

REPUBLIC OF RWANDA



GENDER MONITORING OFFICE ANNUAL REPORT 2013-2014

November 2014

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VISION

To be an icon observatory for gender equality that promotes accountability for sustainable development in Rwanda.

MISSION

To effectively monitor gender mainstreaming and the fight against GBV in public, private, civil society and religious institutions to achieve gender equality in Rwanda.

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LIST OF ABBREVIATIONS

AJO	Access to Justice Office
AUC	African Union Commission
ASETAMORWA	Association de l'Espérance des Taxis Moto au Rwanda
BPFA	Beijing Platform for Action
CSOs	Civil Society Organisations
CoK	City of Kigali
CSW	Commission on the Status of Women
FBOs	Faith Based Organizations
EDPRS	Economic Development and Poverty Reduction Strategy
FAS	Femmes Africa Solidarity
FVA	Faith Victory Association
FY	Fiscal Year
GBS	Gender Budget Statement
GBV	Gender Based Violence
GMO	Gender Monitoring Office
GoR	Government of Rwanda
IDEP	Institute for Economic Development and Planning
MAJ	Maisons d'Accès à la Justice
MDGs	Millennium Development Goals
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance and Economic Planning
MINIJUST	Ministry of Justice

MoH	Ministry of Health
MoU	Memorandum of Understanding
NCBS	National Capacity Building Secretariat
NGP	National Gender Policy
NCC	National Commission for Children
NPPA	National Public Prosecution Authority
NWC	National Women Council
UN	United Nations
UNWOMEN	United Nations Agency for the Advancement of Women
IOSC	Isange One Stop Center
RNP	Rwanda National Police
RWAMREC	Rwanda Men's Resource Center
OL	Organic Law
PFTH	Pro-Femmes Twese Hamwe
RALGA	Rwandan Association of Local Government Authorities
RNRA	Rwanda Natural Resources Authority
RWF	Rwandan Francs
SACCO	Saving and Credit Cooperatives
SIDA	Swedish International Development Agency
TV	Television
UNFPA	United Nations Fund Population Agency
VSL	Voluntary Saving and Lending
VUP	Vision Umurenge Programme
9YBE	Nine Year Basic Education
12YBE	Twelve Year Basic Education

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PREFACE



As required by the law N° 51/2007 of 20/09/2007 determining the responsibilities, and functioning of the Gender Monitoring Office in its article 22, the Gender Monitoring Office is pleased to submit its annual activity report.

The present report outlines the achievements realized in line with the Gender Monitoring Office Annual Action Plan in the fiscal year 2013/2014 stemming from the Gender Monitoring Office Strategic Plan (2011-2016).

In this reporting period, significant achievements were recorded thanks to the high dedication of Gender Monitoring Office staff and continuous support of various stakeholders from the public sector, civil society and development partners.

More importantly, the GMO achievements benefited from the sustained political will of the Government of Rwanda which highly provides for gender responsive and inclusive development that enables the maximum contribution of every Rwandan.

This report is a valuable source of information for all stakeholders and provides readers with a useful and informative picture on gender and GBV prevention and response in Rwanda.

It also highlights the implementation of international gender related commitments ratified by Rwanda as well as institutional development efforts aiming at strengthening the GMO's capacity towards achieving its mandate of promoting gender accountability in Rwanda.

The Gender Monitoring Office takes this opportunity to thank everyone and every institution for their invaluable contribution. As we look forward to another successful year, GMO would like to reiterate its commitment to continue building systems for sustained gender accountability in Rwanda

RWABUHIHI Rose

Chief Gender Monitor

EXECUTIVE SUMMARY

Every year, the Gender Monitoring Office publishes an annual report that indicates GMO's performance on key activities implemented throughout the financial year. This year's report highlights GMO's achievements in 2013/2014 to realize the objectives of the National Gender Policy that is built on the Economic Development and Poverty Reduction Strategy (EDPRS 2), the Seven Year Government Programme and the Vision 2020.

It focuses on key achievements in three interlinked components namely: monitoring gender mainstreaming, GBV and injustices and gender related international commitments, GMO as a national reference point for information and documentation on gender equality as well as institutional development.

Monitoring gender mainstreaming, fighting against GBV and injustices and monitoring gender related international commitments

In order to strengthen gender accountability, the GMO conducted monitoring of gender equality and developed sector gender profiles that provide baseline data, identify best practices, gender related constraints and gaps and propose recommendation to improve and accelerate gender equality in Rwanda.

It is important to report that the Government of Rwanda has made remarkable progress in holding budget agencies accountable through the formulation of Gender Budget Statements.

The GMO closely worked with the Ministry of Finance and Economic Planning as well as the Parliament Budget Commission to scrutinize districts and ministries budgets and assess to which extent the resources allocated have captured gender equality priorities.

This year, all districts and almost all ministries complied with MINECOFIN instructions and developed Gender Budget Statements which demonstrates that building gender accountability in Rwanda is achievable through joint efforts.

To further enhance service delivery in responding to GBV in IOSCs (specialized free-of-charge referral centers where victims of GBV can find comprehensive services: medical care; psychosocial support; judicial and legal support) across the country, the GMO examined the functioning of the established nine IOSCs with the objective of assessing their effectiveness, identify best practices and gaps in providing services to GBV victims.

The assessment established that, the pilot IOSC of Kacyiru adequately provides commendable high standard and holistic services to GBV victims. Nonetheless, few gaps were identified and needed improvement in other (eight) established IOSCs.

In the same vein, to enhance accountability and GBV service delivery at grassroots level, ten (10) districts were monitored and two public dialogues were held at provincial level. This contributed to raise the commitment of stakeholders at district and sector levels to address GBV and to inform future discussions with high level decision makers (Justice, Security and Health sectors).

To mark the forthcoming review of Beijing+20 and the ongoing preparation of Post-2015 Sustainable Development Agenda, GMO in collaboration with MIGEPROF and UN WOMEN produced Beijing+20 country report, the fifth of the series since the adoption of the Beijing Platform for Action in 1995.

The report articulates major strides made by Rwanda in the twelve critical areas of concern, key challenges and emerging priorities.

