sufficient opportunities to participate." In fact, it could be argued that this formulation of the issue misses the point entirely: women are already participating, extensively, through the labor they feel "obliged" to provide to growing the crop. Where they are not participating is in obtaining benefits commensurate with the labor provided. Rather than focusing just on raising household income in the aggregate, which pyrethrum growing undoubtedly does, if compared with simply growing subsistence food crops, it is important for the FtF to recognize, and then act on, the fact that intra-household dynamics matter in making choices about which crops to grow and why: it matters who does the work, who earns the income, who controls the revenue, and who makes the decisions.

*Source: Authors*

**EG Gender Gap #3: Women most likely do more farm work than men, but this does not sufficiently inform the articulation of agricultural policies or the prioritization of agricultural services.**

Though accurate data on this topic are largely lacking, the recent FAO study of women in agriculture (FAO 2011) suggests that, in Rwanda, women provide 57% of the labor, and men 43%. It would be important for future work to analyze, for specific regions and farming systems, the gender division of labor in the sector, to be able to address the labor implications of different agricultural production strategies. This applies both to different crops and farming systems, and for different stages along the value chain. Understanding the gender-distinct labor implications of promoting different crops and value chains is a necessary first step in developing strategies to raise agricultural productivity and performance.



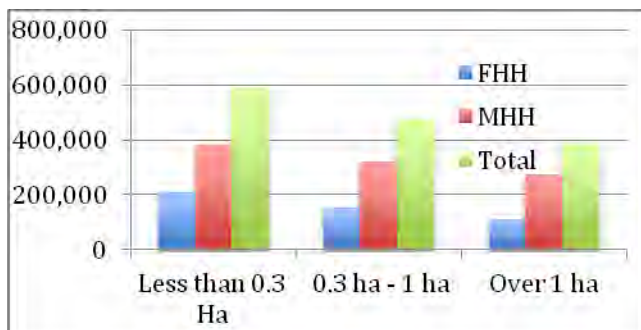
Members of the Jyambere Pyrethrum Cooperative in Kinigi, Musanze meeting to discuss the benefits of growing pyrethrum crops in their communities.

The issue of gender-differentiated labor responsibilities is well known in the sector, though development projects often fail to address them. A well-known study from Nigeria, dating back more than 25 years, clearly identifies the issue of not paying attention to gender-based differences in labor requirements in project design. Specifically, the study notes that men’s and women’s labor tasks do differ, and that projects sometimes shift labor

requirements in unintended ways. In their study of Tiv farms in Nigeria, Burfisher and Horenstein (1985:xvi) point out that a total increased labor requirement of 14 percent translated into a 17 percent increase for women, compared with a 6 percent increase for men. The focus on aggregate labor requirements masked the important differences in these requirements for male and female labor. They also point out, significantly, that increased labor requirements are not always associated with increased income for women.

Implementing partners need to analyze the implications of crop strategies and diversification on the gender division of labor in the sector to determine who does the work, and who obtains the benefits. It appears that gender considerations have not sufficiently informed the choice or prioritization of the value chains to support. There is a need for better analysis of the different

**Figure 3: Distribution of Land Holdings by Plot Size and Sex of Household Head (# Rural Households)**

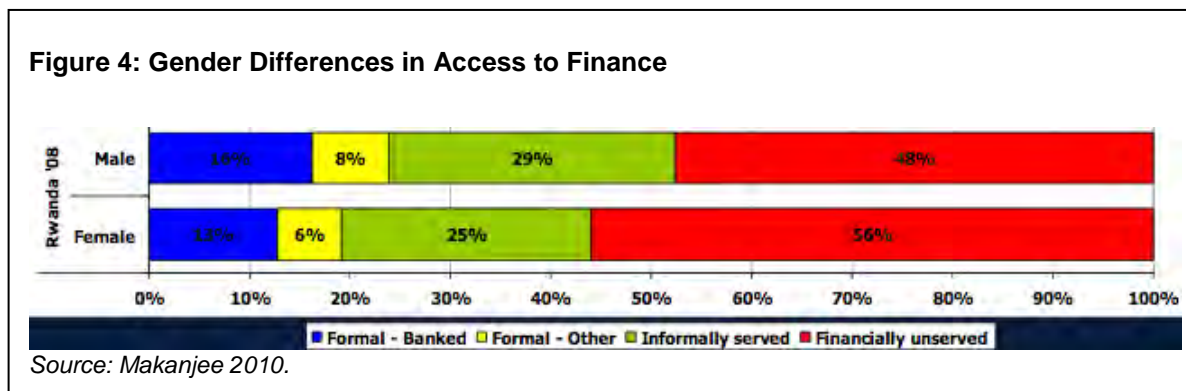


Source: Based on Data in World Bank 2007b.

labor contributions of men and women to the agricultural sector, and this needs to be done for each crop, commodity, and value chain for which USAID support is envisaged. This can be accomplished, in large part, by carrying out time use surveys of labor allocations for both agricultural and non-agricultural tasks (including domestic work), as these provide a foundation for determining what the labor requirements are for a particular activity, and whether or not the activities envisaged constitute a particularly significant labor burden for women.

**EG Gender Gap #4: Female heads of households are over-represented as owners of the smallest land plots; thereby affecting their ability to achieve food security objectives.**

According to World Bank estimates (World Bank 2007b:111), around 40 percent of rural households farm on plots smaller than 0.3 ha. A further 32% have plots between 0.3 ha and 1.0 ha, and 26% farm on plots in excess of 1 ha. The distribution of rural plots by the sex of the household head is largely in line with the overall proportions of male- and female-headed households (FHH) in Rwanda, though FHH are slightly over-represented in the lowest category and slightly under-represented in the highest category (Figure 4). The same source also identifies the low use of modern inputs and the lack of extension services in agriculture as one of the four major challenges Rwanda faces for economic growth, the others being poor water management, poor condition of infrastructure and the low base of technical and managerial skilled labor (World Bank 2007b). As noted earlier, women play an important role in the business sector in Rwanda, and there are numerous examples of successful women's businesses in the country (see Cutura 2008 for some case studies of success stories and the challenges they face. Women entrepreneurs face particular challenges in accessing finance and other productive resources. Gender differences exist in access to finance, both for individuals and businesses. The 2008 Finscope survey (see Makanjee 2010) indicates that more than half of the Rwandan population does not have access to financial services, and, among those who do, there are some important gender differences—namely that well over half of Rwandan women are un-served. (see Figure 5). Time is also constraint in this area too, as it can take an hour to walk to the nearest entity providing financial services (OTF 2010). Given the "double work burden" on women, discussed earlier, this kind of time constraint is likely to weigh more heavily as a limiting factor in women accessing financial services.



**EG Gender Gap #5: Application of the laws to protect women's economic rights is uneven, thereby limiting women's economic opportunities.**

All of the sectors in which USAID operates, but particularly the EG sectors, are affected by laws and practices affecting women's property rights (especially land rights), and their ability and freedom to engage in economic or entrepreneurial activity. Three areas of the law merit particular attention in this respect, laws governing labor and employment, laws governing land ownership and rights, and laws governing marriage and succession.

The 2009 labor code includes the following provisions:



- Prohibitions against discrimination on the grounds of sex, marital status or family responsibilities (Article 12).
- Prohibitions against GBV or moral harassment in employment (Article 9).
- Pregnant or breastfeeding women shall not be employed in activities that may be harmful to their lives or to those of their babies (Article 74).
- Provision for maternity leave on full pay for the first six weeks in case a woman has no maternity insurance coverage; for the last six weeks of her maternity leave, the mother may either resume service and receive her full salary or have the right to 20% of her salary (Article 66).
- Extended maternity leave on full pay in the event of complications or illness (Article 69).

It would appear that, notwithstanding a legal environment that is strongly protective of women's rights, there are some significant weaknesses in the provisions of labor laws and workplace rights affecting women in the workplace. Specifically, the 2012 edition of the Women, Business, and the Law (WBL) database, suggests that some important discriminatory provisions remain in place (World Bank 2011). For example, the lack of workplace rights in key areas, notably with respect to non-discrimination in hiring, and sexual harassment. Also of interest, and relevant for women's economic opportunity and decision-making, are provisions in the law that are disadvantageous to married women, namely provisions in the Civil Code (Book 1, Article 203) that limit women's ability to be considered heads of households/families, and that limit their choice with respect to the marital domicile (Table 5).

**Table 5: Women's Legal Rights Relating to Business and the Workplace**

Issue Area/Key Question	Married	Unmarried
Accessing Institutions		
Can a woman apply for a passport in the same way as a man?	Yes	Yes
Can a woman travel outside the country in the same way as a man?	Yes	Yes
Can a woman travel outside her home in the same way as a man?	Yes	Yes
Can a woman get a job or pursue a trade or profession in the same way as a man?	Yes	Yes
Can a woman sign a contract in the same way as a man?	Yes	Yes
Can a woman register a business in the same way as a man?	Yes	Yes
Can a woman be "head of household" or "head of family" in the same way as a man?	No	Yes
Can a woman confer citizenship on her children in the same way as a man?	Yes	Yes
Can a woman open a bank account in the same way as a man?	Yes	Yes
Can a woman choose where to live in the same way as a man?	No	Yes
Legal Rights in the Workplace		
Are there laws or constitutional provisions mandating equal pay for equal work?	Yes	
Are there laws mandating nondiscrimination in hiring practices on the basis of gender?	No	
Are there laws protecting employees from sexual harassment in the workplace?	No	
Is it illegal to ask questions about a prospective employee's family status during a job interview?	No	
Do employees with minor children have any additional legal rights to a flexible or a part-time	No	

Source: *Women, Business and the Law, 2011:124-125.*

This may help to explain why the application of the new MCC "gender in the economy" eligibility criterion for FY12 MCA assistance, which draws information from the WBL database, would appear to leave Rwanda at a disadvantage (see MCC 2011). At the same time, this might also give the GOR an additional incentive to act decisively to address the identified weaknesses in this particular area of law.

The Gender Monitoring Office (GMO) conducted an impact assessment of the implementation of the 1999 succession law (GMO 2011). The study shows progress on how women own land. However, the cases under this law that are submitted most frequently to court are gender-based, as illustrated in Figure 6.

### C. Indicative Good Practices and Promising Approaches

There are several good and promising practices that offer opportunities to address some of the above -referenced gender gaps to achieve development objectives in the economic growth sector.

#### EG Promising Practice #1: Cooperatives Help to Create Enabling Environments

The assessment team visited a number of agricultural cooperatives (See Annex 4). In some cases, these cooperatives serve as "demonstration plots" for modeling gender relations differently. In the coffee growing areas around Huye (Maraba Abahuzamugambi cooperative), it was reported that families confer more than in the past on the use of income earned from coffee growing. Men and boys have become more willing to take on a greater share of domestic tasks (albeit sometimes behind closed doors), and men have pledged not to spend their income on drink, but to use earnings to meet family needs, leading to a reduction in alcoholism and associated gender-based violence.

The Abahuzamugabi cooperative has benefited from the USAID-funded project managed by SPREAD, which is working to improve its knowledge of agricultural practices and health issues. The GA team met with cooperative members in Maraba on October 24, 2011. Members highlighted improvements in their living standards through better knowledge of reproductive health, family planning, hygiene, behavior

change, children's education, and the support they obtained to establish savings accounts and manage their incomes. Positive developments supported through the project include: (i) an enabling environment for coffee growing and marketing; (ii) sensitization of men and women on coffee resources management, and inclusion of women in coffee marketing; (iii) better integration of coffee production and marketing within the community; (iv) behavior change

**Figure 5: Most Frequent Issues Raised with the 1999 Succession Law**



Source: GMO 2011.

facilitated by role models, especially among married couples, within the community, particularly in relation to improved communication around the uses of household resources and enabling women to benefit more from the ways household income is used; and (v) the establishment of four coffee-washing stations owned by the cooperative within the district, which provide important employment opportunities for women, and which eliminate the need for members to travel long distances to the stations.

**EG Promising Practice #2: The promotion of equitable land rights for women under the Organic Land Law and the succession law, has enabled women to own land in their own right and to enjoy greater security of tenure, notwithstanding continued cultural resistance to women's land ownership.**

The land tenure regularization (LTR) program, now being carried out nationwide, has facilitated both joint titling of land and increased women's ownership of land (for married women), while greater tenure security has provided a foundation for investment in soil conservation. A recent World Bank study of the program (Ali et al. 2011) found that:

Households affected by LTR are almost 10 percentage points more likely to make or maintain soil conservation investments in structures such as bunds, terraces, and check dams. This is about double the change in investment in the control group, a very large effect. Women seem to benefit more in this respect; estimated effects of LTR on such investment by female-headed households is double that of men, with female-headed households exhibiting a roughly 19 percentage point increase in likelihood of measures to construct or maintain soil conservation structures. This suggests that low levels of tenure security by females acted as an obstacle to investment by this group and that removing such impediments by increasing women's tenure security and formalizing rights which they may have enjoyed on an informal basis. For women who are part of a union formalized through a marriage certificate, the effect of the program is overwhelmingly positive—they are 17 percentage points more likely to be regarded as joint landowners after LTR than before. Legally married women were significantly more likely to have their informal ownership rights documented and secured after registration. But women who were not legally married saw diminished property rights, in accordance with the law. And girls residing in female-headed households were less likely to be designated as heirs (Ali et al. 2011:13-15).



A poster on the wall in the administrative office of the Abahuzamugambi coffee cooperative in Maraba depicting women engaged in the coffee sector.

**EG Promising Practice #3: The Ministry of Agriculture has developed a capacity for gender analysis.**

The Ministry of Agriculture (MINAGRI) has prepared a gender strategy for the sector (Masanganise and Nizeyimana, 2010). The diagnostic of gender issues in the sector highlights



Members of the Cooperative of Farmers in Volcanic Areas (COAMV)

the following key issues: (i) the agriculture sector is worked mainly by poor women with the lowest levels of schooling and the highest rates of illiteracy, who remain in the subsistence sector, producing at a primary level; (ii) the large share of female-headed households in rural areas (estimated at 34%) makes agriculture vulnerable to

shocks, because women rarely have asset stocks or financial savings; (iii) women contribute substantially to the agriculture value chain by providing labor for planting, weeding, harvesting and processing, as well as producing and selling vegetables from home gardens; (iv) rural women must combine productive activities, reproductive activities and community work (this reflects the "double work burden" discussed earlier); (v) although women make substantial contributions to agricultural production and to household and community well-being, men usually control the sale of crops and livestock and the use of income; (vi) the increasing commercialization of agriculture increases the dominant position of men; (vii) the trend of outmigration of poor rural men in search of employment leaves women with sole responsibility for food and cash crop production, as well as raising children; and (viii) low use of modern inputs and a lack of extension services (particularly for women farmers) in agriculture limit Rwanda's economic growth. However, as the strategy notes, the agricultural sector has the potential to contribute to poverty reduction with production intensification and improved value addition, especially if opportunities in the sector are accessed by both men and women farmers equally.

#### D. Recommendations for the EG Sector

The Feed the Future Initiative is an important part of the expected economic growth objectives that will be outlined in USAID's CDCS. This section highlights several recommendations that address the gender gaps identified above and take advantage of the promising practices.

**EG Recommendation #1: To Achieve the Agricultural Production Objectives of the Feed the Future**—*Redress gender inequalities in participation in decision-making, distribution of workloads, and women's access to extension services and land tenure.*

There are several areas in which Feed the Future (FtF) can be more explicitly focused on addressing gender issues. These include:

- Because food staples are critical to agricultural sector growth and poverty reduction, focus efforts to raise agricultural labor productivity in the subsistence (food crop) sector, and more generally to raise the productivity of women's labor in the sector.
- Support an increase in the use of modern agricultural inputs, while focusing on provision of these inputs to female farmers. This needs to include provision of extension services to women farmers and for women's farming activities. It would also be appropriate, over

time, to support the further development of Rwanda's agricultural research capacity, both in terms of enabling more women to obtain more advanced training in agricultural research disciplines, and in terms of focusing the subject matter of agricultural research on the activities undertaken by women in the sector, including in the subsistence sector.

- Carry out rigorous and systematic gender analysis to support project design. Ensure that projects are informed by a clear understanding of gender differences in labor burdens (work done) and in benefits received (control of income) in promoting crop development strategies and value chains.
- An important component of this analysis is to carry out surveys of time allocation of men and women in both agricultural and non-agricultural work. This is an essential analytical underpinning for understanding differences in labor burdens for men and women for different crops and farming systems. Seasonal differences in labor requirements need to be integrated into this analysis.
- Strengthen the work of the land tenure regularization (LTR) program, with particular focus on assessing its impact on women's land rights and tenure security.
- Strengthen the focus on improved nutritional status of children as a core element of FtF, while recognizing and building on the central role women play in household food security. This can be undertaken in conjunction with work undertaken as part of GHI.

**EG Recommendation #2: To Reduce Food Insecurity through Increased Incomes—***Identify economic opportunities for low-income women by promoting workforce development and women's entrepreneurship.*

The OTF Group's study (USAID 2010d), which was focused on identifying economic opportunities for low-income women and the poor, advocated promoting secondary education and providing extension services in agriculture. The GA endorses these findings. At the same time, in the primary sector, one area of focus needs to be outreach on the benefits of female education (especially among the illiterate and poorest populations).

#### **Box 7: Plus ça change**

The 2002 Gender Assessment for USAID/Rwanda recommended that the Mission "...incorporate attention to gender in agriculture and food security within the Integrated Strategic Plan. "Farmers" are identified as the primary beneficiaries of USAID support services, with no distinction made between male and female farmers. The Integrated Strategic Plan should include a section under this Strategic Objective that explicitly addresses gender dimensions of agricultural development and food security in Rwanda. **This should include identifying who makes what decisions and who has access to and control over different productive resources and benefits.** Even more important, it is essential that these revisions are fully included when drafting the upcoming country strategy.

*From USAID 2002:30, emphasis added.*

It is worth noting that the importance of understanding gender dynamics in the agricultural sector, notably with respect to labor requirements, benefits, and decision-making, has been recognized for a long time, and was an integral part of the 2002 USAID gender assessment for Rwanda (Box 7). Consequently, it is important not only to advocate that rigorous gender analysis be undertaken, but to put in place institutional processes and systems that help to ensure that such analysis is done on a systematic basis (see Section 4 below for further discussion of institutional issues for USAID).

