



Republic of Rwanda

Ministry of Gender and Family Promotion



# **STRATEGIC PLAN FOR GENDER AND FAMILY PROMOTION 2018-2024.**

## **FINAL REPORT**

November 2017

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## **LIST OF ABBREVIATIONS AND ACRONYMS**

7YGP	Seven-Year Government Program
9YBE	Nine-Year Basic Education
AFSSOCA	Action to End Violence against Women and Girls
AGI	Adolescent Girls Initiative
BDC	Business Development Centers
BDF	Business Development Fund
BIC	Business Incubation Centres
CSOs	Civil society organizations
CEDAW Women	Convention on the Elimination of all forms of Discrimination against Women
CRC	Convention on the Rights of the Child
DHS	Demographic and Health Survey
DDPs	District Development Plans
ECD	Early childhood development
EAC	East African Community
EDPRS	Economic Development and Poverty Reduction Strategy
EFA	Education for All
EU	European Union
FY	Fiscal Year
FFRP	Forum of Rwandan Women Parliamentarians
GMIS	Gender Management Information System
GMO	Gender Monitoring Office
GRB	Gender Responsive Budgeting
GBV	Gender-Based Violence
GoR	Government of Rwanda

HUP	Hanga Umurimo Project
HIMO	High Intensity Labour
EICV	Integrated Households Living Conditions Survey
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrom
ICT	Information Communication Technology
ICRP	Integrated Child Rights Policy
JADF	Joint Action Development Forum
KICD	Kigali International Conference Declaration
MAJ	Maison d' Accès à la Justice
MDGs	Millennium Development Goals
MINEDUC	Ministry of Education
MINECOFIN	Ministry of Finance and Economic Planning
MIGEPROF	Ministry of Gender and Family Promotion
MINISANTE	Ministry of Health
MINALOC	Ministry of Local Government
M&E	Monitoring and Evaluation
NCC	National Commission for Children
NECDP	National Early Childhood Development Program
NGM	National Gender Machinery
NISR	National Institute of Statistics of Rwanda
NST	National Strategy for Transformation
NWC	National Women Council
NGOs	Non-Governmental Organizations
PMER	Petites et Micro-Entreprises Rurales
RBOs	Religious Based Organizations
RCA	Rwanda Cooperative Agency

RDF	Rwanda Defense Forces
RNP	Rwanda National Police
SACCO	Sector Credit and Saving Scheme
SMEs	Small and Medium Enterprises
SDGs	Sustainable Development Goals
TVET	Technical and Vocational Education and Training
12YBE	Twelve-Year Basic Education
UNICEF	United Nations Children's Fund
USA	United States of America
VAW	Violence against Women
VAWG	Violence against Women and Girls

## EXECUTIVE SUMMARY

This Strategic Plan for Gender and Family Promotion 2018/19-2023/24 builds from previous experiences in line with implementation of the first and second generations of the Economic Development and Poverty Reduction Strategies (EDPRS 1&2), which were inspired by the ultimate goals of the country's Vision 2020 for Rwanda to become a middle-income country by the year 2020. While the implementation process of Vision 2020 approaches the end it is paving the way for the country's Vision 2050, "The Rwanda we want", with the target for Rwanda to become upper-middle income country by the years 2035 and high-income country by 2050. Based on this forward-looking national economic context, this strategic plan is meant, due to its crosscutting nature, to contribute in effective achievements of the mentioned development goals through stable, harmonious and economically prosperous families where equality between men and women, boys and girls will become a reality. It is worth highlighting that this strategic plan is in line with the current National Strategy for Transformation (NST), which is the first generation of national instruments to implement the country's development goals for the coming 6 years. Furthermore this strategic plan draws from the internationally and regionally ratified development goals as encapsulated in the Sustainable Development Goals (SDGs) and African Union Agenda 2063 respectively.

This strategic plan was developed through different methodological approaches including desk-based review of relevant documents and consultations with stakeholders to collect views from their wealthy experience in terms of implementation of family and gender related interventions. Collected data were processed and analyzed to come up with findings that aligned around the priority areas under the Ministry of Gender and Family Promotion (MIGEPROF). This led to the structure of this report with its major components or chapters as discussed in the next paragraphs.

Chapter I provides the background and justification of this strategic plan, its purpose and the methodology used for its development.

Chapter II details review of the policy context in which this strategic plan has been elaborated. The chapter serves as an opportunity to highlight the different international and regional conventions that the Government of Rwanda has ratified which inspire the national development journey. The section under Institutional Overview creates a space for a kind of introspection of the different key players including the national gender machinery and other public institutions that have a paramount role in gender and family promotion. Achievements registered under each priority areas including gender equality, family promotion, child protection, women and girls' empowerment and gender based violence are highlighted followed by key challenges that require utmost interventions for more effective promotion of gender and family.

Chapter III is the heart of this strategic plan and it details outcomes, outputs, targets and strategic interventions for each priority area. It articulates around the following strategic results or outcomes:

*Outcome 1.1: Family welfare strengthened; Outcome 1.2: Life conditions of most vulnerable children improved; Outcome 1.3: Access to quality ECD services increased; Outcome 2.1:*

*Attitudes & practices towards gender equality improve; Outcome 2.2: Sector policies, strategies and programs engendered; Outcome 2.3: Capacity of Public, CSOs & Private Sector to embrace gender equality strengthened; Outcome 3.1: Financial Performance for Women Increased; Outcome 3.2: Participation of women in local governance Increased; Outcome 4.1: Gender based violence and child abuse managed; Outcome 5.1 :National Gender Machinery Coordination, Communication and Partnership Improved; Outcome 5.2: Data collection and Management Improved.*

Chapter IV discusses implementation arrangements. It provides key implementation related components including sequencing of interventions, roles and responsibilities of each key player and coordination of interventions. The chapter provides under each component requirements for successful implementation of planned outcomes and associated interventions. A risk assessment is presented, identifying both generic risks that affect multiple outcomes as well as risks specific to each of the planned outcomes. Mitigation measures for each identified risk are proposed.

Chapter V describes the monitoring and evaluation arrangements for the Ministry's strategic plan and attaches under Annex 1 the Sector Monitoring Matrix containing all outcomes and related outputs, together with their indicators, baseline values and annual targets for 2018/19-23/24.

The projected costs and financing of this strategic plan are presented in Chapter VI. The later highlights planned costs to achieve the expected outcomes and proposes funding strategies to ensure effective participation of different stakeholders in the financing of the strategic plan. The wide-funding mechanism which allows funding of the entire strategic plan not just specific outcomes is recommended.

## CHAPTER I: INTRODUCTION

This chapter discusses three main components including the context in which this strategic plan for gender equality and family promotion has been developed, its purpose and the methodology used to gather needed information for its comprehensive development.

### **1.1.Context of Gender Equality, Family Promotion and Child Protection**

Since the year 2000, the Government of Rwanda (GoR) has embarked on a development agenda, through Vision 2020, aimed at transforming Rwanda into a middle-income country by the year 2020. The Vision 2050 has a target for Rwanda to become an upper middle-income country by 2035 and a high-income country by 2050. The Vision 2020 has been implemented through the medium-term planning framework of the EDPRS for successive five-year periods. It is noteworthy that EDPRS 3 has been replaced by the National Strategy for Transformation (NST 1) in the phase of finalization of its preparation and will last for 7 years instead of the traditional 5 years of the EDPRS. The NST1 highlights Gender and Family Promotion as one of the crosscutting areas along with Capacity Development, HIV/AIDS & Non-Communicable Diseases, Disability and Social inclusion, Environment and Climate Change, Regional Integration and International Positioning and Disaster Management. This is a reiteration of the Rwanda Government commitment for gender equality and family promotion and the understanding that the long-term development goals as set cannot be attained if men, women, boys and girls are not brought on the board to air their voice so as together they can successfully embark on the journeys of national transformation.

This Strategic Plan for Gender and Family Promotion comes in to translate the continued Rwanda Government commitment to promote equality between men and women, boys and girls in a family conducive environment on one hand and to link with the NST1 covering the period 2018/19 to 2023/24. It also aligns with Agenda 2063, a strategic framework for the socio-economic transformation of Africa over the next 50 years through existing initiatives in the continent for growth and sustainable development.

The elaboration of this long- and medium-term strategic plan is an opportune moment for the full integration of global and regional planning commitments including: the Sustainable Development Goals (SDGs) especially Goal 5 providing for achieving gender equality and empowerment of all women and girls, the East African Community (EAC) Vision 2050 and Agenda 2063, which highlight that gender should crosscut all development sectors.

This Strategic Plan for Gender and Family Promotion has been produced in concert with the NST1 to ensure complete alignment of goals and outcomes over the next six years. As a tool for a crosscutting area the strategic plan is promoting the four approaches in the heart of the National Gender Policy, 2010 that should be embedded within each development sector including, gender mainstreaming, institutional capacity building women empowerment and involvement of men in addressing gender issues.

## **1.2. Purpose of the Strategic Plan for Gender Equality, Family Promotion and Child Protection**

The main purpose of this Strategic Plan for Gender and Family Promotion is to provide MIGEPROF with a tool to translate its mandate into action over the NST1 period 2018-2024. As MIGEPROF seeks to achieve gender equality, family promotion and child protection, its mission is closely related to the fundamental principle that “*Rwanda considers its population as its fundamental resource and banks on it for its future development*”(Vision 2020) and this strategic plan will help the Ministry contribute to successful attaining the national development goals, taking into consideration the national development priorities from the EDRPS-2 and now continued in the forthcoming NST1. This strategy will feed into other national planning tools that the Ministry has recently elaborated including: (i) the integrated child right policy; (ii) the Family Promotion Policy; and (iii) the National Gender Policy and their strategic plans.

## **1.3 Methodology**

The elaboration of this strategic plan was conducted through various methodological approaches. Preliminary meetings with the MIGEPROF management team and selected stakeholders aimed at agreeing upon the methodology, road map of activities and their respective time frames. Consultation with MIGEPROF’s affiliated agencies including the National Women Council (NWC) and National Commission for Children (NCC) and different organizations members of the National Gender Machinery such as the Gender Monitoring Office (GMO) and Forum of Rwandan Women Parliamentarians (FFRP) enabled the consultant to have in-depth understanding of the assignment and the needed orientation to inform this Strategic Plan.

Review of pertinent government policy documents: This was carried out to understand the national priorities to contribute to during the Strategic Plan period. Such documents include: Vision 2020; Seven-Year Government Program (7YGP); EDPRS 2; National Policy for Family Promotion, 2017; National Integrated Child Rights Policy, 2011; National Gender Policy, 2010;. Relevant statistical data like EICV, DHS, and the 2012 Population Census.

Consultations with heads of relevant programs such as the National Early Childhood Development Program (NECDP), National Employment Program (NEP), Girinka Program and VUP were organized to collect their views on how to better promote gender and family within the Rwandan context.

A three-day workshop involving the Ministry’s key stakeholders was organized in Musanze District on September 15-17, 2017 to look at the data so far collected in order to identify key challenges which informed priority outcomes. The latter inspired strategic interventions which form the core part or the real strategy needed to ensure MIGEPROF attains its goals for the coming 7 years.

Validation meetings including both internal and external ones were organized to serve as opportunities for the different stakeholders to give their inputs not only for the improvement of this strategic plan but also for ownership.

## CHAPTER II: OVERVIEW OF GENDER, FAMILY PROMOTION AND CHILD PROTECTION

### 2.1. Policy context

To translate the crosscutting nature of gender and family promotion into the Government of Rwanda has put in place different laws and policies to ensure that everyone's right is respected. The fundamental source is the constitution of Rwanda stating that the State shall put in place appropriate legislation and institutions for the protection of the family, the mother and child in particular in order to ensure that the family flourishes.<sup>1</sup>

During the last two decades, Rwanda achieved some important results in gender mainstreaming, family promotion and child protection. The 2003 National Constitution as amended to date enshrines the principles of gender equality and women's rights. It reaffirms adherence to the Universal Declaration of Human Rights and other instruments, including the Convention on the Elimination of all forms of Discrimination against Women (CEDAW), the Convention on the Rights of the Child (CRC) and the African Charter on Human and People's Rights and its Protocol on the Rights of Women in Africa (Maputo Protocol) to name a few. These international conventions that the Government of Rwanda (GoR) has ratified inspired its commitments to promote gender equality and family by adopting long-term strategic planning aligning with international, regional and national levels instruments as discussed in the next lines.

**Sustainable Development Goals Five (SDGs-2030):** provides for achieving gender equality and empowering all women and girls. The Sustainable Development Goal aims to build on achievements registered in promoting gender equality to ensure that there is an end to discrimination against women and girls everywhere, this is a basic human right.

**African Union Agenda 2063:** the Aspiration 6 in this instrument provides for an Africa whose development is people driven, relying on the potential of the African People, particularly its Women and Youth and caring for children.

**EAC Vision 2050:** it is highlighted that during the period of Vision 2050, EAC Partner States would continue to ensure mainstreaming of gender equality and equity into joint priority projects and programs.

At national level, the following policies and programs have informed development on this strategic plan for Gender and Family Promotion and Child Protection:

**Rwanda Vision 2050:** high living standards for all Rwandans. Among the aspirations and

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<sup>1</sup> Art 27, par 3, Rwanda constitution of 2003 as amended to date.

shared values in this national instrument, equity including gender is highly stressed.

**The Vision 2020**, EDPRS 2 and NST1 and National Gender Policy approved in 2010, Sector Policies and associated strategic plans and District Development Plans (DDPs), all these national planning instruments recognize the crosscutting nature of gender and family promotion.

**Seven-Year Government Program (7YGP) to be merged with the National Strategy for Transformation (NST1).** The GoR will increase women's access to economic opportunities by ensuring that gender equality is mainstreamed in all productive sectors and ensuring that they are free from any form of violence and discrimination. The MIGEPROF strategic plan will be designed to ensure this commitment is translated into reality.

**National Gender Policy, 2010:** highlights principal guidelines on which sectoral policies and programs will be based to integrate gender issues in their respective social, cultural, economic and political planning and programming. Being trans-sectoral in nature, the mentioned policy is not meant to be prescriptive for various institutions. Instead, it provides the overarching principles and guidance, which will be integrated into their own policies, practices and program.

**National Policy for Family Promotion, 2017:** this policy highlights the following objectives:

- To establish positive parenting approaches in Rwanda, which include a strong focus on gender equality within the household;
- To protect vulnerable children within families and scale up the provision of social and psychosocial services for vulnerable families;
- To promote a stable, harmonious family environment and support families to reduce conflicts and improve family relationships;
- To strengthen the economic wellbeing of families, ensuring particularly vulnerable families are supported to meet their basic needs.

**The National Integrated Child Rights Policy (ICRP), 2011.** The ICRP helps to reflect the commitment and vision of the GoR for its children. The GoR commitments for child protection will be used as a basis to design the child protection and child rights components in the current MIGEPROF strategic Plan.

## **2.2. Institutional overview**

The GoR has put in place a strong institutional framework, to ensure effective implementation and coordination of its commitments on gender equality, family promotion and child right protection.

**2.2.1. The Ministry of Gender and Family Promotion (MIGEPROF):** As the leader of the national gender machinery, MIGEPROF is the central government institution mandated to ensure strategic coordination of policy implementation in the area of gender, family, women's

empowerment and children’s issues. MIGEPROF<sup>2</sup> has three semi-autonomous implementing agencies under its authority, namely the National Commission for Children and the National Women’s Council and the National Early Childhood Development Program (NECDP). The Ministry has 32 core staff. In addition, there are 30 district-level gender and family promotion officers who are staff of district but facilitating gender promotion activities of MIGEPROF. After this broad picture of the Ministry the next lines provide detailed analysis of strengths, weaknesses, opportunities and threats of the same institution.

### 2.2.1.1. SWOT Analysis of MIGEPROF

Prior to discussing strengths, weaknesses, opportunities and threats of MIGEPROF, the reader should be reminded or informed about the mandate of the Ministry. The latter has the key mandates of formulating policies for both gender and family promotion, coordination of implementation of formulated policies, capacity building in gender mainstreaming for all the stakeholders including those in the public sector, civil society organizations, faith-based organizations and private sector, mobilisation of resources and advocacy for burning gender and family related issues. Highlighted strengths, weaknesses, opportunities and threats as indicated in Table 1 below have been identified within the spirit of the above mandates.