The achievements include among others; the revision of discriminatory laws and enactment of gender sensitive laws, high level of women participation in various decision making organs and increased number of women in peacekeeping operations and peacebuilding initiatives, reduction in maternal and infant mortality rates, parity between boys and girls in primary school enrolment and retention.

GMO as a national reference point for information and documentation on gender equality

GMO endeavored to proactively analyze and provide gender responsive advice on laws, policies and strategies. In particular, the family law was analyzed through a joint collaboration with the gender machinery and CSOs.

As a result, various recommendations were provided to Parliament to ensure that the family law under review guarantees equal rights of both men and women, girls and boys in Rwanda. Additionally, for effective follow-up of GBV service delivery, the Office established a toll free line 5798, for the population to report GBV cases and injustices.

Institutional development for effective and efficient delivery of services

To reinforce the capacity, organization and performance of GMO, the year 2013/2014 saw GMO secure funding from the Swedish International Development Agency through One UN that will continue to advance and sustain gender equality gains in Rwanda.

These funds boosted monitoring and reporting on gender equality and GBV across sectors. This has further accelerated performance with recruitment of additional technical staff that strengthened the team with new innovative ideas and monitoring strategies, thus creating a forward-thinking approach that stimulates both advancement and growth of the GMO.

Despite the above achievements, challenges exist thus continued existence of gender gaps. The existence of limited capacities in gender analysis and gender mainstreaming at various levels, insufficiency of gender and sex disaggregated data are key handicap for effective delivery of gender responsive programs.

Prevention of GBV in general and girls trafficking in particular require great attention of all stakeholders whereas loss of evidence is still a serious problem towards GBV response.

All these, require strengthened partnership and collaboration with all stakeholders while establishing quick and sustainable strategies.

INTRODUCTION

The Government of Rwanda has explicitly expressed both the will and commitment to promote gender equality in all sectors and at all levels. This is conspicuous in gender responsive legal and policy frameworks and establishment of different relevant institutions to advance gender equality and women's empowerment.

In this endeavor, the Gender Monitoring Office was set up and started operation on 31st October 2008 as an autonomous body with a mandate of monitoring and evaluating the implementation of gender principles and the fight against Gender Based Violence, while contributing to Rwanda's commitment to equitable wellbeing of all Rwandans.

Hitherto, the GMO developed systems of monitoring to ensure sustained gender accountability throughout policies, strategies and programs implementation.

Since its establishment, the Office has committed to monitoring, evaluating implementation of Rwanda Government commitments to gender equality and highlighting best practices to inform and emulate innovative initiatives gearing to further increase and accelerate accountability to gender equality in Rwanda.

This report presents the achievements realized by Gender Monitoring Office (GMO) during the 2013/2014 fiscal year, in accordance with GMO's mandate as stipulated in article 185 of the Constitution of the Republic of Rwanda of 4th June 2003, as amended to date, and the Law No51/2007 of 20/09/2007 determining the responsibilities, organization and functioning of the Gender Monitoring Office in Rwanda.

It describes results achieved, based on the Annual Action Plan aligned to the GMO strategic components namely; monitoring gender mainstreaming, GBV and International commitments, GMO as a national reference point for information and documentation on gender equality as well as institutional development.

In a nutshell, the report articulates key monitoring findings, challenges encountered in implementing gender equality principles and proposes recommendations to various stakeholders; all aimed at accelerating gender equality for sustainable development in Rwanda.

GENDER MONITORING OFFICE ACHIEVEMENTS

This report covers the achievements of the GMO in the following components: Monitoring gender mainstreaming, GBV and injustices and monitoring international gender related commitments, GMO as a national reference point for information and documentation on gender equality as well as institutional development. It provides a gender analysis of monitoring findings, identifies best practices, gaps and challenges and proposes a few recommendations.

1. MONITORING OF GENDER MAINSTREAMING

This part presents achievements realized by the GMO in monitoring how gender equality is mainstreaming across sectors strategies, policies and programmes. GMO assessments focused on four areas:

- Performance Contracts
- Gender Responsive Budgeting
- Elections
- Laws and Policies

1.1 Assessment of gender mainstreaming in 2013/2014 Performance Contracts

GMO conducted an assessment of performance contracts in four districts (Huye, Gakenke, Ngoma and Rusizi) to evaluate the extent to which gender and GBV are inclusive in the performance contracts and provided recommendations for effective mainstreaming of gender in their planning and implementation.

The assessment was conducted in participatory process that engaged district representatives as well as GMO teams. The exercise included development of assessment tools, assessing performance contracts of 4 districts and sharing findings with districts.

This approach generated data on the status of gender mainstreaming and GBV in Imihigo, identified gaps and contributed to gender analysis skills and ownership among district staff.

The findings demonstrate that performance contracts are classified in three categories. The first category includes Imihigo that are service delivery in nature (e.g. training of agricultural extension officers). This category is easy to engender at output level, targets and indicators.

The second category entails performance contracts that are not easy to engender but whose achieved outputs could show how both male and female benefited (e.g. harvesting 600000 tonnes of maize through land consolidation). The third category includes performance contracts that are difficult to engender (e.g. attainment of clean audit in Public finance management).

In addition, common gaps have been identified and include:

a) **Imihigo preparation and evaluation guidelines:** The development of district performance contracts is guided by ministerial instruction no 001/0701 of 20th May 2011. These instructions explicitly define the approach and the guidelines to be taken into account throughout preparation and evaluation processes of performance contracts of local government. However, the guidelines do not explicitly articulate how districts are supposed to mainstream and evaluate gender and GBV into the preparation of the performance contracts.

b) **Gender sensitive indicators:** An annexe to the ministerial instruction no 001/0701 of 20th May 2011 identifies key interventions and defined indicators to be considered in the elaboration of district performance contract across sectors and districts. This however does not entirely demonstrate how different needs of both men and women will be tracked during monitoring and evaluation processes.