**EG Recommendation #3: Build on the Work to Improve the Business Environment in Ways that Strengthen Women's Effective Participation in the Business Sector.**

In 2008 USAID commissioned a study on the business environment facing women entrepreneurs and ways in which this could be strengthened (USAID 2009). Its key recommendations called for sustained attention to: (i) strengthen the Chamber of Women Entrepreneurs to further leverage and bolster other women's business support organizations; (ii) strengthen training for women entrepreneurs; (iii) improve access to capital for women business owners; and (iv) institute public-private dialogue and bridge-building on the empowerment of women, and build public awareness. It would be appropriate, during the CDCS implementation period, for USAID/Rwanda to consider strengthening its engagement with women in business, and to support the implementation of these recommendations, as a key means of supporting inclusive growth.

## **2.2. Democracy and Governance**

### **A. Strategic Priorities in the Sector**

*Government of Rwanda.* The National Decentralization Policy underpins the commitment of the Rwandan Government to empower its people to determine their future. The existence of decentralized structures down to the lowest level of *umudugudu* is intended to bring decision-making down to the lowest levels, and to help ensure that gender-based issues are effectively addressed at lower levels. It is not clear to what extent this policy is explicitly gender-focused nor what its impact has been on gender inclusion at the local level. This could usefully be the subject of a focused gender analysis.

*USAID.* The key priorities of USAID/Rwanda in the Democracy and Governance sector are:

- .
- Support to improving the rule of law through provision of legal aid services to the poor and vulnerable groups, and promoting equitable access to justice.

### **B. Key Gender Gaps**

**DG Gender Gap #1: While women have achieved representation in various public institutions, in part through the positive impact of the 30% quota system in effect, women face a number challenges to their effective participation in decision-making.**

As revealed by field visits and interviews with key informants, several key challenges that limit women's participation in decision-making:

- Women still have lower levels of education and literacy, particularly among the older population and in rural areas.
- Women often lack self-confidence, in part because they have been socialized to defer to men and not to speak up in public or in the presence of men (see discussion on voice above).
- Women have less access to, and control over, assets and resources, including finance.
- Their capacity to influence policies, especially at the local level, is weak. In some instances, they lack substantive knowledge of the issues, internal institutional processes, applicable laws and regulations, and budgetary matters.

- Cultural barriers, including imbalances in the gender division of labor, hamper women's participation and mobility.
- There are few, and insufficient, mechanisms providing technical support and capacity-building that would enable women to carry out their responsibilities more effectively.

**DG Gender Gap #2: Representation has achieved parity at the national level; however, low levels of representation persist at the local level thereby hindering the achievement of decentralization policies.**

There are several manifestations of this gender gap:

- At the district level, responsibilities for addressing gender issues are in most cases combined with family promotion, social affairs, and child protection. Consequently, people at the local level responsible for gender issues often have competing responsibilities and little time to handle gender issues; overall there may be inadequate understanding of gender integration requirements, in particular among implementing staff at the local level who lack knowledge or commitment to the gender agenda, and may dismiss what they see otherwise as the responsibility of the gender focal point,
- As revealed notably in the site visit to the district office in Huye, local gender staff also lack sufficient conflict resolution and management skills to handle diverse gender and other family matters.
- While women are well represented in the judiciary (40% of judges are women, and women occupy some high profile positions in the sector), it is important to translate this level of representation into more effective attention to gender issues in the administration of justice and in legal reform.
- Other barriers to accessing justice, which have important gender dimensions, need to be addressed. These include issues relating to physical access to the justice system (distance to courts and legal services), the costs of accessing justice, measured both in terms of time and money, and the complexity of legal proceedings (including issues of language and procedure).

**DG Gender Gap #3: Limited applicability of the legal protections of formal laws relating to marriage and succession exists in an environment in which a substantial percentage of marriages are not formally recognized.**

Despite the gains that have been made, evidence on the extent to which there is a level playing field for women and men in the administration of justice is mixed. It appears that the implementation of the 1999 succession law, which for the first time gave women the right to inherit land, is patchy. A 2004 survey of judicial decisions in cases brought by poor women and children suggested that 60% of judgments did not comply with the law (WRLI 2004). Encouragingly, a more recent (2007) study suggests that judgments on the succession law are being handed down in women's favor and in accordance with the law, and that women are increasingly accessing dispute settlement organs in order to advocate for their rights. More importantly, there is evidence that women are having problems ensuring that judgments on the succession law decided in their favor are adhered to on the ground (Dore-Weeks and Arnesen,

**Box 8: Airing Family Disputes in Public in Rwanda**

The women in each area we visited stressed that it is difficult for women to pursue disputes as this would lead to social stigma. They stated that when women speak up other women will whisper, "How can she bring these family matters out in public". Further women talked of fear of repercussions from within the family if disputes, particularly those against husbands and brothers are pursued publicly. Further reasons cited by women for failure to pursue claims in land were lack of resources and knowledge of land rights. It is hard for women to pursue a case because very few women understand their rights and very few have the strength or resources to pursue a case very far. They said that pursuing a court case would be extremely difficult for most women. They did add that as women slowly see examples of other women pursuing disputes, more women start to feel that they too could pursue a case because the women learn by example and understand the process they are supposed to follow.

Source: *Brown and Uvuza, 2006:23.*

2007). Additionally, and up-to-date research is needed on the implementation of these gender-favorable laws and their impact on the ground.

**DG Gender Gap #4: Important obstacles remain to women bringing disputes within the family into the public domain.**

The act of bringing disputes into the public domain (rule of law) sets, as Brown and Uvuza point out, an important precedent and helps pave the way for others to do so (Box 8). The GA team interviewed the person in charge of gender and

family affairs in the Kirehe district (October 24, 2011). The interview brought to light both important constructive changes resulting from the increased presence of women in the political arena, and challenges faced by both men and women in overcoming prevailing attitudes and persistent work burdens. The gender officer highlighted a change of attitude toward women's leadership: "*we have a female MP in our district and she has been a model to young girls, whenever she visits the districts many young girls have to attend, they feel that they too may become future leaders.*" He pointed out, however, that women and girls have been handicapped by certain behavioral patterns, for instance where most, if not all, of the domestic work is done by females. "*There is no way a woman will be independent economically with all these constraints. I have seen a few men do some domestic work but at times they hide from society, in fear of being laughed at.*" To him, hiding from others while cooking or bathing children means that men tend to believe that they are doing something contrary to what the culture expects of them. The same issue was identified in Huye during the visit to the Maraba coffee cooperatives. Interviews also suggest that the attitude is different in some areas where the younger generation has a different understanding of gender relations. They feel that things should change, and that this change must start from childhood.

**C. Indicative Good Practices and Promising Approaches****DG Promising Practice #1: The Pro-Active Legal Framework and Policy Environment.**

Rwanda's legal framework, starting with the Constitution, provides the core foundation for promoting gender inclusion in public institutions and decision-making. Far-reaching reforms to matrimonial, succession, and land law have established women's property rights. These are all areas in which Rwanda has made remarkable progress in crafting a gender-positive legal and regulatory framework, which recognizes women's rights.

**DG Promising Practice #2: The 30% Quota.**

The quota system applies to administrative positions, where at least 30% must be women. During the field visits, it was apparent from many of the interviews that the quota principle is respected, and women are proud of the positions they hold in decision-making bodies. Often, and despite



the lack of capacity, women are regarded as role models, even in outlying rural areas where the knowledge that women comprise the majority of Rwanda's parliament is itself an inspiration. During the visit to one of the maize cooperatives in Gisagara, Jyambere Muhinzi, members stated that they prefer to have more women administering the cooperative, because women tend to be more committed than their male counterparts. Meeting dynamics also reflect cultural expectations. Cooperative members indicated that often women are more reserved in the early stages of the meetings, thereby enabling them first to hear from the men before suggesting alternative solutions to the problems being discussed.

#### **D. Recommendations for the DG Sector**

DG represents an area where Rwanda has progressed further in promoting gender equality in representation in public life than perhaps any other country in the world. Yet, important challenges remain in this area. The continued economic dependence of women on men, the cultural expectation that women defer to men in decision-making within the household, and the continued persistence of high levels of SGBV, suggest that the impact of the systemic issues identified at the outset are particularly severe in this area, and the "two Rwandas" are nowhere more apparent than with respect to the DG sector. Rwanda can take important steps to redress these imbalances, and the recommendations outlined below suggest some key areas to prioritize.



COAMV President, Ndagijimana Emmanuel, displaying maize flour produced by his cooperative.

#### **DG Recommendation #1: Support gender-responsive justice sector reforms.**

Key measures include: (i) reforming the anti-GBV law to address the impact of some of the punitive provisions, as in cases where the husband, the main economic provider for the family, is imprisoned; (ii) removal of gender-discriminatory provisions in the civil code, notably relating to issues of family headship and choice of marital domicile; and (iii) removal of gender-discriminatory provisions in labor and employment laws, and strengthening of workplace rights for women (notably in relation to sexual and other forms of harassment), so as to enable Rwanda to meet the new "gender in the economy" criterion for MCA eligibility (see Table 5 above).

#### **DG Recommendation #2: Support formal registration of marriages.**

The preceding analysis suggests that a major issue affecting married women's legal rights is that the protections of the law apply, for the most part, only to formally registered monogamous marriages. It will be important, during the CDCS period, to support the GOR in providing

outreach and legal assistance to promote the formal registration of marriages as a means of strengthening legal protections for women and safeguarding their property rights.

**DG Recommendation #3: Build Women's Capacity to Exercise Leadership.**

Interviews conducted by the GA team throughout the country illustrated the importance of developing women's leadership, and building their capacity to contribute more effectively to decision-making, and to make the most of opportunities afforded by their presence in decision-making bodies resulting from application of the quota system. To this end, the GA team recommends supporting the idea suggested by Rwandan counterparts to establish women's leadership centers in different parts of the country with this objective in mind. The centers could be launched in one or two districts initially, as a means of piloting their activities and testing approaches to promoting women's leadership. The centers would engage primarily in capacity-building, research (for example, into how the 30% quota system operates and its impact on decisions), mentorship, and networking. The Centers could also address broader issues such as confidence-building, developing analytic skills, and strengthening financial literacy.

**DG Recommendation #4: Improve Women's Effective Exercise of their Land Rights.**

The LTR program (see EG Promising Practice #2 above) provides a useful foundation on which to strengthen women's land rights. Key tasks for the DG sector include promoting joint titling of land, monitoring the effective implementation of the Organic Land Law (OLL), and monitoring the corresponding provisions of the succession law.

**DG Recommendation #5: Assess the Impact of the Quota System on Decision-Making.**

While the 30% quota system has undoubtedly been beneficial—as noted above—to women's engagement in the political process in Rwanda, it also generates some negative reactions. During the field visits, some interlocutors argued that the positions that women secure are not based on merit, and that this is detrimental to the functioning of the bodies concerned. Moreover, as indicated in Figure 3 above, the application of the quota system is uneven, and this in turn may reflect important differences in the effective power enjoyed by women in decision-making bodies. More analysis is needed on how the quota system works in practice, and how women's participation in decision-making can be strengthened.

## **2.3 Education**

### **A. Strategic Priorities in the Sector**

*Government of Rwanda.* The Ministry of Education is committed to addressing gender disparities in the education sector as outlined in its Education Sector Strategic Plan (ESSP), 2010-15. The ESSP outlines strong Government support in the area of girls' education as a cornerstone to realize its goal to provide high-quality free basic education to all. This extends to ensuring that women are also well skilled beyond the basic level to contribute positively to economic and social development. The **Girls' Education Strategic Plan** (Government of Rwanda 2008) forms the framework for interventions to increase girls' participation and achievement at all levels of education.

**USAID.** Limited progress has been made toward improving educational quality for both boys and girls. As identified in USAID's education strategy (Lynd 2010), the provision of education is still poor due to inefficient teaching and learning methodologies, underdeveloped teacher preparation systems (both pre-service and in-service), insufficient quantities of instructional materials and the underutilization of materials that do exist, low teacher motivation, difficult conditions of teaching and learning, and challenges related to the transition to English as the language of instruction. Other identified gaps include the lack of a system for measuring learning performance; a relatively weak decentralized administrative structure without sufficient gender knowledge, and lack of workforce education programs that address the specific needs of girls and boys, where they differ.

As articulated in the USAID/Rwanda Education Strategy (2010), the Mission priorities in the education sector focus on basic education, with particular emphasis on ICT development; youth workforce readiness; and girls' education through improved quality and strengthened foundational skills of literacy and numeracy. The strategy advocates that there is a need to adopt student-centered methods of learning and teaching, and to ensure that students are engaging with up-to-date knowledge to respond to labor market trends upon completion of their studies. At the same time, teachers need to be trained in modern methods of learning and teaching, and the curriculum needs to be current to reflect labor market requirements and students' needs.

The development programs and projects of USAID/Rwanda in this sector are closely aligned with Government of Rwanda (GOR) strategies and priorities, including Vision 2020, the Economic Development and Poverty Reduction Strategy (EDPRS), the Education Sector Strategic Plan (ESSP) and Girls' Education Policy (see discussion of the policy framework in Section I.2 above).

## B. Key Gender Gaps

As reported in the RIDHS 2010, overall, 68% of women and 69% of men have attended some primary school without having gone on to post-primary/vocational or secondary school. Only 21% of men have attended post-primary/vocational, secondary, or tertiary education and about 16% of women have done so.

**Table 6: Secondary School Enrollments by Level, 2010** (Source: Rep of Rwanda 2011:80)

Level	Boys	Girls	Total	Girls (%)
S1	63,027	70,037	133,064	52.6%
S2	50,412	53,617	104,029	51.5%
S3	30,729	30,977	61,706	50.2%
S4	24,893	23,834	48,717	48.9%
S5	20,600	19,104	39,704	48.1%
S6	20,265	18,102	38,367	47.2%
Total	209,926	215,661	425,587	50.7%

School experience in Rwanda is not universal; 16% of women and 10% of men have never attended school (NISR et al. 2011:8). Notwithstanding this, Rwanda has made extraordinary

strides in expanding its education system, and addressing gender issues in the sector. Access of boys and girls to education at all levels and promotion of gender equality within the education system has improved (secondary enrollment data are presented in Table 6). Yet girl students continue to lag behind in educational achievement and access, particularly at the secondary and tertiary levels, where girls' enrollment, completion, and achievement rates are lower.

**Table 7: Enrollments by Sex in Higher Learning Institutions, 2005-10**

STATUS	Gender	2005	2006	2007	2008	2009	2010
Public	Male	6,619	10,351	12,901	14,241	17,695	21,188
	% Male	67.8%	68.1%	68.0%	67.9%	67.3%	67.1%
	Female	3,143	4,850	6,071	6,725	8,609	10,376
	% Female	32.2%	31.9%	32.0%	32.1%	32.7%	32.9%
<b>S/Total</b>		<b>9,762</b>	<b>15,201</b>	<b>18,972</b>	<b>20,966</b>	<b>26,304</b>	<b>31,564</b>
Private	Male	9,638	11,333	11,087	12,978	13,479	14,054
	% Male	56.6%	51.6%	50.3%	49.1%	46.6%	45.1%
	Female	7,400	10,615	10,954	13,462	15,430	17,116
	% Female	43.4%	48.4%	49.7%	50.9%	53.4%	54.9%
<b>S/Total</b>		<b>17,038</b>	<b>21,948</b>	<b>22,041</b>	<b>26,440</b>	<b>28,909</b>	<b>31,170</b>
Public and Private	Male	16,257	21,684	23,988	27,219	31,174	35,242
	% Male	60.7%	58.4%	58.5%	57.4%	56.5%	56.2%
	Female	10,543	15,465	17,025	20,187	24,039	27,492
	% Female	39.3%	41.6%	41.5%	42.6%	43.5%	43.8%
<b>TOTAL</b>		<b>26,800</b>	<b>37,149</b>	<b>41,013</b>	<b>47,406</b>	<b>55,213</b>	<b>62,734</b>

Source: Republic of Rwanda 2010:17.

In Rwanda, there are 30 higher learning institutions (HLI), of which 17 are public institutions. Table 7 illustrates the gender differences in the enrollment of males and females in tertiary education in public and private institutions, where there are marked gender differences in enrollments between public and private institutions.

Key obstacles to effective gender mainstreaming in the sector include: (i) limited capacities and technical skills in gender analysis and planning for effective gender mainstreaming; (ii) resistance to behavior change and poor understanding of gender concepts in the wider society; (iii) prevailing social, cultural, and economic factors limiting girls' and women's participation in education at all levels, especially in areas perceived as traditionally the preserve of males; (iv) continued poverty, especially in rural areas; (v) limited adapted sanitary facilities in schools leading to repeated absenteeism by girls; and (vi) limited gender awareness of many parents and teachers and lack of self-esteem among girls.

**ED Gender Gap #1: Compared with boys, the enrollment rate of girls declines particularly in rural areas.**

There are three primary reasons for regional and gender disparities in children staying in school. First, a recent analysis of the USAID-supported *Higa Ubeho* project notes that girls and boys face different barriers to school enrollment and retention. For girls, the principal issues include the unequal division of household labor, pregnancy, their relationships with “sugar daddies”, and fear of sexual harassment a form of school-related gender-based violence (SRGBV). For boys, the principal issues include violence and bullying, and pressures to earn "fast money" (Eckman 2010:4).

Second, poverty is a key determinant of school access. At the secondary level, high school fees and other costs associated with secondary schooling (books, materials, and uniforms) prevent children from poor families from accessing secondary school. Because many poor families cannot afford to educate all of their children, in many cases sons are chosen over daughters, both because of patriarchal social traditions, and because of the belief that boys are more likely to find employment opportunities and higher average wages in the future.

Third, the GOR ESSP for 2010-15 explains that much of the reason for slow progress in attendance and retention appears to be related to parents’ perceptions of how to balance future employment prospects offered by basic schooling with the present need for children to support family livelihoods. Investing in girls' education is thus perceived as providing lower returns, despite evidence to the contrary in Rwanda<sup>11</sup>, thereby perpetuating an inter-generational cycle of poverty and marginalization of females.

**ED Gender Gap #2: The performance of girls in national exams is lower than that of boys.**

According to the Education Strategy, while enrollment of girls in primary school is equal to boys, girls’ performance on national exams is significantly lower -- in 2009, only 39% of girls achieved first division results on the Primary 6 exam while 61% of boys did (Lynd 2010:40). This suggests that more needs to be done to understand these disparities and to address them in the curriculum, in teaching practices, and in examinations.