**Table 1: SWOT Analysis of MIGEPROF**

S/N	Strengths	Weaknesses	Opportunities	Threats
1	The Government of Rwanda’s Strong political will for gender equality and family promotion as illustrated by sizable strategic planning tools in place (e.g. Vision 2020, EDPRS 2, National Gender Policy, 2010; National Policy for Family Promotion, 2016; National Policy against Gender-Based Violence, 2011 and associated strategic plans)	Limited coordination of gender and family related interventions leading to overlap of interventions and duplication of efforts among other issues.	Gender Coordination and Partnership Strategy 2016-2020 in place.	Traditional and cultural norms sustaining women’s submission to men.
2	Generally young and professionally qualified human resources.	The structure of the Ministry does not fully cover its	Gender related legal frameworks in place (e.g. GBV Law,	Limited gender sensitive tools for data collection, analysis,

<sup>2</sup>The detailed organigram of MIGEPROF is presented in annex.

		mandate.	Inheritance law, Land law.	implementation, monitoring, and evaluation and reporting in other sectors.
3	Affiliated agencies for implementation of the Ministry's mandate including National Women Council and National Commission for Children are operational.	Limited use of sex and gender disaggregated data, in non-gender related areas.	Gender and family promotion is recognized as crosscutting areas by all development sectors (e.g. Sector policies, sector strategic plans and DDPs).	Limited sex disaggregated data and gender disaggregated baselines hampering gender responsive planning.
4		Limited skills and knowledge in gender mainstreaming among the Ministry's human resources.	Directors of Planning in public institutions appointed Gender Focal Persons (GFP).	Limited skills and knowledge on how to mainstream gender and family in other sectors.
5			Gender responsive budgeting program requiring every government budget agency to ensure gender is considered in their interventions.  The program is sustained by the Organic Law No 12/2013/OL of 12/09/2013 etc.) that promotes gender balance in public State finance management.	Existing gender indicators are given less attention in other sectors' monitoring and evaluation frameworks.  Majority of women still involved in unpaid economy.
6			Gender related legal frameworks in place	Silent resistance to gender equality among

			(e.g. GBV Law, Inheritance law, Land law, etc.).	men and women with a male predominance.
7			Gender and Family Promotion Officers operating at district levels.	The position of the Gender and Family Promotion Officers within the district structure does not allow them to play their role as crosscutting resources.
8			National Gender Machinery including MIGEPROF, GMO, NWC, NCC, NECDP and FFRP.	Women economically still depending on men.
9			Isange One Stop Centers scaled up at national level as comprehensive approach to address SGBV.	Limited awareness among the community members on existence of Isange One Stop Centers in District Hospitals.  There is still long distance between district hospitals and community members.

Without overlooking the importance of the other elements of SWOT analysis as identified under Table 1, the next sections placed an emphasis on the weaknesses as the latter played a vital role in informing the proposed strategic actions under Chapter III.

### **1) Limited coordination of gender and family related interventions**

As mentioned in Table 1, the Gender and Partnership Strategy has been developed and is now available for implementation. However as the mentioned strategy recommends, its effective implementation requires revising the current structure of the Ministry to avoid the coordination gap observed. In actual facts coordination is done at the level of the Directors of Units who in reality coordinates operation and therefore do not coordinate policies. The gap lies in the fact that there is no intermediate coordinator who is supposed to receive reports on operations from

all the Directors of Units and then translate them into relevant policy brief to be submitted to the Permanent Secretary who on his/her turn will assess the policy priorities to be reported to the Minister for necessary action.

There are two scenarios of overlap. First overlap is between the Units of Gender Promotion and the Unit of Women Economic Empowerment. Much as the latter focuses on economic empowerment of women but Gender Promotion Unit has the same under the Economic Cluster. It is the one dealing with policies, strategies and laws among other things which cover economic empowerment of women as well. So, there is no clear demarcation between the two Units. The second overlap is observed under the Family Promotion and Child Protection Unit whereby the Family Promotion and Protection Officer is supposed to cover children as members of the family which is at the same time the responsibility of the Child Promotion and Protection Officer. There is a lack of a specialist who would promote and protect spouses' rights which would be different from the specialist to promote and protect children's rights. Also issues that deserve a special attention among the youth such as drug abuse, unwanted pregnancies and human trafficking are not clearly covered under the current structure of the Ministry.

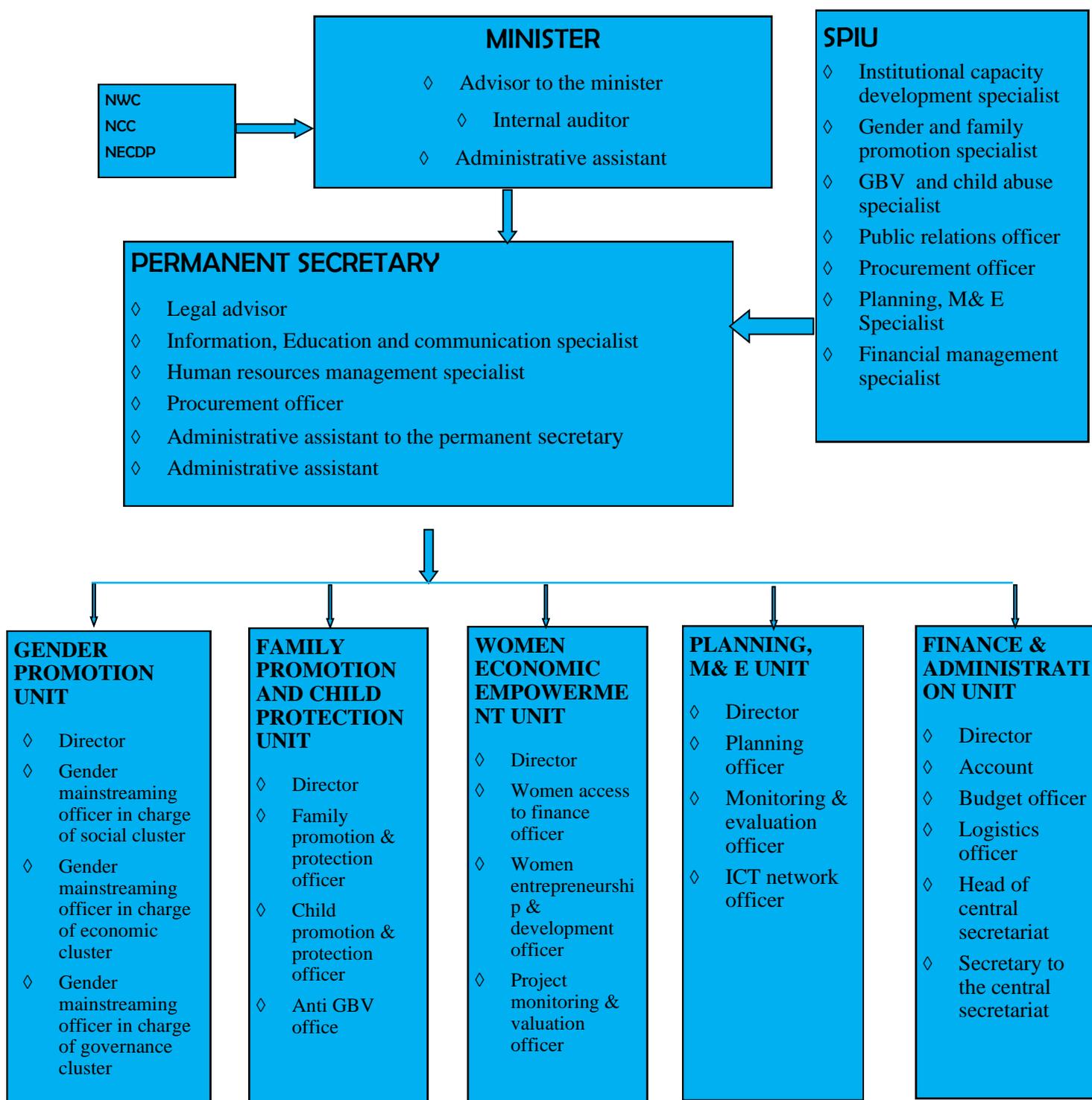
All these gaps within the structure of the Ministry affect its performance despite of its continued efforts geared towards equality between men and women, boys and girls and safe and prosperous families in Rwanda.

## **2) Limited skills and knowledge in gender mainstreaming among the Ministry's human resources**

The human resources in the Ministry of Gender and Family Promotion have strong awareness on gender and its link with human rights and national development. However they have limited required skills and knowledge in line with gender analysis, monitoring, evaluation and reporting. This would empower them to play their continued role of guiding and supporting other sectors in identifying sector key gender issues and formulating strategic interventions to address them.

## **3) The structure of the Ministry does not fully cover its mandate**

Looking at the structure of the Ministry below one can realize that other aspects, leave coordination previously discussed, are not given due attention. For example, apart from the two implementing agencies, the NWC and NCC, which focus on women and children respectively, it is not clear how the Ministry links with the rest of sector related interventions at grassroots level. However there is an interesting opportunity, the district Gender and Family Promotion Officer, who could easily serve as direct link between the Ministry and the District. Empowering this person by moving him/her from the current position under Governance Department to a level where he/she can crosscut all the district interventions (e.g. Adviser to the District Executive Secretary, or Adviser to the District Planning Officer) and giving him/her a special mandate to link directly with MIGEPROF with new job description would bridge the current gap between the Ministry and the grassroots level.



#### 4) Limited use of sex and gender disaggregated data in non-gender related areas.

Sex-disaggregated and gender-disaggregated data are given less attention under interventions in line with family promotion. This is probably because of predominance of gender as the only crosscutting issue, which leaves behind family promotion. Yet, the crosscutting area remains “gender and family promotion”.

**2.2.2. The Ministry of Local Government;** As an institution responsible for the implementation of decentralization, MINALOC plays a key role in the implementation of policies and programs at all local administration levels. Having social protection in its mandate makes the Ministry the key partner in social protection activities implementation.

**2.2.3. The National Women’s Council (NWC);** The NWC was set up by the Government to co-ordinate the functioning of Women’s Councils from the grassroots to national level. The NWC was established by the Constitution of Rwanda of 2003 in its article 187, currently under article 139 of the revised version, with the mission of empowering women and accelerating their participation in development. The NWC provides a forum for empowering women and coordinating their effective participation in political, social and economic development, from the grassroots level. The NWC’s strategic positioning at all levels of decentralized governance is an opportunity to mobilize women to participate fully and provides them with a space to make their voices heard and entrench gender equality principles in planning processes at local levels. The NWC role includes the following:

- Advocating for women’s rights and gender equality;
- Mobilizing women to participate in different development activities; and capacity building for women.<sup>3</sup>

**2.2.4. The National Commission for Children (NCC):** The NCC was created in June 2011 by Law N°22/2011 of 28/06/2011 and its main tasks are to:

- Implement the Integrated Child Rights Policy (ICRP) nationally;
- Promote a family environment for children;
- Develop a national partnership and coordination framework aimed at promoting a child’s rights;
- Serve as a Central Authority in charge of implementing the Hague Convention on the Protection of Children and cooperation with respect to inter country adoption;
- Participate in the development of child protection policy and follow up to ensure the “child” dimension is mainstreamed in national policies, planning and budgeting at all levels;
- Establish a common monitoring and evaluation framework for all interventions in favour of the child especially children with special protection needs, based on a data collection and reporting system by all stakeholders at all levels;
- Protect children from all forms of violence, abuse, neglect, abandonment and exploitation.<sup>4</sup>

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<sup>3</sup> Art. 4 of Law n° 27/23 of 18/08/2003.

<sup>4</sup> Art. 7 of Law n° 22/2011 of 28/06/2011 establishing the national commission for children and determining its mission, organization and functioning

**2.2.5.** The National Early Childhood Development Program (NECDP) was initiated through the Prime Minister's instruction N°003/03 of 23/12/2017 to determine its organization and functioning, as a special strategic intervention to contribute in family promotion with the following as some of its specific objectives:

- To reduce malnutrition and stunted growth among young children;
- To enhance positive parenting and community participation in child protection;
- To enhance equal access by children with special needs to services offered under ECD program.

**2.2.6. The Rwandan Forum for Women Parliamentarians (FFRP):** The FFRP was created in 1996 by women of the National Transitional Assembly, irrespective of their political affiliation and different social and political backgrounds, to strengthen the role of women parliamentarians. The FFRP is a mechanism for women in parliament to use their strategic position as lawmakers to continuously lobby, advocate for and initiate gender-responsive laws and enhance gender equality principles within the institution of parliament, as well as improving gender-based governmental oversight. The main focus of the FFRP is to:

- Advocate for the promotion of principle of gender equality and the empowerment of women in policies, programs and budgets;
- Ensure that the laws to be enacted are gender responsive;
- Push the momentum for a transformative gender agenda at national, regional and international level.

**2.2.7. The Gender Monitoring Office (GMO):** GMO has been created by the 2003 Constitution of the Republic of Rwanda in its article 185 currently under article 139. It is a constitutional regulatory body under the PMO's office with the mandate to spearhead the monitoring and evaluation of the implementation of gender principles and the fight against Gender Based Violence (GBV) in all sectors and at all levels. The key responsibilities of GMO include:

- Advocating for the respect of gender equality;
- To be a reference point for information and documentation on gender equality;
- Monitoring the quality of services offered to Gender-based Violence victims and effectiveness of GBV prevention and response mechanisms;
- Monitoring the respect of ratified international gender commitments;
- Monitoring the respect and compliance of gender related commitments across all levels.

**2.2.8. Ministry of Finance and Economic Planning:** As for the Ministry responsible for planning and managing the economy, it plays a critical role of ensuring that the Government budgets follow the Government's policies including national commitments to gender equality objectives. It undertakes the following actions:

- Co-ordination of the Gender Responsive Budgeting process to ensure that sufficient resources are allocated in a gender-responsive manner.
- Setting up gender budgeting guidelines that serve as a guide to developing line Ministries and District budgets that are compliant with gender equality standards.<sup>5</sup>
- Monitoring and evaluating, on a permanent basis, compliance with gender indicators target;
- Submitting to various institutions' recommendations relating to gender promotion at national development; and
- Monitoring the respect of the principle of gender in national development.<sup>6</sup>

**2.2.8. Gender Focal Persons:** Gender focal points were established under the instruction of the Prime Minister's Office in various line Ministries and institutions responsible for coordinating gender issues and advocacy in their respective line Ministries. The focal persons are in general the directors of planning.

### **2.3. Achievements in gender equality, family promotion and child rights protection**

The Government of Rwanda has put in place a strong institutional framework, the National Gender Machinery, to ensure effective implementation and coordination of the gender equality, family promotion and child rights protection related commitments. The following sections discuss key achievements registered in the priority areas above mentioned.

#### **2.3.1. Gender Equality**

For the last two decades, the women of Rwanda have been taken from desperate victims to leading actors in the reconstruction of the country, to such an extent that Rwanda is now globally considered a model for gender equality and the empowerment of women. Guaranteeing women's right to equal participation and engagement in all spheres of national development is among the major achievements since 1995. These achievements have been made possible by strong political will and commitment to gender equality and the empowerment of women by the country's leadership, from the highest level.<sup>7</sup>

This political will and commitment have facilitated the establishment of a highly gender-responsive legal and policy framework. The National Constitution of 2003 as revised in

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<sup>5</sup> The implementation framework implementing gender perspectives document by Minecofin.

<sup>6</sup> Art. 6 of the Law No 51/2007 of 20/09/2007.

<sup>7</sup> This section is mainly draws from the « report on the implementation of the Beijing declaration and platform for action (1995) and the outcomes of the twenty-third special session of the general assembly (2000), June 2014.

December 2015, guarantees equal rights for women and men in all fields and provides for a minimum 30% women representation in all decision-making organs as well as other rights to participation, economic and legal rights. The constitution has also formed a firm foundation for the promulgation of gender-responsive laws and review of others so as to entrench the respect of women's rights, notably in areas such as politics, inheritance, land and property rights, as well as protection against gender-based violence (GBV).

This legal framework has put gender equality and the empowerment of women at the center of all development instruments, including the long-term development Vision 2020 very soon Vision 2050, the Economic Development and Poverty Reduction Strategies (EDPRS), now called National Strategy for Transformation (NST1) and the Government 7-year programs merged with the latter.

In addition to the legal framework, a strong institutional framework has been put in place that includes the Ministry of Gender and Family Promotion (MIGEPROF), Gender Monitoring Office (GMO), National Women's Council and national Commission for Children to provide space for participation of women and men in all areas of development from the grassroots and protect the child's rights.

The Government of Rwanda has invested a lot of effort in the promotion and safeguarding of women's rights, as enshrined in the constitution's fundamental principles, including building a state governed by the rule of law, ensuring social justice, guaranteeing equality between women and men, and affirmative action to redress past discrimination. On this basis, women's rights have been codified in the Rwandan legal system by revising existing laws and promulgating new ones.

**Capacity building in gender mainstreaming:** The Ministry of Gender and Family Promotion is mandated among others to drive national capacity building programs on gender mainstreaming across all spheres of developmental interventions. In this framework, MIGEPROF in collaboration with its stakeholders have developed various tools and conducted various short term trainings in gender mainstreaming and analysis targeting gender focal persons, planners and budget officers, members of parliament, chief budget managers, media professionals, CSOs and Private Sector.

**Unprecedented participation of women in all spheres of development:** Since the last two decades, various laws and policies adopted have resulted in an unprecedented increase in women's rights to participate in decision-making positions in all spheres of development. Rwanda currently leads the world in women's representation in parliament at 64% and women are equally highly represented in the judiciary, Cabinet and other organs due to the minimum quota of 30% for women in all decision-making organs. In addition to the landmark representation in Parliament, women constitute 50% of the judiciary, 50% as Provincial Governors, 40% of Cabinet Ministers, 43.6% of district council members, and 83.3% of Vice Mayors in charge of social affairs.

