

REPUBLIC OF RWANDA



# GENDER MONITORING OFFICE ANNUAL REPORT

2016-2017

October, 2017

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## ACRONYMS

ADRA	:	Adventist Development and Relief Agency
AEE	:	African Evangelistic Enterprise
BDF	:	Business Development Fund
BTC	:	Belgian Technical Cooperation
CSO	:	Civil Society Organization
DRC	:	Democratic Republic of Congo
EAC	:	East Africa Community
ECDs	:	Early Children Development Centres
EDPRS	:	Economic Development and Poverty Reduction Strategy
EICV	:	Enquête Intégrale des Conditions de Vie des Ménages
FBO	:	Faith Based Organization
FVA	:	Faith Victory Association
GBS	:	Gender Budget Statement
GBV	:	Gender Based Violence
GMO	:	Gender Monitoring Office
HEC	:	High Education Council
HIV	:	Human Immunodeficiency Virus
HT	:	Human Trafficking
ICT	:	Information, Communication and Technology
IOSCs	:	Isange One Stop Centres
LAF	:	Legal Aid Forum
LODA	:	Local Administrative Entities Development Agency
M&E	:	Monitoring and Evaluation
MAJ	:	Maison d'Acces a la Justice/Access to Justice Bureau
MIFOTRA	:	Ministry of Public Service and Labour
MIGEPFOP	:	Ministry of Gender and Family Promotion
MINAGRI	:	Ministry of Agriculture
MINALOC	:	Ministry of Local Government
MINEDUC	:	Ministry of Education
MINIRENA	:	Ministry of Natural Resources
NCBS	:	National Capacity Building Service
NHRC	:	National Human Rights Commission
NISR	:	National Institute of Statistics of Rwanda
NPPA	:	National Public Prosecution Authority
RAB	:	Rwanda Agriculture Board
REB	:	Rwanda Education Board
REMA	:	Rwanda Environment Management Authority
RGB	:	Rwanda Governance Board
RNP	:	Rwanda National Police
RPHC	:	Rwanda Population and Housing Census
SDG	:	Sustainable Development Goals
SOPs	:	Standard Operation Procedures



## PREFACE

The law determining the responsibilities and functioning of the Gender Monitoring Office especially in its article 22 requires that the Gender Monitoring Office prepares and submits to the Office of the Prime Minister an annual report detailing key registered achieved results in the ended fiscal year.

The fiscal year 2016/2017 witnessed a transitional marking end of GMO 2011-2016 Strategic plan and elaboration of a new strategic plan 2017-2022 that strives to position and institutionalize gender accountability in the next five years. In addition, the year has brought forth lessons on gender accountability, innovative approaches on capacity development.

As the country is charting its way to reaching a Middle-Income Status and also currently in the process of planning for NST and Vision 2050 the two frameworks that would complement the ongoing domestication and localization of the Sustainable Development Goals (SDGs), the Gender Monitoring Office will strive to contribute and further affirm the principles of gender equality in the transformative spirit of inclusive and citizen centred service delivery.

The opportunity offered by the establishment of the SDG Center for Africa in Rwanda presents an excellent occasion but also a stimulating challenge for Rwanda to share its successful experience in promoting gender equality accountability, drive innovative strategies to sustain gains and accelerate progress. Lessons learned in establishing accountability for gender equality in the public sector, private and civil society institutions will play an important role to further pitch Gender equality at higher levels in the regional and global development agenda.

The Gender Monitoring Office under the guidance of the Prime Minister's Office and in partnership with the gender machinery and other stakeholders will continue to ensure that gender accountability is institutionalised at all levels for inclusive and sustainable development.

**RWABUHIHI Rose**  
**Chief Gender Monitor**

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## ACKNOWLEDGEMENTS

The Gender Monitoring Office extends its utmost appreciation to its members, staff, partners, stakeholders and all who in one way or another shared their constructive insights, precious time and commitment towards our activities in the financial year 2016/2017. In the same breadth, we also acknowledge the unflinching support and guidance of the Office of Prime Minister, the Gender machinery and other government institutions at both levels of government (Central and Local Levels) for the shared success.

The support of our development partners has and will always be invaluable. The realization of GMO's milestones in the fiscal year 2016/2017 has been made possible by the great contribution of our different stakeholders and we gratefully acknowledge your support.

**“ Women and men are equal in terms of ability and dignity, and they should also be equal in terms of opportunities. As Rwandans, as a global community, we need every member of our society to use his or her talents to the fullest if we are ever to reach our development goals ”**

His Excellency Paul Kagame,  
The President of the Republic of Rwanda

## 1. EXECUTIVE SUMMARY

The Government of Rwanda positioned gender equality and women's empowerment at the heart of the Country's sustainable development. The present report highlights the contribution of the Gender Monitoring Office towards achieving that Agenda and also highlights achieved results for 2016/2017 against the planned targets.

GMO monitoring activities mainly involved assessments of implications for women and men of any planned action by different actors in different areas and at different levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of all policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

This report focuses on key realised achievements from monitoring gender mainstreaming, domestication, implementation and reporting on all regional and international gender commitments that Rwanda has ratified, the quality of services offered to Gender Based Violence victims, effectiveness of Gender Based Violence prevention and response mechanisms and serving as a reference point for information on gender equality in Rwanda.

The presented results in this report are grouped into four development pillars: Good Governance, Economy, Justice and Human Rights and Social welfare. In addition to programmatic results, the current report also emphasized on persisting gender gaps, institutional development and also proposes key recommendable actions to further strengthen Gender accountability across different sectors. The results are grouped under Government thematic pillars.

Under governance, GMO focused on enhancing accountability systems on gender through coaching for gender accountability, review of policies, strategies, and bill of laws as well as ensuring compliance to gender equality commitments as enshrined in international and regional gender related instruments. Further focus on this component was the engagements with faith-based organizations, Artists, and Media which efforts were geared towards institutionalizing gender equality within these domains.

The report further provides a picture on the development results registered through participatory Gender Audits in Adventist Development and Relief Agency (ADRA) and African Evangelistic Enterprise (AEE) to assess to what extent gender equality principles and GBV are mainstreamed in policies, strategies, practices, processes, systems, procedures, staffing and advice on actions to be taken. Driven by the demand and initiation of Belgian Technical Cooperation (BTC), GMO contributed to a participatory gender audit of BTC key focus areas including health, energy and decentralization. This strengthened GMO partnership with Belgian Technical Cooperation and Belgian Embassy and have resulted into new initiatives aimed at promoting gender accountability.

In line with Economic pillar, GMO focused on pursuing financing for gender equality through checking and assessing how Government expenditures are responding to gender gaps across sectors and particular needs to men, women, boys and girls. Continuous assessment and advice on the quality formulation and implementation of gender budget statements was also ensured. The Office also conducted a gender audit in Tea companies and reviewed EDPRS 2 from a gender perspective in order to contribute in shaping the gender agenda in the elaboration processes of the National Strategy for Transformation. It is remarkable and worth noting that GBS is systematically contributing towards addressing different gender gaps with sectors.

In the framework of Justice and Human Rights Pillar, GMO monitoring activities were versed but fixed on assessments of service delivery in Isange One stop centres, Human trafficking prevention and response mechanisms, contribution of actors on handling complex issues faced by victims of teenage pregnancy, and received 71 GBV related complaints, provided corresponding advice and further oriented deserving cases to relevant authorities for action. To this end, findings revealed tremendous improvement on both preventive and responsive mechanisms to GBV and child abuse. On the other hand, some issues persist and these include; Existence of a big number of unreported cases of GBV, unavailability of enough and clear evidences to support their cases in courts and inexistence of systematic mechanisms to support victims' reintegration.

In addition, the report further highlights the achievements in regards to social well-being of both men and women. In this perspective, different initiatives were undertaken through different channels and using different approaches to ensure that the public both at national and global levels are aware of the state of gender equality in Rwanda.

These include; high-level dialogues with local Government leadership both in the Western and Northern provinces to disseminate monitoring findings and different Radio and TV programs and talk shows on different subjects including but not limited to financing for gender equality and the role of Gender Responsive Budgeting programme, human trafficking, teenage pregnancy and other Gender Based Violence issues in general.

The report further highlights key milestones on institutional development including human resource capacity building and training as well as auditing services. In particular, GMO staff benefitted from trainings in Gender Planning, budgeting & policy management, mainstreaming Gender in legal affairs, use of E-procurement and integrated Payroll and Personnel Information System (IPPIS). All these trainings contributed to staff delivery and most importantly embracing the new digital life especially in the fields of procurement and human resource development.

Last but not the least, key challenges on advancement of gender equality are highlighted and these includes among others: Limited capacity and gender expertise to inform effective gender mainstreaming across sectors and program, insufficient collection and use of gender disaggregated data and issues of gender based violence that requires collaborative efforts with all actors.

## 2. KEY ACHIEVEMENTS IN 2016/2017

The results highlighted by the report are aligned to Government pillars and mostly focused on financing for gender equality, gender audits, review of EDPRS from a gender perspective, coaching on gender accountability, improved GBV service delivery, media engagement, publication, advocacy and lobby especially on critical issues requiring immediate interventions by relevant actors.

### 2.1. Good Governance

Under this pillar, GMO focused on enhancing accountability systems on gender equality through coaching of institutions, review of policies, strategies, and bills as well as international and regional gender commitments. Further focus is on engagements with faith based organizations geared towards institutionalizing gender equality within that area.