**ED Gender Gap #3: Boys systematically outnumber girls in science and technology courses at the secondary level, and thus are more likely to access specialized schools in these areas.**

There is limited gender mainstreaming into educational strategies and school curriculum at all levels of education, and a low number of women/girls in science and technological studies at universities and higher learning institutions. For example, in 2005, girls represented only 30% of those enrolled in mathematics and physics, and 41% of those in biology/chemistry. In technical areas, girls represented 14% of those studying electronics, and 6% of those in general mechanics and automotive disciplines (Republic of Rwanda 2008:11). These differences are exacerbated by attitudes and expectations that tend to move girls more into subjects that are associated with "female" vocations, such as the arts and humanities, teacher training, and home economics, where science and mathematics are perceived as more appropriate for boys. Moreover, a lack of

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<sup>11</sup> Ezemenari and Wu, 2005

female teacher role models within these disciplines further discourages girls from pursuing education and careers in science and technology

#### **ED Gender Gap #4: Gender-Based Violence Affects Both Boys and Girls in Schools.**

The issue of gender-based violence in schools is mentioned in studies (but data on the nature and extent of this phenomenon in Rwanda are lacking; it is also clear that bullying and violence against boys is one of the factors affecting male school attendance<sup>12</sup> More information and data are needed in the area of SGBV, including in addressing the issue of violence against children and in schools. A 2005 study provides some interesting findings, along with issues to tackle (Box 9).

##### **Box 9: Violence Against Children: Selected Findings (*Mitchell and Kanyangara, 2005:107-08*)**

Of the several hundred school children who participated in the study, most reported a variety of forms of violence that they experienced either directly or indirectly on a daily basis: verbal and physical harassment by peers, the dangers in and around school in relation to sexual violence, and the ways that teachers punish students. It is worth noting incidents of corporal punishment seem to be diminishing as a result of legislation.

The prevalence of what might be described as symbolic violence should be highlighted (e.g. being denied access to school or having limits placed on participation in school because of having to engage in physical labor).

Teachers and directors as well noted that the inadequacy of materials and support to teaching and learning is and of itself an example of violence against Rwandan children.

While there was not unanimity on the part of adults as to whether levels of violence are going up or going down, the overall sense by parents and teachers is that safety and security in school probably is improving (at least in contrast to 10 years ago) but that that is small compensation given Rwanda's history. Violence in and around schools exists not as some dramatic spectacle but often as a long line of repetitive small acts of both psychological and physical violence. While this is something that is consistent with much of the literature internationally, it offers a new context for thinking about the differences between the spectacular (and for a time the normalizing of the spectacular) and these smaller (and also normative) forms of violence.

Violence in homes and communities is a critical area of concern, particularly as expressed by children. So difficult are their lives outside school that for many schools is almost a refuge. Many children said that they found schools as safer as and more secure than their homes. This was particularly the case for children who are orphaned or adopted, but one gets an overall picture of many dangers for children when they are not in school. Is there a role for schools to play however in addressing violence beyond the school?

### **C. Indicative Good Practices and Promising Approaches**

Key mechanisms to improve the gender-responsiveness of the education sector include increased sensitization, community awareness raising/education efforts, and enhanced capacity-building related to gender concepts, gender integration, and gender-aware planning for staff from central to local levels. Some promising practices are identified below.

#### **ED Promising Practice #1: Strategies to Encourage Enrollment and Retention.**

The GOR, along with its development partners and communities, has taken important steps to put in place strategies to encourage retention, including through school feeding and school gardening programs. Other important initiatives are the de-worming program carried out in all primary schools over the last two years and the integration of school health, including prevention of HIV/AIDS and other diseases, into the curriculum in primary and secondary schools.

<sup>12</sup> see Huggins and Randell 2007, Eckman 2010, Mitchell and Kanyangara 2005),

**ED Promising Practice #2: Strengthening Parent-Teacher Committees and Associations.**

L3 is working to support improved governance of the primary school sector through development of more structured Parent Teacher Committees (PTCs) and Parent Teacher Associations (PTAs). The PTCs and PTAs hold regular meetings to deal with various issues involving school administration, including fund-raising, monitoring and evaluation of teachers, hiring of contract teachers, and management of capitation grant spending. There has been extensive training of primary and secondary school heads on financial management and the vast majority of schools have school development plans in place. National sensitization programs exist to encourage parents and communities to send and keep their girls in school, such as the First Lady's national awards for the best-performing girls and the School Campaign.

**ED Promising Practice #3: Promotion Activities of FAWE-Rwanda.**

The Forum for African Women Educationalists-Rwanda Chapter (FAWE-RWANDA) provides scholarships and mentoring for girls, and also plays an important advisory role in promoting attention to issues of girls' education in the Rwandan school system. FAWE has developed its capacity to champion girls' education through collaborating with government ministries, bilateral and multilateral agencies, development and philanthropic foundations, and individuals. One of FAWE's aims is to develop the capacity of girls and women to pursue education in the sciences and TVET. FAWE promotes female education at secondary school level by increasing the number of school places for girls, reducing social and domestic problems that girls face and provides a conducive environment for learning. FAWE girls' schools aim at demonstrating the academic capabilities of girls, if they are given the right environment and opportunities.

**ED Promising Practice #4: Enabling Girls to Speak Out in Public.**

The *Tuseme* "Let's talk" program has helped girls to talk in public and educate others to an extent that even other schools where the program does not exist are requesting assistance from FAWE to establish programs of this kind throughout the country. The main objectives of this program are to: improve retention, performance and achievement at primary and secondary level, especially for girls; increase retention, performance and completion at all levels in the education system; integrate the promotion of girls' education into school culture; create a gender sensitive culture in schools, in terms of teaching, environment, management and administration; raise public awareness and strengthen partnership, particularly at the local level; improve record keeping and monitoring systems of girls in schools. The field visits and interviews in Kigali suggested that this is a promising initiative, especially in a cultural context where females are discouraged to speak up where men are present, and that a more detailed assessment of the cost-effectiveness, and impact, of this approach is warranted.

**D. Recommendations for Education**

The World Bank's analysis of gender-based wage discrimination and returns to education established that returns to education may be higher for women compared with men. The analysis strongly suggests that education is an equalizing factor for wages (Ezemenari and Wu, 2005:19). Given these results, policies to increase access of women to education beyond primary and particularly secondary education will be key to reducing differences in earnings. Ideally these

policies should be coupled with measures to reduce wage discrimination, as well as the provision of child care (or early childhood education), to help reduce the cost to women for home and child care.

**ED Recommendation #1: Address Underlying Causes of Gender-Differentiated Performance in National Examinations.**

As indicated in the education strategy, the performance of girls in national exams is worse than that of boys. The reasons for this need to be identified and appropriate changes made in the curriculum, teaching practices, and in the modalities of conducting examinations.

**ED Recommendation #2: Integrate Sex-Education, and Education on HIV/AIDS, GBV, and Reproductive Health into the Lower Secondary Curriculum.**

To help in addressing the issue of teen pregnancy, and the persistence of SGBV in Rwanda, it will be important to incorporate learning materials on these issues into the lower secondary curriculum, including role models of gender relations that tackle the systemic issues identified at the beginning of this assessment.

**ED Recommendation #3: Strengthen the Gender-Responsiveness of Work-Readiness Programs.**

Currently, work readiness programs tend to reinforce, rather than combat, existing gender stereotypes with respect to work that is appropriate for males and for females, and to limit women's opportunities in technical and scientific areas, and in many trades. These biases need to be addressed systematically, and opportunities for girls to enter into "non-traditional" professions should be explored. While it is challenging to break-down stereotypes, role modeling and effective training can improve acceptance of new roles for both men and women in cross-stereotypical occupations. For example, strengthening and diversifying the labor force by expanding women's involvement and opportunities in the ICT sector could bolster the policy goal of Rwanda becoming a knowledge economy.

The Tuseme program represents a promising, and culturally appropriate, way of giving young girls the skills and confidence to speak in public and to confront some of the traditional stereotypes and attitudes that limit women's participation in public life, especially in rural areas. It is recommended that an assessment of this program be undertaken, and that, if warranted, consideration be given to its expansion to all areas of the country, be considered.

## **2.4 Health (Global Health Initiative)**

### **A. Strategic Priorities in the Sector**

**Government of Rwanda.** The Health Sector Strategic Plan, 2009-12, constitutes the principal articulation of GOR policy with respect to health. The key strategic objectives of the policy are: (i) to improve accessibility to, quality of and demand for MCH/FP/RH/Nutrition services, with focus on maternal mortality, child health, and family planning; (ii) to consolidate, expand and improve services for the prevention of disease and promotion of health, with primary focus on HIV/AIDS and malaria; and (iii) to consolidate, expand and improve services for the treatment



and control of disease, with primary focus on HIV, TB, and neglected tropical diseases.

In addition, five other national-level policies highlight the GOR's priorities in the health sector:

- **The Current Seven-Year Government Programme, 2010-2017.** This program is particularly sensitive to GBV issues. Specifically, Program Number.7 stipulates that one-stop centers will be established in every Community Health Center, and that anti-GBV committees at all levels will be empowered to eradicate GBV in Rwanda.
- **The National Policy Against GBV and its Strategic Plan.** The overall objective of the policy is the progressive elimination of gender-based violence through development of a protective and supportive environment for GBV prevention and response. The National Anti-GBV Strategic Plan is designed to improve the impact of existing interventions and fill the gaps in prevention and response to gender-based violence.
- **The National Population Policy.** This policy refers to the improvement of norms and attitudes (of both men and women) about women's participation in household decisions, especially on questions related to the use of contraceptive methods, and the fight against gender and domestic violence as part of its goals.
- **The National Reproductive Health Strategy.** The core priorities of the strategy are: safe motherhood/child health; family planning (FP); prevention and treatment of genital infections, adolescent reproductive health, prevention and management of sexual violence, and social changes to increase women's decision-making power.
- **The National Strategic Plan to Accelerate the Reduction of Maternal and Neonatal Morbidity and Mortality (2009-2012)** is another discrete GoR commitment aimed at the two principal elements of mortality and morbidity in Rwanda.

*USAID.* The Global Health Initiative (GHI) is a wide-ranging program of activities covering every sector in which USAID operates in the country. As stated in the GHI Strategy (USAID/Rwanda 2011c), the health team identified human and institutional capacity building, and gender equality, as its GHI priority areas. It notes that the first priority area is specifically "to strengthen the human and institutional capacity of the public health system to plan, manage, implement and monitor sustainable health programs at all levels." The second priority area is "to set the Rwandan society free from all forms of gender-based discrimination" with the aim of seeing both men and women participate fully in, and benefit equitably from, the development process, as prioritized in the National Gender Policy.

GHI is USAID/Rwanda's only program in which the promotion of gender equality is an explicit Development Objective (Table 8 below shows illustrative detail). This is important, not least because GHI is such a wide-ranging program, and, in this respect, provides many ways of addressing the gender agenda. The strategy articulates its gender focus as follows:

USG will support Rwanda in operationalizing its national gender policy and other strategies that identify scaling-up, sexual and gender-based violence (SGBV) prevention and treatment; strengthening SGBV referral systems among health services; promoting couples voluntary counseling & testing; providing information on the dangers of cross-generational sex and concurrent relationships; encouraging increased male involvement in maternal and child health, family planning/reproductive health, prevention of mother

to child transmission of HIV/AIDS and antenatal care ; and actively linking low-income women and child- or female-headed households to income-generating and social welfare programs. As compared to gender-related programming previously, the current activities focus on the mainstreaming of gender into all program areas and the incorporation of a gender approach to the delivery of all health interventions and services (USAID 2011c:8).

It is important to note here the priority given to supporting income-generating programs, which, necessarily, involves close collaboration with the EG team and the promotion of gender-inclusive economic opportunity within the GHI framework. The call for mainstreaming gender into all program areas, and the incorporation of a gender approach to the delivery of all health interventions and services, is also welcome. The starting point is a thorough understanding of gender-based obstacles and constraints to accessing health, and other, services.

HIV/AIDS is a key GHI activity funded through PEPFAR. In Rwanda PEPFAR supports prevention of mother-to-child transmission (PMTCT), VCT activities, youth intervention programs, and male circumcision (MC); provides antiretroviral drugs and treatment for HIV/AIDS and opportunistic infections (OI) in comprehensive, integrated health programs; supports education and life skills training for orphans and other vulnerable children; supports the collection and use of strategic information to monitor health outcomes; and promotes health system strengthening through coordinated procurement quality improvement/assurance and accreditation, community-based health insurance, and human resources capacity building. Within the USG/Rwanda Partnership Framework For HIV/AIDS 2009 - 2012, PEPFAR is continuing to support the GOR's commitment to national ownership, data- driven approaches, quality service delivery, implementation of evidence-based policies, institutional capacity building, and a coordinated financial response. The Partnership Framework places an emphasis on sustainability of HIV/AIDS activities to enable a strong Rwandan health system, with a focus on technical, management, financial and political sustainability.

Three factors<sup>13</sup> place gender issues at the core of the HIV/AIDS pandemic in Rwanda, as elsewhere, each requiring systematic attention:

- Risk and vulnerability to HIV/AIDS are substantially different for men and for women, as is most evident in the marked age- and sex-differentiated HIV prevalence rates. This has implications for strategies to reduce overall prevalence, and how and for whom AIDS prevention activities are undertaken.
- The impact of HIV/AIDS differs markedly along gender lines, reflecting men's and women's different roles and responsibilities in household and market activities, and critical gender differences in access to and control of resources. This has implications for care, support, and treatment programs, and especially for addressing the needs of AIDS orphans.

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<sup>13</sup> These combined factors were referred to as the "Gender Dynamics of HIV/AIDS", by Geeta Rao Gupta at the 2000 XIII AIDS Conference in South Africa.

- Tackling the AIDS pandemic is fundamentally about a radical change in gender relations, through behavior change that empowers both men and women and transforms gender relations.

Key outcomes of an increased focus on the “gender dynamics” of HIV/AIDS, especially measuring and monitoring changes and impacts for different age groups of men and women, paying particular attention to the youngest women can lead to the following:

- Explicit gender-differentiated analysis of the patterns of risk and vulnerability of different age groups of males and females, alongside explicit gender-differentiated analysis of the impacts of HIV/AIDS, including responsibilities for care and support.
- Age- and sex-disaggregation of measured changes in prevalence, aimed at showing changes in the prevalence of HIV in women between the ages of 15-25.
- Age- and sex-disaggregation of measured changes in access to treatment, including ARVs, so as to track improvements in access and coverage for young women. It is also important here to track regional differences by age and sex, so as to measure improvements in access to treatment for rural women.
- Collection and monitoring of data and indicators on gender-based violence, including rape, aimed at showing reductions in the levels of violence against women over the period.
- Collection and monitoring of data and indicators on gender inclusion in policy- and decision-making bodies, at national, provincial, and community levels, relating to the response to HIV/AIDS and building awareness of the "gender dynamics" of AIDS at these levels.
- Age- and sex-disaggregation of the burdens of care and coping at household and community levels, to track implications for time use and overall work burdens. This could include measuring changes in time spent in school (decrease in the number of girls dropping out of school because of care burdens), changes in time spent on agricultural or other economic tasks (implications for household food security and nutrition status), changes in time spent on household fuel and water provisioning (especially where care for the sick is involved), and changes in access to key economic and social services, including health facilities (with implications for the overall health status of the family).
- Changes in the legal status of women, including impact of measures to strengthen or protect the property and inheritance rights of women and girls. This needs to include greater focus on addressing issues of early marriage, early sexual debut, rights to sexual and reproductive health services, and tackling the epidemic levels of gender-based (and sexual) violence.

## **B. Key Gender Gaps**

### **GHI Gender Gap #1: Systemic gender issues affect health outcomes and access to services.**

Each of the four "systemic" issues identified at the outset of this assessment has a bearing on men's and women's ability to access health services, and their need to do so. The disproportionate burden of domestic work which falls on women makes timely access for women and the families for whom they are the primary caretaker difficult; economic dependency means that care is less

affordable to women who do not have independent sources of income; SGBV is one of the drivers of why women need access to health care and other services; while disparities in decision-making, in conjunction with economic dependency, mean that women in some circumstances may have to negotiate access to services, and use of resources to cover costs, with their husbands, and may be denied access when resources are scarce or are used for other purposes.

**GHI Gender Gap #2: There are important gender differences in HIV risk and vulnerability.**

There are marked age/sex differences in risk and vulnerability to HIV/AIDS, as reflected in differences in prevalence rates: for ages 15-24: (M=1.3%; F= 1.9%) (NISR 2006). This has implications for AIDS prevention and treatment strategies.

**GHI Gender Gap #3: Some key health risks in Rwanda have important gender dimensions.**

The dangers of air pollution have been of concern in the energy sector for many years. It has long been known that cooking with solid fuels exposes people to indoor air pollution (IAP), which in turn causes health problems, notably acute respiratory infections (ARI). Because the task of cooking with such fuels falls predominantly on women, the burden of these health problems falls disproportionately on women and very young children. A recent WHO global health risk assessment report (WHO 2009) reiterates that more than half of the world's population still cooks with traditional solid fuels, such as wood, dung, coal, or agricultural residues on simple stoves or open fires. Especially under conditions of limited ventilation, solid-fuel use leads to high levels of exposure to indoor smoke and large associated health risks. Specifically, the assessment notes that indoor smoke from solid-fuel use contains a range of potentially harmful substances, from carcinogens to small particulate matter, all of which cause damage to the lungs. The assessment points out that indoor smoke from solid fuel causes about 21% of lower respiratory infection deaths worldwide, 35% of chronic obstructive pulmonary deaths and about 3% of lung cancer deaths. Of these deaths, about 64% occur in low-income countries, especially in South-East Asia and Africa. The global picture suggests that smoke from indoor solid fuels is now among the top 10 risk factors for mortality, and, in low-income countries, is the 6<sup>th</sup> most important risk factor, accounting for 4.8% of the global burden of disease. This issue has been raised as a health issue, and a broader development problem, since the 1970s. The World Bank's 1993 World Development Report (*Investing in Health*) equated the effects on health of this pollution to "smoking several packs of cigarettes a day" (World Bank 1993).