This increased presence in leadership and decision-making has had the dual effect of entrenching gender equality in development processes and changing the mindset and patriarchal attitudes towards women. It has also significantly increased women's confidence and self-esteem and provided the youth with positive role models, contributing to the eradication of gender-based discrimination. It is an invaluable opportunity for promoting specific gender equality reforms and a channel for influencing gender sensitive laws and policies.

**Increased women's economic and social rights:** Gender-sensitive laws have been passed and discriminatory laws revised.<sup>8</sup> Women and children now have legal protection and do not have to suffer in silence any more.<sup>9</sup> The choice of matrimonial regimes has considerably reduced women's economic dependence and provides protection for widows and children's inheritance rights. This is a key gain in the promotion of women's access and control of economic resources and reducing the feminization of poverty. Indeed, in 1999, the Civil Code was revised to institute Part V on Matrimonial Regimes, Liberalities and Successions. This is a major reversal of the patriarchal marriage system where a woman traditionally entered into a marriage with practically no guarantees to succession or ownership of any property acquired in the marriage. This law also provides for equal inheritance rights between women and men, girls and boys.

**Gender-responsive budgeting (GRB):** Government planning, programming and budgeting tool that contributes to the advancement of gender equality and the fulfillment of women's and men's rights. It entails identifying and reflecting needed interventions to address gender gaps in sector and local government policies, plans and budgets. GRB also aims to analyze the gender-differentiated impact of revenue-raising policies and the allocation of domestic resources and Official Development Assistance. GRB is now a requirement in all sectors and districts and has been institutionalized through the promulgation of the Revised Organic Budget Law n° 12/2013.

**Gender audit:** The GMO regularly conducts gender audits of different institutions at central and local levels to assess progress in gender equality and develop key gender indicators and a national monitoring framework for all sectors. Civil society organizations also conduct gender budget tracking surveys in different sectors, in order to hold institutions accountable for implementing gender equality commitments.

**Significant engagement of women in peace building and security processes:** Rwandan women played a key role in promoting peace, unity and reconciliation throughout the post-genocide reconstruction and recovery process. Women were appointed to inaugurate and head key institutions intended to handle post-genocide reconciliation; the Unity and Reconciliation Commission and the Gacaca transitional jurisdictions. Women constituted over 30% of the more than 160,000 Gacaca judges countrywide and were among those considered as good and honest witnesses. Women continue to play an important role in the community mediation and conflict resolution structures, Abunzi, based on Rwandan traditional conflict resolution practices. This system of participatory community-level conflict resolution has considerably contributed to

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<sup>8</sup> Law n° 59/2008 on the Prevention and Punishment of Gender-Based Violence (GBV) and Law n° 27/2001 on the Rights and Protection of Child against Violence have changed the face of violence against women (VAW) and children in the country.

<sup>9</sup> The Land Law, n° 08/2005, guarantees women equal rights with men on access, ownership and utilization of land, thereby increasing women's access and control of a major economic resource.

cohesion in the communities and significantly reduced the number of cases reaching magistrates' courts.

**Equal access to education:** To achieve the vision 2020 pillar of human resource development and knowledge based economy. The government of Rwanda has invested a lot in improving skills and access to education at all levels, with particular attention to reduce the gap in access between girls and boys, women and men. Girls' education policy was developed in 2008 and reviewed in 2014 to guide government efforts in reducing gender disparities in education. The implementation of this policy combined with other government programs improved school environment for girls.

As a result, gender parity in primary school enrolment and retention has been achieved since 2007. In 2014, girls' enrolment had reached 98% compared to 96% for boys<sup>10</sup>. One of the factors behind this achievement is the adoption the universal twelve-year Basic Education (12YBE) program.

Furthermore, in attempt to create more off-farm jobs, the government embarked on promotion of Technical and Vocational Education and Training (TVET). The establishment of these vocational training centers across the country up to the local levels has improved school proximity and access, especially for girls. By 2014, the number of female enrolled in TVET was 43.7% as compared to 56.3% for males<sup>11</sup>. This access to education and learning has improved women's capacity to engage fully and contribute effectively to all aspects of national development.

**Increased access to health care, information and related services:** Commendable progress has been achieved in improving women's access to affordable and quality health care, as a result of an approach that focuses on increasing health delivery capacity at district and community levels and improved and expanded reproductive health services. A number of strategies adopted have had notable impact. They include the universal community health insurance scheme (*Mutuelle de Santé*) that renders quality health care affordable for the poor, especially women, for a minimal annual contribution of less than US\$ 5. The government has launched an intensive construction of health centres with a target for every citizen to have access to health facilities within one-hour walking distance and at least one health centre at every administrative Sector (Umurenge) by 2015. This improved proximity has increased utilization of modern health services, especially for pregnant women, supported by other initiatives such as improving ambulance services at district-level and mobile and outreach clinical services.

As results, about 98% of Rwandan women now receive antenatal care from a qualified provider and over 69% of Rwandan births occur in health facilities, assisted by a skilled provider. In addition, the increased use of mobile technologies and rapid SMS for emergency labour and other medical complications have resulted in a considerable decrease in maternal and infant mortality rates. The maternal mortality rate has decreased from 750/100,000 live births in 2005/6 through 476/100,000 in 2010/11 to 210/100,000 in 2015.

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<sup>10</sup> Education Statistical Year book, 2015

<sup>11</sup> Op cit, P 47

**Mechanisms in place for regular dialogue between government and civil society:** Civil society organizations (CSOs) have been key partners of the GoR in Rwanda's development process. CSOs and their umbrella organizations are regularly engaged in national planning and policy formulation processes. They participate fully in the national dialogue (Umushyikirano), public accountability days and the Public-Private Dialogue Forum. CSO and NGO are members of the Joint Action Development Forum (JADF) responsible for planning and activity implementation at the district level. They are part of the National Coordinating Committee for the follow-up of the implementation of the gender agenda. Among the channels for continued dialogue is the Gender Cluster, which brings together the government, development partners and civil society for the coordination and prioritization of gender equality interventions.

### **2.3.2. Family promotion**

Rwanda is committed to placing the family at the center of development, and as a prerequisite to achieve equitable and sustainable development for all the family members. Family promotion was firmly entrenched in the EDPRS 1 and strengthened as a cross-cutting theme in EDPRS 2.

According to the constitution of the Republic of Rwanda, the family is conceived as the natural foundation of Rwandan society, and shall be protected by the State. Rwanda's constitution establishes a comprehensive legal equality between the husband and the wife. Spouses have equal rights, duties and responsibilities as per Article 209 from the Law N°32/2016 of 28/08/2016 governing persons and family. The National Constitution also highlights the protection of the child and the mother, as well as stressing the role of parents to protect and promote children's rights.

The GoR has put family protection as a top priority by putting in place laws and policies that aim to promote gender equality, protect children, and empower women in order to strengthen every family member given that it is within the family that the first interpersonal relationships are made, and exchange, comparison and identification opportunities obtained. It is in this regard that based on Article 27 of the Rwandan Constitution, the GoR has put in place the National Policy for Family Promotion adopted in 2005 and revised in 2016. Since, there has been significant progress in developing and implementing policies that relate very closely to family issues.

In order to strengthen family promotion, different studies have been conducted to facilitate the planning and the implementation of the family-related policies and strategies. The following paragraphs describe the evolution of the structure of the Rwandan family in 2012. This structure is important to understand the main challenge facing the family and ways to solve these issues.

**Population in 2012<sup>12</sup>:** Rwanda had a total population of 10.5 million<sup>13</sup> of which 52% are women and this distribution is structural since at least 1978 where 51.1% of the population were women. Women are older than men on average (23.5 years old on average and 21.9 for men). In addition, they live longer than men. The population of Rwanda is young with half of the females

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<sup>12</sup> The data from this section are from NSIR, 2012 Census.

<sup>13</sup> 2012 Census.

under 19 and half of the males under 18. Only 4% of the female population and 3% of the male population is over 65.

**Marriage**<sup>14</sup>: In Rwanda, young females get married at an earlier age than men. In general, young women get married at the age of 18 compared to 20 for men.<sup>15</sup> At age 20, 78% of women are still single, compared to 94% of men. At 35, only 11% of females were still single, compared to 13% of males. By 50, only 4% of females were never married, compared to 5% of males. Women get married earlier in rural areas than in urban ones: at age 20, 22% are already married in rural areas, compared to 20% in urban ones. In 2012, 47% of men were in union compared to 45% for women. These numbers were 50% for women in 2010 and 48% for men in 2010. The breakdown of the 2010 figures shows that while 35% of women are legally married, 15% are living together with men.

**Fertility**: Fertility is an important indicator of family and women's empowerment program. Indeed, having several children can keep women out of the job market and increase her dependence on her husband. In term of fertility, the total fertility rate (TFR) has declined from 8.6 children per women in 1978 to an average 4 children in 2012.<sup>16</sup> Women's level of education is one of the main determinants of the total fertility rate. Women with secondary education and above have nearly twice fewer children (TFR of 2.6 children) than women with no education (TFR of 4.7 children). The TFR is 4.4 among women with primary or post-primary education. Fertility among adolescents is very low before age 17 but becomes substantial at age 18 and 19. In fact, the percentage of adolescent girls who gave birth is 2.6% at the national level. It is stable around 1% up to age 16 from which it starts to increase quickly: 2% at age 17, 6% at age 18 and 12.3% at age 19.

**Household**: In Rwanda, the man is culturally considered the head of the household<sup>17</sup>. However, in 2012, 29% of households were headed by women,<sup>18</sup> down from 33% in 2010. Female-headed households were more common in rural areas than in urban for both females and males together. The percentage of female heads of household increased with age, but at a slower pace than for males. While 9% of females aged 25–29 were heads of a household, this rate had already reached 67% for males in same age group. Between 30 and 80, the female rate of headship increased regularly to reach a peak in the 80–84 age group, when three-quarters of women were heads of a household. As a consequence of the high proportion of widows at older age, female heads of household are an average much older than their male counterparts. Half of the female

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<sup>14</sup> In the 2012 Census, men and women were considered as married if they were in a union with a partner, whether the union was formal (legally married) or informal (living together in consensual union).

<sup>15</sup> Since the legal age for marriage is 21, this finding denotes some issues about early marriage that will be discussed below.

<sup>16</sup> Current fertility levels are measured in terms of age-specific fertility rates (ASFRs) and TFR. ASFRs are calculated by dividing the number of births to women in each specific age group by the number of women-years of exposure in that age group. The TFR, a common measure of current fertility, is the average of all ASFRs. It indicates the average number of children a woman would bear in her lifetime if fertility rates were to remain constant at the level prevailing during the period under consideration, in this case, one year preceding the Census.

<sup>17</sup> The Law N°32/2016 of 28/08/2016 governing persons and family provides for joint management of the household including moral and material support to the household as well as its maintenance.

<sup>18</sup> This is almost the same as that found in the 2010–2011 EICV3 (28%).

heads of household were over 50 (the median age). The mean age for female heads of household was 50.8, compared with 40.4 for male heads of household.

**Disabilities:** The GoR social protection program should target all the vulnerable groups in the country, especially people living with disabilities that is increasing recently. In 2012, 4.2% of the female population in Rwanda is living with disability, compared to 4.5% of the male population. This is a vulnerable group of the population that requires special attention and assistance from the entire community. The percentage of households headed by a disabled person increased from 8.2% in 2005/06 to 10.3% in 2010/11. There are also more disabled-headed households in rural areas and a faster increase in the number of these in rural areas than the comparable national figure.

**Vulnerability:** Traditionally the most vulnerable families in Rwanda have been classified as female-headed households, the elderly, child-headed and disabled-headed households. However, there is new evidence that the profile of poverty is changing. While the data for households headed by under 21-year olds is considered unreliable due to small sample size, the following findings are clear:

- Households considered poor (i.e. in the lower quintiles) are more likely than those in the higher quintiles to have more children and less likely to have elderly members;
- About two-thirds of households in the poorest quintile include an infant under the age of 5;
- The elderly are more likely to live longer in wealthier families and the poverty rate among elderly-headed households is 42% compared to the 45% national average;
- Female-headed households are only slightly more likely to be poor than their male-headed household counterparts;
- There is a higher poverty incidence among households headed by a person with a disability – a 50% poverty rate in these households is recorded.

### **2.3.3. Women's and Girls' Empowerment**

According to UNWOMEN, women empowerment means that women can take control over their lives. i.e.: (i) set their own agendas; (ii) gain skills (or have their own skills and knowledge recognized); (iii) increase self-confidence; (iv) solve problems and; (v) develop self-reliance. It is both a process and an outcome.<sup>19</sup> Women's empowerment<sup>20</sup> has five components: women's sense of self-worth; their right to have and to determine choices; their right to have access to opportunities and resources; their right to have the power to control their own lives, both within and outside the home; and their ability to influence the direction of social change to create a more just social and economic order, nationally and internationally.

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<sup>19</sup> Women's empowerment principles, UN Women, 2011.

<sup>20</sup> <http://www.un.org/popin/unfpa/taskforce/guide/iatfwemp.gdl.html>.

The GoR realizes that no sustainable development can be achieved without the participation of a large portion of its population. It has hence put in place legal and policy reforms geared at reducing discrimination against women and improving their economic rights and independence at all levels. The GoR has invested considerable efforts to break the cycle of poverty, ignorance and vulnerability among women, by empowering them socially, politically and economically. To reduce the feminization of poverty and increase women's access to and control over productive resources, the GoR has implemented a number of strategies, including entrenching gender equality and the empowerment of women at the heart of all development strategies, policies and programs. The next paragraphs discuss some of the highlights of women empowerment in Rwanda.

**Governance:** Since 1994, Rwanda has taken many steps to increase the participation of women in politics. These steps include the creation of MIGEPROF, the organization women's councils at all levels of government, and the institution of electoral system with reserved seats for women in the national parliament and other decision-making positions. For instance, in 2004, Law n° 01/4 of 23/03/2004 establishing the procedure for election of national women's councils at all levels was promulgated.<sup>21</sup> In 2006, the participation of women in different local government institutions started to increase. As of 2006, women participation in local governance: (i) Cell level: 42%; (ii) Sector councils: 45%; (iii) District councils: 46%; (iv) The district executive committees: 48%; (v) City council bureau: 33%; (vi) Kigali City Executive committee: 66%; and (vii) Mediation committees: 44%.

Promoting inclusiveness remains a high priority for the GoR. It is based on sustained measures to institutionalize non-discrimination and meritocracy, in particular by ensuring greater transparency and scrutiny in government recruitment, procurement and other aspects of policy. In addition to this, positive measures were adopted to increase representation of socio-economically disadvantaged and marginalized groups, including proactive efforts to overcome the barriers to education faced by the poor.<sup>22</sup> The constitution includes several creditable measures in this regard, for example the requirement that at least 30% of positions in decision-making bodies should be occupied by women.

**Economic development and Pro-poor programs:** To break the cycle of poverty, the GoR has introduced innovative pro-poor programmes, based on time-tested Rwandan practices such as the Girinka and the HIMO. The Girinka program or One Cow per Poor Family has the triple impact on poor families including: (i) increasing their income from selling milk; (ii) improving family nutrition and; (iii) increasing farm productivity through access to organic manure. The Girinka program helped about 1 million people out of extreme poverty over the last 5 years, most of whom were women. The High Intensity labour programmes (HIMO) provide employment to the poor at the community level, and Ubudehe,<sup>23</sup> which revives the traditional collective action at the village level in order to assist the poorest population. Other social protection-led programs include Vision 2020 Umurenge Program (VUP) that uses the existing decentralized system and leverages technical and financial assistance to accelerate the poverty

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<sup>21</sup> Government activity report, 2005.

<sup>22</sup> Rwanda joint governance report of 2008 published by Minaloc

<sup>23</sup> See *Ubudehe* Programme, [www.minaloc.gov.rw](http://www.minaloc.gov.rw).

reduction in Rwanda. Hanga Umurimo Projects (HUP) has been conceived with a purpose to nurture an entrepreneurial culture among Rwandans and foster the emergence and growth of a local-based business class in pursuit of the Vision 2020 aspiration to transform Rwanda into a middle-income country.

Although no sex-disaggregated data were available on beneficiaries of VUP and HUP consultations with resource persons highlighted that a significant number of women were served given that they remain majority among the poor.