#### 2.1.1. Institutional gender capacities enhanced through coaching on Gender Accountability

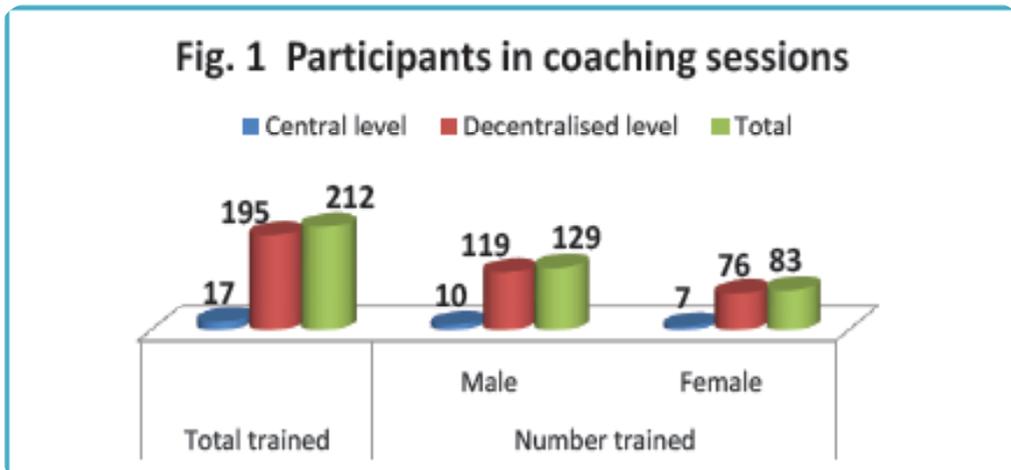
Gender skills and expertise is a prerequisite to better position gender accountability in institutional planning, monitoring and reporting frameworks. Previous monitoring findings indicated the need of increased capacities to effectively account for gender equality. Limited technical capacities to mainstream gender lead to non-gender responsive planning, budgeting and reporting tools. In line with this, GMO partnered with the Ministry of Gender and Family promotion, to coach districts, Ministries and budget agencies on how to account for gender equality. This coaching was an opportunity to discuss on the national focus vis- a-vis gender equality, and implementation of commitments both at National, regional and global levels. The coaching session was one of the main approaches used to enhance accountability of agencies on gender equality with the aim of institutionalising a sustainable system of gender accountability at all levels.



*Coaching on gender mainstreaming in Gasabo District, City of Kigali*

The coaching session attracted 24 public institutions including MINEDUC, MINIRENA, MINAGRI, WDA, REB, REMA, LODA, RAB, BDF, NHRC and NCBS. At decentralised level, districts of Kicukiro, Gasabo, Karongi, Rusizi, Nyamasheke, Rutsiro, Musanze, Gakenke, Huye, Gisagara, Nyagatare, Ngoma and Gatsibo also benefited the first round of coaching.

Participants included District councillors, Directors of planning, planning officers, budget managers, district executive committees, district executive secretaries, monitoring and evaluation officers. The figure below shows the number of participants by category at both centralised and decentralised levels.



The coaching sessions resulted into improved preparation of gender budget statements, with gender and appropriate set of interventions to address the identified gaps. Some of the best improvements were noticed in 2017/2018 budget statements for the Ministry of Agriculture, Gasabo and Gakenke districts among others. Based on the drawn lessons, the coaching exercise will be continued in the next fiscal year, with improved methodology and tools to ensure that gender accountability is well understood, skills improved and systems established.

### 2.1.2. Gender responsiveness in draft laws, policies and strategies

The world has embraced Gender equality as an effective channel to achieving sustainable and equitable development for the realization of human rights. Societies cannot progress successfully without providing equitable opportunities, resources and life prospects to both males and females. These fundamental rights and duties have to be streamlined in legal, policy and strategic frameworks which are useful and systematic tools for strengthening accountability to national gender equality outcomes.

Throughout the fiscal year 2016-2017, GMO contributed to enhance gender responsiveness in laws, policies and strategies through provision of gender technical advice. This is reflected in adopted laws and policies that vary from regional to national such as EAC Gender Equality, Equity and Development Bill; EAC-Counter trafficking bill 2016; EAC gender policy; Gender mainstreaming strategy for the infrastructure sector; National financial inclusion strategy for Rwanda; Law governing persons and family; Law governing matrimonial regimes donations and succession and Rwanda's justice for children and legal aid guide.

Drawing from its previous monitoring experience, GMO's contribution and participation in formulation of above bill of laws and strategies enhanced the respect of gender equality principles from such legal and strategic frameworks. Following the amendment of the law-governing persons and family as an example, on childbirth registration provisions, the process has been simplified by extending registration period from 15days to 30days and omitting the existing fines for the delay and other court processes involved. The old law presented some gender gaps where for instance it required the presence of the father as prerequisite for the registration of the child's and leaving mothers with no right to register their own children and this had always resulted into a big number of children unregistered which may in the long run lead to rights denial by the respective families. This law also meets the international principles and Recommendations for a Vital Statistics System. This has increased and facilitated childbirth registration but also it has been a millstone in adhering to fundamental principles of equality as well as a lining Rwandans laws with global development frameworks like Africa agenda 2063 and the global 2030 Development Agenda.

Additionally, the year 2016-2017 was a great opportunity to contribute to the development of EAC-Anti-Trafficking in Persons Bill that was enacted by East African Legislative Assembly on 18 October 2016. The law compel EAC member states to prevent human trafficking and prosecute perpetrators of the crime. The Anti-Trafficking in Persons Bill, 2016, comes after an international report showed that the crime of trafficking in persons is prevalent in all East African Community partner states and of which the magnitude of the problem in the region need to be addressed. Thus, the law has provided a legal framework on a regional level for the prevention of trafficking in persons, protection mechanisms and services for victims and development of partnerships for co-operation to counter trafficking in persons in the East African community.

### 2.1.3. Compliance with regional and international gender related commitments enhanced

In 2015, H.E Paul Kagame, the President of the Republic of Rwanda, was selected among the HeForShe global impact champions based on his relentless commitment and notable Rwanda's achievements in promotion of gender equality and women's empowerment. Three impact commitments were thus pledged: Bridging the gender digital divide in ICT and attain parity in access and usage; tripling girl's enrolment in TVET to advance women employment opportunities and Eradicating GBV in all its forms. Each year a country report is produced and submitted to the UN to demonstrate the progress made towards these commitments.

In line with the signed commitments, the Gender Monitoring Office carried out the assessment to ascertain the level of integration of HeForShe commitments into accountability frameworks including Imihigo by different actors at central and local levels. In addition, while assessing the implementation of gender budget statements and Imihigo, special focus was given to assessing awareness levels on the HeForShe commitments, their inclusion in imihigo and their implementation status.

In the area of bridging the gender digital divide, GMO assessment noticed remarkable progress in gender and ICT. The penetration and use of ICT devices especially mobile phone for both male and female headed households and how they have facilitated women's access to financial services is an important achievement. In addition, E-learning offered a great opportunities for students to access required skills and education without leaving behind the rest of their daily responsibilities. For instance, pregnant and breastfeeding mothers and young mothers are able to upgrade their education through e-learning while limiting their mobility and still taking care of their children and homes.

With the achieved results in ICT, the monitoring indicated that massive mobilization of girls, communities and parents is a must if girls are to embrace ICT opportunities including up-taking ICT courses.

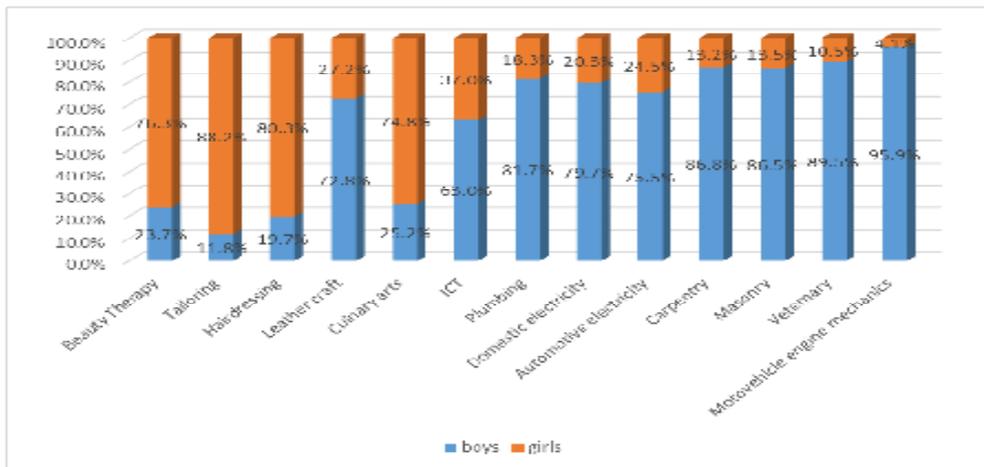
In line with the commitment to triple girl's enrolment in TVET, a big progress has been made where by female representation in TVET stand at 41.8% against 58.2% male counter parts in 2016.



At Tumba College of Technology: Female students enrolled in TVETs.

Despite the registered progress in increasing female employment opportunities through TVET, a lot is yet to be done to improve the participation of females in male-dominated trades to ensure their levels of employability and competitiveness at labour market. The figure below indicates the enrolment of boys and girls in different TVET trades in 2015.

Figure 2: Enrolment in different TVET options in 2015 disaggregated by sex



Source: Data from MINEDUC, 2015 Statistical year book, June 2016

The gender imbalances in TVET as reflected on the table above are interlinked to socio-cultural mind-set and stereotypes hindering female enrolment in some TVET trends (mechanical engineering, construction, ICT). In addition, some employers still prefer to recruit men instead of women graduates. All these challenges call for strategic and well informative actions including but not limited to mobilizing more girls to enrol in more technical and employable fields and also ensure that technical secondary schools are gender friendly.

Concerning the commitment on eradicating GBV, security organs and other concerned actors have pooled efforts together and aggressively mobilized the community on preventive measures and on reporting incidences of GBV related crimes. In addition, efforts were put on upgrading Isange One Stop Centres as well as improving the services given to GBV victims.