These issues are of particular relevance in Rwanda, where it is estimated that 39 percent of morbidity in Rwanda is caused by ARI and that this is an issue particularly affecting children under the age of 5 (NISR 2011:56). Viewed in the context of the next two most important causes of morbidity in Rwanda (intestinal parasites: 9%, and malaria: 8%), this suggests that ARI is a major health issue in Rwanda. These issues matter from a gender perspective because, as elsewhere, one of the causes of ARI is exposure to indoor air pollution (IAP) from cooking fuels. In Rwanda, it is estimated that 99% of the population continues to use solid fuels for cooking (UNDP and WHO 2009:76). From an environmental health standpoint, 85 percent of the burden of disease related to air pollution in Sub-Saharan Africa stems from IAP, and only 15 percent from outdoor pollution (Listordi and Doumani 2004). When the focus is on environmental

factors, the issue of indoor smoke from solid fuels ranks alongside (in fact, slightly higher than) unsafe water as a driver of mortality and morbidity in low- and middle-income countries. Paying greater attention to these critical issues in Rwanda is essential both from the perspective of improving health outcomes and from the standpoint of addressing a critical gender issue in the country.

**GHI Gender Gap #4: Reproductive health (and health more generally) is seen as a "women's issue," where women are expected to assume the primary responsibility for health care within the family.**

While noteworthy declines in fertility have been achieved through the combined efforts of Rwandan men and women, men remain insufficiently involved with family planning efforts; indeed, the field visits brought to light incentives that counteract attempts to lower fertility: i.e. where wives may be keen to limit the number of children they have, men have children with other women (e.g. *‘concubinage’*).

In general, health sector staff expressed concern to the GA team that the understanding of gender dynamics in the sector was insufficient. Household relations, including around fertility decisions and expenditure priorities, profoundly affect the health status of families and their access to health care. A key issue is to develop more systematic mechanisms through which to engage with men in addressing health issues, especially in relation to reproductive health and family planning.

**GHI/FTF Gender Gap #5: Gender dimensions of nutrition and food security are insufficiently addressed in programming decisions.**

Malnutrition remains a persistent problem in Rwanda--45% of children are malnourished (USAID/Rwanda 2011c)--but the recognition that women are at the core of food security and family nutrition (see the extensive work done by IFPRI in this area) is perhaps not sufficiently recognized and integrated into program design. Moreover, as discussed in the EG section, there is insufficient attention paid to the food crop sector and its gender dimensions, and women often remain at the lowest end of the value chain (as is the case in the dairy sector), so their opportunities to earn incomes are diminished.

### **C. Indicative Good Practices and Promising Approaches**

#### **GHI Promising Practice #1: Establishment of One-Stop Centers for Victims of SGBV.**

The Government of Rwanda has established 3 one-stop centers to address SGBV in Gasabo, Rusizi, and Ruvabu, and intends to establish one in each district, including in Nyagatare, the site visited by the GA team. The experience of the Kigali one-stop center at the Police Hospital is particularly instructive, and shows that this is a model worth replicating, as a combination of services covering treatment, counseling, and economic support is provided. At the same time, the absence of legal aid services associated with these centers is a missing element.

#### **GHI Promising Practice #2: Rwanda Men's Resource Center Promoting "Positive Masculinity".**

A promising initiative that was brought to the attention of the GA team was the work of the Rwanda Men's Resource Center (RWAMREC) to promote "positive masculinity," aimed primarily at encouraging men to adopt behaviors that are more conducive to setting gender

relations onto a more constructive path. A key goal of RWAMREC is to help to reduce the high levels of SGBV against women, by promoting alternative ways for men to resolve conflicts within the household. It is clearly important, in the Rwandan cultural context, both to engage with men in the task of improving gender relations, especially in combating SGBV, and to promote male behavior and role models that demonstrate alternative ways of managing gender relations. (N.B. The RWAMREC website discusses a *“positive attitude on the part of men toward women, avoidance of abusive or hurtful uses of power, and mutual respect... closely linked to the values it promotes, which see men as naturally loving, caring and sensitive, where men practice compassion and non-violence, where powerful men do not need to hurt or blame others, and where men of quality do not fear equality with women.”* Because much of the focus of RWAMREC's work is in the area of SGBV, a key component of Positive Masculinity is that there are non-violent, non-abusive, and non-controlling means of solving problems and conflicts.) This is undoubtedly a critical component of future work. While RWAMREC was widely known, and referred to, during the GA team's field visits, it was not possible for the team to establish to what extent the approach and activities undertaken by RWAMREC are effective. Consequently, while the assessment team believes that this should be promoted further, it would also be prudent to undertake a more comprehensive, and rigorous, assessment of the performance of RWAMREC in this area, with a view to learning lessons and strengthening this approach.

#### **D. Recommendations for GHI**

##### **GHI Recommendation #1: Support Further Expansion of the One-Stop SGBV Centers.**

Provide support to further expansion of the one-stop centers for SGBV, aimed at strengthening the provision of a full package of services to victims. Incorporate legal aid services into the package, in collaboration with the DG team.

##### **GHI Recommendation #2: Support Rwanda in Tackling Population Growth**

Provide support to Rwanda to tackle the implications of the country's demographic dynamics and to strengthen the focus on efforts to lower fertility and family planning. While this necessarily requires stronger engagement with men in reproductive health and family planning activities, it also requires acting on the recognition that women play a central role in successful fertility decision-making and that enabling women to make independent decisions with respect to their fertility is critical.

##### **GHI Recommendation #3: Promote "Positive Masculinity" in Rwanda through the work of RWAMREC.**

An impact assessment of the "positive masculinity" approach developed by RWAMREC should be undertaken during the CDCS period. If this assessment shows that the approach is effective at promoting male behavior change, including through helping to reduce the levels of SGBV, support to further expansion of this work should be considered as an integral part of behavior change communication in GHI projects.

**GHI Recommendation #4: Evaluate "Gender Sensitization" Work in GHI Projects.**

Many projects include gender training or gender sensitization activities, especially those related to addressing SGBV. It is not clear how effective such activities are, nor whether there are emerging good practices or lessons to be learned. It is recommended that during the CDCS period an assessment be carried out of this work, so that a strong and coherent approach to gender awareness and sensitization training can be implemented throughout the GHI program. This would apply to gender training in other areas as well.

**GHI Recommendation #5: Prioritize interventions to address the problem of acute respiratory infections in Rwanda through clean cooking solutions and improved cook stoves.**

It is important not only to promote the use of clean cooking fuels (such as LPG-- liquefied petroleum gas ) in Rwanda, but also to promote better use of existing biomass at the household level, by expanding access to improved cooking stoves. Improved cooking stoves would improve combustion efficiency and thus reduce the level of exposure to indoor air pollution. The GHI program in Rwanda has the opportunity to focus specifically on the health benefits of improved cooking stoves, while also facilitating the achievement of environmental, climate change, and energy benefits. Consideration could be given during the CDCS period to expanding USAID's work in this area, drawing on lessons from neighboring countries.

**Table 8: Gender Indicators from the Rwanda GHI Strategy**

Indicator	Source(s) of Target	Baseline 13 (Year)	Target (Year)
Condom utilization rate by gender	EDPRS	26% women 39% men (2005)	35% women 50% men (2012)
Percentage of HIV pregnant women who received ART to reduce MTCT	2009 Annual Report TRAC Plus/HAS	74% (2009)	90% (2012)
HIV prevalence in the population aged 15-24 years	EDPRS, HSSP II	1.4% women 0.5% men (2005)	0.5% women 0.5% men (2012)
Percentage of partners of pregnant women in ANC who were tested for HIV in the last 12 months and who know their results	NSP	78% (2008) <sup>14</sup>	90% (2012)
Percentage of pregnant women using ITNs	HSSP II, MDG	64.7% (2007)	85% (2012, 2015)
Percentage of children under 5 years using ITNs	HSSP II, MDG	60.2% (2007)	85% (2012, 2015)
Maternal mortality rate per 100,000 live births	EDPRS, HSSP II	750 (2005)	600 (2012)
Percentage of women with four antenatal visits	EDPRS, HSSP II	23.9% (2007)	50% (2012)
Ratio of girls to boys in secondary education	MDG	0.81 (2005)	1.0 (2015)
Percentage of pregnant women who received iron supplementation during ANC	National Strategy to Eliminate Malnutrition	41% (2007)	100% (2013)
Percentage of children 6-59 months who are malnourished (wasting, stunting, or underweight)	National Strategy to Eliminate Malnutrition	4.6% wasting 15.8% underweight 52% stunting (2009) <sup>15</sup>	3% wasting 10.3% underweight 36.4% stunting (2013)
Percentage of all women 15-49 yrs using a modern contraceptive method	HSSP II	27% (2007)	50% (2012)
Percentage of deliveries in health facilities	EDPRS, HSSP II	45.2% (2007)	75% (2012)
Total fertility rate	EDPRS, HSSP II	5.5 (2007)	4.5 (2012)

Source: USAID/Rwanda, 2011b.

### 3. INTEGRATING GENDER ISSUES INTO THE RESULTS FRAMEWORK

The USAID/Rwanda strategies for FtF (USAID/Rwanda n.d.), Education (Lynd 2010), and for GHI (USAID/Rwanda 2011b) provide extensive roadmaps for the Mission's work going forward, including, in some important respects, key activities and indicators that address gender issues in the sectors concerned. Consequently, the aim of the recommendations presented here is not to provide an exhaustive inventory of gender-specific entry points but rather to focus strategically



on a few key areas where more attention to gender issues can be expected to make a substantial difference to promoting gender-informed development interventions in Rwanda. Building on the strategic priorities for each sector, and taking account of the obstacles and challenges identified in Section II of this assessment, the following entry points, potential results, and suggested indicators are presented for consideration by USAID/Rwanda, as it formulates the 2012-16 CDCS. It is important to bear in mind that these entry points are intended to inform the agenda for gender-responsive development in Rwanda over the longer term, potentially beyond the 2017 horizon covered by the CDCS, and for which the CDCS will lay the foundation. As a result, some of the recommended avenues for gender-responsive interventions are in areas that are not within USAID's current projects and programming. This is because the CDCS constitutes an opportunity to give new direction and strategic focus to integrating gender into the country program over the CDCS implementation period, and, in so doing, to strengthen the alignment of the CDCS with GOR's own gender goals. For the CDCS to play this role effectively, USAID/Rwanda could usefully consider shifting the focus of some interventions toward activities which, though not in the current program or the subject of ongoing projects, have the potential to make an even greater contribution to addressing the systemic gender issues Rwanda faces, and supporting the Government's gender equality goals. Working with GOR and other development partners, USAID/Rwanda can use the process of formulating the 2012-17 CDCS both to strengthen existing gender-informed programming, and to explore new ways in which gender can inform USAID's overall development agenda in Rwanda.

The multi-dimensional nature of gender issues in the country, as reflected in the interconnected systemic issues identified earlier means that a correspondingly multi-dimensional response is required. This fits well with USAID's approach, as many of the programs supported by USAID cut across the "sector" boundaries of EG/ED, DG, and GHI, and incorporate activities that draw from all these sectors concurrently. The recommendations identified in this report aim to support two fundamental goals: (i) to implement interventions pro-actively aimed at empowering women; and (ii) to narrow the gulf between what we have characterized here as "the two Rwandas," so that the benefits of women's empowerment can be enjoyed by women more widely in Rwandan society, as the country aims to translate the political will to promote gender equality and women's empowerment into tangible change on the ground.

### ***3.1. Strengthening the Link with the CDCS Results Framework***

This assessment proposes two scenarios for integrating gender into the CDCS results framework. One scenario is to consider treating gender as a free-standing Development Objective, with associated interim results cutting across each of the sectors in which USAID is engaged. The assessment team believes this is a good course of action for USAID/Rwanda for three principal reasons:

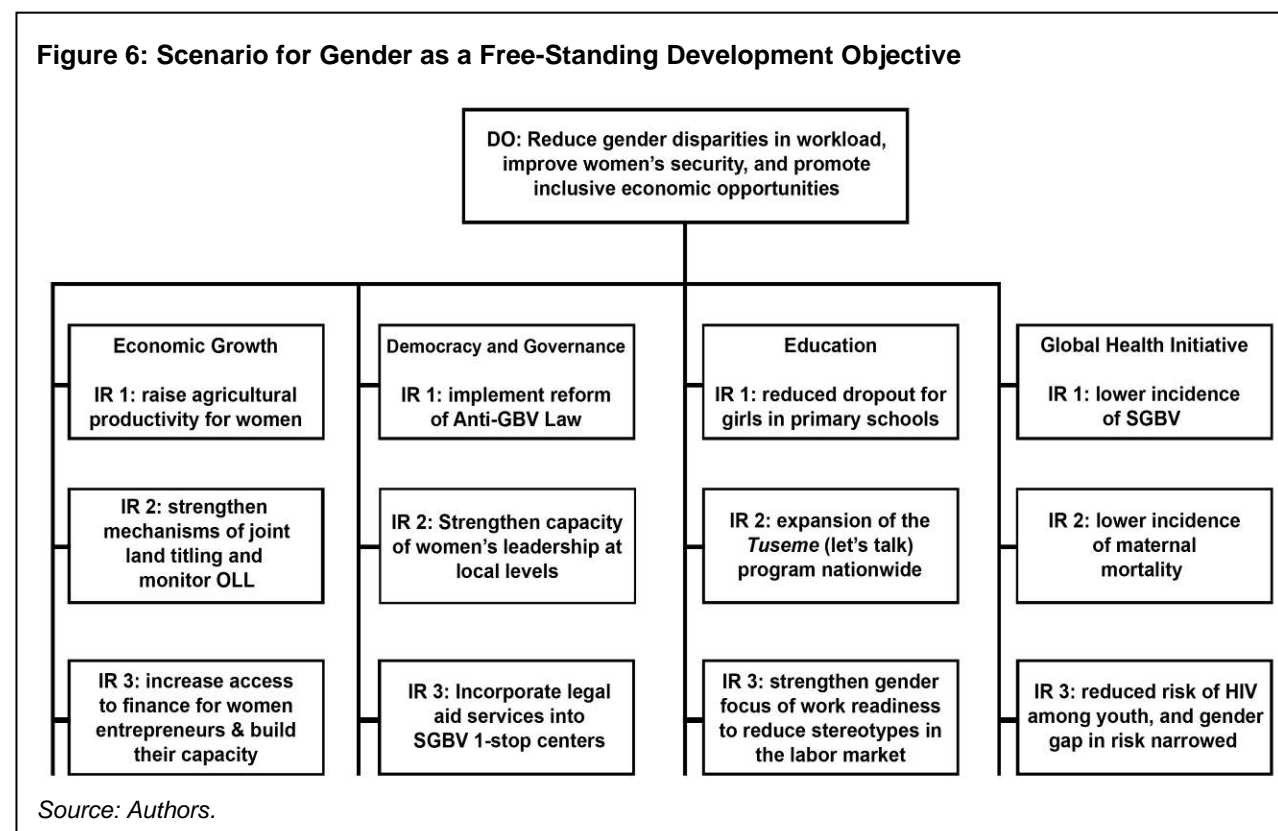
- Rwanda has arguably the most progressive leadership/policy environment for promoting gender equality, and this would ensure that gender considerations in the CDCS are fully aligned with the Government's goals.
- USAID/Rwanda already has incorporated gender equality as a free-standing objective within the GHI program, which provides a precedent for treating gender in this way. Moreover, the GHI approach recognizes explicitly that gender considerations affect not just health but also

virtually all other development interventions, consistent with the wide-ranging scope of GHI activities.

- Treating gender as its own DO constitutes an opportunity, unique to USAID/Rwanda, to continue to be ahead of the curve on gender issues, and to pave the way for others to follow in developing a gender-informed CDCS.<sup>14</sup>

A possible workout of gender as a free-standing DO is presented in Figure 7.

The second scenario aims to identify, for each of the sectoral DOs selected by the Mission, interim results (IRs) and indicators focusing on ways in which attention to gender will contribute to the achievement of the DO. Essentially, many of the IRs identified in Figure 7 would be incorporated into the respective DO. An illustrative scenario is presented in Table 9.



<sup>14</sup> Establishing a separate "gender" DO would reduce by one the other DO's the CDCS might promote; i.e. one of the "sectors" in which USAID/Rwanda operates would lose the visibility that comes with being a separate DO. This would most likely apply to education in Rwanda, which is the smallest sector in the portfolio. If visibility in the CDCS is regarded as essential to ensure that adequate attention is paid to a given sector in resource allocation and performance monitoring, there might be a cost in not emphasizing a given sector in this way. It could also mean that attention to gender in other DOs might be weakened, though that is less of a danger if it is clear that actions through these other sectors, as reflected in the gender DO, are necessary to accomplish the goals outlined in the gender DO itself.

**Table 9: Illustrative Scenario for Integrating Gender into Sectoral DOs**

Development Objectives *			
EG	DG	ED	GHI
inclusive growth in a vibrant economy	stable and accountable state	high quality education for all	improved health, reduced HIV and SGBV
Gender-Focused Intermediate Results (IRs)			
EG	DG	ED	GHI
improved effective land rights for women	increased number of marriages legally registered	lower drop out for females in primary school	lower incidence of SGBV and improved treatment services and "positive masculinity" promoted
improved labor productivity of women farmers and increased focus on the subsistence sector	women's leadership capacity at local levels strengthened	improved gender awareness of teaching corps and modeling of gender relations in the curriculum	lower maternal and child mortality
Gender-Focused Intermediate Results (IRs)			
improved capacity of women's business associations and entrepreneurs	legal aid services incorporated into 1-stop SGBV centers	improved gender focus of work-readiness, addressing gender stereotypes in labor market	improved child nutrition outcomes and lower incidence of stunting/wasting
greater access to formal provided finance for women in business	discriminatory labor and family laws amended, and stronger workplace rights for women established	expansion of the <i>tuseme</i> program throughout Rwanda	increase in use of clean cooking fuels

Source: Authors.

\* As the CDCS formulation process goes ahead, the DOs which the Mission intends to retain for each of the sectors could be incorporated into this table, and, as needed, the gender-focused IRs could be revised.