**Access to finance:** A number of programs aimed at reducing poverty and economic inequalities between men and women have been initiated. They include:

- A Women and Youth Access to Finance guarantee fund, currently operated by the Business Development Fund (BDF). This fund is aimed to facilitate women's access to credit and other financial services, as well as training to improve their financial literacy. The use of the guarantee fund has enabled many women to gradually shift from economic dependence to self-reliance, although their number is still low compared to men. This guarantee fund is complemented by the creation of women-focused financial institutions such as the Women's Branch of Rwanda Community Bank savings and micro-credit cooperatives such as COOPEDU run by a women's association: Duterimbere. Women are increasingly moving to the formal business sector.
- The government has also prioritized the financial inclusion of women and youth through the Sector Credit and Saving Scheme (Umurenge SACCO), which has improved women's livelihood and their economic independence. It is envisaged that, by 2017, at least 50% of borrowers in SACCO and micro-finance institutions will be women. As of February 2012, women accounted for 38% of membership in Umurenge SACCO countrywide, with a loan portfolio of 23%.<sup>24</sup> An additional role of this Umurenge SACCO is to build the savings and credit habit at the grassroots level and improve proximity of financial services for women and elderly people.
- Business services and training of women in business skills and business management are provided by different institutions such as the BDF and the Business Incubation Centres (BIC), which have been established countrywide. They provide business services and capacity building in business management for women and youth. The Ministry of Commerce through its entrepreneurship development initiative has also established three programmes to enhance capacity of women and youth in entrepreneurship and facilitate their acquisition of financial services, especially loans. These are: (i) Hanga Umurimo<sup>25</sup>; (ii) Proximity Business Advisory Scheme (PROBAS); and (iii) the Kuremera<sup>26</sup>

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<sup>24</sup> Women and youth access to finance Programme, MIGEPROF, Rwanda Cooperative Agency and BDF, 2012.

<sup>25</sup> Hanga Umurimo started in 2011 with a purpose of nurturing an entrepreneurial culture among Rwandans and encouraging off-farm job creation and advancement of entrepreneurship mindset and business innovations countrywide.

<sup>26</sup>The Kuremera programme started in 2012 and is built on Rwanda's traditional practice of providing start-up capital to somebody without any return. This programme does the same for unskilled and semi-skilled poor women and youth countrywide but with a return in order to promote continuity.

programme, in total 23,998 business promoters were trained, among which 46% were women.

Although these programs have played a key role in boosting women's economic empowerment, it has to be noticed that men are still predominant beneficiaries of their services. For example in 2012, BDF-guaranteed loans went to women in 41% of cases and 59% for men. This discrepancy becomes much bigger in terms of the value of the loans where only women's loans guaranteed represented only 21% compared to 79% for men.<sup>27</sup>

**Improving skills and capacity for employability:** To improve women's skills and employability, the Government introduced in 2008 the free and compulsory 9-years basic education (9YBE) and extended it to 12-years (12YBE) in 2012. This has greatly improved girls' education by improving proximity of schools and enabling more girls to get enrolment places. The national Technical and Vocational Education and Training (TVET) policy (2008) provides for special programmes to "enable women to update their knowledge and professional skills for entering the workforce, executing income generating activities or occupying better position."<sup>28</sup>

#### **2.3.4. Gender Based Violence**

**Gender-based violence (GBV):** is an umbrella term for any harmful act that is perpetrated against a person's will and that is based on socially ascribed (gender) differences between females and males. GBV is any act or threat by man or woman that inflicts physical, sexual, or psychological harm on a woman, a man or girl because of their gender. The nature and extent of specific types of GBV vary across cultures, countries and regions. Gender-based violence encompasses child abuse, forced/early marriage, domestic violence, harmful traditional practices (genital mutilation), honour killings, widow inheritance, commercial sexual exploitation of children and adolescents, commercial sex work, human trafficking, rape and sexual assault.

GBV is still a major problem in Rwanda. According to the Rwanda Demographic and Health Survey (DHS 2014-2015), regarding the domestic violence, 14% of women and 11 % of men, age 15-49 have experienced physical violence within the 12 months preceding the survey. Thirty-five percent (35%) of women and 39% of men age 15-49 have ever experienced physical violence at least once since age 15. Twenty-two percent (22%) of women and 5% of men age 15-49 report having experienced sexual violence at least once in their lifetime.

The most common perpetrators of sexual violence among ever-married women are current husbands/partners (34%), whereas the most common perpetrators among men are current/former girlfriends (20%). Among women and men who have ever experienced spousal physical or sexual violence, 35% and 31%, respectively, reported suffering physical injuries. Forty-eight percent (48%) of women and 45% of men have sought assistance to stop the violence they have experienced.

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<sup>27</sup> The Business Development Fund, Annual Report 2012.

<sup>28</sup> MINEDUC, 2008. Technical and vocational education and training (TVET) Policy in Rwanda.

The main causes of GBV are the persisting patriarchal cultural beliefs that entrench discrimination and Violence Against Women and Girls (VAWG) and the poverty and economic dependence of women and girls. The GoR has registered important achievements in addressing GBV and the One Stop Center approach commonly known under the name of Isange Onse Stop Centers is being scaled up at national level. Currently each district hospital hosts Isange One Stop Center and the number has gone actually beyond the 30 district hospital to become 44; as the ultimate goal is to have Isange One Stop Center in each Sector health center which will make a total of 416 centers to be closer to the populations.

**Justice:** In justice, the GoR committed to create a gender sensitive and legal environment as well as ensuring implementation of children and family promotion policies. The National Policy against Gender Based Violence was approved by Cabinet in July 2010. The Law N°59/2008 of 10/09/2008 on prevention and punishment of gender- based violence, the labour law, Organic Law No 03/2013/OL repealing Organic Law n° 08/2005 of 14/07/2005 determining the use and management of land in Rwanda, the UN Convention on elimination of all forms of discriminations against women and UN Resolution 1325 have been disseminated to all of the 416 administrative sectors to facilitate access to these tools by the general populations.

As one of the ways to fight against gender-based injustice and violence, GMO conducted research on the gender impact of Law n° 22/99 of 12/11/1999 on Matrimonial Regimes, Liberalities and Successions in September 2011. With regard to the developed gender-based violence (GBV) indicators and baseline, research pointed out various forms of GBV, dominant ones being physical, sexual, economic and psychological. Similarly, factors contributing to GBV include unequal gender relations, economic dependency among women, poverty, ignorance, lack of self-esteem and the culture of silence. Research also shows that the Government of Rwanda has deployed enormous efforts to fight against GBV at the legal, policy and institutional levels.

**Contribution to elimination of women’s trafficking and prostitution:** even if trafficking of women in Rwanda is not common, the GoR has put in place preventive mechanisms for any case that may arise.<sup>29</sup> In addition, RNP has put in place a department to deal with transnational crimes and works with police of other countries through Interpol to bring such criminals to book. Prostitution is an illegal act in Rwanda. The Penal Code provides for imprisonment of between one year and three years against whoever employs, incites or deceives for the purpose of prostitution another person even with his/her consent (Article 206). It also punishes any hindrance to the action of prevention, assistance and rehabilitation efforts of persons engaged in prostitution by imprisonment of one to three years.

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<sup>29</sup> For example, the Organic Law n° 01/2012/OL instituting the Penal Code, in its art. 252, stipulates punishment, of between seven years to ten years, for offences of abduction, arrest, detention or transporting any person in order to make them slaves, sell them as slaves, force them into begging, illegally adopt them on payment of a consideration, take them indecent pictures, in dangerous sports, in armed conflicts, live together as husband and wife for the purpose of torturing them or selling their organs. It also provides punishment for trafficking any person out of Rwanda to a foreign country of imprisonment of between one year to three years. The penalties under this Article shall be doubled if the victim is a child (Art. 251).

### 2.3.5. Children protection

**Definition:** according to UNICEF,<sup>30</sup> child protection is the prevention and response to violence, exploitation and abuse against children – including commercial sexual exploitation, trafficking, child labour and harmful traditional practices, such as female genital mutilation and child marriage. Child protection is then a broad term to describe philosophies, policies, standards, guidelines and procedures to protect children from both intentional and unintentional harm.<sup>31</sup>

The law related to the protection of the child in Rwanda defines the child as any person under the age of (18) years. Child protection is defined as all legislative, administrative or judiciary measures that are taken for the best interest of the child including to protect children from violence, exploitation, neglect and abuse. The GoR has put a particular attention on child protection not only because they have the right to be protected but also because it will help better prepare the future generation.

In 2012, 5.0 million persons out of the total resident population of 10.5 million were under 18, representing 48% of the total population. The population share of children is higher in rural areas (49%) than in urban areas (41%). In the population of children, 2.5 million are female.

**Child care reform strategy:** The GoR has put in place the child care reform strategy with the aim to transform Rwanda's current child care and protection system into a family based, family strengthening system whose resources (both human and financial) are primarily targeted at supporting vulnerable families to remain together, promote positive Rwandan social values that encourage all Rwandans and their communities to take responsibility for vulnerable children<sup>32</sup>.

According to the strategy, contrary to the institutions, alternative family based care is promoted and covers the following major components:

- ◆ Provides proper development opportunities to the child, offers children the opportunity to live in loving family love and helps to guarantee children's intellectual and psychosocial development, prepares young people to live independent life;
- ◆ Promotes and sustains self-esteem and a sense of identity which decreases risks of abuse, exploitation, and trafficking, develops positive social behaviour. It is cost effective both for government budgets, and for long term social cohesion and development.

**Child protection:** The Government of the Republic of Rwanda is committed to meeting the needs of the most vulnerable children through the provision of appropriate services and protection from harm. The constitution stipulates that all citizens are equal (Art. 16) and that the family is the natural basis of life and that parents have the right and obligation to raise their children (Art. 24). The enactment and dissemination of Law n° 54/2011 relating to the rights and protection of the child has been a major achievement for the Government of Rwanda in protecting and promoting child rights.

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<sup>30</sup> [http://www.unicef.org/protection/files/What\\_is\\_Child\\_Protection.pdf](http://www.unicef.org/protection/files/What_is_Child_Protection.pdf)

<sup>31</sup> <http://www.unicef.org/violencestudy/pdf/CP%20Manual%20-%20Introduction.pdf>

<sup>32</sup> [http://www.ncc.gov.rw/IMG/pdf/strategy\\_for\\_national\\_child\\_care\\_reform.pdf](http://www.ncc.gov.rw/IMG/pdf/strategy_for_national_child_care_reform.pdf)

Moreover, in 2011 the Government established a National Commission for Children (NCC), to promote children's rights, and also developed a plan of action to protect children from abuse, violence and exploitation. Although its mandate is to safeguard the rights of all children as a whole, without any special reference to the special circumstances of girls, it enables the commission to undertake remedial action in circumstances where laws or policies have any discriminatory aspects against the girl child.

The Government of Rwanda has established the Child Rights Observatory under the National Commission for Human Rights in order to monitor children's rights in sectoral Ministries and among Districts and Sectors. This is a great way of having an independent body that is able to receive and address complaints from children and the community members with regards to infringement of child's rights.

The National Policy for Family Promotion (2017) prioritizes the promotion and protection of the child through training, information and awareness arising from good parenting and children's rights. The status of the girl-child is reinforced by laws and policies mentioned throughout this report which entrench equality and non-discrimination. *Umugoroba w'ababyeyi* (parents' evening program) was introduced in 2013 to strengthen the family at the village level and as an opportunity to pass on messages about national policies such as the elimination of negative and discriminatory attitudes, mainly against the girl child. To this home-grown initiative aimed at addressing GBV among other issues at community level adds the *Inshuti z'Umuryango* that works at family level to help whenever need be address any family conflict child abuse included.

**Child participation:** Girls participate actively in the National Children's Summit held every year to provide children with an opportunity to express their views and wishes about nation building, their rights and the country's economic and social development. The Adolescent Girls Initiative (AGI) Pilot Project launched in 2012 intends to improve incomes and empower disadvantaged adolescent girls and young women between 15 and 24 years of age. The project also promotes productive employment and provides scholarships to enable girls to return to formal education.

**Eliminate all forms of discrimination against the girl child:** elimination of discrimination against the girl-child is enshrined in the Rwanda National Constitution (2003), which reaffirms equality before the law between men and women, boys and girls, and the fundamental rights of all citizens of Rwanda, as enshrined in the Universal Declaration of Human Rights and other international human rights instruments. On this basis, progressive laws that support the elimination of discrimination against girls have been passed.<sup>33</sup>

**Mechanisms for promotion and protection of the rights of the child:** the NCC, established by Law N° 22/2011, is the central government organ with the responsibility for ensuring the protection of children's rights in all areas. Although its mandate is to safeguard the rights of all

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<sup>33</sup> Law No.22/1999, to supplement Book One of the Civil Code and to institute Part Five on Matrimonial Regimes, Liberalities and Successions. This law is of particular relevance to eliminating discrimination against girls, because it reverses patriarchal inheritance, marriage and other negative practices. Organic Law No. 08/2005, determining the use and management of land in Rwanda (revised in 2013). This is equally important for the same reasons cited above.

children as a whole, without any special reference to the special circumstances of the girl child, it enables the commission to undertake remedial action in circumstances where laws or policies have any discriminatory aspects against the girl child. The Girls' Education Policy (2008) has been efficient in progressively eliminating gender disparities in education and training, as well as in education management structures. The expansion of universal primary education to cover at least nine years of basic education (9YBE program), and then 12 years, has contributed greatly to reducing disparities in access to education between girls and boys.

## **2.4. Key challenges**

This section discusses key challenges faced by MIGEPROF to translate its mandate into action. They are discussed under each priority area of the Ministry as follows:

### **2.4.1. Gender Equality**

**-Cultural / traditional barriers.** Even if the GoR has passed several laws to eliminate all forms of patriarchy in Rwandan society, it is noteworthy that cultural/traditional barriers that undermine fulfilment and respect of gender equality principles still exist. For instance, consultations with resource persons revealed that some people (men & women) in the community have not clearly understood and embraced gender equality principles model as a complementarity between women and men whereby in some cases men/husbands are still considered to be “superior” to women and that women have to serve men and are assumed to be the leader of the family. Transforming the norms, attitudes and beliefs that sustain inequality between men and women, boys and girls into gender equitable mindsets for the Rwandan society remains a challenge for the Ministry.

**-Insufficient skills both at central and decentralized levels to mainstream gender into policies, programs, planning and budgeting processes.** Without overlooking the fact that a sizable number of sector policies and associated strategic plans highlight gender as a crosscutting issue and have even made a step ahead in incorporating some gender indicators in the M&E frameworks, full translation of gender related policy statements into actions remains unsettled challenge. Consultations with resource persons stressed that this is mainly due to insufficient skills in gender mainstreaming, limited gender sensitive tools for data collection, data analysis, M&E framework and reporting formats.

**-Limited sex-disaggregated data to credibly inform policy, decision making, and planning.** While GMO and NSIR developed several sources of sex-disaggregated data that compile interesting sets of indicators on gender,<sup>34</sup> data for these indicators were not widely available or collected. Hence, one can observe numerous missing data from many gender reports, as the latter give more attention to global indicators. This lack of sex-disaggregated data is due to the usually used data collection, analysis and reporting system that generally gives little attention to gender.

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<sup>34</sup>[http://www.gmo.gov.rw/uploads/media/Gender\\_Based\\_Violence\\_Indicators\\_Developed\\_by\\_GMO.pdf](http://www.gmo.gov.rw/uploads/media/Gender_Based_Violence_Indicators_Developed_by_GMO.pdf);  
[http://www.gmo.gov.rw/uploads/media/Key\\_Gender\\_Indicators\\_and\\_Baseline\\_In\\_Four\\_Sectors.pdf](http://www.gmo.gov.rw/uploads/media/Key_Gender_Indicators_and_Baseline_In_Four_Sectors.pdf)

## 2.4.2. Family Promotion

**Family conflict and division of labour within the family:** Rwandan society is traditionally characterized by a patriarchal social structure. Women have limited control over decision making in the family including when it comes to use of income and family planning decisions. These roles are learned and reinforced through interactions at home, and in this way passed on from one generation to the next.

The division of labour within the family is a key issue that needs to be given due attention. Women are more involved in unpaid economic home production that is not well valued, in monetary terms than men who are holding an outside paid job. Women's economic home production includes looking after the children, fetching water and firewood, cooking and washing dishes, washing the clothes and cleaning the house, providing food, and generally providing for all the family's practical needs<sup>35</sup>. The man is most of the time outside working for money to meet financial needs of the household. This imbalance in terms of labour division with women more involved in unpaid work sustains their economic dependence upon their husbands. Given this women have limited role in major decisions engaging the household in big investments, which leaves bigger room for the husband to have the last say, with limited voice of the woman even in decisions affecting her personal life.

**Gender inequality norms** mean that the way parents bring up their children also creates a disparity between boys and girls in favour of boys. Indeed, girls are more heavily burdened by household chores than boys<sup>36</sup>. This sustains existing gender inequalities between the child boy and the girl who finds herself in situation where she is getting prepared to play her future role as a wife in a family where she will have to submit to the husband, which is less conducive to the joint management of the household resources as provided for in the revised Family Code, 2016.

**Early Childhood Development (ECD):** The early years of a child are the foundation for lifelong learning. ECD programs provide the essential base for the achievement of Education for All (EFA) goals and contribute powerfully to reducing poverty.