More so, most indicators are generic in nature and thus will not facilitate tracking and reporting on how different categories of the population benefited from the intervention, an essential element to gender sensitive planning, budgeting monitoring and evaluation.

c) **Interventions to address Gender Based Violence:** Analysis of imihigo revealed that they do not commit evidently to address GBV whereas, statistics from the Rwanda National Police show a considerable prevalence of GBV crimes, including organized crimes like trafficking and domestic violence, over the years from 4614 cases in 2008 to 6496¹ cases in 2013. Nonetheless, most districts have no interventions planned in the performance contracts to address GBV issues.

d) **Sex Disaggregated data:** The findings indicate lack of disaggregated data yet sex disaggregated data is important in planning and evaluation of district performance contracts. This will ensure that both men and women benefit from the set interventions thus promoting gender sensitive equitable and accountable governance.

For accountability and transparency purposes, it is important that inclusion of gender and GBV prevention and response in Imihigo be considered as one of the evaluation scoring criteria.

1.2 Assessment of the implementation of 2013/2014 Gender Budget Statements

In December 2013, the Organic Law no 12/2013/OL of 12/09/2013 on state finance and property was adopted.

This law places emphasis on public entities to consider gender in public state finance management as a fundamental principle for public financial management. Article 32 of the same law indicates that the preparation and presentation of the budget Framework paper will contain gender budget statements. In addition, article 68 states that the activity report submitted by public entities shall specify how plans for gender have been implemented.

In addition, the 9th resolution adopted in the 11th Government Leaders Retreat emphasizes that all institutions are requested to ensure gender mainstreaming in budget preparation. It is in this regard that GMO assessed to which extent the 2013-2014 Gender Budget Statements formulation and implementation were in line with the law and Retreat resolutions.

The evaluation aimed at assessing the quality of Gender Budget Statements of 30 districts and thirteen (13) Ministries and their conformity to the guidelines in the Budget Call Circular provided by MINECOFIN as shown below:

- Selection of subprograms that are service delivery in nature and with the biggest budget
- Aligned to the National Gender Policy and EDPRS II
- Backed by a comprehensive gender situation analysis with sex disaggregated data
- Has a clear linkage with outputs, indicators, targets and activities

The following table illustrates how districts and ministries complied with the instructions of BCC in relation to gender responsive budgeting.

¹RNP 2013 administrative data

Table 1: Gender Budget Statements assessment findings

a) Conformity to Subprogram Selection Criteria

- Ministries (84.6%) and Districts (73%) respected the criteria on subprogram selection respectively
- Ministries (15.4%) and Districts (23%) were rated moderate in respect of sub program selection criteria
- 4% of districts selected subprograms were not at all in conformity with the selection criteria.

b) Elaboration of Gender Situational Analysis

- Only 7% of Ministries and 10% of districts managed to elaborate a comprehensive gender situation analysis backed by sex disaggregated data
- 72% of Ministries and 50% of Districts did not manage to support the elaborated gender situation analysis with sex disaggregated data
- 21% of Ministries and 40% of Districts formulated a simple statement with no identified gender gaps

c) Logic link between situational analysis, outputs, activities and indicators

- 14% of Ministries and 13% of Districts developed GBS with logical link between the gender situational analysis, outputs, activities and indicators. In general, there is a gap in the logical link between gender situational analysis, outputs, indicators, targets and planned activities.

d) Recommendations

- **The elaboration of gender situation analysis backed by sex disaggregated data and clearly linked to outputs, activities and indicators;**
- **GBS reporting system needs to be established to guide budget agencies and facilitate the tracking of GBS implementation status;**
- **Technical support to ministries and districts should be provided during the elaboration process to improve the quality of GBS.**

1.3 Provision of technical guidance to improve the quality of 2014/2015 GBS

To ensure effective implementation of the Organic Budget Law no 12/2013/OL of 12/09/2013 on state finance property and improve the quality and standardize gender budget statements developed and submitted by 16 Ministries and 30 Districts, Gender Monitoring Office made a thorough assessment of these gender budget statements and provided feedback and guidance to this effect.

Based on the assessment findings, Gender Monitoring Office was requested to make an appreciation on GBS for each budget agency before the parliamentary budget committee hearings sessions (2014/15).

The contributions of Gender Monitoring Office towards these sessions facilitated parliamentary budget committee to hold accountable the budget agencies on the inclusion of gender equality and GBV in budgets.

1.4 Advocacy for effective mainstreaming of gender in policies and laws

To enhance the formulation and adoption of gender sensitive laws, the GMO proactively participated in the process of elaborating the family code. Considering the need to address gender issues within Rwandan families, a technical team composed of the gender machinery and civil society organizations led by GMO was established to conduct deep analysis of the law, submit the analysis report and advocate for inclusion of comments by the Parliamentary Committee on Political Affairs and Gender.

As a result, proposed changes were fully considered by the committee and are reflected in the current draft law governing persons and family. Articles reviewed include, article 198, determining the administration of the household. The initial proposal considered men to be heads of household. As per the current draft, this article was modified and states *“spouses conjointly assure the moral and material support and management of the household. One spouse may assume those duties alone, if the other is in a state that cannot permit him/her to do it after approval by competent authorities”*.

Additionally, sharing of properties gained during cohabitation was addressed as reflected in article 159 of the draft code. It is stated that *“...a cohabiting union shall grant the couple equal rights to the children born into their union and to the property acquired together”*. Before its review, it stated that, *“in case the cohabitation terminates, an inventory of the property shall be made to facilitate equal sharing between the cohabiting spouses after considering the shares of children as determined by the law”*.

It is worth noting that other modifications addressing gender issues within Rwandan families were made as a result of sessions of the technical team and Parliamentary Committee on political affairs and gender. These modifications are reflected in articles 83, 119, 160, 206, 345, 352 and 427.

1.5 Monitoring the respect of gender equality in parliamentary elections

For continuous and effective respect of gender equality in national elections, Gender Monitoring Office monitored the pre-electoral and electoral process of the legislative elections held September, 2013. The pre-electoral and electoral processes presented an opportune time to clearly assess the level to which the principles of gender equality were respect and how men and women participate equally in the election process as voters and candidates.

The monitoring activities covered all components of the 2013 parliamentary elections including legal frameworks, campaigns and electoral processes. To increase the coverage capacity, GMO forged strong partnership with National Electoral Commission, Pro-femmes Twese-Hamwe and Transparency Rwanda International and deployed 30 gender observers in 15 Districts and sixty (60) polling stations.