In addition to monitoring the implementation of HeForShe commitments, GMO provided technical assistance and contributed to the production of different action plans and reports of international commitments including among others:

- HeForShe National Action Plan 2016-2017 and priorities for 2017-2018 fiscal years.
- UPR Road Map
- National Human Rights Action Plan for Rwanda 2016-2020
- Development of the 2nd National Action Plan for UNCSR 1325. The plan is yet to be approved and disseminated to different actors for implementation.
- Development of the 11th, 12th and 13th periodic reports on African Charter of Human and People's Rights and initial report on the implementation of Maputo Protocol.
- Second country report on the Convention on the Rights of Migrant Workers and members of their families.
- Inputs provided to MINIJUST on drafting of 2nd country report on Convention against Torture.

**The participation and contribution of GMO in the above reports and plans contributed to positioning the Country's achievements on gender equality.**

## 2.1.4. Promotion of Gender Equality through Arts, Media and in Faith Based Originations (FBOs)

In the framework of addressing some key issues hindering the promotion of gender equality and fight against GBV including misunderstanding of gender concept, negative masculinity, negative cultural beliefs and other gender stereotypes, GMO convened a dialogue with representatives of faith-based organizations, Media houses and Rwanda Art Council. Discussions on their contribution for increased accountability to gender equality and improved GBV service delivery were discussed.

### 2.1.4.1. Dialogue with Artists and Journalists



*Artist and media practitioners committed to promote gender equality through artworks and media contents*

The Gender Monitoring Office organized a one-day dialogue with artists and media practitioners in order to discuss on their role in promoting gender accountability in Rwanda. From this dialogue, the role of artists as well as media sector was recognised as critical in voicing persisting gender inequalities, increasing awareness on specific issues, informing the public as well as influencing the community mind-set towards gender equality. All participants pledged their active role in advancing gender agenda, denouncing GBV through their artwork and promoting the culture of accountability to gender equality.

### 2.1.4.2. Dialogue with Faith Based Organizations

Considering the vital role of faith-based institutions in shaping cultural, social, economic norms and the influential role they play in communities, GMO convened representatives from different faith based organizations both from the central and local levels.



*Faith Based Organizations discussing on their role to promote gender equality and fight against GBV*

This dialogue was facilitated by Rwanda Governance Board and aimed at discussing the wider role FBOs play in promoting family cohesion, raising awareness on gender equality and sustaining the achieved gender gains through their different programs. The dialogue also served as an opportunity to exchange on work done by Faith Based Organisations to support and promote gender equality and GBV eradication.

As a result of the dialogue, the role and responsibilities of Faith based organizations/institutions in embracing gender equality and fighting against GBV was made clear and emphasised. Also, key resolutions to enhance FBO's accountability to gender equality were adopted. Among these include: putting in place a clear gender mainstreaming framework and ensuring its wider dissemination, aligning preaching/teachings with existing family challenges including gender inequalities and provision of gender-related capacity building to FBO's.

### 2.1.4.3. Gender Audit in ADRA and AEE

FBOs have a unique and broad reach in communities. FBOs contributed in primary, secondary, and tertiary Education; comprehensive health center and community health programs; outreach initiatives to vulnerable communities; and national networks that support social services. From the largest cities to the smallest villages, FBOs maintain an established, long-term presence that is interconnected and comprehensive.

Members of religious organizations contribute tens of thousands of volunteer hours in their local communities through efforts that address both local contexts as well as the varied needs of far-flung communities. By connecting national networks with grassroots programs, FBOs can respond quickly to pressing needs.

The role of faith-based organizations in promoting the gender equality agenda is equally multifaceted as they are also among the powerful agents of social change. The language of faith reaches the deepest roots of human motivation, mobilizing individuals and communities to sacrifice comfort and material wealth in pursuit of higher goals.

It is against this background that in addition to dialogue with Faith Based Organisations, GMO also conducted participatory Gender Audits in Adventist Development and Relief Agency (ADRA) and African Evangelistic Enterprise (AEE) to assess to what extent gender equality principles and GBV are mainstreamed in policies, strategies, practices, processes, systems, procedures, staffing and advice on actions to be taken.

ADRA interventions are formulated around four programs of Education, Health, Food Security and livelihoods and Relief & Disaster Management in 15 districts, across the country. While AEE Rwanda on the other hand, operates in the programs of Health care and water sanitation, Reconciliation and Evangelism, Self-help groups, Entrepreneurship and Formal and informal education in 12 districts across the four provinces and the city of Kigali, with different groups of poor women, men and children. The findings from both ADRA & AEE include the following milestones:

- o Existence of Gender mainstreaming strategy frameworks, which explicitly facilitates effective gender mainstreaming initiatives that resulted into a gender responsive environment.
- o Availability of gender responsive human Resource Manual that guides each and every procedure regarding recruitment, trainings, capacity building, leaves, which is in line with Rwanda's 2009 labour code. This explicitly forbids direct or indirect discrimination aiming at denying the worker the right to equal opportunity or to the salary especially when the discrimination is based sex.
- o Use and collection of sex disaggregated data in planning and reporting

Despite the gender gains stated above, some gaps and challenges have been also noted during the audit process from a gender point of view. Among other challenges include; Gender skills gap to conduct gender analysis and mainstreaming gender every program, the gender imbalance in human resources and Presence of cultural stereotypes and attitudes on gender roles to mention but a few.

- Improved institutional knowledge and understanding on gender equality and GBV through identification of strengths and weakness in promoting gender equality.
- Sparked the elaboration of clearer gender action plans and renewed commitments towards gender equality and GBV prevention and response.
- The audit established a benchmark information for gender mainstreaming in future programs and interventions such as setting systems and instruments in use for accountability, evaluating and monitoring on gender equality.
- The audit identified critical gaps and challenges as well as recommendable ways of addressing them and suggesting new and more effective strategies.
- Documented good practices towards the achievements of gender equality

#### 2.1.4.4. Participatory Gender Audit in Belgian Technical Cooperation and Belgian Embassy

Driven by the demand and initiation of Belgian Technical Cooperation (BTC), GMO facilitated a participatory gender audit of BTC key focus areas including health, energy and decentralization. After the audit findings were discussed between the two organizations, the Belgian Embassy, convened a high level accountability workshop bringing together the bilateral cooperation as well as key actors on gender equality. The Embassy committed to voice gender accountability in various bilateral cooperation fora and endowing all efforts to ensure that all their projects are gender responsive. After the workshop, gender tailored capacity building framework was established to increase gender mainstreaming capacities in the energy, decentralization and health sectors. The discussed frameworks were about raising awareness on accountability to gender equality and discuss how to further improve partner's accountability to



*The Belgian Embassy committed to advocate for gender accountability in other bilateral cooperations*

gender equality in their programs and projects, Enhancing gender expertise in different sectors (public institutions, districts, CSOs) and the underfinanced gender related research This gender audit has forged partnership of the two institutions where, the BTC has supported GMO to develop gender profiles for the Health and Energy Sectors.

The profiles once finalized will inform the sectors future programming and budgeting for gender equality.

## 2.2. Economic Pillar

Under this pillar, GMO focused on tracking financing for gender equality through continuous assessment and advice on quality formulation and implementation of gender budget statements. The Office also conducted a gender audit in private sector with particular focus on Tea companies. In addition, the review of EDPRS 2 from a gender perspective was initiated to contribute to the elaboration processes of the National Strategy for Transformation and sector strategies.

### 2.2.1. Strengthened gender accountability through Gender Budget Statement and Imihigo

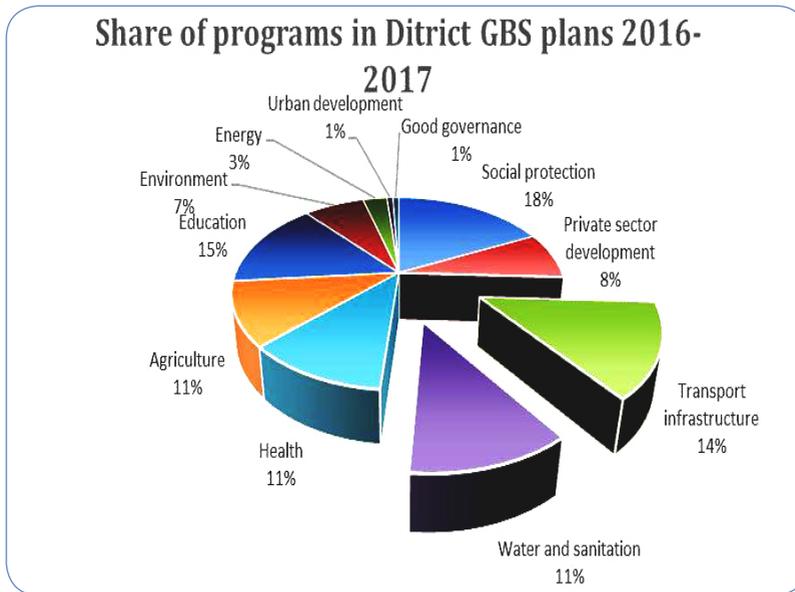
The integration of gender issues into planning and budgeting tools remains critical to realise financing for gender equality in Government programs and to track public expenditure against gender and development policy commitments. In this respect and to ensure accountability to gender equality, GMO progressively assessed gender responsiveness of GBS planning and implementation of public institutions including Districts and Ministries. In 2016-2017, this output consisted of two major activities: analysis of the relevance of District/Ministry' planned interventions and allocated resources in addressing persisting gender issues through GBS/Imihigo as well as monitoring of their implementation to ascertain the impact of planned interventions.

#### • *Relevance of GBS planned interventions to address gender gaps*

In line with the requirements of the Organic Law No. 12/2013/OL/ of 12/09/2013 on state finances, public institutions and budget agencies elaborated gender budget statements to address gender inequalities. GMO analysed GBS plans of 30 districts and 16 Ministries to ascertain if planned interventions are responding to identified gender gaps.