### 3.2. Results and Illustrative Indicators

Key gender-focused indicators for FtF and other areas of EG are as follows (some of these would be undertaken in collaboration with GHI):

Table 10: Economic Growth Results	Indicators
<b>IR#1: Agricultural Productivity Raised*</b>	--Labor productivity disaggregated by sex
Sub-IR: Women's time burden reduced	--Time allocation disaggregated by sex for agricultural and non-agricultural tasks
Sub-IR: Extension services improved	--Number and proportion of female extension agents --Number and proportion of female agricultural researchers --Responsiveness of research and extension agencies to different needs and priorities of male and female farmers
Sub-IR: Women's access to contract farming increased	--Number and proportion of women contract farmers
<b>IR#2: Mechanisms of Joint Titling Improved</b>	(see DG)
<b>IR#3: Access to Finance for Women Entrepreneurs Increased</b>	--Number of women owning registered businesses --Access to finance disaggregated by sex

\*Results and indicators related to nutrition are included in the Global Health Initiative table.

Key gender-focused indicators for a Democracy and Governance DO are presented below:

<b>Table 11: Democracy and Governance Results</b>	<b>Indicators</b>
<b>IR#1: Anti-GBV law reformed and gender discriminatory provisions in civil and labor codes removed</b>	<i>--Number of laws, policies, or procedures drafted, proposed or adopted to promote gender equality at the regional, national or local level*</i>
Sub-IR: Gender-discriminatory provisions in the civil code removed	
Sub-IR: Gender-discriminatory provisions in the labor code removed and workplace rights for women strengthened.	
<b>IR#2: Land rights and security through joint and separate titles improved [linked to EG]</b>	--Number of formal registered marriages.
<b>IR#3: Women's political participation increased (particularly at the decentralized level)</b>	--Women's leadership capacity
Sub-IR: Women's leadership centers established	--Y/N
Sub-IR: Capacity for women to contribute to decision-making improved	See IR level
Sub-IR: Awareness of women's legal rights improved	--Standard F indicator on women's legal rights accepted by targeted populations

Key gender-focused indicators for an Education DO are presented in Table 12.

<b>Table 12: Education (Workforce Development and Youth)</b>	<b>Indicators</b>
<b>IR#1: Young women enabled to speak out in public and defend/assert their rights.</b>	
Sub-IR: Sex stereotypes in the curriculum removed	--Curriculum revised (Y/N)
<b>IR#2: Work Readiness Improved</b>	--# and % of youth (M/F) completing work readiness programs and finding employment.
Sub- IR: Drop-out rates (M/F) reduced	--Enrollments and completion rates at all levels, for both urban and rural areas disaggregated by sex
Sub-IR: Capacity of workforce readiness service providers improved.	--Number of provicers and levels of access to training/learning opportunities disaggregated by sex.
<b>IR#3: "Boy- and Girl-Friendly" school environments introduced</b>	-- See completion rate indicator --Sex stereotypes in the curriculum removed and associated modeling of improved gender relations developed (Y/N)

Key gender-focused indicators for a Health (GHI) DO are presented in Table 13.

<b>Table 13: Health</b>	<b>Indicators</b>
<b>IR#1: Maternal and child mortality lowered</b>	--Infant, child, and maternal mortality rates (see GHI)
Sub-IR: Sex stereotypes in the curriculum removed	--Curriculum revised (Y/N)
<b>IR#2: Male involvement in family health care issues increased.</b>	--Male involvement --Contraceptive prevalence, age- and sex-disaggregated --Fertility behavior

Table 13: Health	Indicators
Sub- IR: Overall labor burdens for women reduced.	(linked to DG, Education, and EG activities)
IR#3: ARI reduced	--Levels of ARI disaggregated by sex
<b>Sub-IR:</b> Access to clean energy improved.	--Use of "clean" cooking fuels introduced (Y/N)
IR# 4: HIV prevalence rates lowered.	--HIV prevalence rates, age- and sex-disaggregated
Sub-IR: New infections among young girls prevented	
Sub-IR: Vulnerability of young girls to HIV reduced.	
<b>IR#5: GBV incidence reduced</b>	--Incidence rates
Sub-IR: Anti-GBV law more effectively implemented	-- <i>Number of people reached by a USG funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines, other)*</i>
Sub-IR: Engagement with men in anti-GBV sensitization expanded	-- <i>Percentage of target population that views Gender-Based Violence (GBV) as less acceptable after participating in or being exposed to USG programming*</i>

## 4. PROPOSED IMPLEMENTATION PLAN

### 4.1. Institutional Issues for USAID

The GA team met with USAID/Rwanda staff in all of the sectors in which USAID operates. These meetings brought to light not only the considerable proactive manner in which USAID approaches gender issues in its work, but also some limitations in terms of knowledge of gender issues relevant both to the country and the sectors, and with respect to capacity to conduct gender analysis. This applies as much to USAID's partners as to Mission staff. There does not appear to be a shared understanding of core gender concepts, of the ways in which gender dynamics, especially differences in labor allocation and burdens, might affect the design and implementation of projects, or of the ways in which projects can more effectively promote gender equality and women's empowerment, as called for in USAID's Policy Framework (USAID 2011), and in the GOR's own policy stance on gender issues. To address this issue, USAID/Rwanda could put in place training programs, for both staff and partners, aimed at building shared understanding and stronger capacity to address gender issues systematically in their work.

### 4.2 Key Institutional Responses for USAID/Rwanda

USAID/Rwanda has a strategic opportunity to push gender mainstreaming to a higher level, and for the Mission to become a role model for best practices in addressing gender issues in its work. This is especially apposite, as the host country is playing such an exceptional and pro-active leadership role in this area, and GOR counterparts are, more than many, accountable for gender-responsive results. However, identifying what needs to be done is only the first step. The more important step is implementation. As indicated in Box 7 above, some of the key requirements for effective integration of gender into programming were identified in the 2002 gender assessment and action plan. The following actions will help USAID/Rwanda to strengthen its attention to gender in its programming, both in the CDCS itself and in the ways in which it approaches gender issues in day-to-day operations.

- There needs to be much stronger ownership of gender issues within each of the sectors in which USAID operates. This means, essentially, bringing together responsibility and authority to address gender issues within the technical capacities of the sectors.
- The Mission-wide gender focal point (GFP) should be a full-time position, to the extent possible. This role should involve serving as a clearinghouse for innovative ideas and good practices, providing guidance to project teams on gender integration, including preparation of Statements of Work and articulation of key results and indicators. In order to remain up-to-date with evolving gender issues in the relevant sectors, it is recommended that the GFP be enabled to join project teams in the field, to participate in project formulation and supervision, and to support project teams in identifying key gender issues, and in-country expertise, to address them.
- It is important for USAID/Rwanda to conduct systematic gender analysis in the areas in which it is engaged, that goes beyond a simple sex-disaggregation of data and indicators, though such disaggregation is an important building-block for gender analysis. This requires, at a minimum, analysis to: (i) understand the roles and responsibilities of men and women in the sector and project concerned, and establish a baseline of data and information on men and women in the sector/project; (ii) identify, for both men and women, the obstacles and constraints they face in accessing, or benefiting from, goods and services provided by the planned investment in the sector or project; (iii) specify the implications of these differences in roles and constraints for the policies, programs, and priorities of the sector or project; and (iv) articulate, on the basis of the preceding steps, gender-informed and gender-responsive actions, and associated performance benchmarks and indicators, aimed at enabling both men and women to benefit from investments made through the project in the sector.
- Many USAID/Rwanda projects include activities and components aimed at supporting income-generation and at outreach and sensitization around gender issues. To avoid duplication, and to identify good practices, it is recommended that, during the CDCS period, evaluations be undertaken of: (i) the effectiveness and impact of approaches aimed at developing income-generating activities (IGA) for poor men and women, especially in the support provided to agricultural cooperatives and to informal sector businesses; and (ii) gender “training/sensitization” activities, including around SGBV and promoting engagement with men, and paying particular attention to the approach developed by RWAMREC to promote "positive masculinity" in Rwanda.
- As USAID/Rwanda gears up to tackle emerging issues, such as climate change, it will be important for the Mission to develop the capacity to address gender-differentiated responses to adaptation and mitigation initiatives. There is an extensive literature on the gender dimensions of climate change.<sup>15</sup> Other issues, not currently within the purview of USAID's current programming, could be considered for the CDCS period: this includes focusing on household energy and cooking fuels. Addressing this issue will have positive repercussions for health and will alleviate the labor burdens of household tasks. These issues are discussed extensively in Akbar et al. 2011.

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<sup>15</sup> Gurung 2009, Mearns et al. 2010

Mission teams can be supported in using both qualitative and quantitative indicators to measure progress/results in eliminating gender disparities. These indicators must be reported on in the Portfolio Reviews and Performance Plan and Reporting system in terms of their impact on or contribution to achievement of intermediate results (IRs) and Development Objectives.

#### **4.3 Emerging Policy and Institutional Issues**

The strong political determination to promote women's empowerment, along with the impressive array of policies and institutions tackling gender issues, do not always translate into effective policy-making or change on the ground. Many of these initiatives are not operational, either because of a lack of technical knowledge by the staff to mainstream gender, or because they lack the financial means to implement their goals. Many structures have neither action plans nor budgets. Field visits by the GA team have made it clear that, even where there is a budget, the amount involved is often negligible.<sup>16</sup> The situation is similar for gender focal points within ministries and other institutions. The situation on the ground, as confirmed during the field visits, suggests a wide divergence between policies and their implementation, contributing in turn to the "two Rwandas" presented at the outset of this assessment.

The GA team is not aware of any specific study on the effectiveness of gender focal points, though informal discussions with some GFPs at different times suggest a number of challenges they face, including the lack of budget and insufficient technical capacity. To the extent that the GFP approach to gender mainstreaming is continued, and if the GOR seeks further partner support, including from USAID, for its implementation, it would be appropriate to commission an institutional assessment of the GFP system in Rwanda, and specifically how it is implemented and what its impact has been, so that future support can be aimed at building on the strengths, and overcoming any weaknesses, in the GFP system.

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<sup>16</sup> In Kirehe district, for instance, data provided by the Local Government Office during the field visit indicate that the gender budget for the 2010 fiscal year was RwF 191,000 (about US\$300).

## 5. CONCLUSIONS

*Ukurusha umugore akurusha urugo*  
(With a great woman, a great home is assured.)  
*Umutima w'urugo*  
(The heart of a home)

Rwanda is internationally recognized as a world leader in promoting women's empowerment. This GA outlines key political, legal, and institutional reforms undertaken by Rwanda since the 1994 genocide to improve the status of women. At the same time, patriarchal culture and persistent disparities continue to characterize gender relations in Rwanda. Disparities persist in post-primary education; in access to and control of assets, property (including land), and economic resources; in employment opportunities and entrepreneurship; in decision-making at household and community levels; in family responsibilities and unpaid care work; and in the experience of violence, harassment, conflict, and insecurity. While progress for women on the political front has been impressive, especially at the national level, progress in women's economic empowerment has not been as strong, and economic opportunities remain markedly gender-differentiated. We characterize this dichotomy as a "tale of two Rwandas."

The GA argues that cultural factors play a significant role in determining men's and women's roles and responsibilities, capacities, and decision-making authority. In particular, four manifestations of Rwanda's patriarchal culture and tradition are identified, which need to be addressed if the benefits of the country's pro-active political leadership and legal framework are to be felt on the ground. These are:

- **Women are overworked:** the "double workday" of women reflects a continued imbalance in the burdens of "unpaid care work" carried out by women, coupled with the fact that women predominate in agriculture and in the informal sector.
- **Women remain economically dependent on men:** culturally, men are perceived as the breadwinners and providers for their families, and women's economic opportunity/autonomy is highly circumscribed.
- **Sexual and gender-based violence (SGBV) is a persistent problem:** levels of SGBV remain high, and such violence is often culturally sanctioned; much of the violence occurs because of conflict over resources (notably land).
- **Imbalance in decision-making:** women have relatively little voice or say in decision-making, at household or community levels, with respect to decisions that affect their lives. Culturally, the expectation is that men are the decision-makers within the household and community.

The four "systemic" gender issues identified in this assessment are closely intertwined and are mutually reinforcing. They largely define men's and women's roles and responsibilities and how people behave in their gender relationships. They circumscribe men's and women's economic opportunities and prospects, and provide an important foundation for understanding gender-



based differences in constraints and obstacles to economic agency. In this respect, these issues are important drivers of behavior, and affect the capacity of both men and women to contribute to, and benefit equitably from, development interventions.

One way to look at the "two Rwandas" presented in this assessment is to view progress in the political arena as a dramatic change in what is acceptable for women in the public sphere, without there having been a corresponding shift in what is acceptable for women in the private sphere. This helps to explain why the four systemic issues identified in this assessment persist in Rwanda and continue to exert such a powerful influence on behavior. Unless opportunities for women in the public sphere are accompanied by changes in the private sphere, gender equality will prove elusive.

Addressing the systemic manifestations of patriarchy in Rwanda's cultural traditions, as identified in the Assessment, needs to be at the center of the CDCS approach to promoting gender-inclusive development in Rwanda, to facilitating behavior-change efforts aimed at improving gender relations in the country, and to reducing those gender disparities that affect development outcomes and limit the full realization of men's and women's development potential. Table 9 at the end of this section summarizes the alignment of USAID and GOR priorities with the major gender gaps by sector (potential DO), promising practices, proposed results (recommendations), and illustrative indicators. The results and indicators are in many cases in addition to those included in the particular initiatives that have been approved. They are focused on the application of gender analysis to the particular sector with an emphasis on actions that will need to be taken in order to meet the overall objectives of these initiatives.

The road ahead is difficult, but Rwanda brings considerable political will and institutional strengths to the task. If Rwanda is to show how national policies and practices can really transform gender relations on the ground, it will need to find ways to tackle the cultural barriers that still leave women marginalized both economically and in terms of household- and community-level decision-making, and that perpetuate stereotypes of masculinity that are disabling for men and often conceal important male gender issues with respect to changing roles, conflict, and sexual violence. It will need to translate its commitments into tangible measures that help to place gender relations onto a more constructive and sustainable path. This in turn requires ways of translating the evident political will, leadership, and determination to raise the status and value of women in society, into tangible actions to foster greater inclusion in decision-making, to tackle the cultural acceptance of SGBV, while also addressing men's vulnerability and needs, to narrow the gulf between law and practice, to build men's and women's human capital and skills, to strengthen the performance of health services to reduce maternal and child mortality, to open up the "private" space for women's empowerment, to facilitate greater burden sharing of domestic work, and to foster economic opportunity equitably by unleashing the productive potential of all citizens, men and women.

**Table 14: Summary of Illustrative Diagnostic Analysis, Promising Practices (Entry points), Results, and Indicators by Strategic Priority area**

USAID Strategic Priorities	GOR Policies, Strategies and Supporting Resources	Gender Issues, Constraints, and Gaps ( <i>*Indicates Systemic Gap</i> )	Promising Practices and "Bright Spots"	Illustrative Results (Type)	Suggested Indicators ( <i>*Standard F Indicator</i> )
<b>I: ECONOMIC GROWTH</b>					
<b>Feed the Future Initiative</b> with increased budget for agriculture and new implementation mechanisms with specific priorities:	<b>National Agriculture Policy</b> that includes Food security and the following:			<ul style="list-style-type: none"> <li>Food security and nutrition outcomes for families and children improved</li> </ul>	
<ul style="list-style-type: none"> <li>Intensification of sustainable production systems</li> <li>Fertilizer market privatization</li> <li>Biotechnology benefits</li> </ul>	<ul style="list-style-type: none"> <li>Integrated and diversified agricultural sector</li> </ul>	<ul style="list-style-type: none"> <li>Commercialization of agriculture increases the dominant position of men in the sector</li> </ul>		<ul style="list-style-type: none"> <li>Productivity of subsistence sector raised</li> <li>Labor productivity of women farmers improved over time</li> </ul>	<ul style="list-style-type: none"> <li>Labor productivity disaggregated by sex</li> </ul>
	<ul style="list-style-type: none"> <li>Fair distribution of benefits from all products resulting from different stages of production.</li> </ul>	<ul style="list-style-type: none"> <li>Women do more farm work than men (57% vs. 43%) and disproportionate overall work burdens of women</li> <li><i>Disconnect between work done and benefits obtained</i></li> </ul>	<ul style="list-style-type: none"> <li>"Demonstration plots" in cooperatives that model equitable gender relations</li> </ul>	<ul style="list-style-type: none"> <li>Workloads for women alleviated</li> <li>Link between work done by women in agriculture and the benefits they obtain strengthened</li> </ul>	<ul style="list-style-type: none"> <li>Time spent by men and women on agricultural tasks</li> <li>Number and proportion of women contract farmers</li> </ul>
<ul style="list-style-type: none"> <li>Professionalization of producers</li> <li>Commodity and value-chain development</li> </ul>	<ul style="list-style-type: none"> <li>Modern, professional, innovative, and specialized agriculture.</li> </ul>	<ul style="list-style-type: none"> <li>Low use of modern inputs and lack of extension services (especially for women farmers)</li> </ul>	<ul style="list-style-type: none"> <li>MINAGRI has a well articulated gender strategy for the sector</li> </ul>	<ul style="list-style-type: none"> <li>Access of women farmers to modern inputs, including extension improved</li> </ul>	<ul style="list-style-type: none"> <li>Number and proportion of female extension agents</li> </ul>

USAID Strategic Priorities	GOR Policies, Strategies and Supporting Resources	Gender Issues, Constraints, and Gaps ( <i>*Indicates Systemic Gap</i> )	Promising Practices and "Bright Spots"	Illustrative Results (Type)	Suggested Indicators ( <i>*Standard F Indicator</i> )
<ul style="list-style-type: none"> <li>Address malnutrition (see GHI discussion in previous sections)</li> </ul>		<ul style="list-style-type: none"> <li>Gender dimensions of nutrition and food security are insufficiently addressed in programming decisions</li> </ul>		<ul style="list-style-type: none"> <li>Focus on improved nutrition and key role of women in household food security strengthened</li> <li>Involvement of men in household food security improved</li> </ul>	<ul style="list-style-type: none"> <li># of stunted children</li> </ul>
Security of land tenure.	Promulgation of the Organic Land Law, giving women equal rights to land	Land scarcity and small size of holdings complicate women's access to land	Land tenure regularization (LTR) program	Women's land rights and access to secure land improved	
<b>Enterprise Development</b>	<ul style="list-style-type: none"> <li>Economic Development and Poverty Reduction Strategy (EDPRS) that seeks to advance the realization of the goal of achieving equity of voice, participation and accessibility to services in every sector</li> </ul>	<i>Gender wage gap, segmentation of labor market, and streaming into low-value added activities</i>			<ul style="list-style-type: none"> <li>Proportion of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income or employment)*</li> </ul>
		Uneven application of women's economic rights related to finance	USAID commissioned study on the business environment facing women entrepreneurs	Access to finance for women in business increased	<ul style="list-style-type: none"> <li>Access to finance disaggregated by sex of the owner</li> </ul>
		Limited networking and outreach capacities of women in business		Networking and policy dialogue for women in business improved	<ul style="list-style-type: none"> <li>No. of women-owned businesses registered</li> <li>Strength of women's business networks</li> </ul>