On a policy and legal front, it was identified that Rwanda’s legal system fully supports women’s representation in all decision making organs as revealed by the analysis of legal instruments of the 2013 legislative elections.

The existence of gender sensitive legal and policy framework led to women’s eminent representation in the lower chamber of deputies with 64%.



Some members of parliament during the swearing in ceremony

On a policy and legal front, it was identified that Rwanda's legal system fully supports women's representation in all decision making organs as revealed by the analysis of legal instruments of the 2013 legislative elections.

On the side of civic education, different trainings on elections and democracy and women's role in leadership were provided to women candidates especially those that were campaigning for women's reserved quota. As a result, women demonstrated high public speaking skills/eloquence, networking skills and articulated well their political manifesto during public campaigns.

The election monitoring however identified that messages delivered during the road shows by local authorities and artists were gender blind. These messages generally called upon Rwandans in general to participate in the elections without any specific mention on women's participation. The attendance/audience in the campaigns of political parties was male dominated. On the contrary, campaigns for the women seats observed less participation of men yet they compose a big percentage of voter's (local administrative councils).

However, commendable support by spouses of female candidates during the campaigns and elections was noticed. As regards to candidates' profiles, it was ascertained that females and male's education was almost at the same level with a slight higher number of women candidates holding a university degree compared to men.

Comparatively, management of the general elections and women's elections showed a huge discrepancy. Campaigns and elections of women candidates showed gaps that will need to be addressed in future elections.

To ensure effective accountability to gender equality, the monitoring findings were disseminated to political parties the gender machinery and NEC.

Over the past years, the parliamentary elections have demonstrated a substantive trend with significantly increase of women representation from 48% in 2003, 56% in 2008 to 64% in 2013. This is highly attributed to the commitment of the Government of Rwanda and the high political will to promote gender equality and women's empowerment. Despite the above achievements realized in mainstreaming gender, some common best practices, gaps and recommendations are presented below:

1.6 Key best practices, gaps, challenges and recommendations in gender mainstreaming

a) Best Practices

a. Savings and Credits Cooperatives (SACCOs): Umurenge SACCOs have registered 873,489 members with savings accounts out of whom 44% are females (382,726). Other microfinance institutions registered 134,536 members with saving accounts out of which 42% are females (56,179). Banks have 698,350 savings accounts with 47% of females (324,942)² as owners . Despite the few years of existence, SACCOs have registered highly bigger numbers of males and females. This has facilitated women's access to both current and saving accounts, finance and transformed their welfare

b. Property titles/certificates: Property titles especially land titles have been used as powerful collaterals facilitating access to finance for an important number of males and females. More particularly using land titles as collaterals improved women's access to loans with 38% in 2011 as compared to 25% in 2006. Those using house certificates to access loans represented 25% in 2011 compared to 19% in 2006³ . Increases of females accessing loans by means of land certificates of 13% points and 6% points for those using house certificates within only five years were very significant.

c. Ubwisungane magirirane/amatsinda: This is a home grown solution where groups were formed to serve as collaterals to any group member seeking or applying for a loan and this has increased access to loans as it addressed the mostly experienced issue of lack of collaterals among women. Consultations conducted both at central and decentralized levels indicated that this approach has contributed for a sizable number of females to access loans. Additionally, females were reported to be actively involved in forming small groups or Amatsinda facilitating access to loans than males.

d. Village Saving and Loan (VSL): Village Saving and Loan is a mechanism put in place to facilitate extremely poor female's access to small loans to start up a business. The offered loans are returned back for sustainability purposes. VSL groups are generally run by local and/or international organizations involved in economic empowerment programs for females. Statistics indicate that 68% of females are saving in VSL groups.

e. Kuremera initiative: With the objective of increasing the rate of job creation among the Rwandan youth and females. Kuremera initiative has been a gender best practice in job creation as illustrated by the following figures: in 2012 a total of 23, 122 jobs were created of which 67% were occupied by females (15, 523)⁴ . Out of the total of jobs created 80% were off-farm jobs that generate more income as compared to farm jobs. It is worth noting that the above figures are just for the only Kuremera initiative; they do not cover the other sectors the aim of which is 200,000 jobs, as a national target, to be created by the year 2020.

²FINSCOPE, 2012

³Source: EICV 3, 2011

⁴GMO Gender profile in Job creation, 2014

b) Key gaps/challenges and recommendations

Challenges	Recommendations
<p>Limited gender mainstreaming and analysis skills in some district and ministries</p>	<p>Districts and ministries in collaboration with MIGEPROF should foster effective gender mainstreaming and organize comprehensive training on gender analysis to increase staff capacity</p>
<p>Low engagement of the gender machinery to provide gender technical support to institutions</p>	<p>Facilitate the implementation of the national gender policy through provision of clear sector guidelines for gender mainstreaming</p> <p>Increased interaction and support of the gender machinery to different institutions in support of increased capacity in gender</p>
<p>Inadequate collection and use of sex disaggregated data at central and decentralized levels</p>	<p>Ensure regular collection and use of sex disaggregated data by engendering sector and district M&E frameworks, planning and reporting tools.</p> <p>Produce district and sector gender profiles that gives a clear status of gender equality within districts and sectors and in relation to the governments commitments towards gender equality</p>
<p>Limited quality of GBS produced by Districts and Ministries which leads to weak delivery of efficient initiatives in favor of gender equality</p>	<p>Close collaboration/support and guidance for GBS elaboration</p> <p>Provision of technical support to ministries and districts in the elaboration of GBS to improve alignment to the NGP and EDPRS II priorities.</p>
<p>Limited coordination of gender related interventions</p>	<p>Strengthen coordination initiatives including regular meetings with key stakeholders and gender machinery</p> <p>Promote ministries and districts periodic consultations on gender equality</p>

2. MONITORING GBV PREVENTION AND RESPONSE

This section illustrates results attained by the GMO towards the prevention and response to gender based violence and injustices.