The findings revealed that infrastructure and social protection are the most predominant interventions catered for by most gender budget statements especially those for the districts. In addition, analysis indicated that some critical issues like teenage pregnancy, human trafficking, reintegration of victims, and HeForShe commitments are rarely reflected in District Planning's especially in GBS and Imihigo.

Figure 3: Share of programs in district GBS plans 2016-2017



From the analysis of GBS plans, it was noted that Infrastructure reserved the highest share of Budget (29%) and the critical issue remains on gender impact that is mostly not reflected and this can mislead as if all related expenditures on infrastructure were on addressing gender inequalities within the sector. In addition, the absence of baseline data/sex disaggregated data leads to uninformed interventions and decisions while preparing gender budget statements.

### • GBS Implementation at the community level

GMO conducted field visits to assess how planned interventions were implemented and their impact on men and women. The monitoring findings indicated the contribution of GBS interventions in promoting community welfare and uplifting gender equality in different spheres of life.



A maternity ward constructed in the framework of GBS in Bugarama sector, Rusizi district enabled women to access maternity services

Access to clean water which improved hygiene and sanitation; rural electrification, increased agricultural productivity, reduced levels of malnutrition; created business and income generation opportunities, job creation as well as infrastructure development such as health care facilities.

In Rulindo district for instance, men and women interviewed in Murambi and Mbogo sectors during field monitoring generally appreciated how they have been able to start-up businesses because of having water, electricity and roads. Most of them testified that income earned from their businesses is helping them afford children's education and securing other properties such as houses.

A woman beneficiary of Kinini village, Bukoro cell, Mbogo sector, Rulindo district confidently spoke about how she managed to startup Poultry business with support from her husband who gave her initial capital of 500,000 Rwfs. She narrated how the business benefits the entire family and herself in particular. She testified on how she manages to save 200,000 RWFs per month on her own account and further emphasised the importance of established infrastructures to her business as she indicated how her poultry business requires enough water, electricity and accessibility to the market. She further highlighted that GBS interventions such as electricity, road networks and water has contributed to women's economic empowerment and bridging gender gaps. This indicates that the implementation of GBS interventions has enabled men and women to develop new and better options for their sustainable livelihoods.

During this year's budget hearing sessions, achievements for previous years were commendable, results include:

- The Ministry of Infrastructure, Public Service and Labor and Rwanda Governance Board committed to develop gender mainstreaming strategies to facilitate their delivery on gender equality.
- Districts committed to increase their staff capacities on gender through including gender trainings and coachings in their institutional annual capacity building plans.
- Civil society platform committed to support the enhancement of Gender Responsive Budgeting through awareness raising and capacity building of different actors at different levels for improved gender accountability.
- 

Drawing from the gaps identified, GMO and the Parliamentary Budget commission recommended the following:

- Integration of GBS interventions in Imihigo for increasing institution's accountability and include delivery on GBS as one of the criteria for Imihigo evaluation.
- Top management across budget agencies were urged to step GBS at the highest level for increased accountability and results.
- Ensure that revised gender budget statements are signed by chief budget managers and officially submitted to MINECOFIN with a reserved copy to GMO.
- It was recommended that issues of Teenage pregnancy, human trafficking and reintegration of victims be included in the gender budget statements of all concerned institutions including districts.

### 2.2.2. Improved gender responsiveness in audited private companies

The private sector provides considerable jobs worldwide. Without the engagement of private companies, global goals for gender equality and economic empowerment will never be attained. The National Gender Policy also considers private sector as key partner in the promotion of gender equality and women's empowerment. It is in this framework that, in the fiscal year 2016-2017, GMO conducted participatory gender audit in three tea private companies ( SHAGASHA TEA FACTORY Ltd, KITABI TEA FACTORY and SORWATHE). The rationale behind is that tea sector occupy a considerable part of income generation and source of employment for a big number of population in rural areas for both male and female. The audit aimed at ascertaining the level of gender mainstreaming in tea value chain and identifying areas that requires more efforts and acceleration.

As a result, audited institutions were able to self-asses their own experiences in mainstreaming gender in tea value chain, and identify gender gaps in their daily operations.



*Women are abundant in tea plucking, the lowest paying job of tea value chain*

The participatory gender audit in Tea companies triggered some important outcomes, such as improved levels of understanding of gender equality, institutional commitment to mainstream gender in tea sector through elaboration and update of gender strategies; improved safety of women and men working in plantation, and increased awareness on GBV prevention and response within tea plantations.

Gender audit in tea private companies highlighted some challenges that need further interventions including but not limited to absence of strategies to guide gender mainstreaming and GBV prevention and response in the tea sector, high involvement of women in tea plucking which is the less paying and hard job and women's less representation in tea processing operations. In addition, working hours for tea pluckers are challenging as they have to start early morning and submit products late in the evening thus affecting women's contribution to their familial responsibilities.

Below are the keys commitments from audited companies:

- Following the commitment to establish childcare facilities to facilitate the work of women pluckers, construction works have started.
- The factories have provided Personal Protection Equipment to all workers (e.g. raincoats and boots) geared towards improving safety at work.
- Considering health risks in tea processing, some companies have contributed to the provision of health insurance to workers.
- The companies committed to conduct awareness campaign on gender and GBV in tea plantation on a regular basis to increase the knowledge of farmers and workers.

**In line with the gender status in the audited companies, the following were generally recommended:**

- Organize capacity building and affirmative actions for potential women to take over leadership role in factories and tea farmers' cooperatives.
- Devise strategies to close or at least narrow the gender pay gap and to increase women working in high paying positions.
- Put in place security mechanisms to protect tea pluckers while plucking and collecting tea.
- Monitor the compliance to policies/strategies prohibiting child labour and adolescent abuse especially in tea plantations.
- Set up GBV prevention and response mechanisms to avoid unwanted pregnancy for vulnerable women working as tea pluckers
- Establish gender accountability measures to track the progress in implementing gender commitments in tea companies.

### **2.2.3. Review Of EDPRS II Sectors to Inform NST 1 for Improved Gender Responsiveness**

To inform the development of National Strategy for Transformation, GMO commissioned a review of EDPRS2 from a gender perspective to examine how different sectors contributed to implement gender equality and women's empowerment commitments and also highlight areas that requires improvements and acceleration. In line with this, GMO reviewed ten sectors: Transport; Social Protection; Environment and Natural Resources; Justice, Reconciliation, Law and Order; Financial sector under economic transformation; Agriculture sector under rural development; Private sector and Youth Employment; ICT; Governance and Decentralization and Education.

Findings from the review indicated great achievements registered across all sectors including reduction of poverty levels, promotion of political participation of women, promotion of human rights, rule of law through establishment of conducive legal and policy frameworks for gender equality and establishment of Isange One Stop Centres as renowned model providing holistic services to victims of gender based violence.

### Key findings were extracted from selected sectors as indicated below:

#### Financial sector

Today the economy is monetized. Without access to finance, women and men cannot venture into businesses, therefore into private sector. External financing and, in particular, the availability of business loans is especially relevant for women's new ventures. Gender differences in access to financial services can thus potentially have negative repercussions not only for women entrepreneurs but for the overall economy. Profiling shows a big step where female accessing formal financial services have almost doubled in four years from 36% in 2012 to 63% in 2016. However it remains below compared to males whose proportion increased from 51% to 74% in the same period.

The major challenges perpetuating this gap include limited control of assets/lack of collateral; societal norms, poor livelihood conditions and low resource endowment. Furthermore, limited financial literacy and education, access to information related to financial opportunities, availability of financial products and services tailored to women's needs fuel gender inequalities within the financial sector. To respond to these challenges in future, the assessment recommended to:

- Ensure that the next financial sector strategy is gender sensitive with a standalone outcome on gender, targets, indicators and disaggregated baselines to facilitate the M&E on progress towards gender equality.
- Invest in financial capacity building programs for women, through advisory services, mentorship and coaching to reinforce their ability to act as informed and educated financial consumers.
- Put in place special measures to enable low income earners especially some segments of women and youth groups to open and manage bank accounts in formal financial institutions which will lead to increased gradual shift from informal (VSLA) to formal financial mechanisms.
- Strengthen mobilization of savings in the community, including increasing ownership of saving accounts by young women.
- Facilitate increased use of mobile money through improved access to mobile penetration especially in rural areas.

#### ICT sector

Information, communication and Telecommunication (ICT) have an impact on nearly every aspect of our lives. It is a central engine for national economic transformation, knowledge transfer, and capacity building. ICT has transformed the way people, women and men, boys and girls work, communicate, network, seek help and learn. The mobile ownership among men and women has continued to increase overtime and has helped them to access different services at minimum costs including mobile money transfers, bank transactions including SMS banking, buying electricity and paying water bills, etc. However, the access and use of computers and internet are still very limited countrywide with women being the most illiterates and less embracing these technologies. In fact, the EICV 4 has revealed that 44.4% of men and 51.7% of women are not aware of computer services while for internet usage, 91.5% men and 94.2% of women are not aware of internet services though the country targets to reach 50% of internet usage by 2020.

<sup>1</sup>NISR, Access to finance, Gender Statistics Publication, Vol. 2, November 2012

The other registered gender related achievement is the improved use of e-learning system by both men and women. E-learning offers great opportunities for women to access required skills and education without leaving behind the rest of their daily responsibilities. For instance, pregnant and breastfeeding mothers and others with little children are able to upgrade their education through e-learning while limiting their mobility and still taking care of their children and homes. The table below shows the progress made in e-learning usage by both male and female students.