USAID Strategic Priorities	GOR Policies, Strategies and Supporting Resources	Gender Issues, Constraints, and Gaps ( <i>*Indicates Systemic Gap</i> )	Promising Practices and "Bright Spots"	Illustrative Results (Type)	Suggested Indicators ( <i>*Standard F Indicator</i> )
<b>II: DEMOCRACY AND GOVERNANCE</b>					
<ul style="list-style-type: none"> <li>▪ Rule of law and civil society strengthening</li> </ul>	<ul style="list-style-type: none"> <li>▪ EDPRS.</li> <li>▪ Joint Governance Assessment (2009)</li> </ul>	<ul style="list-style-type: none"> <li>▪ Limited and uneven application of legal provisions</li> </ul>		<ul style="list-style-type: none"> <li>▪ Anti-GBV law reformed and gender discriminatory provisions in civil and labor codes removed</li> </ul>	<ul style="list-style-type: none"> <li>▪ <i>Number of laws, policies, or procedures drafted, proposed or adopted to promote gender equality at the regional, national or local level*</i></li> </ul>
		<ul style="list-style-type: none"> <li>▪ Marriages are informal (not "legal"), and are therefore not covered by the protections of formal law; Challenges in implementation of succession law</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪ Land rights and security through joint and separate titles improved [<b>linked to EG</b>]</li> </ul>	<ul style="list-style-type: none"> <li>▪ Number of formal registered marriages.</li> </ul>
<ul style="list-style-type: none"> <li>▪ Support decentralization process and civil society strengthening</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Decentralization Policy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Disparities of women's participation at the local levels</li> <li>▪ Lower levels of adult literacy (affecting ability of older adults to participate in leadership committees)</li> <li>▪ Time constraints limit women's participation</li> <li>▪ Limited mobility of women</li> </ul>	<ul style="list-style-type: none"> <li>▪ Rwanda's quota system (pending a better understanding and analysis of implications)</li> <li>▪ Women role models</li> </ul>	<ul style="list-style-type: none"> <li>▪ Women's leadership centers established</li> <li>▪ Capacity for women to contribute to decision-making improved</li> <li>▪ Awareness of women's legal rights improved</li> </ul>	<ul style="list-style-type: none"> <li>▪ Women's leadership capacity</li> </ul>

USAID Strategic Priorities	GOR Policies, Strategies and Supporting Resources	Gender Issues, Constraints, and Gaps ( <i>*Indicates Systemic Gap</i> )	Promising Practices and "Bright Spots"	Illustrative Results (Type)	Suggested Indicators ( <i>*Standard F Indicator</i> )
<b>III: EDUCATION</b>					
Integrate gender issues into national, district and community programs and plans	<b>ESSP:</b> <ul style="list-style-type: none"> <li>Improve educational quality, incl. curriculum reforms, and textbooks.</li> </ul>	<ul style="list-style-type: none"> <li>Son preference and "patriarchal" culture, under-valuation of female education, and disproportionate domestic work burdens on females.</li> </ul>	<ul style="list-style-type: none"> <li><i>Tuseme</i> "Let's talk"</li> </ul>	<ul style="list-style-type: none"> <li>Sex stereotypes in the curriculum removed</li> <li>Young women enabled to speak out in public and defend/assert their rights.</li> </ul>	<ul style="list-style-type: none"> <li>Curriculum revised (Y/N)</li> </ul>
<ul style="list-style-type: none"> <li>Establish a legislative and institutional framework to initiate, coordinate, monitor and evaluate programs aimed at promoting gender equality in education and training.</li> </ul>	<ul style="list-style-type: none"> <li>Improve completion and transition rates in primary.</li> <li>Reduce dropout and repetition rates in primary.</li> <li>Improve alignment of schooling with labor market needs.</li> </ul>	<ul style="list-style-type: none"> <li>High rates of dropout: 13.3% girls and 5.7% boys at secondary level (2008).</li> <li>High rates of repetition: 6.3% girls and 5.6% boys at secondary level (2008).</li> </ul>		<ul style="list-style-type: none"> <li>Drop-out rates (M/F) reduced</li> <li>Work readiness for male and female youth improved.</li> <li>Capacity of workforce readiness service providers improved.</li> </ul>	<ul style="list-style-type: none"> <li>Enrollments and completion rates at all levels, for both urban and rural areas disaggregated by sex</li> </ul>
<ul style="list-style-type: none"> <li>Stimulate collective and concerted efforts, at all levels, to eliminate gender disparities in education and training.</li> </ul>	<ul style="list-style-type: none"> <li>Improve education in science and technology.</li> </ul>	<ul style="list-style-type: none"> <li>Boys systematically outnumber girls in science and technology courses at the secondary level, and thus are more likely to access specialized schools in these areas</li> </ul>	<ul style="list-style-type: none"> <li>FAWE on girls scholarships and mentoring.</li> </ul>		<ul style="list-style-type: none"> <li># and % of youth (M/F) completing work readiness programs and finding employment.</li> <li>Access to training/learning opportunities disaggregated by sex.</li> </ul>
		<ul style="list-style-type: none"> <li>SRGBV in school environments (though data/evidence on this very limited in Rwanda)</li> <li>Teen pregnancy</li> </ul>	<ul style="list-style-type: none"> <li><i>Higa Ubeho</i> project</li> </ul>	<ul style="list-style-type: none"> <li>"Boy- and Girl-Friendly" school environments introduced</li> </ul>	<ul style="list-style-type: none"> <li>See completion rate indicator</li> </ul>

USAID Strategic Priorities	GOR Policies, Strategies and Supporting Resources	Gender Issues, Constraints, and Gaps ( <i>*Indicates Systemic Gap</i> )	Promising Practices and "Bright Spots"	Illustrative Results (Type)	Suggested Indicators ( <i>*Standard F Indicator</i> )
<b>IV: GLOBAL HEALTH INITIATIVE</b>					
<b>GHI</b> <ul style="list-style-type: none"> <li>▪ Capacity-building</li> <li>▪ Gender equality: "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 process."</li> </ul>	<b>Health Sector Strategic Plan:</b> <ul style="list-style-type: none"> <li>▪ Improve accessibility to, quality of, and demand for, MCH/FP /RH/Nutrition services.</li> <li>▪ National Reproductive Health Policy</li> </ul>	<ul style="list-style-type: none"> <li>▪ Reproductive Health (and health more generally) is seen as a "women's issue," where women are expected to assume the primary responsibility for health care within the family.</li> <li>▪ <i>Overall work burdens (domestic tasks).</i></li> </ul>	<ul style="list-style-type: none"> <li>▪ Rwanda Men's Resource Center Promoting "Positive Masculinity"</li> </ul>	<i>(see nutritional results under FtF)</i> <ul style="list-style-type: none"> <li>▪ Maternal and child mortality lowered</li> <li>▪ TFR lowered.</li> <li>▪ Male involvement in family health care issues increased.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Infant, child, and maternal mortality rates (see GHI)</li> <li>▪ Contraceptive prevalence, age- and sex-disaggregated</li> <li>▪ Fertility behavior</li> </ul>
<b>Environmental health</b>	<ul style="list-style-type: none"> <li>▪ Consolidate, expand, and improve services for prevention and treatment of disease and promotion of health.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Some key health risks in Rwanda have important gender dimensions.</li> </ul>	<ul style="list-style-type: none"> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪ Access to clean energy improved.</li> <li>▪ ARI Reduced</li> </ul>	<ul style="list-style-type: none"> <li>▪ Use of "clean" cooking fuels introduced (Y/N)</li> <li>▪ Levels of ARI</li> </ul>
<b>HIV/AIDS</b> <ul style="list-style-type: none"> <li>▪ Support prevention of &gt; new infections &gt; Mother-to-child transmission</li> <li>▪ Provide direct support for people on treatment;</li> <li>▪ Support care for people, including orphans and vulnerable children.</li> </ul>	<ul style="list-style-type: none"> <li>▪ National Accelerated Plan for Women, Girls and Gender Equality and HIV.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Marked age/sex differences in risk and vulnerability.</li> <li>▪ Age/sex differences in prevalence rates (0.5% male vs. 1.5% female).</li> </ul>	<ul style="list-style-type: none"> <li>▪ MINEDUC program for HIV/ AIDS control and awareness raising among school officials</li> <li>▪ Anti-HIV Clubs in schools.</li> </ul>	<ul style="list-style-type: none"> <li>▪ HIV prevalence rates lowered.</li> <li>▪ New infections among young girls prevented</li> <li>▪ Vulnerability of young girls to HIV reduced.</li> <li>▪ Access to care and treatment services improved</li> </ul>	<ul style="list-style-type: none"> <li>▪ HIV prevalence rates, age- and sex-disaggregated</li> </ul>

USAID Strategic Priorities	GOR Policies, Strategies and Supporting Resources	Gender Issues, Constraints, and Gaps ( <i>*Indicates Systemic Gap</i> )	Promising Practices and "Bright Spots"	Illustrative Results (Type)	Suggested Indicators ( <i>*Standard F Indicator</i> )
<p><b>GBV</b></p> <ul style="list-style-type: none"> <li>▪ Scaling-up sexual and gender-based violence (SGBV) prevention and treatment.</li> <li>▪ Strengthening SGBV referral systems among health services.</li> <li>▪ Promoting couples voluntary counseling and testing (VCT).</li> <li>▪ Providing information on the risks of cross-generational sex and concurrent relationships.</li> <li>▪ Actively linking low-income women and child- or female-headed households to income-generating and social welfare programs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Anti-GBV policy and strategic plan.</li> <li>▪ Anti GBV law.</li> <li>▪ National Gender Policy.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Control imperative.</li> <li>▪ <i>Gaps in Voice and Decision-Making</i></li> </ul> <ul style="list-style-type: none"> <li>▪ <i>GBV perceived as cultural "right" of men.</i></li> <li>▪ <i>GBV Perceived as "justified" by men and women for specific reasons (DHS).</i></li> </ul>	<ul style="list-style-type: none"> <li>▪ Establishment of One-Stop Centers for Victims of SGBV</li> </ul> <ul style="list-style-type: none"> <li>▪ "Positive masculinity" promoted by RWAMREC</li> </ul>	<ul style="list-style-type: none"> <li>▪ Anti-GBV law more effectively implemented</li> </ul> <ul style="list-style-type: none"> <li>▪ Engagement with men in anti-GBV sensitization expanded</li> </ul>	<ul style="list-style-type: none"> <li>▪ Incidence of GBV</li> <li>▪ <i>Number of people reached by a USG funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines, other)*</i></li> </ul> <ul style="list-style-type: none"> <li>▪ <i>Percentage of target population that views Gender-Based Violence (GBV) as less acceptable after participating in or being exposed to USG programming*</i></li> </ul>

## ANNEX 1: BIBLIOGRAPHY AND USEFUL REFERENCES

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## ANNEX 2: GLOSSARY OF KEY TERMS

Much of the material from this glossary is drawn from USAID 2010c.

### SEX AND GENDER

**Sex** is a biological construct that defines males and females according to physical characteristics and reproductive capabilities. USAID policy calls for the collection and analysis of sex-disaggregated data (male vs. female) for individual-level indicators and targets. Gender and sex are not synonyms.

**Gender** is a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated. Note that “gender” is not interchangeable with “women” or “sex.”

Gender refers to a set of different roles, attitudes and values which communities ascribe as appropriate for one sex or the other. The allocated roles and prevalence of attitudes and values vary according to culture, race, class, age, ethnicity, and time. Gender therefore is a socially constructed perception about the roles that men and women play in a particular culture or community. Gender does not only describe the different roles and relationships between men and women but also the *power relations* in terms of who takes decisions, who owns resources and property at household, community or society level. Gender roles can change due to changing factors such as culture, time and technology. These roles are hence acquired and vary from community to community. In patriarchal communities the allocation of these roles is so skewed that women are considered to be victims of the society they are supposed to play a positively significant role. Gender relations therefore, being socially determined influence all spheres of life ranging from division of labor, accessibility of resources, decision-making, moral values, education rights, group rights and national laws.

*Source: GOR, Girls' Education Policy 2008:3-4.*

### GENDER ANALYSIS AND GENDER ASSESSMENT

**Gender analysis** refers to the identification and interpretation of gender differences and relations and their impact on achieving development objectives. Gender analysis also gauges the implications of development interventions that may shift the power dynamic between women and men. A gender analysis is required to inform the design of country strategic plans, Assistance Objectives, and projects/activities.

It is useful to think of gender analysis as comprising a simple framework through which to approach the task of addressing gender in USAID's programming and project work. This framework consists of four critical steps, which can be applied to operations in all sectors:



- understand the **roles and responsibilities** of men and women in the sector and project concerned, and establish a baseline of data and information on men and women in the sector/project;
- identify, for both men and women, the **obstacles and constraints** they face in accessing, or benefiting from, goods and services provided by the planned investment in the sector or project;
- specify the **implications** of these differences in roles and constraints for the policies, programs, and priorities of the sector or project;
- articulate, on the basis of the preceding steps, **gender-informed and gender-responsive actions, and associated performance benchmarks and indicators**, aimed at enabling both men and women to benefit from investments made through the project in the sector.

**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. USAID Missions often 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 EQUALITY AND EQUITY**

**Gender equality** is a broad concept and a development goal. It 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 men and women 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 equity** is the process of being fair to women and men. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on an equitable basis, or a "level playing field." Equity leads to equality.

## **GENDER GAPS**

One of the aims of gender analysis (see above) is to identify both where differences between men and women in access to key goods and services, and/or in access to and control over key productive resources, exist, and how significant they are. However, while sex-disaggregated data can confirm the existence of these differences, they do not, in themselves, enable one to understand why these differences exist, what factors lead to

these differences, and whether these underlying determinants are improving, static, or worsening. This combination of differences and determinants can be termed "gaps," which are essential inputs into gender analysis. The purpose of the analysis is to determine not only the nature of the gaps in the sector concerned, but also the ways in which addressing these gaps (or failing to) will affect the attainment of the development objectives of the sector.

### **GENDER INTEGRATION**

**Gender integration** involves identifying and then addressing gender differences and inequalities during program and project design, implementation, monitoring, and evaluation. Since the roles and relations of power between men and women affect how an activity is implemented, it is essential that project and activity planners address these issues on an ongoing basis. USAID uses the term gender integration in planning and programming.

### **UNPAID CARE WORK (Source: Fälth and Blackden, 2009).**

Unpaid care work is a critical—yet largely unseen—dimension of human well-being that provides essential domestic services within households, for other households and to community members. 'Unpaid' means that the person doing the activity does not receive a wage and that the work, because it falls outside the production boundary in the System of National Accounts, is not counted in GDP calculations. 'Care' means that the activity serves people and their well-being, and includes both personal care and care-related activities, such as cooking, cleaning and washing clothes. 'Work' means that the activity entails expenditures of time and energy. Unpaid care work is also referred to as 'reproductive' or 'domestic' work in order to distinguish it from market-based work.

## ANNEX 3: SCOPE OF WORK

USAID/Rwanda  
Scope of Work: Gender Analysis for Strategic Planning  
*Supporting the Preparation of a Country Development Cooperation Strategy*

### Background

USAID/Rwanda will be developing a new Country Development Cooperation Strategy (CDCS) for 2012-2017. In keeping with Agency policy, USAID/Rwanda is undertaking a gender analysis to generate the necessary information and establish guidelines that can be applied to the Mission's planning process to ensure the completion of a well-integrated CDCS for Rwanda.

The Government of Rwanda has attached great importance to the promotion of gender equality and women's empowerment as a prerequisite for sustainable development, and this has been a fundamental principle within the Constitution of the Republic of Rwanda adopted in 2003. The country is recognized internationally for promoting gender equity and empowerment of women, with the highest percentage of female parliamentarians in the world (56%), as well as a female Speaker of the Chamber of Deputies, 52% representation in the judiciary (with a female President of the Supreme Court), and over 30% representation in the Cabinet.

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"<sup>17</sup>. To achieve the gender equality goal, the Government of Rwanda put in place a national gender policy in 2004 and revised it in 2009 to reflect gender dynamics, new development, social-cultural, socio-political, socio-economic trends and a number of other local government reforms after 2004.

Despite these gains in gender equality, women in Rwanda still face serious challenges in all sectors. In terms of earning, over half of the adult population has a personal monthly income of less than 5,000 Rwf (less than \$10). Those with the lowest income levels are women. According to statistics from the Gender Monitoring Office (GMO), only 14.8 percent of the female population has remunerative employment; 15.7 percent are on wages and 57 percent do not earn any income at all (NISR, 2009/10). At the local level, women are significantly less likely to be involved in government, with women holding only 6.7% of the district mayor positions (National Gender Policy 2010). Although

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<sup>17</sup> Opening address by President Paul Kagame, Gender, Nation Building and Role of Parliament conference report, 2007

enrollment has significantly increased for girls in schools, the previous generation of women still suffers from high rates of illiteracy. Gender-based violence remains prevalent in Rwandan society, and women are more likely to be infected with HIV/AIDS than men.

Persistent gender challenges all point to a central need to identify ways in which USAID development programs should, to the extent possible, contribute to the implementation of Government of Rwanda's policies and laws aimed at promoting the equity and equality of opportunity between men and women, boys and girls that they were meant to.

## **Objectives**

The gender analysis will be a forward-looking document that combines socio-economic and demographic analysis of Rwanda from a gender perspective, with the scope and aims of the anticipated Development Objectives (DOs) that the Mission plans to include in its upcoming Country Development Cooperation Strategy and which will in turn guide its work during the next five years. The gender analysis will include:

1. Identification of gender-based constraints to equitable participation and access of men and women to programs and services in the sectors in which USAID/Rwanda implements its programs, including agriculture, private sector development, natural resource management, basic education, population, maternal health and child survival, infectious diseases, HIV/AIDS, democracy and governance, and conflict reconciliation;
2. Identification of strategies and approaches USAID/Rwanda can use to enhance the accessibility and equity of its programs to both men and women;
3. Analysis of potential impacts of the Mission's proposed strategic approaches on the status of men and women in Rwanda, taking into consideration economic, political, legal, social, demographic, ethnicity, class factors and other key variables, including Lesbian, Gay, Bisexual and Transgender peoples' rights;
4. Assessment of key Government of Rwanda (GOR) laws, policies, and programs related to gender, and identification of opportunities for collaboration and mutual strengthening of gendered approaches between USAID and GOR;
5. Assessment of gender and poverty dimensions and identification of major gender issues that will have the greatest potential impact on Rwanda's economic development, and determination of how they impact current Mission programs across all development sectors; and
6. Identification of short-, medium-, and long-term sector-specific and cross-cutting programming opportunities for all technical areas across the Mission, with a particular focus on planned Feed the Future and the Global Health Initiative programs.