It articulates findings from GBV monitoring at national and decentralized levels with best practices, gaps and recommendations to various stakeholders.

2.1 Audit of One Stop Centres to improve accountability for GBV service delivery

To ensure that existing GBV prevention and response mechanisms are effectively implemented, GMO in partnership with identified GBV service providers monitored GBV One Stop Centers (IOSC), which are specialized free-of-charge referral centers where victims of GBV can find comprehensive services - medical care; psychosocial support; judicial and legal support.

The GMO monitored the already established nine IOSCs with the objective of assessing the effectiveness of the IOSC, identify best practices and gaps on both substantive and programme implementation and make recommendations.

This also aimed at informing the scale up of one IOSC in all district health facilities as planned in the Seven-Year Government Programme.

The monitoring was conducted in IOSC established in the following hospitals; Nemba, Gisenyi, Nyagatare, Kibungo, Nyamata, Kabgayi, Gihundwe, Byumba and Kacyiru Police Hospital.

The findings highlight commendable services offered by IOSC to GBV victims that reduced possibilities of re-victimization that can be encountered by GBV victims while seeking services from scattered service providers.

Another positive realization is the efforts of all IOSC to compile GBV related sex disaggregated data.

The compilation of this data generates comparative information to inform the design of transformative strategies needed for effective GBV prevention and response.

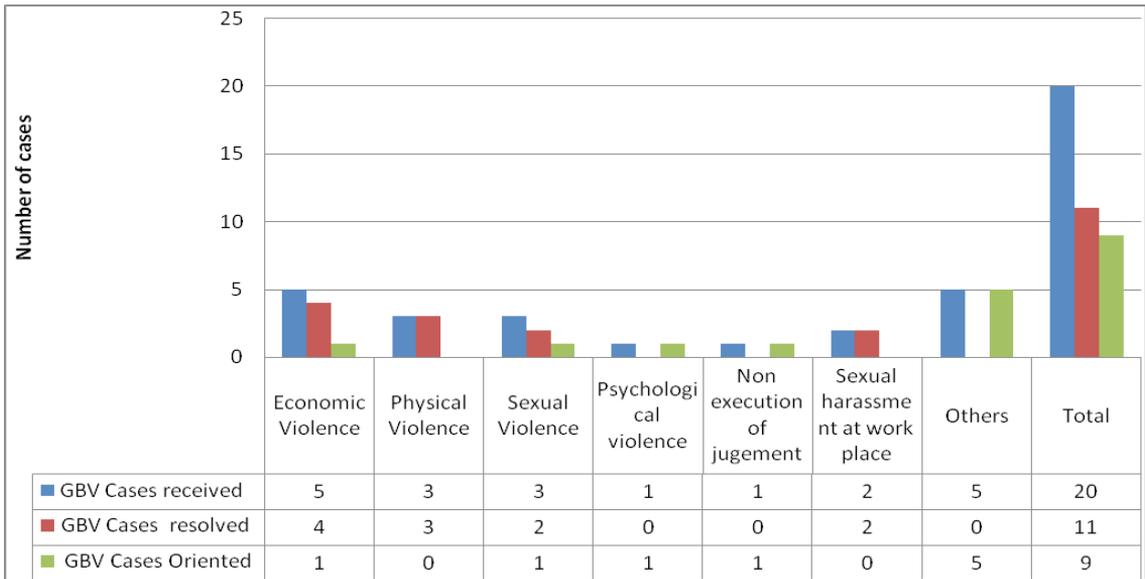
The findings highlight commendable services offered by IOSC to GBV victims that reduced possibilities of re-victimization that can be encountered by GBV victims while seeking services from scattered service providers.

Having comprehensive services in one roof also reduced the loss of evidences needed in the prosecution of GBV cases and thus leads to timely and informed Justice delivery.

However, key gaps were identified including inadequate financial and human resources, unstandardized GBV infrastructures, insufficient equipment's, limited coordination and collaboration among service providers, untimely submission of medical expertise report and slow pace of scale-up of IOSC compared to the prospects of the 7 Year Government plan. This calls for continued efforts in addressing the highlighted issues and ensuring that the IOSC yet to be established meet the required standards as set in the National IOSC Scale-up strategy.

2.2 Complaints related to GBV and Injustices responded to by GMO

The GMO responded to GBV and gender based injustices brought at GMO office. It also provided legal, psychosocial counseling and advisory services. This is done through referral of GBV victims to other institutions for action and ensuring follow-up on the cases referred. This has increased stakeholders' accountability in respect to institutional mandates. Overall, GMO received 20 GBV cases as presented in the figure below:



The figure above demonstrates that the GMO received 20 cases of GBV and injustice all of which were reported by females. It also shows that cases of domestic violence were high as compared to other forms of GBV reported.

Additionally, in collaboration with Rwanda National Police, National Commission for Children and Faith Victory Association (FVA), GMO ensured reintegration of 3 trafficked victims into society. This included provision of health care and counseling services, shelter and reintegration into educational and vocational training.

It also involved dialogues with parents, local leaders which has raised awareness on human trafficking strengthening preventive measures, supporting the victims and ensuring their safety. To ensure continuous support, the National Children’s Commission has integrated the victims for effective and continuous reintegration.

The GMO recommends to:

- Sensitize local leaders and parents to prevent child trafficking and ensure timely reporting in case the incidence happens;
- Carry out community sensitization on crimes of child trafficking, its consequences and the community role in

its prevention;

- Establish measures to easily facilitate the reintegration of victims of child trafficking;
- Identify Civil Society Organizations capable of supporting victims of child trafficking especially with safe shelter;
- Set up measures to monitor cross boarder trafficking
- Identify families with conflicts, set up measures to address them and ensure timely reporting to concerned institutions;
- Facilitate children who dropped out of school to enroll in vocational trainings;
- Establish and implement measures that protect youth working in bars, restaurants and hotels against trafficking;

The GMO will continue to work closely with different stakeholders to fight human trafficking. GMO also urges parents, local authorities, school authorities, communities and all concerned institutions to strengthen preventive measures on human trafficking especially among young girls and boys.