The first three years of life are a period of incredible growth in all areas of a baby's development. This period is critical for ensuring survival and establishing the trajectory for future growth and development. Research indicates that at least 80% of brain development occurs before the age of three,<sup>37</sup> and that delays are increasingly difficult to reverse after age three. It has also been demonstrated that limited integrated services in safe and protective environments that include early stimulation, core essential nutrition services (prevention and management of malnutrition), limited access to basic health and access to clean water and sanitation during the period of rapid brain growth, can prevent an increase in development delays and even reverse them.

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<sup>35</sup>The EICV Thematic Report on Economic Activity cites women as spending threefold more time than men on domestic tasks. See EICV III Thematic Report on, Economic Activity, NISR.

<sup>36</sup> The 2008 Child Labour Survey finds that regardless of the nature of household chores considered, girls devote longer working hours to household chores. MIFOTRA and NISR, Rwanda National Child Labour Survey, 2008.

<sup>37</sup>Fraser Mustard (2007): Experience-based Brain Development: Scientific Underpinnings of the Importance of Early Child Development in a Global World. Chapter published in, Early Child Development From Measurement to Action: A Priority for Growth and Equity, Ed. Mary Eming Young, Washington: The World Bank.

Such children are often unidentified until primary school entry, yet early identification and intervention from birth to three years of age is essential to ensure that children reach their developmental potential. A major gap in empirical evidence is the absence of information regarding developmental delays and disabilities of children from birth to three years of age. This evidence would guide policymakers in understanding the realities so as to formulate relevant policies.

The 2012 Population and Housing Census reports that 2.1% of all children are affected by disability (73,645 children). The prevalence increases with age. The most common disability types among children are related to difficulties walking/climbing (26,768 children) and learning/concentrating (18,729 children). Among children living with disabilities, 64% are currently attending school, which suggests that there are some barriers to accessing education for children with disabilities. No sex-disaggregated data in line with child disability were available to allow identification of gender gaps under this area.

**Delinquency:** Delinquency is a global issue and official arrest statistics, victim data, and self-reports indicate that males are significantly more delinquent than females. Although the true association between class and delinquency is still unknown, consultations underlined that delinquency rates are highest in areas with high rates of poverty. Children who engage in the most serious forms of delinquency are more likely to be members of the lower class. Delinquency rates decline with age whereas youth offenders mature, and the likelihood that they will commit offenses declines. Many studies have identified the following forms of delinquency: sex work, drug abuse, begging and street vending, homelessness, using drugs or selling drugs, vagrancy, street children, prostitution and theft.

In 2012, a research study<sup>38</sup> was conducted in a bid to map the prevalence of psychoactive substance use being a delinquency catalyst in Rwanda and focused on youth aged between 14 and 35 years, representing 40% of the entire population. This study showed that more than half (52.5%) of the sample had used one or more substances at least once in their lifetime. 50.6% of the respondents had consumed alcohol at least once in their lifetime, 10.6% had used tobacco, 4.4% had used cannabis, 0.5% had used inhalants and other solvents and 1% had used a mixture of several substances prepared locally (e.g. a mixture of sorghum beer, sugar and cannabis) which in turn drove them into a number of delinquent malpractices. Besides drug abuse, different categories of people have been found involved in a number of forms of delinquency, whether they be children, youth, adult males and females, all people irrespective of their age differences, all demographic groups are associated with this scourge. The key factors influencing delinquency in Rwanda include: drug abuse; poverty; unemployment; limited education; dysfunctional family; violence, peer influence. Without minimizing the importance of the above mentioned data on delinquency, the lack of sex-disaggregated data limited appreciation of gender gaps under each mentioned form of delinquency.

**Teenage pregnancy:** In 2014, an awareness campaign against teenage pregnancy took place in 10 schools. During this campaign, several focus groups took place to identify some of the root causes of teenage pregnancy, including: (i) drug abuse among peer groups; (ii) avidity of things

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<sup>38</sup> (By the Ministry of ICT and Youth), the 2014-2019 Ministry's strategic plan

and young teenagers who are not satisfied with what they have; (iii) indecent behaviour of some teachers in front of children and some of them are responsible for this crime; (iv) young girls who do not take a firm position and pronounce a strong NO (OYA); (vi) influence of peer pressure and bad friends; (vii) poverty; (viii) lack of communication between parents and children; and (ix) influence of pornographic films. The issue of teenage pregnancy remains a national concern that requires utmost remedy but limited evidence on its root causes is among the challenges that deserves due attention.

**Human trafficking:** According to the Rwanda National Police, 153 cases of human trafficking were registered since 2009, with the majority of the victims being young females below the age of 35. The victims were taken to various countries like Uganda, Mozambique, Tanzania, United Arab Emirates (Dubai), Zambia, Malawi and Asian countries<sup>39</sup>. Rwanda has been reported to serve as both a source and transit route for human traffickers. Most Rwandans forced, coerced, or defrauded into labour and exploitative sex trade are initially trapped through promises for better jobs and education.

### 2.4.3. Women's and Girls' Empowerment

The Government of Rwanda has invested considerable efforts to break the cycle of vulnerability among women, by empowering them socially, politically and economically but the following remain as major challenges to overcome:

**Negative cultural attitudes:** Patriarchal attitudes and gender stereotypes continue to keep girls and women under unpaid care work. It also restricts women's and girls' access to education and training especially in the traditionally male reserves fields especially the technical fields (science, engineering and technology) which are highly demanded at the labour market. Culture and traditional beliefs are still major obstacles to the implementation of most of the gender sensitive laws. The patriarchal power relation between men and women, girls and boys continue to undermine women's and girls' ability to contribute to and benefit from development initiatives. The triple role of women – in reproduction, production and as community social service providers - increases their burden, particularly in rural areas.

**Limited skills and knowledge required at the labour market:** much as gender parity has been achieved in formal education including primary education, secondary education and private tertiary education, women continue to be more represented in traditionally female reserved areas, which gives them little chance to meet the labour market demand due to the little room accorded to their qualifications. In fact the market demand focuses more on practical oriented subjects that involve more men than women. Such areas include for example science, technical and vocational trades and different areas of engineering, as illustrated by statistics in the next paragraphs.

*-Representation of male and female students in tertiary education:* female students are less represented compared to males in sciences with males' enrolment of 6,521 as compared to 3,131<sup>40</sup> of females (32.4%); in Engineering, manufacturing and construction male students are

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<sup>39</sup> Refer to the New Times of October 10, 2014 (online version).

<sup>40</sup> Rwanda Statistical Year Book, 2013. NISR, Kigali

overwhelmingly represented with the enrolment of 4,752 compared to 1,480 of females (23.7%)<sup>41</sup>.

*-Representation of male and female students in TVET:* despite the fact that female students are well represented in total numbers (41.8%) compared to 58.2%<sup>42</sup> of males their participation in trades that are more likely to meet the labor market demand remains poor. For example, in Moto Vehicle Engine Mechanics female students represent 1.6% compared to 21.5% of males<sup>43</sup>. In Masonry females represent 3.2% compared to 18.1% of males. Female students remains highly represented in ‘their’ traditionally reserved trades, which give them limited chances to access the labor market. For instance, female’s enrollment in Culinary Art represent 13.71% as compared to 9.01% of males. They represent 19.1% in Dressmaking compared to 2.4% of male students.

The combination of the social treatment of women confining them under unpaid care work and their limited skills and knowledge that are needed at the labour market have led them the sad scenario of endemic poverty, whereby the latter is depicted as having the female face. In actual facts women constitute the majority of the poor with about 43.8% of women-headed households being poor, compared to the 36.9%<sup>44</sup> average for all poor households. An important detail of this women’s poverty is the fact that they remain predominantly employed in subsistence farming (92%) compared to men (77%)<sup>45</sup>, bearing in mind that majority of Rwandan populations base their livelihoods on agriculture, and continue to bear the burden of unpaid care and household work which limits their involvement in productive activities and thereby reduces their income levels and pushes them deeper into poverty.

#### **2.4.4. Gender-based violence**

Though the Government of Rwanda has been and remains committed to promoting gender equality and ending gender-based violence, some challenges still persist:

**Cultural beliefs and religious norms:** like in many other countries the Rwandan culture and religious norms have some aspects that fuel gender-based violence. In actual facts the young girls continue to be socialized through culture and religions to lag behind the young boys which prepares the young girls to become later a submissive wife to her husband. This scenario is sustained by the woman’s economic dependence to the husband which prevents her full participation in the management of household resources irrespective of the legal frameworks in place that promote gender equality. Under Article 209 of the Family Code, 2016 spouses are supposed to jointly manage their household’s resources but in most cases the man has the last say. This situation is likely to fuel domestic violence, which is in most cases gender-based violence in case of disagreement on a decision to be taken.

**Limited knowledge of the laws addressing GBV:** though recognised as crimes under the GBV law, some forms of gender-based violence are still not seen as such by many. Many acts of GBV, particularly domestic violence, are not well understood. Beatings, spouse rape, denial of

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<sup>41</sup> Idem

<sup>42</sup> Education Statistical Year Book, 2016. Ministry of Education, Kigali

<sup>43</sup> Opcit

<sup>44</sup> National Gender Statistical Report, 2016. National Institute of Statistics of Rwanda.

<sup>45</sup> EICV 4, 2013/14

property rights, insults and harassment are also not clearly seen as violence but often perceived as normal within the family context. For example, with regard to attitude toward wife beating the Demographic Health Survey (DHS), 2014-2015 indicates that women are least likely to agree that a man is justified in beating his wife for burning the food (9%). They are most likely to agree that a man is justified in beating his wife if she neglects the children (29%), refuses to have sexual intercourse with him (24%), or goes out without telling him (22%). One in five women (20%) believes that wife beating is justified if the woman argues with her husband. The same attitude is observed among men with slight difference with women but both agree that for some reasons, a man is justified to beat his wife. For example DHS 2014-2015 indicates that men are most likely to agree that a husband is justified in beating his wife if she neglects the children (12%). Men age 15-19 (24%), men who are not employed (20%), and men with no children and never-married men (21%, each) are most likely to agree with at least one reason justifying wife beating. This is an indication that the GBV law and even the other laws directly or indirectly addressing GBV such as the Family code, Land law and a Matrimonial, succession and liberalities law remain unknown by the general population.

This limited dissemination of laws addressing GBV is coupled with the limited awareness of existing Isange One Stop Centers despite of the fact that they are now scaled up at national level, with at least one Isange One Stop Center in each District Hospital. It is noteworthy that the long distance to cover remains another important challenge even for the informed GBV victim.

**Poverty, the vicious circle:** the economic dependence of women on men creates a vicious cycle of GBV. In actual fact if the husband is the perpetrator of violence and the main breadwinner ends up in prison, the economic consequences will be severe for the family. Therefore, often women who suffer GBV with the husbands as the perpetrators, they stay silent and prefer that their husbands are not punished. Wives fear to report them and when husbands are jailed wives may ask for the liberation of the husbands for fear of dying from hunger. This will result in under-reporting of GBV cases; that is also a major issue and the 2015 DHS survey found that only 7% of women affected by violence have sought help from the police.

**Limited coordination of GBV related interventions:** a big number of stakeholders are involved in addressing GBV but there is limited information on who does what, where and when, which is sustaining duplication of efforts and overlap of interventions among other coordination issues. This is paired with the fact that there is limited collaboration between the different stakeholders and structures providing anti-GBV services both at central and decentralized levels.

**Limited involvement of men as agents of change in addressing GBV:** much as men remain majority among GBV perpetrators, it is known that in every society there are good men promoting positive masculinity who could serve as role models in addressing GBV.

#### **2.4.5. Child protection**

**Violence against children within the family:** though there is no research evidence on violence against children in the domestic realm, consultations stressed that children in Rwanda are exposed to different forms of violence at the home, including physical, psychological and sexual violence. Currently there is only general and limited knowledge and awareness about what constitutes abuse of children. Violence against children and child abuse is mainly understood as sexual abuse in the first instance, with other forms of violence often left ignored. It is known that

violence against children affects the growth and development of a child's brain and their capacity to learn, that it inhibits positive relationships and provokes low self-esteem and distress and that it leads to aggressive behaviours. All of this has a serious social and economic cost to society.

**Sexual violence against children:** in most cases sexual violence is perpetrated by someone the child knows and very often it's perpetrated by neighbours or members of the family. Although all children are vulnerable to violent abuse and exploitation, children with disabilities, children living in child-headed households, children on the street, and unaccompanied and separated children are much more at risk to violence. Special protection measures thus need to be put in place to prevent and respond to these (and other) sources of violence against children.

According to the DHS 2010, more than 60,000 children live with disabilities in Rwanda, leaving them vulnerable to abuse, neglect and limited specialized care. Additionally, only 63 percent (DHS 2010) of births are registered, potentially depriving the remaining percentage of children of their fundamental rights, recognition from the state and access to essential services.

The stigma surrounding child sexual abuse is also a major issue. It is seen as bringing shame on the honour of the family. Victims might be accused of lying and judged negatively by others. This is, of course, a double form of suffering – the physical and psychological impacts of the abuse itself and the stress and psychosocial suffering due to the stigma. This stigma is also the main reason families choose not to report sexual abuse and has in effect created a culture of silence around abuse cases.

**Child labour:** The National Policy on the Elimination of Child Labour adopted in 2013 aims at “providing an enabling environment for the prevention, protection, and progressive elimination of child labour and ultimately total elimination of child labour.” The policy recognizes that “boys and girls are affected by child labour differently”, and thereby the need for gender concerns to be mainstreamed into policy and program implementation with special emphasis on the needs of the girl child”.

Critically, the fact that child labour often results in children being unable to attend school means that it hampers the long-term development of the child and limits his/her life opportunities. In 2010, at least 27% of children (5-14 years old) were doing house chores (fetching water or collecting firewood) for more than 4 hours a day for someone who is not a member of the family.<sup>46</sup> In cities, children are known to be working as domestic workers - ‘house boys’ and ‘house girls’. There is very little known about the scale of the problem, the ages of the children, their working conditions and the incidence of violence, abuse or exploitation.

According to the 2012 census, overall, 194,581 children were employed. Labour force participation rates were the highest among female children in urban areas, at 8%. Labour force

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<sup>46</sup> It has to be noted that only harmful types of labour should be prevented. There is nothing wrong at home for a child to sweep the compound or do the dishes or help with farm work if the child is physically able, and still has enough time to go to school, play, eat, sleep, etc. It is a problem when a child is doing it as a job. Campaigns against child labour can have adverse effects if this is not made very clear, so it would be good if harmful child labour is clearly defined.

participation was close to zero among the youngest children, and started increasing from age 13. At age 17, one-third of children were involved in economic activities. More than one in four children was contributing to a family business, and 22% were employees. The most common main occupation for employed children aged 5–17 was agriculture, forestry or fishery work (58%), followed by service and sales occupations, in which 12,462 children below the age of 16 and 20,864 children aged 16 and 17 were involved.

**Orphans and child-headed households:** The highest proportion of orphans is found in Kigali and in households categorized as relatively wealthy. While generally classified as a vulnerable group, orphans are not more likely to suffer poverty than other children in Rwanda. According to the 2012 Rwanda Population and Housing Census the poverty rate for orphans was 34%, significantly below the national average for non-orphan children (49%). In addition, orphans were also more likely to work and less likely to go to school than other children.<sup>47</sup> The percentage of orphans in 2012 was considerably lower than 10 years before. Eighty six percent (86%) of children living in an orphanage still had both parents alive; 8% had lost their father; 2% had lost their mother; and 1% (68,767 children) were double-orphans, i.e. both mother and father are deceased. Orphan children tend to live in households that are better off than the national average.

**Separated and unaccompanied children:** Children may become separated from their families or traditional care-givers as a consequence of natural or man-made disaster. This includes children fleeing from war and violence in neighbouring countries and children affected by natural disasters, such as flooding, landslides, drought, etc. These children are particularly vulnerable to abuse and exploitation and are in need of specific protection. There are no statistics on this category of children but consultations with resource persons confirmed that they do exist in the country due to the natural disasters taking place in the country such as flooding and land sliding.

**Birth registration:** the exercise of birth registration with the civil authorities represents an important administrative vehicle to protect children's rights. The 2012 Population and Housing Census reports that 21% of children in Rwanda were not registered. Among the children below the age of 2, only 57% were registered with the civil authorities. The percentage of children whose birth was registered was the highest among children aged 6-12, those living in rural areas, and those living in non-poor households.<sup>48</sup> This gaps in terms of birth registration affects a sizable number of children who remain with very limited respects of their rights.

**Nationality:** Identification of Rwandan nationality is eased through the issuance of a national identity card, which is available to all Rwandans attaining the age of 16. However, it is not clear what proportion of children in the 16-18 years age group who actually have ID cards, nor the extent to which the absence of these cards affects children in terms of accessing services.

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<sup>47</sup> DHS 2010

<sup>48</sup> NSIR, census 2012

## CHAPTER III: STRATEGIC FRAMEWORK FOR GENDER EQUALITY, FAMILY PROMOTION AND CHILD RIGHTS PROTECTION

### 3.1. Strategic goals for Gender Equality, Family Promotion and Child Rights Protection

The strategic goals of the Ministry of Gender and Family Promotion are encapsulated in the vision and mission of the mentioned Ministry as unpacked below through its motto, vision and missions.