### **A. Overview**

1. **Gender and Growth in Rwanda:** This section should provide a broad overview of the significant gender issues for Rwanda in economic growth, health, democracy

- and governance, and education, using macro gender indicators to highlight the issues in each of these sectors. Within USAID's parameters and manageable interest, the section should include the following:
- a. Power relations and drivers of change
  - b. Conflicts affecting gender relations
  - c. Human rights
  - d. Access to productive resources
  - e. Legal, human, and economic resources
2. Policy Environment and Capacity at the National and Local Levels: This section reviews and analyses the policy environment and national capacities regarding efforts to promote gender equality. It covers the government policies, priorities, efforts, and institutional arrangements in place, as well as civil society's efforts to promote gender equality. The discussion has to be relevant to the sectors USAID expects to work in.

## **B. Mission's Strategic Priorities and Associated Gender Analysis**

The Rwanda Mission's development objectives include activities in the following sectors:

- Economic Growth, including Agriculture, Enterprise Development, and the Environment
- Democracy and Governance
- Health
- Education

For each sector above the assessment will:

1. Start with USAID's strategic priorities for the sector, with a discussion of alignment with host-country priorities as well as applicable USG and USAID policies and strategies.
2. Provide more detail on the gender constraints/disparities as they relate to the strategic priorities identified in section 1.
3. Discuss best practices/promising practices to address gender constraints and disparities identified in section 2. Best practices may be suggested by: findings from impact or performance evaluations; projects with demonstrated results that are scalable or can be replicated; and other indicators of promise to produce demonstrable results. This may include host country, other donor, civil society, or USAID/Rwanda activities.
4. Identify key gaps, bounded by Mission priorities identified in section 1 above.

## **C. Recommendations for Integrating Gender: Opportunities and Entry Points**

For each sector or proposed DO: provide recommendations (top line, followed by more detail), bounded by Mission priorities identified in section B.1

above. Drawing from the analysis, identify opportunities including:

1. Potential results (and associated indicators) that could be incorporated in to program planning and activity design
2. Potential supporting strategies and national resources, including activities or initiatives by other donors, host country government institutions, and civil society groups, and any potential areas of collaboration or partnership
3. Potential entry points for specific activities, as related to gender equality in the country program and the possible need to target particular issues relating to gender equality and women's empowerment
4. Resources required to strengthen the gender equality dimensions of the country program, including human resources, training needs, and additional planning/design tools
5. Anticipated areas of resistance or constraints, and how to cope with them.
6. Development of some standardized language for statement of work/program descriptions, and possibly share a basic checklist that could be used during activity development.

### **Approaches Used for the Analysis**

The desk study will include the comprehensive literature review of pertinent secondary sources:

- a wide array of public and unpublished sources, studies and assessments conducted by donors, NGOs, GOR and the academic community on Rwanda's history, politics, culture, and gender;
- USAID documents including but not limited to the existing USAID/Rwanda Strategic Plans, annual reports, situation analyses, sector assessments, evaluations and proposals.

Primary sources will also be accounted for in the following manner:

- a. Meetings, discussions, and interviews with key bilateral and multilateral donors, academics, NGOs active in gender related work, GOR institutions, and Rwandan citizens. Furthermore, consultants are encouraged to meet with NGOs without a gender focus to determine their approach to gender mainstreaming in administration and programming. The consultants will be expected to develop a list of key contacts and provide the list to USAID;
- b. Meetings with USG gender inter-agency working team, USAID Front Office, Program Office, each AO Team, and implementing partners (contractors, grantees, PVOs/NGOs). The AO teams and Program Office will assist with identifying the most important and relevant USAID implementing partners to contact; and
- c. Site visits to project activities, as appropriate. The Assessment Team will work with USAID/Rwanda to identify the specific districts and projects for conducting field research, based on mutually agreed-upon selection criteria, including USAID presence, capacity to provide insight into key problems, and

“bright spots” (the opposite of a key problem; an existing success that USAID can build upon or replicate), among others.

### **Deliverables**

1. Work plan/schedule: The International Consultant will work with the Assessment Team to establish and agree on the work plan and schedule;
2. Background documents: The International consultant will consult all members of the team to identify and distribute a packet of relevant readings to bring each team member to a common knowledge base two weeks before departure. The team is expected to read all documents prior to starting field work;
3. Fieldwork methodology: The international consultant will submit a draft fieldwork methodology plan (in consultation with USAID/Rwanda, and cleared by the Mission), which will include the scope of the assessment, geographic areas of data collection, types of individuals to be interviewed and any logistical issues to raise prior to the start of the fieldwork. The plan will also contain interview protocols. During the initial orientation, the team will make final decisions about the methodology.
4. Orientation for Assessment Team and Mission staff: The USAID/Rwanda Program Office Team shall coordinate meetings with USG staff in Rwanda and the Assessment Team members upon their arrival. The Gender Assessment Team lead, in cooperation with USAID/Gender Equality and Women’s Empowerment (GenDev) staff, will organize a two-hour orientation and gender assessment training. The purpose of this orientation is to enable all members of the assessment team to be knowledgeable on context, objectives, work plan, and interview protocols. Framework with members of the assessment team will be a component of the orientation.
5. Mission debrief of summary findings: Upon completion of the fieldwork, the Assessment Team members will present preliminary findings and recommendations to USAID/Rwanda staff, U.S. embassy personnel, and others, as appropriate. The debrief will include main highlights and recommendations and will be presented orally, accompanied by a PowerPoint presentation.
6. Washington debriefing: Upon return from Rwanda and completion of a draft report, select Team members will present the findings of the assessment to relevant USAID/Washington and other interagency staff (e.g., State Department, FTF, and GH). USAID/GenDev in coordination with the Rwanda Desk Officer will schedule meetings to be held in Washington.
7. A final Gender Analysis Report: it will be completed within five working days after the Mission receives the draft report and submits comments. The proposed structure of the final report is shown at the end of this document.

### **Level of Effort and Timing**

The gender analysis will require approximately four weeks of effort, based on a six-day work week. Two consultants are needed and they will have two days for collection of materials and preparation before commencement of the field work. In-country, the

production timeframe for the gender analysis draft report is 21 working days. The team leader will have an additional six working days for completion of the bibliography and revision of the gender analysis draft report, based on Mission input. (When needed, these additional working days can be allocated to the other team member by the team leader.) In addition, each consultant traveling from outside Rwanda will be given up to four days for travel. The team will begin work in Rwanda, on XX, XX, 2011, and leave Rwanda on or around XX, XX, 2011.

USAID/Rwanda anticipates the following schedule:

- Day 1: Washington team arrival
- Day 2-4: In-briefings at Mission, Embassy, RSO, assessment team meeting, meetings with SO teams, finalize field travel plans and logistics
- Day 5-7: Government, NGO, Donor Partner Meetings
- Day 8: Leave for field visits
- Day 9-13: Field data collection
- Day 14-15 : Team meetings to synthesize, analyze, and develop out-brief materials
- Day 16: Out-brief to Mission and Embassy

The Consultants will work in coordination with staff from USAID/Washington and USAID/Rwanda as follows:

#### USAID/Washington

- USAID/GenDev Senior Gender Specialist. USAID staff with experience in gender analysis and assessment, mainstreaming, integration into programming, and substantial experience in Africa and Rwanda. Helps ensure consistent use of research findings and supports writing the final report. Serves as team lead.
- USAID/GenDev Gender Specialist: USAID staff with experience in dealing with various gender issues across different sectors. Supports the assessment process, including liaising with the Mission, organizing the team, and communication with the consultants.

#### USAID/Rwanda

- Rwandan Supervisory Program Officer (USG): serves as primary resource for guiding and overseeing the work of the Gender Assessment Team.
- Gender Focal Point (2 FSNs): Serve as primary resource for local country expertise. Assist with in-country logistics coordination and local meeting arrangements; contributes regional knowledge as well as assisting in field work, asking appropriate questions the culturally respectful way; translation of all communications during meetings and fieldwork.

#### **Expertise Required**

- International consultant: Senior Assessment and Evaluation Specialist with



extensive experience in gender issues in Africa in integration of gender perspectives into programming, is required. Prior experience in Rwanda is preferred. Demonstrated knowledge of USAID gender mainstreaming and integration policy and strategy development literature is critical. The international consultant will be responsible for drafting the desk study, managing the team, organizing the fieldwork, carrying out interviews, and taking the lead role in drafting the final report.

- **Rwandan Gender Specialist Consultant:** serves as secondary resource for local country expertise with substantial work experience in dealing with various gender issues across different sectors in Rwanda. Supports the assessment process, and assists logistics coordinator with local meeting arrangements; contributes regional knowledge as well as assisting in field work, asking appropriate questions the culturally respectful way; translation of all communications during meetings and fieldwork. Assists in drafting the final report.

### **Proposed Structure for the Gender Analysis Report**

Executive Summary: Punchy, informative, and even provocative

Acknowledgements

Acronyms

A. Overview

B. USAID Mission's Strategic Priorities and Associated Gender Analysis

C. Recommendations for Integrating Gender Concerns

D. Conclusions

Annexes

1. Bibliography
2. Glossary
3. Scope of Work
4. Methodology
  - i. Objectives
  - ii. Gender analysis team and methodology
  - iii. List of key informants
5. List of current USAID/Rwanda programs with a brief discussion of how gender has been integrated into the planning and implementation stages
6. Gender Experts and Organizations in Rwanda

## **ANNEX 4: ASSESSMENT METHODOLOGY**

### **1. Objectives**

The objectives of the Rwanda Gender Assessment are as follows:

- Inform the CDCS.
- "Ground truth" gender integration in USAID work
- Obtain perspectives and viewpoints outside Kigali to inform both strategic planning and project design.
- Provide analytical and operational foundation for integrating gender into CDCS and operational planning.

### **2. Gender Analysis Team and Methodology**

The gender analysis team comprised: Mark Blackden (assessment coordinator); Justine Mirembe (lawyer); Agee Shyaka Mugabe (political scientist); and Triphine Munganyinka (USAID gender focal point). Valuable support was provided by USAID staff working in each of the priority areas, notably Leah Kaplan, Joseph Rurangwa, and Gilbert Mwenedata (DG), Safali Venant, Fina Kayisanabo, and Aimee Mpambara (EG), Alia El Mohandes, Alphonse Nkusi, and Esperance Mukamana (Health). The preparation of the Rwanda Gender Assessment (GA) involved the following key tasks.

#### **A. Meetings with Key Stakeholders and Informants**

These included the following:

- 1) US Embassy, CDC, and USAID Mission staff working on preparation of the CDCS, policy and programming, and in the four priority sectors in which USAID operates in Rwanda, namely: (a) economic growth (including agriculture, enterprise development, and the environment); (b) democracy and governance; (c) education; and (d) health, including the Global Health Initiative.
- 2) Government of Rwanda: MIGEPROF; National Women's Council; Ministries responsible for health; education; justice; planning and finance (EDPRS); agriculture; legislature, including the Forum of Rwanda Women Parliamentarians; the Gender Monitoring Office (GMO); local government offices in Huye, Kirehe, Nyagatare, and Rubavu.
- 3) Non-government organizations (NGOs) and private sector: HAGURUKA, Center for Gender, Culture and Development at the Kigali Institute of Education, CARE International/Rwanda, RWAMREC, Avocats Sans Frontieres, Rwanda National Dairy Board, FAWE, Agricultural Cooperatives in the following districts: Nyagatare, Huye,

Masanze, Gisagara; Ecotourism Cooperatives in Nyamagabe district, and district offices in Kirehe, Huye, Rubavu; Legal Aid project and Transparency International/Rwanda office in Rubavu. USAID projects visited include: Post Harvest, Handling and Storage, Francois Xavier Bagnoud, CHF/Higa Ubeho, Avocats Sans Frontieres, Development Alternatives, Inc., Spread, IntraHealth, International Alert, Education Development Centre, and Never Again Rwanda.

- 4) Development partners: DfID, CIDA, Sida, EU, Netherlands, Norway, UNFPA, GIZ.

A list of people/institutions met by the assessment team is provided in Annex 4, Table 1 below.

### 3. List of Key Informants

Annex 4, Table 1: List of Key Informants and Contact Information (as available)

Name	Title/Function	Contact & E-Mail	Phone
Tuyisenge, Christine	President of the National Women's Council of Rwanda		
Hon. Aloysie Inyumba	Minister of Gender and Family Promotion	ainyumba@gov.rw	Tel: +250 (0)252 58 71 27 Fax: +250 (0)252 58 71 27 Mob: +250 (0)78 830 0472
Mary Balikungeri	Rwanda Women's Network for Economic Justice	balikungeri@yahoo.com	+250 (0)78 854 7815
Randell, Shirley	Director, Center for Gender, Culture, and Development, Kigali Institute of Education	shirley.randell@kie.ac.rw	+250 (0)78 830 7967
Suman Bisht	Care Rwanda		
Gasinzigwa, Oda	Head, Gender Monitoring Office		+250 (0)78 830 9360
Stengel, Christian	Chief of Party IntraHealth	cstengel@intrahealth.org	+250 (0)78 840 3154
Mukantwali, Janvier	CIDA	janvierem.uap@uaprw.org	+250 (0)78 841 0471
Nyinawagaga, Claudine	Sida	claudine.nyinawagaga@sida.se	+250 (0)78 830 4746
Tidjani, Esther	Gender Focal Point, GIZ	Esther.tidjani@giz.de	+250 (0)78 830 7803
Karugwiza, Theresa	UNFPA	karugwiza@unfpa.org	+250 (0)78 830 6250
Munyamaliza, Edouard	Executive Secretary, RWAMREC	edouard@rwamrec.org	+250 (0)78 838 1184
Rugwe, Nadine	Netherlands		+250 (0)78 835 5050
Mucangando, Emmanue	MINEDUC	mucemm@gmail.com	+250 (0)78 875 8905
Dr. Ingabire, Clarisse	MINAGRI		+250 (0)78 897 8173

Name	Title/Function	Contact & E-Mail	Phone
Rukundo, William	Gender Budgeting Expert, MINECOFIN		
Nizeyimana, Elie	Chercheur, HAGURUKA		
Urujeni, Martine	National Coordinator Maisons d'Acces a la Justice		
Mukendi, Hugues	Coordinator, Access to Justice Program Avocats Sans Frontieres		+250 (0)78 830 2082
Nkurikiyimana, Vénuste	Family Promotion, Kirehe District		
Kaberuka, Casimir	Lead Officer, Kirehe District		
Murayire, Protais	Mayor, Kirehe District		
Dr Niyonzima Sali	Director, Kirehe Hospital		
Habiyakare, Casta	Family Planning Officer Kirehe Hospital		
Mujawamariya, Prisca	Advisor, Forum of Rwandan Women Parliamentarians		
Nyiraneza, Spéciose	Coordinator, Forum of Rwandan Women Parliamentarians		
Ruzage, Peace	CEO, ASPIRE		
Uwase, Béatrice	Association Rwandaise des Femmes des Médias		
Mico, Patrick	Coordinator, Gender Monitoring Office (GMO)	micoyaru@yahoo.fr	+250 (0)78 848 9312
Muziranenge, Aimée	Adviser, GMO	Muziranenge.aimee@gov. rw	+250 (0)78 864 3528
Mukandinda, Alphonsine	Psychologist, One-Stop Center, Police Hospital		
Sany, Melanie Education Development Ctr.	Chief of Party Youth Livelihoods Project	msany@edc.org	+250 (0)78 508 4862
Mukashema, Marie Louise	Responsable, Boutique de Droit, Rubavu, Avocats Sans Frontieres	malouise02@yahoo.fr	+250 078 850 4365
Karangwa, Fredrick	Vice Chairman Rwanda National Dairy Board	rwandandb@gmail.com	+250 (0)78 822 2111
Musindarwezo Dinah	Gender Equality Specialist Norwegian People's Aid Kigali	m.dinah@npa-rwanda.org	+250 (0)78 835 9440
Gihana, Donatha	National Coordinator, FAWE	coordinator@fawerwa.org	+250 (0)78 841 6530
Kanyankore, Dr. Major.	Managing Director Gisenyi Hospital	kanyankorewilliam@gmail .com	+250 (0)78 830 5785
Nyirabaganwa, Sr. Marie Venantie	Directrice du Centre Igiti Cy'Ubugingo	baganwavena@yahoo.fr	+250 (0)78 333 2752
Smith, Anne, CHF	Chief of Party	asmith@rw.chfinternation	+250 (0)78 830 8980

Name	Title/Function	Contact & E-Mail	Phone
	USAID Higa Ubeho Project	al.org	
Ingabire, Eugenie	Adherence and Linkages Team Leader, ICAP	ei2140@columbia.edu	+250 (0)78 874 1900
Umugiraneza, Jean Michel	District Coordinator ALAC/Rubavi, Transparency Rwanda	jmumugiraneza@transparencyrwanda.org	+250 (0)78 855 0679
Ndagijimana, Emmanuel	President, Cooperative des Agriculteurs des Mais dans les Zones des Volcans (COAMV)	coamv@yahoo.fr	+250 (0)78 851 0141
Ubarijoro, Alexandre	Coordinator, Cooperative des Agriculteurs des Mais dans les Zones des Volcans (COAMV)	coamv@yahoo.fr	+250 (0)78 867 2989
Mariza, Donnah	Business Development Service Specialist, DAI	dannah_mariza@dai.com	+250 (0)78 838 1576
Senzoga, Emmanuel	Permanent Secretary Joint Action Development Forum, Rubavu District	esenzoga@yahoo.com	+250 (0)78 883 0376

## ANNEX 5 SCHEDULING OF FIELD VISITS

Table 15: Rwanda Gender Assessment Schedule of Field Visits (*final data still being compiled by the team*)