2.3 Assessment of the effectiveness of GBV service delivery

As a strategy to examine well-coordination of service delivery to GBV victims by service providers, GMO carried out community field visits through a participatory monitoring that engaged community members and service providers involved in addressing GBV and injustices.

This was conducted in ten districts (one sector each) with high rate of GBV. These include Manihira- Rutsiro, Ruheru-Nyaruguru, Karama -Huye, Kigabiro-Rwamagana, Ntongwe-Ruhango, Mukamira-Nyabihu, Mahama-Kirehe, Gatsibo Sector-Gatsibo District, Gihombo-Nyamasheke and Rubengera -Karongi.

The field visits helped to get closer to the community, received GBV cases and examine how different stakeholders respond to GBV. GMO worked closely with RNP, district authorities, Prosecutors, MAJ, National Women's Council, Civil Society Organizations and Faith Based Organizations.

Overall, one hundred and fifty three (153) GBV cases were received, of which 141 (females) and 12 (males). Additionally, cases of economic violence were high with 35. 9% whereas cases of sexual violence were low with 6.12%.

The high level of economic violence is mainly due to cultural barriers that inhibit effective implementation of laws that guarantee equal rights to productive resources including land and other property. On the contrary, it was also identified that most cases of sexual violence remain unreported due to the fear of societal stigmatization of the victim which remains a handicap to GBV reporting.

In general, the monitoring identified limited information sharing, collaboration and coordination among different interveners, loss of GBV related evidences and untimely and limited reporting of gender based violence as biggest challenges. As a result, debriefing sessions held at the end of each field visit presented an opportunity for stakeholders to discuss on modalities of strengthening collaboration, building synergy, ensuring coordination, follow-up on oriented cases and submission of status report to relevant institutions.



A GBV Victim presenting her case during Kirehe district community based monitoring

As a follow-up of field visits and to enhance quality and timely service delivery to GBV victims, high officials from the gender sector in partnership with the Rwanda National Police monitored cases of GBV especially among young girls that were reported in the districts of Huye and Gisagara.

The monitoring included the Honorable Minister of Gender and Family Promotion, the Chief Gender monitor and Head of the criminal investigation department in the RNP, district Mayors together with other stakeholders responsible for GBV prevention and response. The dialogue with the district officials focused on general issues of GBV and domestic violence and particular cases of GBV in their respective districts.

Consequently, the officials established a technical adhoc team composed of representatives from MIGEPROF, GMO, NCC and Pro-Femmes Twese Hamwe to critically assess the issues behind the delay and non prosecution of GBV issues in Huye and Gisagara.

As a result, the technical team identified that loss of evidences was due to untimely investigations, delays in reporting by local leaders and parents and limited collaboration between local authorities and community members. All these affect the delivery of justice to victims and the non-prosecution of the perpetrators. The officials also committed to adopt and enhance strategies that strengthen GBV prevention and response while ensuring timely and regular reporting on GBV.

2.4 Increasing awareness and reporting on sexual harassment in public space

The cabinet meeting held on 9th October 2013 established a multi-sectoral taskforce to strategize on sustainable mechanisms to

address GBV crimes perpetrated against women and children. In effect the GMO conducted a campaign to address GBV in general and sexual harassment in public space in particular.

The campaign was conducted through community work “Umuganda” held in Kanogo, Nyandungu and Kanombe gardens sites and brought together motorcyclists and taxi drivers as well key stakeholders including MIGEPROF, CoK, NWC, Rwanda Women Network, Transparency International Rwanda, the Legal Aid Forum, UN Women, RNP, PFTH and NPPA.

This campaign aimed at sensitizing taxi, bus and motorcycle drivers as well as passengers on the prevention and response to any gender based public harassment in public spaces, especially in public transportation.

Radio talk shows, town meeting (kubaza bitera kumenya”) and dissemination of anti-sexual harassment print messages to the public were used as a mobilization/awareness raising strategy. This increased awareness among motorcyclists’ and taxi drivers on sexual harassment prevention and reporting. Motorcyclists’ and taxi drivers were also informed of different institutions mandates and existing mechanisms for GBV prevention and response. The general public was also informed on sexual harassment and GBV prevention and response through from radio talk shows and town meetings.

As a result, they committed to fight sexual harassment in public space through improved reporting and contributing the security and safety in public transportation.



Taxi drivers and motorcyclists committing to fight against sexual harassment in public space

The campaign presented a commitment from ASETAMORWA (Association de l'Esperance des Taxis Motor au Rwanda), to establish an anti- GBV club as a mechanism and channel of regular prevention and reporting on sexual harassment.

As a result, they committed to fight sexual harassment in public space through improved reporting and contributing the security and safety in public transportation.

2.5 Enhancing partnership and collaboration with Rwanda National Police

For improved service delivery to GBV victims, GMO organized a consultative dialogue with 700 female police officers from across the country.

The overall objective of the consultation was to equip female police officers with improved knowledge on gender and security and initiate a dialogue between all GBV stakeholders for further collaboration in monitoring GBV prevention and response.

The dialogue was facilitated by key stakeholders such as MIGEPROF Itorero ry'Igihugu, Transparency International Rwanda, UN Women, Pro- Femmes Twese- Hamwe and the National Public Prosecution Authority.



Female police officers during a dialogue on Gender Security and Peace

As a result of the consultation, GMO forged a strong strategic partnership with Rwanda National Police, GBV prevention and response stakeholders within a multi-sectoral joint framework.

More so, networking among female police officers from different police stations across the country was achieved and will facilitate timely information sharing on GBV.

For improved reporting on GBV, a standardized data collection tool was adopted. Rwanda National Police and stakeholders committed to strengthen the data collection, reporting of GBV cases and integrating GBV prevention and response indicators into institutional monitoring and evaluation frameworks.

2.6 Establishing mechanisms to generate evidences in the prosecution of GBV cases

In the framework of improving the quality of Justice rendered to GBV victims and responding to the issues identified during GBV monitoring,

GMO held dialogue meetings with GBV service providers in the Eastern and Northern Provinces to strategize and establish sustainable

mechanisms to generate timely evidences for effective prosecution of GBV cases.