**Moto:** Stable Family, Gender equality and complementarity

**Vision:** Creating a conducive environment for the family stability, gender equality and child protection towards sustainable development.

**Mission:**

- Guarantee secure environment for all family members
- Empower women and girls
- Non-discrimination, complementarity and gender equality promotion
- Design and implement positive masculinity
- Eradicate gender-based violence
- Reinforce family unity and positive parenting

### 3.2. Priority areas and associated outcomes

Based on the above vision and mission the following priority areas have been set as the usual areas of intervention of the Ministry but paired with outcomes that emerged from extensive consultations with key stakeholders. Proposed outcomes have been inspired by key challenges as identified through consultations with different resource persons. The next sections discuss priority areas and associated outcomes.

#### 3.2.1. Priority Area 1: Family Promotion and child protection

The following challenges were highlighted: Family conflict and division of labour that sustain inequalities among spouses and instability in families; Gender inequality norms that are promoted through construction sites such as culture and religion; Early childhood development (ECD) that should cover all children of all categories under the age of 6 years but which is still to be disseminated as a concept prior to addressing implementation challenges; Delinquency that is covering a range of issues (sex work, drug abuse, begging and street vending, homelessness, using drugs or selling drugs, vagrancy, street children, prostitution and theft), Teenage pregnancy and Human trafficking. Based on the above key challenges the following outcomes have been formulated:

*Outcome 1.1: Family welfare strengthened.*

*Outcome 1.2: Life conditions of most vulnerable children improved*

*Outcome 1.3: Access to quality ECD services increased*

### **3.2.2. Priority Area 2: Gender Equality**

The following challenges emerged as the most important ones across different sectors:

Traditional and cultural norms that sustain inequalities between men and women, boys and girls, as transpired through different construction sites of gender inequalities such as nuclear families, religions, schools, media, etc. Other key issues under this area include: limited capacity in terms of skills and knowledge to translate gender policies into actions for the Public Sector, Civil Society Organizations and the Private Sector; limited sex-disaggregated and gender-disaggregated data; limited gender sensitive tools for data collection, data analysis, monitoring and evaluation and reporting and the Gender Responsive budgeting program that remains implemented under government interventions only. The following outcomes have been recommended:

*Outcome 2.1: Attitudes & practices towards gender equality improved*

*Outcome 2.2: Sector policies, strategies and programs engendered;*

*Outcomes 2.3: Capacity of Public, CSOs & Private Sector to embrace gender equality strengthened*

### **3.2.3. Priority Area 3: Women Empowerment**

The following were found to be the major challenges hampering women empowerment: low female participation in economic activities, as most of women are more involved in unpaid care work, cultural norms sustaining the mindset that women empowerment is not relevant, low level of literacy and limited representation of women in competitive decision making positions in local government, SCOs, RBOs & Private sector. Based on the above challenges the following outcomes have been proposed:

*Outcome 3.1: Financial Performance for Women Increased;*

*Outcome 3.2: Participation of women in local governance Increased.*

### **3.2.4. Priority Area 4: Gender-Based Violence**

Gender based violence is faced with key challenges both under prevention and response including: cultural belief and religious norms that sustain gender-based violence; limited awareness on GBV, human trafficking, limited awareness on laws, policies and mechanisms directly or indirectly addressing GBV; long distance to cover by GBV victim to reach needed assistance; lack of forensic laboratory to provide needed evidence and limited coordination of GBV related interventions. The following has been proposed as an outcome in line with the above challenges:

*Outcome 4.1: Gender based violence and child abuse managed*

### **3.2.5. Priority area 5: Coordination, Communication, Partnership and M&E**

As the heading indicates this area covers four components including coordination, communication, partnership and M&E. The key challenges identified under this area include:

- ◆ Limited coordination mechanism of MIGEPROF entities/Structures (NGM community structures, Gender and Family Promotion Officers at District Level);
- ◆ Overlap in the implementation of some interventions of MIGEPROF and its affiliated agencies;
- ◆ Limited coordination in the implementation of NGM communication strategy;
- ◆ Limited use of various/innovative communication channels & tools targeting specific groups;
- ◆ Inefficient implementation of the National Gender Coordination and Partnership Strategy;
- ◆ Limited Human capacity and M&E frameworks to monitor the Ministry's and partners' interventions/commitments.

The above challenges informed the following outcomes:

*Outcome 5.1: National Gender Machinery Coordination, Communication and Partnership Improved;*

*Outcome 5.2: Data collection and Management Improved*

### **3.3. Link with the Vision 2050 and National Strategy for Transformation (NST1)**

**3.3.1. Link with Vision 2050:** This Strategic Plan for Gender Equality and Family Promotion 2017/18 –2023/24 contributes and responds directly to both *Vision 2050* and NST, the key strategies framing investment in Rwanda's future national development. The goal of *Vision 2050* is to ensure high standards of living for all Rwandans by contributing to national development across five areas:

- Quality of life;
- Modern infrastructure and livelihoods;
- Transformation for prosperity;
- Values for the future; and
- International cooperation and positioning.

Given the crosscutting nature of gender and family, this Strategic Plan contributes directly to all five of these areas, as follows:

*-Quality of life:* achievement of quality of life requires among other things that both men and women be equally treated as beneficiaries and contributors of provided services. The latter should respond to specific needs of men and women beneficiaries to ensure ownership and sustainability. For this to become a reality gender mainstreaming is the excellent approach that should be used.

*- Modern infrastructure and livelihoods:* infrastructure and livelihood facilities should be gender responsive to ensure both men and women's interest and priorities are taken into consideration, which goes in line with gender equality principles promoting people driven planning. For the latter to be successful it should start with assessing the situation in terms of specific needs/interests of beneficiaries, which actually matches very well with gender situational analysis. Thus modern infrastructures and livelihoods should be designed and

implemented in a way that responds to the specific needs of beneficiaries/users and consumers including men and women.

*-Transformation for prosperity:* looked at through gender lens the word ‘transformation’ means reducing existing inequalities between men and women towards gender equality which the ultimate goal of gender mainstreaming. Integrating gender dimension in national planning both in NST and Vision 2050 will facilitate a genuine economic and social transformation of not only achieving the economic goals sets but also reducing the current gender gaps in the Rwandan society where men and women will have gender equitable attitude and practices.

*-Values for the future:* when gender dimension is captured and effectively implemented in future national planning, equality between men and women will become a reality and will end up getting integrated in everyday life of Rwandan citizens to become one of the commonly promoted values for the entire country.

*-International cooperation and positioning:* Rwanda has gone far already in terms of promotion of gender equality and its leading worldwide in women’s representation in the Parliament (64%). Several countries have been visiting to learn from Rwanda’s experience in promoting gender equality. This has been already cementing a certain level of cooperation and positioning both at international and regional levels. Continued and sustained promotion of gender equality and family will pave the way for better Rwanda’s room in the international and regional arenas.

### **3.3.2. Link with the National Strategy for Transformation (NST 1)**

NST 1 recognizes ‘Gender and family promotion’ as one of the crosscutting areas which means that every sector should consider this area through the different project/intervention cycle including designing, implementation, monitoring and evaluation. This means that ‘gender and family promotion’ links with the different NST 1 priorities including economic transformation, social transformation and transformational governance. Although it remains a crosscutting area, gender and family promotion will not cover every single priority areas as highlighted in the NST1 but more emphasis will be placed on those priority areas with key gender issues perceived as national concern in line with the following NST 1 outcomes:

**Economic transformation:** under this priority area the following outcomes will be given due attention to ensure gender and family promotion is effectively considered:

#### **Outcome 1: Increased productive jobs for youth and women**

Under the above outcome, NST 1 highlights that youth and women will be empowered to create business through entrepreneurship and access to working capital and long-term finance. Business Development Advisors will also provide practical training, mentoring and coaching to youth and women entrepreneurs including those in the informal sector. Linkages with existing guarantee schemes will be enhanced to provide better access to finance to youth and women MSMEs through a decentralised approach.

The materialization of this statement will be illustrated by implementation of one model income and employment generating project, built on inclusiveness, in each village. Operational guidelines for an investment facility to support projects under Umurenge SACCO will be

designed and implemented. Gender and family promotion guidelines to ensure effective gender mainstreaming in this income generating project will be developed and submitted to relevant stakeholders for use. This will contribute in ensuring that the target of 214,000 off-farm jobs per annum is gender responsive.

### **Outcome 2: Increased number of Rwandans with appropriate skills tailored to labour market demands**

Under this outcome NST 1 provides for promotion of TVET's role in job creation, Competency Management Working Groups involving private sector operators to be set up. It is highlighted that TVET will be upgraded into Technology Competence Centres (TCCs) to train fresh university graduates to meet priority industry needs based on guidance from the Competence Management Working Groups. Female youth will be targeted before entering the labour market through social networking and mentorship programmes. A programme aimed at boosting female enrolment in science and technology and in TVET will be developed. This will serve as an excellent entry point for gender and family promotion to bridge the gender gap in the mentioned trades, as they have been so far male dominated which sustains gender inequalities at the labour market with women lagging behind men. Thus, gender guidelines and tools to effectively address gender divides in these areas will be developed and put at the disposal of relevant stakeholders for use.

**Social transformation:** special attention is placed on the outcomes embedded with key gender issues as discussed below.

### **Outcome 1: Increased and sustained graduation from poverty and extreme poverty**

NST 1 stresses that the VUP Expanded Public Works Programme will be extended nationwide. To address the limitations associated with traditional VUP Public Works, an Expanded Public Works scheme will be implemented in all sectors (*Imirenge*) to provide year-round, flexible employment to poor and households with limited labour capacities. Female-headed households caring for young children and households having children at risk of malnutrition will be prioritised under this scheme. Gender and family promotion guidelines will be produced and used to ensure gender responsive identification of beneficiaries of the Expanded Public Works scheme.

### **Outcome 2: Reduced malnutrition among children under 5 years**

NST1 will improve and scale up a number of initiatives already in place to address malnutrition. These include ensuring and sustaining food security, food supplementation schemes (Fortified Blended Food), One Cow per Poor Family (*Girinka*) (through increased milk consumption and increased productivity in kitchen gardens due to the use of cow manure, etc.), One Cup of Milk per Child for the poor and families having malnutrition problems and promotion of healthy eating behaviour. The 1,000 Days Programme i.e. the period of a woman's pregnancy up to her child's second birthday, will be promoted. This focuses on good nutrition and care for mother and child as well as sensitising households on good nutrition practices through ECDs and health centres. Engaging both women and men under this program will be given due attention to ensure every parent plays his/her role in addressing malnutrition for better life of the family in general and that of the child and the mother in particular.

### **Outcome 3: Increased contraceptive prevalence**

To help reinforce the Demographic Dividend, NST1 will increase awareness on reproductive health and increase the contraceptive usage rate from 48% in 2013/14 to 60% in 2024 (MINECOFIN & OPM, 2017). This will be achieved through ensuring universal access to contraceptive information and services to avoid unplanned pregnancies, with a particular focus on underserved populations such as the youth, people with disabilities and people living in areas that are geographically hard to reach. Consideration of gender dimension under this initiative will involve both men and women, boys and girls for effective use of contraceptive methods. Particular attention will be placed on men to use available methods such as condoms and vasectomy.

### **Outcome 4: Enhanced quality of higher education system**

NST 1 considers to strengthen STEM across all levels of education, with a focus on higher education, which will require the identification and attraction of the most excellent and suitable students for STEM. By strengthening STEM research centres and increasing the number of science schools, the STEM students enrolling in higher education and TVET courses will increase from 44% in 2016 to 80% by 2024 (MINECOFIN & OPM, 2017). In order to accelerate the growth in enrolment in higher education, all HEIs will establish multi-mode approaches (e.g. distance learning) to deliver programmes with the aim of ensuring that 31.2% of programmes are available through Open and Distance e-Learning (ODEL) by 2024. Consideration of gender by encouraging female students to apply for STEM and TVET by incentivising them (e.g.: facilitation of accommodation, linkage with employers, etc) will help in increasing the proportion of female students towards gender parity in 2024.

**Transformational governance:** the following outcomes offers more space for gender and family promotion as stated in the NST1:

#### **Outcome 1: Strengthened Unity of Rwandans**

NST 1 highlights that a model National Civic Education Centre for the “*Itorero ry’Igihugu*” plus one branch per Province will be established to foster a mindset that accelerates development and national self-reliance. The voluntary national service programme (*Urugerero*) will be strengthened under the self-reliance agenda. Under this outcome gender equality is stressed as follows:

“Gender equality, equal opportunities and a culture of solidarity with vulnerable groups will be promoted. This will be achieved through mainstreaming gender into sector and district strategies and across investments and by increasing community awareness of gender equality and promotion of sensitivity to vulnerable groups”. This will be materialize through the ongoing Gender Responsive Budgeting program (GRB) by empowering relevant districts staff to be equipped with required skills and knowledge to ensure effective gender responsive planning and budgeting.

NST 1 considers existing traditional mechanisms for family promotion (e.g. *Umugoroba w'Ababyeyi, Inshuti z'Umuryango, etc.*) as excellent entry points for unity of Rwandans and thus provides for strengthening them. It further states that parents will be mobilised to assume their responsibilities through *Itorero ry'Umudugudu*. This will be a good opportunity to engage both men and women so that every gender can play his/her role in promoting unity in Rwanda. Gender mainstreaming guidelines will be produced and used to ensure used materials covers specific needs of beneficiaries including men and women. Furthermore existing materials used by the mentioned existing mechanisms will be revised and adapted through gender lens.

## **Outcome 2: Peace and Security guaranteed**

To fight gender-based violence (GBV) and child abuse, NST1 will strengthen prevention and response strategies. Specific interventions will include establishing new and strengthening existing family cohesion home-grown initiatives and implementing the integrated health care services for GBV victims. Partnerships will be strengthened with the Private sector, CSOs, FBOs. And multiple community awareness campaigns for fighting GBV and child abuse will be conducted. Gender and family promotion guidelines will be developed to inspire the partnership between the private sector, CSO and FBOs.

Based on the outcomes as proposed under each priority area, and the link between Vision 2015 and NST1, a series of strategic actions have been proposed as outlined in section 3.4 below.

### **3.4. Strategic actions to achieve planned outcomes**

This section outlines strategic actions or interventions to achieve the proposed outcomes and associated outputs as shown under Table 2 below.

**Table 2: Summary of outcomes and related strategic actions/interventions**

S/N	<i>Outcome 1.1: Family welfare strengthened</i>	
	<b>Output</b>	<b>Strategic actions/Interventions</b>
1	Output 1.1.1: Family Dialogues at Community level Strengthened	-Develop and implement trainings on marital rights and obligation for couples to be married -Conduct regular awareness campaigns on family related issues and associated laws. - Develop and update guidelines on home grown initiatives.
2	Output 1.1.2: Legalization of marriage increased	-Identify couples living in illegal marriage -Mobilize identified couples to legalize their marriage; -Include this indicator in national surveys for follow up.
3	Output 1.1.3: Involvement of spouses in positive parenting increased	-Identify parents not assuming their parental responsibilities:  -Mobilize identified parents to assume their responsibilities through Umugorobaw'Ababyeyi and Itorero ry'Umudugudu
<i>Outcome 1.2: Life conditions of most vulnerable children improved</i>		