*Table 1 Use of e-learning system by male and female students*

Year	2012	2013	2014	Annual rate of growth
Male	2,036	2,607	3,251	26%
Female	1,130	1,767	2,108	37%
<b>Total</b>	<b>3,166</b>	<b>4,374</b>	<b>5,359</b>	<b>30%</b>

From the table above, it is observed that ICT has facilitated both men and women to have access to e-learning though the number of women is still low compared to that of men. However, if we look at the trend as expressed by the annual growth rate, women have increasingly used e-learning than men to the growth rate of 37% and 26% respectively. It is important to note that the use of e-learning system is still a new practice in Rwanda and this might be the reason behind its limited usage.

Despite the Government will to promote women in the ICT sector, high gender imbalance in ICT still persist.

There is also limited female representation in ICT related courses (67.7% male against 32.2% 2015/2016) conditioning low representation of women on ICT labour market especially professional jobs where men are highly predominant in telecommunication companies and biggest employer of ICT graduates in Rwanda such as MTN, AIRTEL, TIGO and Airtel as shown in the table below:

*Table 2: Number of professional and technical staff at telecommunication companies, by sex*

Year	MTN			TIGO			Airtel			New Artel		
	F	M	F (%)	F	M	F (%)	F	M	F (%)	F	M	F (%)
2008	39	45	46	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.
2010	45	97	32	2	46	4	n.a.	n.a.	n.a.	5	40	11
2012	60	140	30	5	61	8	8	25	24	3	30	9
2014	77	185	29	4	33	11	21	77	21	3	33	8

Source: RURA, Administrative data, 2015

To improve gender responsiveness in ICT sector, GMO recommends the following:

- Develop an ICT sector gender strategy to accelerate the implementation of the government “HeForShe” commitment to bridge the gender digital divide.
- Increase public awareness on the importance of ICT in transforming the lives of the population and use it beyond simple communication between friends, staff and Bosses but also use it for business and service related purposes.
- Strengthen the capacity of ICT-related institutions in gender analysis and mainstreaming for effective implementation of designed policies and strategies.
- Improve ICT related facilities such as tele-centers especially in rural areas to respond to ICT needs and women’s limited mobility due to household responsibilities.
- Increase women’s leadership in ICT sector including in telecommunication companies.
- Increase the numbers of female students in ICT courses. Institutions responsible for education, from primary to tertiary levels should raise awareness on the benefit of ICT-specialized courses for girls and boys and encourage more girls and women to participate.
- Establish a system of sex-disaggregated data collection and use in the ICT sector for effective monitoring and evaluation as well as reporting on progress over time.

### Infrastructure Sector

From an infrastructure perspective, the Transport sector’s road construction and rehabilitation initiatives have incorporated specific measures to ensure that both women and men benefit from road-related construction and maintenance employment opportunities. The projects engaged women through community-run roadwork organizations and microenterprises for road maintenance.

Gender-equality in employment is one of the key achievements of Rwanda’s Vision 2020 Umurenge Programme (VUP) - an Integrated Local Development/Public Works Program to accelerate graduation from poverty levels. Road construction and rehabilitation, especially feeder roads in rural areas, have assorted positive impacts. The gendered impacts include: improving access to rural market, stimulating economic activity; lessening women’s burden vis-à-vis water and fuel collection and women’s increased capacity in construction related activities.



*Men and women participating in VUP activities-Feeder road maintenance*

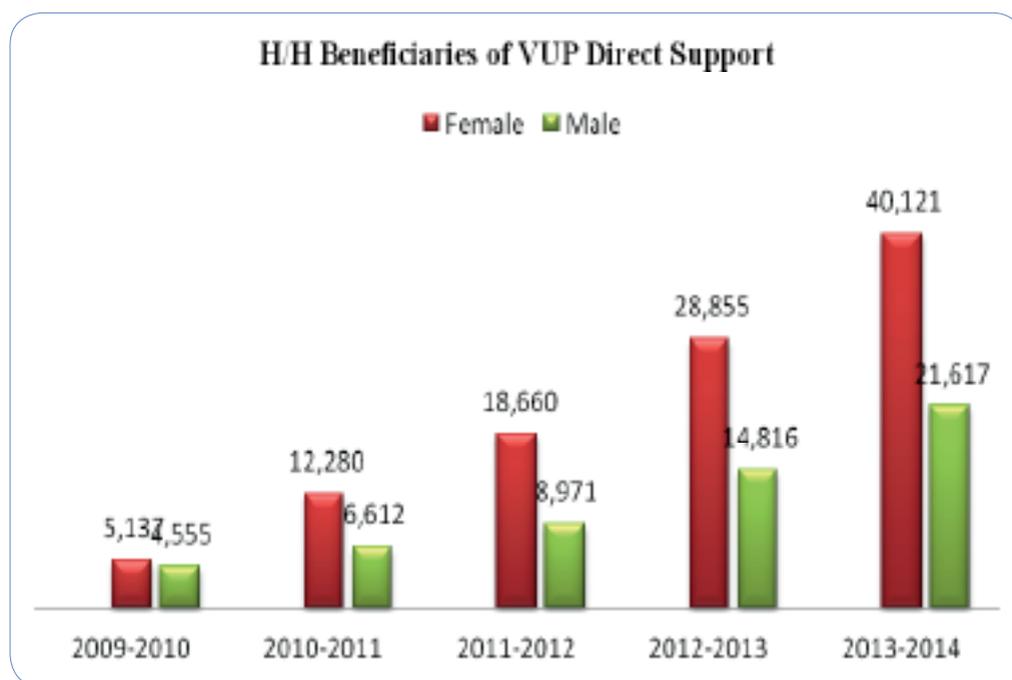
Despite the progress made with respect to gender inclusiveness in infrastructure, a lot more needs to be done to ensure that the sector has a clear approach for meaningful gender mainstreaming and across all subsectors. At the national level, partnership of all stakeholders from different sectors, levels of administration, and civil society is needed, in order to ensure that barriers posed by knowledge and capacity gaps can be overcome.

As it stands, the Review reveals limitations in the application of a systematic planning approach, no gender analysis/needs assessment, low collection of relevant gender disaggregated data, absence of gender sensitive indicators and targets to guide evaluation and reporting.

### Social Protection Sector

Given its remarkable impact in enhancing effectiveness and efficiency in improving social well-being of men and women, Social Protection was also part of the reviewed sectors. The social protection sector has seen remarkable achievements in the past five years. The Sector's key contributing action was an extension of social protection programmes, now operational in 330 sectors, up from 210 sectors (2013), and now accounting for 53,000 female-headed households and 59,000 male-headed households employed in public works according to the EDPRS2 Midterm report of 2016). Progress has also been registered towards the EDPRS2 Outcome, "Reduced extreme poverty". The targets are almost met, as reported in the Mid-term Assessment. According to EICV4 results, extreme poverty was reduced from 24% to 16%, from 2011/12 to 2013/14. (The EDPRS2 mid-term targets for 2015/16 and the end target for 2017/18 is to reduce extreme poverty from 15% to 9%).It is important to note that social protection services target women, men, girls and boys. The services have improved the wellbeing of individual beneficiaries steadily as Figure below illustrate:

Figure 4: Beneficiaries of VUP Direct Support



Source: LODA, Administrative Data, 2014

From this sector also the social security as a basic human right and a powerful approach to protect citizens from economic shocks. The government has established an income guarantee that supports the retired or elderly with income security, and provides services related to invalidity or work injuries, survivorship, maternity benefits as well as improved access to health care of all Rwandans at an affordable health care cost.

Its components such as health protection programme has positively contributed to access and utilization of health care services mostly among children and women and this has resulted into reduction of child mortality and maternal mortality rates at national level.

Despite the existing structures and social security mechanisms in place, social security coverage is still very low at national level. The majority of the population without coverage is found in the informal sector where they are involved in less secure employment including agriculture.

*Table 3: Beneficiaries of Social Security Program in Rwanda*

Indicator	sex	2010/2011	2011/2012	2012/2013	2013/2014
Number of persons of pension insurance contributors by sex	Female	86,374	94,943	104,508	106,942
	Male	212,002	231,263	247,577	253,342
	<b>Total</b>	<b>298,376</b>	<b>326,026</b>	<b>352,087</b>	<b>360,284</b>
Number of pension beneficiaries by sex	Female	14,738	14,616	14,862	15,057
	Male	18,747	18,698	19,040	19,290
	<b>Total</b>	<b>33,485</b>	<b>33,314</b>	<b>33,902</b>	<b>34,347</b>
Number of occupational Hazard pension beneficiaries by sex	Male	1,168	1,168	1,132	1,149
	Female	1,003	1,017	985	999
	<b>Total</b>	<b>2,171</b>	<b>2,185</b>	<b>2,117</b>	<b>2,148</b>

Source: RSSB, Administrative data, 2015

From the table above, male's contribution to pension fund is twice from that of female counter parts. One obvious reason is that most people who contribute to the fund are professionals, of which the majority are men. Majority of women still work in the informal sector such as taking care of the family which is not insured. This state of affairs definitely means fewer women will benefit from pension fund.

Therefore to address these key gender challenges are associated with social protection programs, gender analysis prior to development of all policies and/or programmes is the cornerstone. Gender analysis helps clarify the specific and often different needs, vulnerabilities, and coping strategies of women and men, so that they can be more adequate.

## 2.3. Justice and Human Rights

Under this pillar, GMO assessments focused on: service delivery by Isange One stop centres, teenage pregnancy and Human trafficking prevention and response mechanisms. In addition, 71 GBV cases received were assessed, advice given and oriented to relevant authorities for action.

### 2.3.1. Improved GBV Service delivery in Isange One Stop Centres

To holistically address issues of gender based violence, the Government of Rwanda has established Isange One Stop Centre (IOSC) as a multi-disciplinary model to convene service providers and deliver service to victims under one roof. In line with the National target enshrined in the 7 year Government Programme, forty four (44) District Hospitals now have operational one stop centres.