The dialogue meetings in both provinces created an opportunity for different GBV service providers from national, provincial and district levels to strategize on new approaches and strengthen existing efforts to address GBV issues at the community level.

These service providers included: Members of Parliament, Provincial Executive Secretaries, District Vice Mayors, Prosecutors, Judges, District Police Officers, District hospitals, NWC NPPA, UNWOMEN, MIGEPROF, RNP, MAJ, FBO's, CSO's and Gender Focal Points.



GBV service providers and stakeholders in a GBV dialogue in the Northern Province

The dialogue reinforced commitment from different stakeholders to strengthen collaboration and partnership with community members in the protection of evidences and facilitate timely prosecution and judgement of GBV cases.

Establishment of an accountability mechanism was recommended as one of the strategies that would enhance the commitment of local authorities in delivering quality services to GBV victims.

The meetings also commended positive initiatives on identifying cases of family conflicts initiated by all districts. It was however recommended that identified cases be adressed and status report submitted to concerned institutions.

Moreover, local authorities coordinated by districts were urged to always document cases of GBV and compile comprehensive reports that would help concerned organs in the prosecution and judgement of GBV cases as additional evidence. For increased collaboration among hospital doctors, judges, Prosecutors and Judicial police officers in providing quality and timely services to GBV victims.

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2.7 Key best practices, gaps and recommendations to address GBV

Monitoring GBV prevention and response identified best practices, gaps and recommendations and indicated below:

a) Best practices

a. GBV Focal Points (Imboni za GBV): This initiative was created by Kamonyi district in collaboration with RWAMREC where each sector has “Imboni za GBV” who identify households in conflict and collaborate with local authorities in reporting to district level and at RWAMREC. Their members have been trained in counseling methods and approaches to address gender related issues and handle GBV’s cases.

b. Voluntary saving and loan (Amatsinda y’intambwe): Care International Rwanda established voluntary saving and loan groups in Gisagara, Huye, Nyamagabe, Nyanza, Nyaruguru and Ruhango with the view of reducing domestic gender based violence incidences resulting from poverty. This has improved family wellbeing and reduced domestic violence among intambwe group members.

c. Community Score card: The community score card is an exciting model used by Care International to increase participation, accountability and transparency between service users, providers and decision makers. Community score cards helps service users give systematic and constructive feedback to service providers about their performance. The information generated enables power holders to make informed decisions and policy choices and implement service improvements that respond to citizens’ rights, needs and preferences.

d. GBV Case Managers: These were initiated by Care International Rwanda in Gisagara, Huye, Nyamagabe, Nyanza, Nyaruguru and Ruhango. This is a community based approach established to support GBV victims. The model was introduced in order to strengthen the work on GBV prevention, response and advocacy through provision of direct assistance to GBV victims or referral of victims to the appropriate services in the community. These managers work closely with existing government structures to make follow ups on pending cases, carrying out visits to GBV victims in their homes with the aim of understanding their level of satisfaction on the services received from duty bearers

e. Support Groups (locally known as icyizere cy’ejo hazaza) established by Humara IOSC in Rubavu district: These groups were established in Rubavu District at Humura IOSC as a strategy to assist and support victims of gender based violence in self acceptance and reintegration. Additionally, having these victims in income generating activities have on one hand reduced poverty and facilitated the effective follow-up on all victims received at Humura IOSCs.

b) Key Gaps / challenges and Recommendations

Key Gaps	Recommendations
Lack of evidences during the prosecution of GBV cases which compromises on quality and timely services to GBV victims	Conduct timely comprehensive community based investigations through partnership and collaborative with the Justice sector.
Untimely submission of medical expertise report affects the delivery of quality services to GBV victims	GBV Medical expertise report should be communicated in a simple and easy way for timely response
The interpretation of medical expertise report as evidence impedes justice process in treatment of GBV cases	Organize meetings with hospital doctors, judges, prosecutors and judiciary police officers to discuss on the interpretation of medical expertise report
GBV in general and specifically against young children poses a threat to the family, community and the country in general	<p>Rebuild Rwandan values in families and sensitize parents to establish forums to discuss with their children on these values</p> <p>Urge all concerned organs to initiate preventive measures to address issues of violence against children</p>
Lack of responsibility of certain parents towards education, appropriate guidance and care for children	Sensitize parents on their responsibilities toward children including protecting them against GBV and denouncing GBV acts against children

<p>Limited reporting and information sharing among service providers on GBV prevention and response affects the delivery of quality and timely services to GBV victims</p>	<p>Institutionalize the culture of timely reporting on GBV incidences</p> <p>Enhance coordination among service providers</p>
<p>Limited skills to receive and deal with GBV issues among service providers</p>	<p>Provide required capacity and skills to staff charged with receiving and addressing GBV issues</p>
<p>Limited collaboration and coordination among GBV service providers at grassroots levels that affects the accessibility of timely and quality services by GBV victims</p>	<p>Make thorough assessment of existing mechanisms on GBV prevention and response at the community level and set clear strategies for their operationalisation to avoid overlap and duplication of services.</p> <p>Strengthen the coordination and increase collaboration among service providers on GBV prevention and response</p>
<p>Existing irregularities within the civil status register books compromises the rights of married couples in case the register book is used in the process of seeking justice.</p>	<p>Carry out, a quick scan in all civil status register books to address the existing irregularities</p>
<p>Limited consideration of GBV prevention and response interventions among the districts priorities (district performance contracts/Imihigo)</p>	<p>Include interventions to address GBV during the elaboration, implementation, Monitoring and evaluations of district performance contracts (Imihigo) and gender budget statements</p>
<p>Contradiction in the testimonies provided by certain GBV victims due to lack of support from local authorities and stigmatization and pressure from the community and families</p>	<p>Sensitize Community and local leaders to support GBV victims</p> <p>Train local population on the effects of GBV</p>

3. MONITORING THE IMPLEMENTATION AND REPORTING OF INTERNATIONAL COMMITMENTS RELATED TO GENDER

In ensuring the implementation of international commitments and programmes related to the promotion of gender equality, equity and women's empowerment in Rwanda, the GMO ensured that the Beijing+20 country report is produced and submitted on time.