4	Output 1.2.1: Reintegration of orphans into families increased	-Conduct awareness campaign on Turabarere mu muryango/TMM -Organize transfer of orphans from institutions to families; -Organize follow up and coaching sessions by social workers/psychologist.
5	Output 1.2.2: Teenage pregnancy reduced	-Conduct anti-teenage pregnancy campaign in secondary schools; - Conduct Educative campaigns for teenagers on sexual and reproductive health
6	Output 1.2.3: Children rights mainstreamed in ICT related programs.	Advocate for children's rights in ICT related programs
7	Output 1.2.4: Services for children with special needs and disabilities increased	-Organize early screening of children with special needs and disabilities; -Training parents and caregivers on how to handle children with special needs and disabilities ; -Promote inclusive settings for learning and services.
<b>Outcome 1.3: Access to quality ECD services increased</b>		
8	<i>Output 1.3.1:</i> Integrated ECD quality services scaled up	-Accreditation of new ECD centers -Collecting, analyzing and sharing data and information on ECD interventions -Mobilizing families to improve child feeding practices (e.g.: through cooking demonstrations and discussions on good nutrition through “the parents evening program “Umugoroba w’ababyeyi”) -Coordinating, Monitoring and Evaluating ECD Centers services
9	<i>Output 1.3.2:</i> Parental knowledge and skills on responsive caring are increased.	-Increased efforts on Positive parenting fostering nutrition status within HH with emphasis on 1000 days. -Engaging men in child care and feeding -Promoting the use of Agakono k’umwana (child’s bowl) initiative Train care givers and parents leaders on positive parenting;
9	<i>Output 1.3.3:</i> Community awareness on best practices on nutrition increased.	-Conduct community awareness on nutrition interventions and best practices on nutrition. -Train caretakers on nutrition services
10	<i>Output 1.3.4:</i> Knowledge and experience on ECD shared.	- Hold national and international conferences
<b>Outcome 2.1: Attitudes &amp; practices towards gender equality improved</b>		
11	<i>Output 2.1.1:</i> Perceptions of Rwandans on gender equality enhanced	-Conduct awareness raising on gender equitable behavior -Educate community members on positive and gender sensitive norms through existing platforms (e.g.: Itorero ry’Igihugu, UWA...).
12	<i>Output 2.1.2:</i> Involvement of men in domestic care work increased.	Organize training sessions for men and women in MenEngage approach for gender transformation of

		beneficiary households.
<b><i>Outcome 2.2: Sector policies, strategies and programs engendered</i></b>		
13	<i>Output 2.2.1:</i> Sector policies, programs & strategies in place are assessed from gender perspective.	-Conduct gender review of policies, strategies and programs; -Provide recommendations to engender reviewed documents.
<b><i>Outcome 2.3: Capacity of Public, CSOs &amp; Private Sector to embrace gender equality strengthened</i></b>		
14	<i>Output 2.3.1:</i> Awareness on gender mainstreaming in policies, strategies, programs and tools for Policy Makers for the Public Sector, civil society, RBOs and Private Sector raised.	Organize awareness raising sessions for Policy Makers for the Public Sector, Civil Society, RBOs and Private Sector.
15	<i>Output 2.3.2:</i> Gender mainstreaming & analysis skills enhanced through Gender Economic Policy Management Course	Review of and updating existing training modules; Organize training sessions on gender mainstreaming for professionals from the Public Sector, civil society, RBOs and Private Sector.
<b><i>Outcome 3.1: Financial Performance for Women Increased</i></b>		
16	<i>Output 3.1.1:</i> Women' access to finance increased.	-Identify training needs assessment; -Organize trainings on financial literacy and entrepreneurship. -Facilitate linkages with existing financial opportunities -Mobilize women on the benefits of working with financial institutions -Conduct a survey to assess change
17	<i>Output 3.1.2:</i> Women's access to loans increased.	- Mobilize and link women with business development fund to access loans through guarantee and grants schemes.
18	<i>Output 3.1.3:</i> Women and girls skills enhanced through mentorship programs in entrepreneurship, leadership and career guidance.	Conduct mentorship programs and coaching sessions
<b><i>Outcome 3.2: Participation of women in local governance Increased</i></b>		
19	<i>Output 3.2.1:</i> Participation of women in local government increased. Produce and broadcast TV & Radio pre-recorded & live talk shows, presenter mentions and spots to fight GBV and child abuse;	Put in place initiatives towards building capacity of women in leadership.  Increase community awareness on promotion of gender equality.
<b><i>Outcome 4.1: Gender based violence and child abuse managed</i></b>		
20	<i>Output 4.1.1</i> Gender based violence and child abuse prevention strategies strengthened.	-Conduct campaigns in community on GBV, child abuse; -Train couples on GBV prevention through Indashyikirwa approach - Train community activities to prevent GBV at grassroots level. Train community activities to prevent GBV at grassroots level. - Conduct training of media, CSOs, RBOs, local leaders on GBV, child abuse; - Produce and broadcast TV & Radio pre-recorded & live talk shows, presenter mentions and spots to fight

		GBV and child abuse; -Conduct training sessions for community structures on handling GBV and Child abuse issues.
<b><i>Outcome 5.1 :National Gender Machinery Coordination, Communication and Partnership Improved</i></b>		
21	<i>Output 5.1.1:</i> Gender and Family cluster revived	Operationalize the National Gender and Family Cluster meeting
22	<i>Output 5.1.2:</i> Communication messages well packaged and timely disseminated	Develop NGM Joint yearly communication Plan
23	<i>Output 5.1.3:</i> Partners well coordinated	Coordinate signed MOUs
<b><i>Outcome 5.2: Data collection and Management Improved</i></b>		
24	<i>Output 5.2.1:</i> Integrated data management system (MIS) developed	Develop and operationalize integrated data management system (MIS).
25	<i>Output 5.2.2:</i> Regular assessment of Gender and Family related interventions conducted	Conduct M&E on gender and Family related interventions
36	<i>Output 5.2.3:</i> Gender and Family related researches conducted.	Conduct and disseminate gender and family related research findings

To effectively achieve the above mentioned outcomes through the proposed strategic actions, more elaborate tool is needed, which requires additional elements that come into play including relevant stakeholders or responsible part, performance indicators to facilitate measurement of achieve results, baseline to inform targets set and required estimate budget as indicated in Table 3 below.

**Table 3: Implementation Plan Matrix for the MIGEPROF Strategic Plan 2018/19-2023/2024**

<b>Outcome 1.1: Family welfare strengthened</b>												
<b>Outcome indicators: % of households with less conflicts increased</b>												
Outputs	Performance indicator	Baseline	Targets (2018-2024)						Interventions/ Activities	Responsible	Budget / mil-lions	
			2018/2019	2019/2020	2020/2021	2021/2022	2022 /2023	2023/ 2024				
<i>Output 1.1.1:</i> Family Dialogues at Community level Strengthened	Availability of training manuals on marital rights and obligation for couple couples to be married	Nozimibanire Training manual	Training manual on rights of married couples	Training reports on married couples	Training reports on married couple	Develop and implement trainings on marital rights and obligation for couples to be married	MIGEPROF	100				
	Number of conducted campaigns on family promotion campaign	Integrated family campaign	Conduct one campaign on family promotion related laws.	Conduct one campaign on family promotion related laws.	Conduct one campaign on family promotion related laws.	Conduct one campaign on family promotion related laws.	Conduct one campaign on family promotion related laws.	Conduct one campaign on family promotion related laws.	Conduct one campaign on family promotion related laws.	Conduct regular awareness campaigns on family related issues and associated laws.	MIGEPROF	150
	Number of updated guidelines on home grown solutions	Old version of guidelines on UWA & IZU	Revised and updated existing guidelines								-Develop and update guidelines on home grown initiatives.	MIGEPROF
<i>Output 1.1.2:</i> Legalization of marriage increased	Number of campaigns on legalization of marriage.	TBD	Two campaigns on legalization of marriage	-Identify couples living in illegal marriage -Mobilize identified couples to legalize their marriage; -Include this indicator in national surveys for follow up.	MIGEPROF	50						
<i>Output 1.1.3:</i> Involvement of spouses in positive parenting increased	Number of mobilization sessions conducted.	TBD	Four mobilization sessions	-Identify parents not assuming their parental responsibilities: -Mobilize identified parents to assume their responsibilities through Umugoroba w'Ababyeyi and Itorero ry'Umudugudu	MIGEPROF	100						

<b>Outcome 1.2: Life conditions of most vulnerable children improved</b>											
<b>Outcome indicators:</b> % of orphans reintegrated into families; % of street children reintegrated into families; % of teen mothers supported; % of child withdrawn from child labor reintegrated into schools; Child labor reduced; % of school dropouts reintegrated; Existence of effective regulatory framework for online and mass media child protection											
Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/ Activities	Responsible	Budget/millions
			2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024			
<i>Output 1.2.1:</i> Reintegration of orphans into families increased	% of orphans integrated into families	73%	75%	78%	80%	85%	90%	100%	-Conduct awareness campaign on Turabarere mu muryango/TMM -Organize transfer of orphans from institutions to families; -Organize follow up and coaching sessions by social workers/psychologist.	MIGEPROF NCC	85
<i>Output 1.2.2:</i> Teenage pregnancy reduced.	Number of campaigns on dangers of teen pregnancy conducted	Integrated family campaigns	Two anti-teenage pregnancy campaign	Two anti-teenage pregnancy campaign	Two anti-teenage pregnancy campaign	Two anti-teenage pregnancy campaign	Two anti-teenage pregnancy campaign	Two anti-teenage pregnancy campaign	Conduct anti-teenage pregnancy campaign in secondary schools;	MIGEPROF	100
	Number of Districts reached by campaigns on sexual and reproductive health conducted.	Integrated family campaigns	30	30	30	30	30	30 \	Conduct Educative campaigns for teenagers on sexual and reproductive health.	MIGEPROF	200
<i>Output 1.2.3:</i> Children rights mainstreamed in ICT related programs.	Availability of ICT related policy considering children's rights	TBD	-	ICT policy mainstreaming children's rights available	-	-	-	-	Advocate for children's rights in ICT related programs	MIGEPROF	50

<b>Outcome 1.3: Access to quality ECD services increased</b>											
<b>Outcome indicators: ECD Net Enrollment Rate</b>											
Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/ Activities	Responsible	Budget/millions
			2018/ 2019				2022/ 2023	2023/ 2024			
<i>Output 1.3.1:</i> Integrated ECD quality services scaled up	Number of newly established ECD spaces (Home-based, center-based, market-based, church-based) operational	3,971	5801	7631	9461	11,291	13,121	14953	Accreditation of new ECD centers Collecting, analyzing and sharing data and information on ECD interventions	MIGEPROF	60
	% of ECD centers with required minimum standards.	TBD	70%	100%	100%	100%	100%	100%	Monitoring ECD Centers services	MIGEPROF	30
<i>Output 1.3.2:</i> Parental knowledge and skills on responsive caring are increased.	Number of care givers and parents leaders trained on positive parenting.	TBD	4,240	4,452	4,664	4,876	5, 088	5,300	Train care givers and parents leaders on positive parenting	MIGEPROF	100
<i>Output 1.3.3:</i> Community awareness on best practices on nutrition increased.	Number of districts covered by awareness campaigns conducted.	TBD	30	30	30	30	30	30	Conduct community awareness on nutrition interventions and best practices on nutrition.	MIGEPROF	200
	Number of caretakers trained on nutrition services offered in ECD	TBD	4,240	4,452	4,664	4,876	5, 088	5,300	Train caretakers on nutrition services	MIGEPROF	200
<i>Output 1.3.4:</i> Knowledge and experience on ECD shared.	Number of national and international conferences on ECD organized.	ECD symposium in 2017	National conference on ECD held	International conference on ECD held.	National conference on ECD held	International conference on ECD held.	National conference on ECD held	International conference on ECD held.	Hold national and international conferences	MIGEPROF	600

<b>Outcome 2.1: Attitudes &amp; practices towards gender equality improved</b>												
<b>Outcome indicators: % of Rwandans with positive attitudes and practices towards gender equality</b>												
Output	Output indicator	Baseline	Targets(2018-2024)						Interventions/Activities	Responsible	Budget (Million RWF)	
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024				
<i>Output 2.1.1:</i> Perceptions of Rwandans on gender equality enhanced	Number of awareness campaigns conducted.	TBD	Gender awareness month conducted	-Conduct awareness raising on gender equitable behavior -Educate community members on positive and gender sensitive norms through existing platforms (e.g.Itorerory'Igihugu, UWA...).	MIGEPROF	350						
<i>Output 2.1.2:</i> Involvement of men in domestic care work increased.	Number of couples trained on Men Engage approach	TBD	300	300	300	300	300	300	300	Organize training sessions for men and women in MenEngage approach for gender transformation of beneficiary households.	MIGEPROF	80
<b>Outcome 2.2: Sector policies, strategies and programs engendered</b>												
<b>Outcome indicators: % of policies, strategies and programs engendered and used</b>												
Output	Performance indicator	Baseline	Targets(2018-2024)						Strategic actions/Interventions	Responsible	Budget (Million RWF)	
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024				
<i>Output 2.2.1:</i> Sector policies, programs & strategies in place are assessed from gender perspective.	Number of policies, strategies & programs reviewed.	0%	50%	100%	100%	100%	100%	100%	100%	-Conduct gender review of policies, strategies and programs; -Provide recommendations to engender reviewed documents;	MIGEPROF	150

<b>Outcome 2.3: Capacity of Public, CSOs &amp; Private Sector to embrace gender equality strengthened</b>											
<b>Outcome indicators: % of personnel from Public, CSOs &amp; Private Sector with increased skills in gender mainstreaming</b>											
Output	Performance indicator	Baseline	Targets (2018-2024)						Interventions/Activities	Responsible	Budget (Million RWF)
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024			
<i>Output 2.3.1:</i> Awareness on gender mainstreaming in policies, strategies, programs and tools for Policy Makers for the Public Sector, civil society, RBOs and Private Sector raised.	Number of policy makers involved in awareness raising sessions	60 MPs	80	80	80	80	80	80	Organize awareness raising sessions for Policy Makers for the Public Sector, Civil Society, RBOs and Private Sector.	MIGEPR OF	300
<i>Output 2.3.2:</i> Gender mainstreaming & analysis skills enhanced through Gender Economic Policy Management Course	Number of staff trained	224	120	120	120	120	120	120	Review of and updating existing training modules; Organize training sessions on gender mainstreaming for professionals from the Public Sector, civil society, RBOs and Private Sector.	MIGEPR OF	200

<b>Outcome 3.1: Financial Performance for Women Increased</b>											
<b>Outcome indicator: % of women owners of business (SMES)</b>											
Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/ Activities	Responsible	Budget/mil lions
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024			
<i>Output 3.1.1:</i> Women' access to finance increased.	% change in financial inclusion for women.	86%	88%	90%	91%	93%	95%	97%	-Identify training needs assessment; -Organize trainings on financial literacy and entrepreneurship. -Facilitate linkages with existing financial opportunities - Mobilize women on the benefits of working with financial institutions -Conduct a survey to assess change	MIGEPROF	200
<i>Output3.1.2:</i> Women's access to loans increased.	Number of women benefiting from loans facilities.	863	1, 500	2000	2000	2000	2000	2000	- Mobilize and link women with business development fund to access loans through guarantee and grants schemes.	MIGEPROF	100
<i>Output 3.1.4:</i> Women and girls skills enhanced through mentorship programs in entrepreneurship, leadership and career guidance.	Number of women and girls mentored	1,500	2000	2000	2000	2000	2000	2000	Conduct mentorship programs and coaching sessions	MIGEPROF	300

<b>Outcome 3.2. Participation of women in local governance Increased</b>													
<b>Outcome indicator: % of women leaders in local governance</b>													
Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/ Activities	Responsible	Budget/ millions		
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024					
<i>Output 3.2.1:</i> Participation of women in local government increased.	% of men and women in leadership and decision-making position.	17% of women Mayors 17% of women Vice-Mayors Economic								Put in place initiatives towards building capacity of women in leadership. Increase community awareness on promotion of gender equality.	MIGEPROF	30	
<b>Outcome 4.1: Gender based violence and child abuse managed</b>													
<b>Outcome indicators: -% of cases of GBV, child abuse, human trafficking reported by gender; % of GBV, child abuse, human trafficking victims provided with adequate holistic relief and reintegration services.</b>													
Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/Activities	Responsible	Budget (Million RWF)		
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024					
<i>Output 4.1.1</i> Gender based violence and child abuse prevention strategies strengthened.	Number of campaigns on fighting against GBV and Child Abuse conducted;	TBD	2 campaigns	2	2	2	2	2	2	Conduct campaigns in community on GBV, child abuse;	MIGEPROF	300	
	Number of couples trained	640	640	640	640	640	640	640	640	Train couples on GBV prevention through Indashyikirwa approach	MIGEPROF	400	
	Number of opinion leaders and services providers trained and mentored.	TBD	855	855	855	855	855	855	855	Train community activities to prevent GBV at grassroots level.		450	
	Number of representatives from media, police officers, prosecutors, judges, local leaders, CSOS, RBOS trained on GBV and child abuse;	TBD	300	300	300	300	300	300	300	300	Conduct training of media, CSOs, RBOs, local leaders on GBV, child abuse;	MIGPEORF	200
	Number of radio and TV talk shows on fighting GBV and CA broadcasted;	TBD	4	4	4	4	4	4	4	4	Produce and broadcast TV & Radio pre-recorded & live talk shows, presenter mentions and spots to fight	MIGEPROF	30

									GBV and child abuse;		
	Number of community structures members trained on GBV, child abuse and Human Trafficking.	7737	3000	3000	3000	3000	3000	3000	Conduct training sessions on community stru handle GBV, Child abuse issues;	MIGEPR OF	200

**Outcome 5.1 :National Gender Machinery Coordination, Communication and Partnership Improved**

**Outcome indicator: Level of coordination and Partnership**

Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/ Activities	Responsible	Budget millions
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024			
<i>Output 5.1.1:</i> Gender and Family cluster revived	Number of meetings of the Gender and Family Cluster held	In place	2	2	2	2	2	2	Operationalize the National Gender and Family Cluster meeting	MIGEPROF	150
<i>Outout 5.1.2:</i> Communication messages well packaged and timely disseminated	Availability of well packaged messages	TBD	Communication plan in place	Communication plan updated	Develop NGM Joint yearly communication Plan	MIGEPROF	50				
<i>Output 5.1.3:</i> Partners well coordinated	% of MOUs implemented.	TBD	100%	100%	100%	100%	100%	100%	Coordinate signed MOUs	MIGEPROF	60

<b>Outcome 5.2: Data collection and Management Improved</b>												
<b>Outcome indicator: Availability of Data collection and Management tools</b>												
Output	Performance indicator	Baseline	Targets(2018-2024)						Interventions/ Activities	Responsible	Budget/ millions	
			2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024				
<i>Output 5.2.1:</i> Integrated data management system (MIS) developed	Availability of integrated data management system (MIS)	TBD	Data management system (MIS) in place.	Data management system updated	Develop and operationalize integrated data management system (MIS).	MIGEPROF	70					
<i>Output 5.2.2:</i> Regular assessment of Gender and Family related interventions conducted	Number of policies and strategies assessed	TBD	50%	60%	70%	80%	90%	95%		Conduct M&E on gender and Family related interventions	MIGEPROF	80
<i>Output 5.2.3:</i> Gender and Family related researches conducted.	Number of research works conducted	TBD	1	1	1	1	1	1		Conduct and disseminate gender and family related research findings	MIGEPROF	100

## CHAPTER IV: IMPLEMENTATION FRAMEWORK

### 4.1. Sequencing of interventions

The key interventions or priority actions which are linked to outcomes and outcomes indicators as well as corresponding targets indicate that there is interdependence between interventions. As the Strategic Plan for Gender Equality and Family Promotion 2018-2024 is for 6 years, each annual plan will be drawn from the mentioned strategic plan and the level of annual implementation will determine the baseline for the implementation of the following year. The sequencing of interventions is also closely related to the allocation of responsibilities and the coordination of different interventions from a web of partners/stakeholders. Thus the Ministry of Gender and Family Promotion together with its implementing agencies including the National Women Council and the National Commission for Children will work in close collaboration with the different stakeholders from the public sector, CSOs, RBOs and Private Sector to ensure each actor focuses on her priority area and on due time.