*Improved facilities for children's psychotherapy within Gisenyi Isange One Stop Center*

Like in the previous years, the Gender Monitoring Office assessed the quality of services given to victims of GBV/ Child abuse in compliance to established standard operating procedures. The assessment was conducted in 29 Isange one stop centers: Gasabo, Muhanga, Nyanza, Huye, Gisagara, Nyaruguru, Nyamagabe, Nyamasheke, Rusizi (Gihundwe & Mibirizi), Karongi, Ngororero, Rubavu, Musanze, Gakenke, Rulindo, Gicumbi, Bugesera, Rwamagana, Ngoma, Gatsibo, Nyagatare, Kirehe, Ruhango, Kicukiro, Kamonyi, Kayonza and Nyabihu district hospitals.

Findings revealed tremendous improvements especially on infrastructural setup where new infrastructures have been put in place and existing ones rehabilitated to meet standards as per the National Strategy for scale up of IOSC. Equipment such as medical and transport facilitates e.g motorbikes used to follow up victims in their respective communities, use of skilled personnel and provision of quality medical, legal and psychological services to victims of GBV/Child abuse have contributed to improved quality of services provided to victims of GBV.

Despite the realised achievements, the functioning of one stop centre still encounter a number of challenges including but not limited to: lack of harmonized reporting mechanisms in all IOSCs; the GBV officers report to MINISANTE and JPOs to RNP and this can affect quick information sharing and timely interventions. In addition, there is limited coordination and low collaboration with different stakeholders including the districts and other GBV interveners, insufficient staffing affecting operationalisation of IOSCs 24 hours/7 days as required, inadequate legal services due to irregular visits by MAJ officers to support victims at IOSCs, insufficient reintegration and rehabilitation mechanisms to support the victims.

Furthermore, victims still have limited knowledge on their rights and unavailability of enough and clear evidences to support their cases in courts. Strong synergy between the Police, Prosecution office and Courts has to be emphasised to ensure that cases of GBV are handled with due care and with special attention to ensure the victim received due comprehensive services (Legal, Health and reintegration).

The IOSC monitoring findings were presented to the National GBV steering committee, as result, the meeting advised MOH to mobilize resources and urgently address issues of outstanding bills for services given to GBV victims by district hospitals. The implementation of this resolution is ongoing where some hospitals have been already paid.

In addition, IOSC extension services including safe houses were advised and so far these are established and operational in Mibirizi and Ngarama District hospitals. Important to also highlight is that IOSCs that were initially stopped due to low capacities are now re-established (e.g. Nyamata, Kibuye, Gihundwe, etc) thanks to guidance given by the National steering committee.

Worth mentioning is the establishment of DNA laboratory that responds to issues around evidences especially for GBV and child abuse.

In response to issues related to data management especially those collected across one stop centres, the National GBV Steering Committee approved the establishment of a GBV Information Management System to be hosted by the Regional Center of Excellence of GBV and child abuse under the coordination of MIGEPROF.

The assessment also informed district's commitment to strengthen collaboration and support to Isange One stop centres especially to address reintegration issues. District and hospital officials committed to initiate learning tours in IOSCs considered to be a strategy to raise their capacities and services. In that framework, Rubavu district and hospital already organized and conducted a study tour at Kacyiru one stop centre.

### 2.3.2. Improved prevention and response to GBV and teenage pregnancy issues

Clinics and outreach programs with special groups of Teen mothers were organised in 10 districts: Bugesera, Burera, Gicumbi, Huye, Musanze, Muhanga, Ngoma, Gasabo, Ngororero and Nyamasheke. The overall goal of this initiative was to deeply assess the issue of teenage pregnancy and identify services/support given to them by service providers. Gender monitoring met 699 teen mothers who are between 12 to 17 years.



*GMO and stakeholders meeting teen mothers documenting their issues for advocacy*

The discussions with teen mothers encounters quite a number of challenges during and after their pregnancies. These include:

- Existence of a big number of unreported cases of teen pregnancies, the discussion revealed that, in all districts the magnitude of adolescent mothers is big and that many cases go unreported.
- Despite several campaigns organized by MINALOC and stakeholders, many teens' children are not yet registered in civil books. The various reasons invoked to this include lack of information by teen mothers on the rights of their children. The mobilization through media doesn't reach some categories of the population including teen mothers. Teen mothers also reported that shame/stigma and limited financial capacity also inhibit their active Participation in child registration processes.

- The assessment highlighted that very often Teen mothers drop out of school due to pregnancy. Lack of family support to take care of the baby, poverty, stigma, violence of parent frustrated by the condition of their daughter and many other reasons keep the young mother out of school.
- Another issue identified during the assessment is the stigmatization or even physical violence by family members especially brothers and surrounding community. The violence does not target only the young mothers but also sometimes affects their babies. Parents refuse to provide food, shelter, clothing, washing items etc. to young mothers.
- Access to justice is another issue that need to be improved. Among the 699 teen mothers discussed with almost all of them never reported their cases to the Police or to any local government institution. The revealed reasons of non-reporting include the culture of silence resulting from stigma, negotiations between parents especially when the perpetrator is a family member or a neighbour.
- Last but the least, early pregnancy is a high health risk for both mother and child. Some teen mothers have health problems including HIV and sexually transmitted diseases and with no capacities to access health care facilities. They are also unable to afford health insurance for their children due to lack of financial means and many grand parents don't accept the responsibility to provide for health insurance to their grandchildren.

From this assessment, onsite support were given to the victims including recording the new born babies in civil registers, voluntary HIV testing and justice organs present commit to initiate files for such cases and also strongly follow-up to ensure that legal services and justice are given. During this period, one hundred and forty (140) children of teen mothers were registered and two hundred and fifty-four (254) teen mothers voluntarily tested for HIV.

Important to also highlight is that civil society organisations, National and International non-governmental organizations through NINGO are being engaged to support on both prevention and response to teenage pregnancy. Some NGOs like CARE AND Jhpiego Rwanda already committed to support teenage mothers especially on the reintegration component.

Considering the magnitude of teenage pregnancy phenomenon and its adverse impact on development of the country at large, GMO initiated advocacy through steering committee, which resulted into;

- Initiation of a three months comprehensive and joint campaign to facilitate birth registration of children. The Ministry of Local Government allowed registering children free of charge where parent's especially teen mothers were facilitated to register their children.
- Among the adopted resolutions is recording teenage pregnancy cases at the District hospital/health centres and sending such cases to Rwanda National Police to inform investigations. This resolution was operationalized by the guidelines given to District hospitals and health centres by the Ministry of Health.

Given the scope and effect of teenage pregnancy on Rwandan generation future generation, Gender Monitoring Office recommends the following preventive and responsive mechanisms;

To establish systematic information collection and sharing mechanism among service providers. It was been noticed that the lack of information about teenage pregnancy cases limits responsive actions especially legal and reintegration services.

Establish a mandatory school reintegration system for every teen mother, the assessment on service delivery to teen mothers, it was noticed that the majority of teen mothers dropped out of school. Therefore, there is need to develop and implement a system for mandatory reintegration of teen mothers into the formal school system.

Improve knowledge and skills of parents and youth on reproductive health, the family constitutes a reliable source of information that may guide teenagers to live a safe and purposive adolescence age. However, parents do not have enough knowledge on reproductive health and others are hesitant to provide their children with such kind of information and this leads to increased number of teenage pregnancies. Therefore, reproductive health should be thoroughly taught and discussed different forums.

### 2.3.3. Increased awareness and commitment of actors in addressing Human Trafficking

Human trafficking (HT) is a global and serious security and economy threat to both individuals and countries. The GoR established strong legal and institutional frameworks to work towards Human trafficking prevention and Response.



*Non- gazetted borders without any demarcation or with natural boundaries*

In line with its mandate and in collaboration with key actors including: GMO assessed the effectiveness of existing prevention and response mechanisms on human trafficking and followed up on reintegration of HT victims in ten (10) Districts: Nyagatare, Gasabo, Bugesera, Burera, Rwamagana, Gicumbi, Kirehe, Nyaruguru, Rusizi and Gisagara. GMO also conducted community work with Public and private transporters in Rwamagana district and key message on their prevention and reporting roles was much emphasized.

The assessment indicated quite a number of issues linked to human trafficking and among these include health issues, unwanted pregnancies, poverty, depression, lack of self-esteem and limited access to justice. Another issue is limited knowledge on human trafficking among communities and service providers hamper efforts in combating security/human threat human trafficking.

On the other hand uninformed people may be easily tricked by traffickers and they are also unable to report human trafficking incidents.

The assessment indicated that with Rwanda bordering other countries like DRC, Burundi and Uganda, some communities have no clear demarcation/ separations and it's hard to determine illegal trespassing. The above photos indicate path ways (ibyambu, pagna road) with complex management which also requires stringent measures if trafficking in persons have to be prevented, otherwise, this can easily facilitate human trafficking.

Joint efforts by all concerned countries are needed to sensitize community members and also to reinforce security control in such identified pagna roads and endeavour to report in any suspected cases. Furthermore, it was noticed that there is lack of streamlined mechanisms to respond to human trafficking. To this point, findings indicated that in some districts victims identified are accommodated to district premises while waiting for returning back into their families or they are directly sent back in their respective communities without convenient preparation for reintegration; thus a need to establish a specific rehabilitation centre for effective response.

Considering the state of HT prevention and response as per the assessment findings, advocacy for the support of victims especially on repatriation and reintegration components was conducted. As a result, the Ministry of Gender and Family promotion, Directorate General of Immigration and Emigration, Rwanda National Police, Rwandan Embassies supported the repatriation of 29 HT victims. In addition 3 victims were supported with school fees for those who had dropped out, psycho-social support, temporally accommodation, progressive medical support, startup capital, and some houses were constructed, equipped and given to victims.