Date	Time	District	Project/Activity	Team	USAID Sectors	Contacts
<b>SAT Oct 22</b>	10:00	Kigali	Milk Sellers Nyarutarama Nr MTN Mall Kigali	TM JM MB	EG	Frederic Karangwa 072-822-2112
<b>MON Oct 24</b>	07:00		Depart for Huye	TM, JM, MB		
	09:00	Huye	Coffee - Maraba (close to Huye) + SPREAD Office	TM, JM, MB	EG	Tom Bagaza 078-830-5176 (Fina)
	14:00	Gisagara	Post-Harvest Crops/Cooperatives	TM, JM, MB	EG	Rudakubana, Onesphore (Safali)
	17:00	Huye	Igiti Cy'Ubugingo	TM, JM, MB	EG	Justine
	Evening		Overnight in: Huye	TM, JM, MB		
		Kigali	Avocats Sans Frontieres	AM, [ ]	DG ED	(David Rurangirwa)
		Kigali	Ministry of Justice	AM	DG	Justine, Aggee
		Ruhango	Coffee Cooperative (COTU)			(Fina)
<b>TUE Oct 25</b>	08:00		Huye District Government Office	TM, JM, MB		Mushimiyimana Marie Josee 078-843-7818
	10:00	Nyamagabe	FXB	TM, JM, MB	HL	Ndayisaba Damascene 078-858-8736 (Alia)

Date	Time	District	Project/Activity	Team	USAID Sectors	Contacts
	12:30	Nyamagabe - Kitabi	Eco-Tourism Project	TM, JM, MB	EG	Donnah Mariza 078-830-9611 (James) (Aimee) 078-213-8904
	15:30		Depart for Kigali			
		TBD	MIGEPROFE	AM, [ ]		
			Gender Monitoring Office (GMO)			
<b>WED Oct 26</b>	07:00		Depart for Kirehe	JM AM LK		
	10:00		District Government Office	JM AM LK	DG	
		Kirehe	Governance	JM AM LK	DG	Aggee
			Land	JM AM LK	DG	Justine
	15:30		Depart for Kigali	JM AM LK		
	07:00		Depart for Nyagatare	EM MB		
	10:00		SGBV/District Hospital	EM MB	HL	
	13:00	Nyagatare	Cooperatives	EM MB	EG	(Safari)
	15:30		Depart for Kigali			
<b>THU Oct 27</b>	07:00	Gisenyi	Depart for Gisenyi	JM MB TM		
	09:30		Avocats Sans Frontieres	JM MB TM	DG EG HL	Mukashema Marie Louise 078-850-4365
	14:00	Gisenyi	ICAP Project and Health/HIV Gisenyi Hospital	JM MB TM	DG	Ingabire Eugenie 078- 8741900 and Dr Major. Kanyankore William 078-

Date	Time	District	Project/Activity	Team	USAID Sectors	Contacts
						830-5785
	16:00	Gisenyi	District Government Office	JM MB TM	DG EG	Senzoga Emmanuel 078-883-0376
	Evening	Gisenyi	Overnight in: Gisenyi	JM MB TM		
		Muhanga/Ruhango	tbd	AM	Var	
		Muhanga/Ruhango	tbd	AM	Var	
<b>FRI Oct 28</b>	07:45	Gisenyi	Cross Border Traders (at the DRC border)	JM	EG DG	
	08:00	Gisenyi	Transparency Rwanda	JM MB TM	DG	Umugiraneza Jean Michel 078-855-0679
	10:00	Musanze	COAMV Cooperative (Maize)	JM MB TM	EG	Ubarijoro, Alexandre 078 867 2989 (Safali)
	14:00	Musanze	Pyrethrum Cooperatives	JM MB TM	EG	Gahamanyi Jean Paul 078-856-8513
	16:00		Depart for Kigali	JM MB TM		
		Muhanga/Ruhango	tbd	TM AM	Var	
<b>SAT Oct 29</b>	12:00		Depart for: Gitarama			
	13:30	Gaitarama	Higo Ubeho	All + AM	HL EG	

Team: AM: Aggee; TM: Trifine; JM: Justine; MB: Mark; LK: Leah; AE: Alia El Mohandes; EM: Esperance Mukamana.



## **B. Site Visits to USAID-supported Projects and Programs (and Other Activities, as appropriate)**

The Rwanda Gender Assessment team undertook selected site visits outside Kigali during the second week of the mission. The aim of the visits was to gain insights and perspectives from key stakeholders and partners involved in USAID-supported work outside the capital city, as to the key challenges and opportunities in addressing gender issues in the project/program, and identifying, where possible, good practice examples and lessons for practitioners. The visits did not aim to evaluate the gender impact of the project/activity concerned, though, where possible, the team drew on available monitoring and results data. Instead, the focus was on obtaining on local views and perspectives of stakeholders involved in USAID-supported programs and projects. Site selection was undertaken so as to ensure: (i) regional diversity, reflecting differences in economic activities, human development status, and agricultural systems, where appropriate; (ii) coverage of all (or most) sectors in which USAID operates; (iii) adequate attention to differences in results obtained or expected, challenges, and lessons. The sites visited are listed in Annex 4, Table 2 above.

### **3. Interview Guide**

The team prepared an indicative interview guide to facilitate the interview process, to ensure appropriate coverage of a range of issues, and to enable comparison across projects and districts.

#### **Questions for USAID Mission Staff**

What are the principal Development Objectives (DOs) of your project(s)?

What are the key indicators contained in the results framework?

To what extent are gender issues addressed in the DO or indicators?

Was any gender-focused analysis of roles and responsibilities undertaken?

Has the project sought to respond to the two key questions indicated in USAID's approach to gender analysis:

1. How will 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 work to be undertaken?
2. How will the anticipated results of the work affect women and men differently?

How was this done (identify data sources and types of analysis undertaken)?

Have there been any impact assessments done in your project(s)? Are these assessments disaggregated by sex? Are there adequate data sources, including baseline data, to establish targets and monitor change?

What recommendations/suggestions do you have as to which projects/regions the assessment team should visit? What would you like to see come out of these field visits?

Are there particular knowledge/information gaps relating to gender (relevance for project, approaches for gender integration) that you can identify in your project and which you would like to see filled?

What would you want to see in the CDCS as it relates to your sector/projects, and how they address gender?

Any other advice and ideas for the team?

### **Questions for Government of Rwanda (GoR) Counterparts**

Is there a gender strategy for your sector/ministry? What other strategy/policy documents do you consider important in setting gender priorities (Vision 2020; EDPRS; MDGs; Other)?

What are for you the key gender issues in your sector/ministry?

What obstacles or challenges do you encounter in addressing these issues?

What have been the most effective means of addressing these challenges?

Are there examples of successful interventions/projects which address these strategies (not necessarily or only from USAID-supported projects)? What makes them successful?

Are there knowledge and data gaps? In which areas? What needs to be done to address them?

How do you measure/monitor impact on the ground (*à la base*)?

In what ways has USAID support addressed gender issues? What is current USAID policy and practice relating to gender in your sector/work? How would you want to see USAID support focused on gender in future strategies and projects?

### **Questions for Stakeholders and Implementing Partners during the Field Visits**

*The aim of the questions to ask of project beneficiaries and other stakeholders during the field visits is to identify key **implementation challenges** not just in USAID projects but in bringing the benefits of the country's positive legal framework and pro-active policies to women, as well as men, at the grassroots level. The questions are also aimed at probing into the nature of **the gap between high-level principles and policy (in Kigali) and on-the-ground realities** facing women in rural areas, and what can be done to narrow that gap via project support or other measures.*

What are the principal roles and responsibilities of men and women in the project/activity? How do they differ? How well understood are they? Do they inform project design?

Are both men and women earning income? Who decides how income is used?

How well represented are men and women in decision-making bodies? How well do these work? What is the impact of having both men and women in these bodies? What kinds of decisions do women/men make?

What are the obstacles and constraints faced by men and women in the project/activity? In what ways do they differ?

In your view, to what extent have the gender-specific goals of the project been achieved? Where possible, please give examples of what has been achieved and what has not.

What has been the impact of the project on the ground (*à la base*)? Is this impact in any different for men and women (positively or negatively)?

Have there been changes in gender roles/responsibilities, or in behavior (gender relations)? Are women more involved in decision-making? Is there more burden sharing of domestic work? Can you provide some examples?

Rwanda has many positive gender-inclusive laws and policies (land, inheritance, quotas, GBV law). How are these laws and policies being implemented? What are the main achievements (successes)? What are the main obstacles/challenges facing implementation? How can such obstacles/challenges be addressed?

Are there examples/cases of successfully addressing gender issues? What makes them successful?

### **Questions for Rwanda's Bilateral and Multilateral Financial Partners**

In what areas of your work do you focus on gender issues?

Do you have a gender policy/strategy?

What gender analysis have you undertaken and what knowledge products relating to gender have you developed?

Do you have examples of interventions that are considered successful or effective in addressing gender issues? What are the factors that make these interventions successful?

What do you consider to be outstanding issues/remaining challenges in addressing gender issues in Rwanda in your work?

Can you identify key gaps in knowledge or in projects relating to gender integration? Are you taking action to address any of these?

Do you support capacity-building and gender training? What training/learning/technical support tools have you found most useful? What has been your experience with this?

Have you worked with USAID on any of its strategies or projects? What is your assessment of USAID's gender-focused work to the extent that you are familiar with it?

What other support is needed to address gender issues in Rwanda? What other suggestions or advice do you have for us?

### **C. Review of Existing Literature, Research, Policy Documents, and Other Materials**

The assessment team sought to identify, and draw on, key country- and sector-specific research, analysis, policy documents, institutional assessments, and other materials to provide the analytical foundations for the diagnostic, and for articulation of GOR and USAID policy and program priorities. Review of this literature was intended to provide the necessary evidence base for the assessment, as and where data and analysis are available. To the extent possible, key knowledge gaps in the priority sectors have also been identified. Inputs from Mission staff and others on research studies, analysis, policy documents, and evaluation reports have been incorporated into the document search and review, and provided, *inter alia*, the basis for the background materials circulated to the assessment team prior to the field mission. The bibliography of relevant materials used by the team, or considered of particular importance for gender mainstreaming in Rwanda is in Annex 1 above.

To the extent possible, particular attention has been paid to results frameworks and monitoring indicators, notably those already included in USAID policy documents such as FtF and GHI, with a view to addressing the extent to which gender differences are included and adequately captured. This is of particular importance in relation to the CDCS process, and the development of its results framework for Rwanda (see USAID CDCS guidance). This framework has provided the foundation for articulation of key objectives, results, and indicators relating to gender in each of the areas covered.

## ANNEX 6: SELECTED LIST OF GENDER EXPERTS AND ORGANIZATIONS IN RWANDA IN USAID PRIORITY SECTORS

*(work in progress)*

Institution	Principal Contact	Principal Area(s) of Gender Focus	Other observations or comments?
General Resources			
GMO	Oda Gasinzigwa, Gender Chief Monitor	Gender Statistics Framework, assessing and monitoring	
RWAMREC	Edward Munyamaliza	Positive Masculinity – strategies for engagement with men.	
Center for Gender, Culture, and Development, KIE	Prof. Shirley Randell, Director shirley.randell@kie.ac.rw	Teaching and training in gender issues Research/analysis.	
Economic Growth			
DUTERIMBERE			
Never Again Rwanda			
Democracy and Governance			
HAGURUKA			
Education			
FAWE			
Global Health Initiative			

## ANNEX 7: SUMMARY GENDER DATA PROFILE FOR RWANDA

The key laws are:

- The Penal Code (Decree-Law N° 21/77 of 18 August 1977) outlawing offenses related to the sale of children, child prostitution and child pornography. A new draft of the Penal Code intends to integrate specific provisions on the protection of the child against violence and exploitation.
- Organic law n°08/2005 of 14/07/2005 determining the use and management of land in Rwanda. One of the major concerns of the law is to establish equality regarding land sharing between female and male children. Land law issues are discussed further in Annex 8.
- Law 13/2009 of 27/05/2009 regulating labor in Rwanda, which prohibits discrimination on the basis of sex. Labor law issues are discussed further in Annex 8.
- Law n° 59/2008 of 10/09/2008 on Prevention and Punishment of Gender-Based Violence.
- Law n° 27/2001 of 28/04/2001 concerning rights and protection of the child against violence. Section 2 is dedicated to crimes of rape and use of a child for dehumanizing acts.
- Law n°22/99 of 12/11/1999 regarding matrimonial regimes, liberalities and successions provides the same right of succession to girls and boys.

At the international level, Rwanda is party to key international instruments addressing women's and children's rights, including The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), among others (see Annex X for a full list):

- The Convention on the Elimination of all forms of Discrimination Against Women (CEDAW).
- The Convention on Slavery and Repression of Human Trafficking and its Additional Protocol repressing and punishing the sale and trafficking of children and women.
- The UN Convention on the Rights of the Child (UNCRC) and the Optional Protocol on the CRC on Child Trafficking, Child Prostitution and Child Pornography.
- The African Charter on Rights and Welfare of the Child (ACRWC)
- The African Charter on Human and Peoples' Rights and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa.
- ILO Conventions 182 (on child labor), 100 (on equal remuneration, and 111 (on non-discrimination). As is the case for most countries, Rwanda has not ratified ILO Conventions 171 (on night work) and 183 (on maternity protection).

- United Nations Security Council Resolution 1325 on women, peace, and security.

Indicator	Male	Female	Total	Year	Source
<b>I: ECONOMIC GROWTH</b>					
Labor Force Participation Rate (%)	85.1	86.7		2009	2
Share of the Total Labor Force (%)	47.2	52.8	100.0	2009	2
Agriculture Labor Force (% of within-sex labor force)	n.a.	n.a.			
Industry Labor Force (% of within-sex labor force)	n.a.	n.a.			
Services Labor Force (% of within-sex labor force)	n.a.	n.a.			
Agriculture Labor Force (%)	43	57		2010	4
Industry Labor Force (%)	n.a.	n.a.			
Services Labor Force (%)	n.a.	n.a.			
Informal Sector Employment (%)	n.a.	n.a.			
Estimated Contribution to GDP (%)	n.a.	n.a.			
Firms with Female Participation in Ownership (%)		41		2006	9
Firms with Female Top Manager (%)			n.a.	2010	9
Share of Income Lowest Quintile (%)			4.2	2005	1
Share of Earned Income (%)	n.a.	n.a.			
Land Ownership (% of titles)	n.a.	n.a.			
Access to Financial Services (%)	n.a.	n.a.			
Share of Income Highest Quintile (%)			58.2	2006	1
Total Time Allocation (hours/day)				2011	
<b>II: DEMOCRACY AND GOVERNANCE</b>					
Representation in Parliament (%)	44	56		2010	1
Representation in the Senate (%)				2009	11
Representation in Cabinet (%)				2009	11
Representation in Provincial Govt. (%)				2009	11
Country Gender Strategy/Policy				2009	11
CEDAW (1=signed; 2=ratified)				1986	7
Equal Property Ownership by Law				2010	8
Equal Capacity of Men and Women by Law				2010	8
Africa Women's Rights Protocol (1 = signed; 2 = ratified)				2008	6
Read Newspaper 1x/Week (%)	10.1	8.3		2005	3

Indicator	Male	Female	Total	Year	Source
Listen to Radio 1x/Week (%)	79.6	54.1		2005	3
Watch TV 1x/Week (%)	10.8	5.2		2005	3
No Media Exposure (%)	19.2	43.6		2005	3
Household Headship (%)	66	34		2005	14
Gender Inequality Index (GII) (UNDP)				2008	15
Rates of Reported Sexual Violence (%)				2010	
<b>III: EDUCATION</b>					
Adult Literacy Rate 15 and older (%)	75.0	66.8		2009	2
Young Adult Literacy Rate (15-24) (%)	77.0	77.4		2009	2
Gross Primary Enrollment Ratio (% of age group)	149.8	151.4	150.7	2009	2
Gross Secondary Enrollment Ratio (% of age group)	27.5	26.0	26.7	2009	2
Gross Tertiary Enrollment Ratio (% of age group)	5.5	4.1	4.8	2009	2
Progression to Grade 5 (% of cohort)	46	51		2008	1
Primary Completion Rate (% of cohort)	52	56		2009	1 & 17
<b>IV: GLOBAL HEALTH INITIATIVE</b>					
Share of Population (%)	48.4	51.6	100	2009	1
Population growth rate (%)				1990-2009	1
Life Expectancy at Birth (age)	48.8	52.5		2009	2
Crude Birth Rate (per 1,000 people)			41	2009	1
Infant Mortality Rate (per 1,000 live births)			70	2009	1
Under 5 Mortality Rate (per 1,000)			111	2009	1
Total Fertility Rate (births/woman)		5.3		2009	1
Child Mortality Rate (per 1,000)				2004-09	1
Adolescent Fertility Rate (births per 1,000 women aged 15-19)		35		2009	1
Teenage Mothers (% in 15-19 age group):				2004-09	1
Maternal Mortality Ratio (per 100,000 live births)		540		2008	1
Lifetime Risk of Maternal Death (1 in : )		35		2008	1
Risk of Unintended Pregnancy (% of married women aged 15 -- 49)					
Contraceptive Prevalence Rate (% married women aged 15-49, any method)			36.4	2007-09	2
Unmet Need for Contraception (% married			38	2009	1



Indicator	Male	Female	Total	Year	Source
women aged 15-49)					
Births Attended by Skilled Health Staff (% of total)			52.1	2008	2
Prevalence of Child Malnutrition (U-5 Stunting) (%)			51.7	2004-09	1
Prevalence of Smoking (% of adults)	n.a.	n.a.	n.a.		1
Adult HIV Prevalence (% age group 15-49)	1.7	2.1		2010	13
Youth HIV Prevalence (% age group 15-24)	1.3	1.9		2009	2
"Complete" Knowledge of AIDS 15-24 (%)				2005	3
Access to Improved Drinking Water Source: Total (%)			65	2008	2
Access to Improved Drinking Water Source: Rural (%)			52	2008	2
Access to Improved Drinking Water Source: Urban (%)			77	2008	2
Access to Improved Sanitation: Total (%)			54	2008	2
Access to Electricity (% of population)				2008	10
Population Using Solid Fuels for Cooking (%)			99	2006	10
Wife Beating Justified (% women who agree for any one of 5 specified reasons)		63		2000	5

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