### 4.2. Roles and responsibilities of partners and stakeholders

The implementation of this strategic plan will involve not only the Ministry of Gender and Family (MIGEPROF), but also its affiliated agencies, namely the National Women Council (NWC), the National Commission for Children (NCC) and the National Early Childhood Development Program (NECDP).

The Ministry of Gender and Family Promotion (MIGEPROF) key responsibility is to formulate policies and strategies, and disseminate them. The Ministry has also to coordinate planning and provision of comprehensive and timely information to all stakeholders intervening in gender mainstreaming, gender-based violence, women empowerment, family promotion and child's rights protection. Another role which will be played by the Ministry is collaboration with other government institutions and other partners for effective implementation of the strategic plan.

The National Women Council provides a forum for empowering women and coordinating their effective participation in political, social and economic development, from the grassroots level. In this strategic plan, the NWC will play the following roles in line with Law N°02/2011 of 10/02/2011 determining the responsibilities, organization and functioning of the National Women's Council:

- To gather and analyze ideas of women;
- To build the capacity of women;
- To sensitize women to participate in the country's development programs;
- To advocate for gender equality;
- To advocate on serious issues affecting the development and the rights of women.

Give the above the National Women Council will implement any activity planned in this strategic plan that is in line with its mandate as defined by the mentioned law.

Following the Law N° 22/2011 of 28/06/2011 establishing the National Commission for Children (NCC) and determining its mission, organization and functioning, the NCC will conduct the following actions as a contribution to this strategic plan implementation, specifically to ensure family promotion and child's protection:

- Implement the Integrated Child Rights Policy (ICRP) nationally;
- Promote a family environment for children;
- Develop a national partnership and coordination framework aimed at promoting a child's rights;
- Serve as a Central Authority in charge of implementing the Hague Convention on the Protection of Children and cooperation with respect to inter country adoption;
- Participate in the development of child protection policy and follow up to ensure the "child" dimension is mainstreamed in national policies, planning and budgeting at all levels;
- Establish a common monitoring and evaluation framework for all interventions in favour of the child especially children with special protection needs, based on a data collection and reporting system by all stakeholders at all levels;
- Protect children from all forms of violence, abuse, neglect, abandonment and exploitation.
- NCC will implement this strategic plan through any planned activity that falls under its mandate as define by the law.

Apart from government institutions, international and national NGOs will also participate in this strategic plan implementation according to their respective areas of interventions.

### **4.3. Coordination of interventions**

The central component of MIGEPROF strategy is the institutional framework and coordination. However, some challenges to effective coordination were identified, namely Institutional and Coordination gaps, irregular assessment of policy implementation and Gaps in communication and information sharing. To address these issues, MIGEPROF will review the institutional framework of the key stakeholders of gender, family promotion and child protection in Rwanda.

MIGEPROF will first strengthen the institutional framework and coordination among gender machineries and partners. MIGEPROF will thus:

- Conduct a midterm evaluation of the policies /strategies implementation of the Ministry and its affiliated agencies;
- Conduct Stakeholders semi-annual meetings;
- Review coordination mechanisms of existing programs & projects;
- Develop and implement national gender machinery coordination and partnership strategy;
- Organize annual National Gender Machinery Retreat;
- Conduct joint planning, budgeting, monitoring Evaluation sessions.

In addition, MIGEPROF will enhance institutional capacities, communication and information sharing in gender responsive planning and budgeting by:

- Developing and implementing a communication and advocacy strategy;
- Developing and implementing a resource mobilization strategy;
- Establishing and equipping NGM high-tech video conference room;
- Operationalizing Gender Management Information system (GMIS);
- Developing and operationalizing Gender Portal for Communication and documentation.

### **4.4. Risk analysis and mitigation strategies**

The table below shows planned outcomes as desired results for gender equality and family promotion and foresees possible risks likely to hamper effective achievement of targets set. Mitigation strategies are proposed to overcome the risks likely to happen.

**Table 3: Planned outcomes, associated risks and mitigation strategies**

No.	Outcomes	Risks	Severity of risk			Mitigation strategies
			L <sup>49</sup>	M <sup>50</sup>	H <sup>51</sup>	
1.1	Family welfare strengthened	Family conflicts due to insufficient dialogue, drunkenness, poverty, misuse of resources...		X		Promotion of positive values in the family
1.2	Life conditions of most vulnerable children improved	Failure of some parents to assume parental responsibilities		X		Awareness raising on parental responsibilities
1.3	Access to quality ECD services increased	Lack of operating and quality standards for ECD services			X	Establishment of ECD quality services standards
2.1	Attitudes & practices towards gender equality improved	Cultural and religious norms that sustain inequalities between men and women.			X	Enhancing implementation of gender related policies and promotion of gender sensitive laws.
2.2	Sector policies, strategies and programs engendered	Limited skills in gender mainstreaming and M&E and reporting tools that are less gender sensitive in some priority areas.		X		Encouraging use of existing data management information system and training relevant staff in gender mainstreaming.
2.3	Capacity of Public, CSOs & Private Sector to embrace gender equality strengthened	Number of policies, strategies and result frameworks that are still gender blind.		X		Advocate for gender review and update of policies, strategies and results frameworks.
3.1	Financial Performance for Women Increased	Limited skills and entrepreneurship and financial literacy coupled with limited access to loans due to lack of collaterals.	X			Strengthening financial education and linking women with credit schemes.
3.2	Participation of women in local governance increased	Cultural norms that still reserve limited room for women in leadership.	X			Increasing measures for a more qualitative and quantitative participation of women and men in decision making at both central and decentralized levels, in SGOs, RBOs and private sector.
4.1	Gender based violence and child abuse managed	Limited knowledge on GBV, human trafficking, rights and laws by citizens.	X			Conducting training of media, CSOs, RBOs, local leaders on GBV and child abuse.
5.1	NGM Coordination, Communication and Partnership Improved	Coordinating gender related interventions remains a challenge for the Ministry in charge of gender.		X		MIGEPROF to adjust the current structure to its mandate as National Gender Coordinator
5.2	Data collection and management improved	Limited capacity to mobilize resources for data collection and management.		X		To adopt a new approach for resource mobilization and management.

<sup>49</sup> Low

<sup>50</sup>Medium

<sup>51</sup>High

## CHAPTER V: MONITORING AND EVALUATION

This chapter discusses three main items on monitoring and evaluation. They include gender and family promotion evaluation arrangements, planned evaluation and monitoring matrix as unpacked in the next sections.

### **5.1. Monitoring and evaluation arrangements**

The lead institution for the monitoring and evaluation of Gender and Family Promotion as a crosscutting area is the Ministry of Gender and Family Promotion (MIGEPROF). In this Ministry, this activity is led by the Planning, Monitoring and Evaluation Unit, supported by the its attached agencies as required. MIGEPROF is responsible for the collection and analysis of data in line with the Ministry's M&E framework. There is quarterly monitoring of activities and progress against agreed outputs in the Gender and Family Promotion Annual Action Plan. The implementing agencies (National Women Council and National Commission for Children) will carry out quarterly monitoring and report to MIGEPROF detailed results for further analysis. The internal monitoring and evaluation is supported by MIGEPROF's senior management meetings together with representatives from all the affiliated agencies, at which progress on activities, projects and programs are reviewed, analyzed and approved. Senior management also appoints dedicated task forces to review and report on key gender and family promotion related initiatives and priorities to be undertaken and accelerated. Progress reports and a consolidated annual activity report once approved by the Ministry, are submitted to the Prime Minister's Office for publication.

The bulk of the Gender and Family Promotion Strategic Plan will be implemented at district level, as the real implementer of the Government programs/projects, where regular Joint Action Forums with stakeholders, review District Development Plans and achievements against set targets are organized. There is need to strengthen a close liaison between District Gender and Family Promotion Officers and the Ministry of Gender and Family Promotion and its agencies through well-developed planning and evaluation processes. Given the crosscutting nature of their mandate, the District Gender and Family Promotion Officers could be strengthened at two levels including: Level 1: putting them in a position where they can easily crosscut the district interventions and Level 2: giving them the technical capacity they need to ensure they successfully fulfill their professional expectations.

According to the National Gender Policy, 2010 and National Policy on Family Promotion, 2016, districts are required to provide gender/sex-disaggregated and family related data for national level monitoring and evaluation. Districts shall carry out their own self-assessments of performance, based on targets they have set themselves in their Plans. These self-assessments include data and indicators that may not be reported to another level, instead used to inform their own planning and to improve their performance. Every district is required to draw its own monitoring framework, with the support from MIGEPROF. The latter undertakes a biannual joint review of Gender and Family Promotion with the first one oriented to forward looking and a second one on backward-looking. The forward-looking reviews priorities and plans for the coming year, inform policy development and annual operational plans. The backward-looking reviews, the budget execution status, gender and family promotion achievements against agreed indicators and targets. The Joint Review of Gender and Family promotion is supported by all stakeholders in this crosscutting area including government institutions, development partners, civil society and private sector. A detailed report indicating performance against targets set for gender and family promotion indicators from the Performance Assessment Framework is jointly signed by MINISPOC and the lead development partners identified, then submitted to MIGPEROF.

## **5.2. Planned evaluations**

The MIGEPROF's evaluation plans include a combination of formative and summative evaluations. The formative evaluations will take place at the end of key project phases undertaken in Gender and Family Promotion and focus on the effectiveness and immediate impact of projects. Formative evaluations focus on whether activities are on track or not, and if outputs are being achieved. They will then identify lessons learnt from the initial phases of implementation that can be used to improve further delivery on the project being assessed or other projects to be initiated. The summative evaluations will take place at the end of projects/programs focusing on the impact and sustainability of projects, and programs and indicate whether overall outcomes have been achieved or not.

Furthermore, summative evaluations will also assess lessons learnt for delivery of other projects and programs. A summary of the interventions to be implemented or coordinated scheduled for evaluation during the next period 2018/19- 2022/23 will be attached in the form of monitoring matrix.

### **5.3. Monitoring matrix**

The monitoring matrix<sup>52</sup> (see Annex 1) provides a summary of the key indicators in line with gender and family promotion that will be used to monitor related outcomes, the current baseline and the annual targets between 2018/19 and 2023/24. The indicators are a combination of progress and results indicators. This combination has been chosen to ensure that the sector is monitoring both the achievement of specific activities as well as overall performance of the crosscutting area. The indicators are also based on the availability of data, addressing issues of gender and family promotion.

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<sup>52</sup> See Annex 1 for gender and family promotion monitoring framework

## CHAPTER VI: COSTING AND FINANCING OF THE STRATEGIC PLAN

### 6.1. Funds available

The main funding channels for the strategy are;

- 1) Domestic Government of Rwanda Budget
- 2) Donor Project Support

The table below summarizes estimate costs (in millions of Rwanda Francs/Rwf) of the strategy over the planned 6 years, that is, from 2018 to 2023. Total amounts were calculated based on estimate budgets for planned outcomes with associated interventions.

**Table 4: Costs of planned programs over the 6 years**

<b>Programs</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>	<b>2023/24</b>
<b>Family Promotion and child protection</b>	<b>1040</b>	<b>1130</b>	<b>1220</b>	<b>1310</b>	<b>1400</b>	<b>1490</b>
Outcome 1.1: Family welfare strengthened	200	213	226	239	252	265
Outcome 1.2: Life conditions of most vulnerable children improved	640	704	768	832	896	960
Outcome 1.3: Access to quality ECD services increased	200	213	226	239	252	265
<b>Gender Equality</b>	<b>690</b>	<b>763</b>	<b>836</b>	<b>909</b>	<b>982</b>	<b>1055</b>
Outcome 2.1: <i>Attitudes &amp; practices towards gender equality improved</i>	500	550	600	650	700	750
Outcome 2.2: <i>Sector policies, strategies and programs engendered</i>	100	113	126	139	152	165
Outcome 2.3: <i>Capacity of Public, CSOs &amp; Private Sector to embrace gender equality strengthened</i>	90	100	110	120	130	140
<b>Women Empowerment</b>	<b>400</b>	<b>420</b>	<b>440</b>	<b>460</b>	<b>480</b>	<b>500</b>
Outcome 3.1: <i>Financial Performance for Women Increased</i>	300	310	320	330	340	350
Outcome 3.2: <i>Participation of women in local governance Increased</i>	100	110	120	130	140	150
<b>Gender-Based Violence</b>	<b>500</b>	<b>550</b>	<b>600</b>	<b>650</b>	<b>700</b>	<b>750</b>
Outcome 4.1: <i>Gender based violence and child abuse managed</i>	500	550	600	650	700	750
<b>Coordination, Communication, Partnership and M&amp;E</b>	<b>900</b>	<b>960</b>	<b>1,030</b>	<b>1,090</b>	<b>1,160</b>	<b>1,210</b>
Outcome 5.1: <i>National Gender Machinery Coordination, Communication and Partnership Improved</i>	600	620	650	670	700	710
Outcome 5.2: <i>Data collection and Management Improved</i>	300	340	380	420	460	500
<b>Total</b>	<b>3,530</b>	<b>3,823</b>	<b>4,126</b>	<b>4,419</b>	<b>4,722</b>	<b>5,005</b>

### 6.2. Financing Gap Implications and Future Strategies

In case of a financing gap happens, this requires for a more realistic spending scenario that fits within the available funds from the government, hence calling for prioritization of funding as the entire cost of the strategy may not be met. The ambitious scenario spending that involves the current financing gap overtime is particularly important in terms of resource mobilization from the donor partners.

To fulfill the strategy financing gap, the Ministry of Gender and Family Promotion will continue to work vigorously with development partners engaged in the concerned areas, the private sector, civil society and Faith-Based Organizations (FBOs).

Given this ambitious scenario it is more logical for the NGSP to periodically review spending plans so that appropriate adjustments can be made on the budget line and according to the arising needs.

### ***6.3. Funds to be mobilized.***

This strategic plan requires a wide funding mechanism for effective implementation. The current practice is that development partners fund a specific priority within a given program. The development of this strategic plan wide-funding mechanism will allow development partners to contribute to the implementation of the strategy as a whole, rather than specific programs.

This will ensure that funding is aligned to government priorities and will also enable development partners to engage over the whole strategy. The wide-funding mechanism will also facilitate coordination, harmonization and synergy across the different stakeholders that implement gender and family promotion related programs through, and for example, joint action plans division of labor and accountability mechanisms.

## **ANNEXES:**

### ***Annex 1: Recommendations for successful implementation of the MIGEPROF Strategic Plan 2018/19-2023/24***

The following should be fulfilled as ad-hoc recommendations for effective implementation of the above mentioned strategic plans:

- ✓ Strengthen the capacity of the Ministry of Gender and Family Promotion by bridging the gaps in its structure as identified through SWOT analysis to ensure effective coordination and strong link with the grassroots level (e.g. advocate for the recruitment of National Coordinator for Gender and Family Promotion and for stronger position and new job description for the district Gender and Family Promotion Officer);
- ✓ Ensure regular and periodic coordination of implementation of this strategic plan to inform evidence-based future planning and decision-making;
- ✓ Set up baseline data that reflect the crosscutting nature of gender and family;
- ✓ Engage with the districts on how to effectively use the Gender and Family Promotion Officer;
- ✓ Build stronger partnerships with key stakeholders working in the sector of gender and family promotion through reviving the existing mechanisms (e.g: gender sector sub-working groups);
- ✓ Strategize on how to mobilize required funds to ensure planned gender and family related interventions are translated into actions.