The given reintegration package facilitated victims to resume their studies with good performance, undertake vocational training courses that enabled them to acquire descent jobs, generate some income and improve their living conditions. The efforts of different stakeholders especially National council for children through Faith Victory Association for rehabilitate and reintegrate package to the victims was very critical and highly recognized.

From the assessment Gender Monitoring Office recommends the following;

To organize regular campaigns and trainings to different categories of people and service providers in order to raise awareness and knowledge on human trafficking.

Use of testimonies of victims (Videos) of human trafficking to raise people's attention to the gravity of the issue and act accordingly

Establish a platform at local level bringing together local authorities from District to Village level, CSOs, FBOs, security organs and people from different sectors including justice, health and education to discuss on emerging issue of human trafficking and way forward.

Reinforce security at non-gazetted borders through joint trans-border patrols and deployment security officers and equip them with basic skills with the aim to help them detecting among the passengers, possible victims of human trafficking

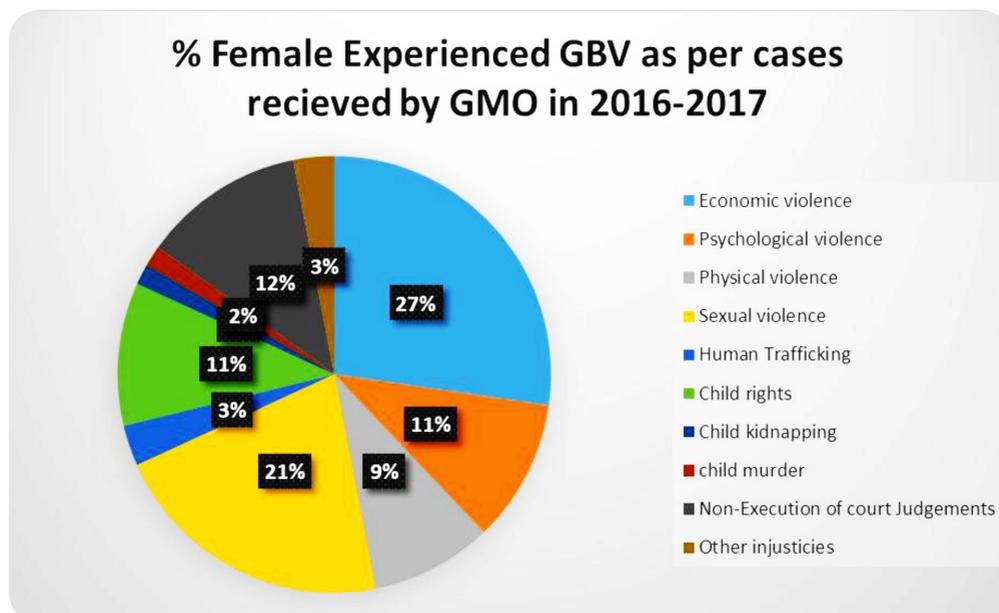
Mobilize resources for GBV and human trafficking prevention and response activities from different stakeholders, include these activities in Imihigo and strengthen information sharing systems among district service providers

Enhance collaboration with neighbouring countries for joint prevention and response to human trafficking and increase joint dialogues/meetings among border communities and local authorities from both Uganda and Rwanda

### 2.3.4. Received GBV Complaints oriented and addressed by relevant institutions

Cases on complaints regarding gender based violence/human trafficking were received and the Office provided legal and psycho-social counseling services to received victims. The cases were reported in person or through GMO's helpline. In total, GMO received 71 cases (65 females and 6 males) and as indicated below, cases of economic violence are high, followed by cases of sexual violence. After scrutinizing received cases, they were oriented to service providers depending on the state of the case. Cases were mostly oriented to Courts, NPPA, LAF, RNP and the local Government.

Figure 5: percentage cases received by GMO



Among 71 oriented cases, 26 GBV cases have been adequately responded to by service providers. Other 45 cases are pending in courts due to case backlog in courts and GMO will closely follow-up to ensure appropriate and informed decisions are taken. On this component of Justice, also the indigent victims have been supported with legal counsel through the close collaboration with Legal Aid Forum.

While following up, it was noticed that insufficient collection of evidences, untimely response to GBV cases by service providers at different levels and low knowledge of laws highly affect service delivery to activities. In addition, victims hardly claim for reparation due to lack of legal support and incapacity to pay for legal assistance fees. The issue of reparation is prevailing in most GBV cases and the Justice sector needs to devise strong and sustainable measures to address this issue.

GMO recommends the local Government, MIGEPROF, Local actors and actors in the Justice sector to join efforts and conduct intensive community campaigns on GBV related laws. Much emphasis has to be on reporting, claiming for reparations and preservation of evidences to support GBV files in courts of law.

Equally important all actors in the Justice sector need to build capacity speciality in comprehensive evidences and conduct strong investigations to ensure perpetrators are convicted and sentenced.

## 2.4. Communication for increased Awareness on Gender Equality and GBV

Throughout this year, GMO embarked on enhancing communication through different channels and using different approaches to ensure that the public both at national and global levels are aware of the state of gender equality in Rwanda. In this perspective, different initiatives were undertaken.

### 2.4.1. Dialogues in Western and Northern Provinces

In the framework of continued advocacy for compliance to gender equality principles, GMO conducted high-level dialogues with local Government leadership both in the Western and Northern provinces. During this, the state of gender equality of the two provinces were disseminated based on sector and district gender profiles, monitoring findings for the respect of gender equality principles in various elections, assessed the implementation of GBS and performance contracts, assessed GBV in secondary schools, and monitored GBV service delivery in various Isange One Stop Centres among others. From these dialogues, gaps were indicated and measures to reinforce gender accountability and GBV service delivery were devised.

#### Western province

In the framework of dissemination of monitoring findings related to achievements made in promotion of gender equality and eradication of Gender Based Violence, persisting gender gaps and castrates to gender equality principles and effective GBV service delivery, GMO organized a dissemination and advocacy dialogue with all districts of Western Province.

The findings presented resulted from monitoring of Monitoring findings in GBS & Imihigo, Monitoring Gender Equality in Private Sector (Tea companies and Hospitality Industry) Findings from election monitoring, Civil marriage registration procedures, GBV prevention and response in schools, GBV Service delivery in Isange One Stop Centers and Critical GBV issues in general.



*Stakeholders discussing on Gender and GBV monitoring findings in Western Province*

The dialogues included Provincial leaders, representatives of security organs, and actors in the Justice sector, district leaders and no state actors operating at the local levels. The issues highlighted during the dialogue were versed but mainly on GBV and gender mainstreaming in general. The GBV challenges include limited coordination and collaboration between the District and other service providers in Gender Based Violence Prevention and Response leading to duplication of efforts, Teenage mothers with no support (livelihood, education, legal, psychological, financial etc) Children/babies who are left alone on Rubavu border ( petite barrier) and lack of reintegration measures for GBV victims.

The other gender imbalances emphasised were low female participation in governance and justice, big % of youth especially female in paid and income employment opportunities, low participation of female students in TVET and VTCs and high dropout rate for boys especially in districts of Nyabihu, Ngororero & Rutsiro. The table below shows the participation of female and male in district councils and district bureau.

Table 4: Participation of female and male in district councils and district bureau

**Participation in decision making-Local level**

Districts	District Council Bureau						Executive Committee					
	President		Vice President		Secretary		Mayor		V/M Econ.		V/M Soc.	
	M	F	M	F	M	F	M	F	M	F	M	F
KARONGI	1	0	1	0	0	1	1	0	0	1	0	1
NGORORERO	1	0	0	1	0	1	1	0	0	1	1	0
NYABIHU	1	0	1	0	0	1	1	0	1	0	0	1
NYAMASHEKE	1	0	1	0	0	1	1	0	1	0	0	1
RUBAVU	1	0	1	0	0	1	1	0	1	0	0	1
RUSIZI	1	0	1	0	0	1	1	0	0	1	1	0
RUTSIRO	1	0	1	0	0	1	0	1	1	0	1	0

**Major gaps are found in the following:**

- District Council Bureaus chairpersons are exclusively male
- 6/7 Vice Presidents of District Council Bureaus are men.
- Significant representation in Vice Mayor positions – Economic & Social Affairs
- All Secretaries of District Council Bureaus are female
- 1 female mayor out of 7

source: NIEC, 2016

The dialogue discussed on establishing gender equality systems that will support the provinces and districts to track their contribution towards gender equality and GBV service delivery.

## Northern province

During dissemination dialogue, GMO shared gender equality and GBV findings from different studies, monitoring and assessments with Provincial and District Officials plus stakeholders and discussed on Local Government roles and responsibilities, Gender equality progress and gaps, Governance and Justice, Social Welfare, Economic Development Accountability mechanisms and key recommendations for the advancement of the gender equality in the province.

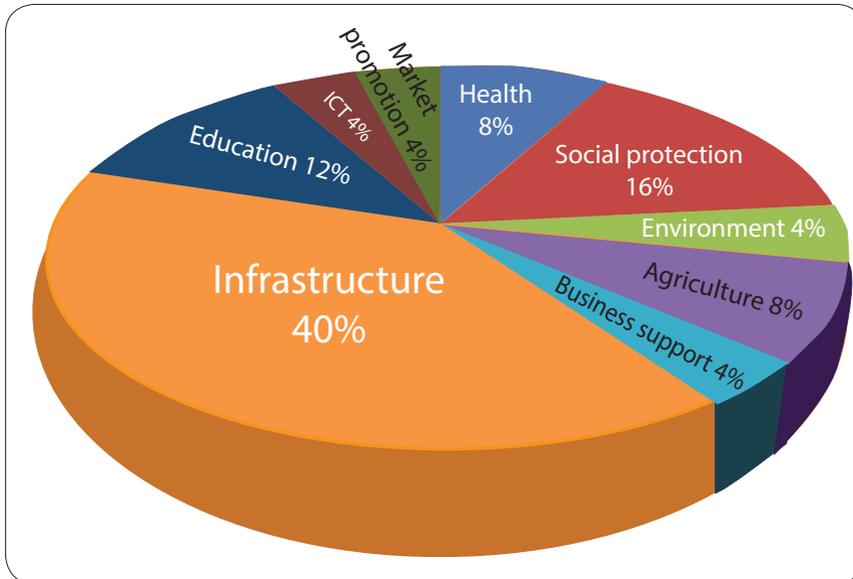


*GMO monitoring findings shared with local government and stakeholders in Northern Province to inform key strategic actions.*

On the point Accountability Mechanisms for instance, monitoring findings on financing for gender equality (GBS/Imihigo) were shared with the rationale of enhancing district understanding on financing for gender equality and gender mainstreaming in planning (DDS, district Action Plans, GBS and Imihigo). The figure below presents the consideration of different sectors in Gender Budget statement.

Figure 6: Percentage of cost of different sectors in Gender Budget Statement

### Selected subprograms vs Gov't Programmes



The infrastructure underpins our lives and is essential for the functioning of a society. It is meant to address people's needs and make life easier. From the figure above the infrastructure sector takes a big party compared to other sectors that means that a big party of institutional budget is used to put in place various infrastructures (40%) while the rest of sectors share 60% of budget. It is worth noting however that in reality infrastructure projects are often gender insensitive because it is assumed that women and men will automatically equally benefit from new infrastructure, without due acknowledgement of the full range of social and economic impacts, whether positive or negative.

Too often, the positive outcomes experienced by women through infrastructural projects have been unintended and unplanned. Thus, a well -designed, appropriately located and affordably priced infrastructure can be a powerful tool in the pursuit of gender equality. Therefore, gender mainstreaming should not only be regarded as a factor requiring attention in infrastructure projects but rather must be considered as a critical factor in ensuring the project's success and sustainability.

These dialogues resulted into the following;

Districts in the Northern Province committed to establish internal gender audit committees to advise and define districts' gender focus and also track the implementation of planned interventions. GMO will ensure that these committees are given gender audit skills and their capacities enhanced.

Districts' leadership committed to closely oversee the preparation of gender budget statements and ensure that planned intervention respond to gender gaps in respective districts. It was further advised that local actors be consulted and engaged to contribute to the effective implementation of GBS.

Districts were urged and committed to put more efforts in addressing familial conflicts, issues of unregistered children as well as conducting extensive community mobilization on ending illegal marriages. Both Provinces committed to establish forums between local government and other partners such as faith-based organisations to enhance their contribution in preventing gender based violence and child abuse.

## 2.4.2. Increased public awareness and advocacy on Gender through communication Initiatives

In the framework serving as a point of reference for information and documentation on gender equality in Rwanda, the Gender Monitoring Office has consistently and aggressively engaged with the public and stakeholders to share information on the status of gender equality in Rwanda, and disseminate the monitoring findings for advocacy purposes. This was delivered through different media channels, printed communication and advocacy materials, website and online social media channels, as well as through direct engagement with stakeholders through different dialogues held at local and central levels.

In this perspective, Gender Monitoring Office conducted different Radio and TV programs and talk shows on different subjects including but not limited to financing for gender equality and the role of Gender Responsive Budgeting programme, human trafficking, teenage pregnancy and other Gender Based Violence issues in general.

Additionally, over 3,000 leaflets on human trafficking and Gender Based Violence were printed and disseminated through different forums and meetings with stakeholders. Still in the same perspective, 600 booklets with factual information on the status on gender equality in four sectors were printed and disseminated with concerned sectors.

The produced booklets are of sectors of access to finance, infrastructure, agriculture, as well as information and Communication Technology. The produced booklets highlighted not only the achievements made the mentioned sectors, but also persisting challenges and recommendations devised to address the identified gender gaps.



*GMO with partners sticking anti GBV messages on public transport vehicles*

These interventions specifically resulted into the following:

- Increased awareness and understanding on gender equality and GBV prevention and response;
- Increased knowledge on human trafficking among the community, especially the tactics of human traffickers, which in the end facilitates the establishment of preventive and responsive mechanisms;
- Increased understanding on gender accountability among stakeholders especially public institutions;
- Strengthened partnership between GMO and stakeholders including media, artists and Civil society Organizations to advocate for more promotion of gender equality and effective service delivery to Gender Based Violence Victims.

### 2.4.3. Rwanda's gender achievements shared with international delegations

GMO received various regional and international delegations and share Rwanda's journey in promoting Gender Equality and approaches used to embed gender in national frameworks. These delegations included among others:

- Ivory Coast delegation led by Honourable Euphrasie Kouassi Yao, Minister in Charge of Gender.
- Togo delegation led by Honourable Mme TEBIE Mazalo, Minister of Gender.
- Jenifer THOMSON, the President of Organization for Women in Science for the Developing World
- HAART Kenya (Awareness Against Human Trafficking): A Kenya Based NGO specialised in fighting against Human Trafficking
- Women's Strategic Development Centre (WSDC) from Ethiopia
- Kisumu Country Assembly From Kenya
- Saniye Gülser CORAT, UNESCO, Director of the Division for Gender Equality in the Office of the Director-General at UNESCO



*Chief Gender Monitor sharing Rwanda's experience in promoting GE with Togoese delegation*

These exchange visits contributed to increased global awareness on Rwanda's experience and progress in achieving gender equality and women empowerment and to portraying Rwanda's image and global position/ranking in regard to promotion of gender equality and fight against GBV. In addition, this extended the institutional global networks and partnerships on gender equality.

## 2.5. Capacity Building and Training

In a bid to continuously enhance staff capacities, GMO participated in different training initiatives as organized by partners and government Institutions.

Three gender technical staff benefitted from a course on Gender Planning, budgeting & policy management (GPEM) organized by MIGEPROF in partnership with UNWOMEN and delivered by Rwanda management institute. This training improved staff skills to analyze plans, budget and policies for their gender responsiveness. In addition a training workshop on mainstreaming Gender in legal affairs was attended by one staff and this increased capacity related to application of gender related approaches in the provision of justice to the citizens.

Further still, the Human resource & logistics Officer benefited from training opportunities offered by the Ministry of public service and labor specifically in operating and working with Integrated Payroll and Personnel Information System (IPPIIS). The finance officers as well as the internal auditor also benefited from training opportunities offered by the Ministry of Finance and Economic Planning related to usage of team mate software system used in reporting internal activities, as well as the upgraded SMARTIFMIS systems.

As Government institutions embrace the use of E-Procurement, different system users were trained on how to use and benefit from the system. This has facilitated the Gender Monitoring Office to entirely move from the manual processes of procurement thus saving time and resources.

## 2.6. Auditing services

Having regard for greater accountability and transparency, the Gender monitoring Office places great importance on auditing services. For Financial year 2016/17, Apart from GMO internal auditing service, Gender Monitoring Office was glad to host the Office of the Auditor General in Rwanda for auditing services for financial year 2015/16.

Both the internal and external audits identified no conditions that represented material deficiencies in internal controls to the Gender Monitoring Office system as a whole from a financial standpoint and no circumstances in which management's decisions resulted in the acceptance of unreasonable levels of risk.

In quarterly financial statement review for the fiscal year 2016/17 all audited financial statement found that controls were adequate, and for human resource management for 2015/16 fiscal year, processes were followed and management of staff was done according to the existing laws and regulations. Procurement procedures in awarding tenders were done according procurement laws and regulations and weakness found were addressed as required.

Key recommended actions proposed by both the office of the Auditor General and the internal Auditing service are being implemented and this with no doubt contributes to institutional growth and compliance to laws and procedures.

## 2.7. Challenges and general conclusion

### 2.7.1. Key Challenges

Despite the efforts in promoting gender equality and accountability, quite a number of challenges were encountered and among these include:

- **Limited capacity and gender expertise to inform effective gender mainstreaming across sectors and programs:** Despite gender capacity initiatives initiated, monitoring findings indicate serious gender capacity gaps among actors, an area that requires massive efforts and strong strategies to support substantial gender mainstreaming across sectors.
- **Limited collection and use of sex disaggregated data:** In some sectors, gender responsive planning is handicapped by unavailability of gender data which is most needed to support the analysis, serve as a baseline and inform gender responsive decisions.
- **Gender neutral accountability mechanisms:** Monitoring findings indicates that Performance contracts (Imihigo), institutional action plans, capacity building plans and M&E frameworks are not well gender mainstreamed. This affects institutional delivery and positioning of accountability to gender equality.

### 2.7.2. General Conclusion

The implementation of the 2016/2017 annual work plan indicated continued strides made by different sectors in institutionalizing gender equality. Financing for gender equality has greatly contributed to a strong move towards addressing gender inequalities at different levels and in different sectors.

Different actors from both the public and private sectors have played important roles in pushing forward the gender agenda. In this 2017/2018 fiscal year, the Gender Monitoring Office envisages institutionalizing gender accountability mechanisms with much focus on the Private Sector, fostering GBV service delivery, accelerating the gender agenda across sectors and sustaining what is already achieved. GMO will continue to advocate for consistent accountability mechanisms to ensure sustained oversight systems are in place to make gender accountability a reality in the country.

## APPENDICES

### Table indicating 2016/17 budget execution

N°	Source of Budget	Approved Budget	Revised Budget	Expenditure	Balance	% of budget execution
1	Ordinary Budget	824,732,794	794,732,794	698,678,900	96,053,894	88
2	SIDA/ UNWOMEN	82,000,000	109,700,049	102,387,011	7,313,038	93
	Total	906,732,794	904,432,843	801,065,911	103,366,932	89





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