3.1 Production of the Beijing Declaration and Platform for Action +20 Country report

To mark the forthcoming review of Beijing+ 20 and the ongoing preparation for the Post-2015 Development framework, Gender Monitoring Office (GMO), in collaboration with MIGEPROF and UN WOMEN, conducted a national review of 20 years after Beijing and elaborated a national report on the implementation of twelve critical areas as put forward in the Beijing Platform for Action.

The national report was elaborated through a participatory approach where public entities, Private Sector, CSO's, FBO's, and Development Partners fully contributed to the review and reporting process. To increase the ownership of report and ensure that all necessary data are captured, a national stakeholders' workshop was held.

The national participatory review highlighted key achievements and challenges across critical areas of Beijing Platform for Action as discussed in the following paragraphs.

Rwanda registered remarkable progress in promoting gender equality and women's empowerment. Rwanda leads the world in women's representation in parliament with 64%. Women are equally well represented in other leadership positions at both central and decentralized levels with 50% of the judiciary, 40% in cabinet, 40% of provincial governors, 43.2% of district council members, 83.3% of vice mayors in charge of social affairs etc.

Regarding Universal Primary Education, Rwanda has achieved equal enrolment, retention and performance rates between girls and boys.

The enrolment for girls and boys are almost equal with 50.9% of girls against 49.1 % of boys. The enrolment ratio for girls in primary school has risen from 95.1% in 2009 to 98% in 2012, remaining higher than that of boys at 95%.

This is attributed innovative programs like the 9YBE and 12YBE program accompanied with others programs designed to support girls and reduce dropout rates, creation of special rooms for girls and provision of sanitary towels as well as creation of a more conducive school environment for both boys and girls.

On the health arena, measures have been adopted to promote reasonable health standards. Initiatives entail, increased financing of the health sector, improved access to strengthened primary health care, quality service delivery, as well as high and sustained immunization coverage at 97%.

The maternal mortality rate has decreased from 1070/100,000 live births in 2005 to 476/100,000 live births in 2010 thus permitting mothers to participate in more productive work to sustain the wellbeing of their families and that of the community.

The Infant mortality has also declined from 86/1000 live births in 2005 to 50/1000 in 2010. Up to 95.0% of children aged 12-23 months received vaccination against measles. The proportion of children receiving all basic vaccinations by 1 year of age reached 90.0%.

On a more particular note, female children of up 15 years have all received vaccination against cervical cancer. This has enhanced good livelihoods for both boys and girls in the country.

The report also notes that Rwanda's legal framework has led to equal right and access to property and inheritance. This plays a substantial role in overcoming economic hurdles and especially securing women's land rights.

These include among others, the 1999 law on matrimonial regimes, liberalities and succession which gives girls and women the same right to inherit as boys and girls. The systematic land registration which guarantees that land is registered in the name of both husband and wife has led to 18%⁵ of land registered on women, 26%⁶ registered on women and 54%⁷ co-owned by women and men.

Additionally, concrete programmes to improve women's participation in the economic sector including incubation centers for small and medium enterprises (SMEs) in both rural and urban areas, with a focus on women and youth were established. Women and youth's financial inclusion through the village Credit and Saving Scheme (Umurenge SACCO) has also been prioritized by the Government. All these efforts have led to 40% and 42% Women's participation in SACCO Umurenge and cooperatives respectively.

In the efforts to curb and eradicate gender based violence, mechanisms were established to prevent and respond to GBV issues. To this end, Isange" One Stop Centre, was established to provide medical, legal and psycho-social support services free of charge and planned to scale up this programme so as to have at least (one) One Stop Center in every district by 2017.

Further to mention is the key role played by women in promoting peace, unity and reconciliation in the post Genocide. Women served as judges in Gacaca transitional jurisdiction and spearheaded Rwanda's reconciliation process.

On the international level, up to 292 women police officers have equally played a significant role in UN peace keeping missions in different countries and actively contributed to GBV prevention and response in the countries of operation.

Despite of tremendous achievements registered, challenges still exist, women still constitute the majority of the poor with about 47% of women-headed household poor, compared to the 44% average for all poor households. Additionally, women are still disproportionately financially excluded (32.2% female compared to 22.4% for men)⁸, without sufficient capital or adequate collateral to obtain loans and other financial services.

Women are also predominantly employed in subsistence farming (82%) compared to men (61.4%) and continue to bear the burden of unpaid care and household work which limits their involvement in productive activities and, thereby reducing their income levels and pushing them deeper in poverty.

Insufficient gender analysis limits evidence-based advocacy, planning and programming and mainstreaming throughout the development cycle. This makes it difficult to identify key gender gaps, priorities and to propose limits women's employment and income generating opportunities. This is partly attributed to patriarchal attitudes and gender stereotypes that continue to keep girls and women away from some professions, especially the technical fields.

⁵RNRA Administrative data, August 2012

⁶Idem

⁷Idem

⁸RNRA Administrative data, August 2012

4. GMO AS A NATIONAL REFERENCE POINT FOR INFORMATION AND DOCUMENTATION ON GENDER EQUALITY

As a national reference point for information and documentation of gender equality, GMO embarked on analyzing laws, conducting gender responsive research for evidence-based advocacy and improving communication for effective dissemination of monitoring findings.

It also involved the establishment of the Gender Reference Group, a forum for dialogue, consultation, information sharing and a mechanism for quality assurance. GMO also participated in various international and regional fora for increased sharing of information on gender equality and women empowerment.

4.1 Production of gender equality and women empowerment profiles in 4 sectors

To adequately address issues of sex disaggregated data and provide the status of sectors in adhering to gender equality principles that will guide effective mainstream of gender across sectors, GMO developed gender profiles in pilot sectors: governance and security, access to finance and job creation. The developed sector gender profiles revealed key achievements and existing challenges across sectors as discussed in the following paragraphs.

a) Access to finance

The ultimate aim of producing the gender profile in Access to Finance is to avail gender related data that can provide critical and accurate information to decision makers and guide their actions in planning for a gender accountable development.

Overall access to finance gender profile identified access to financial products, the role of assets and income in facilitating access to financial products, small and medium enterprises and access to credits as well as gender best practices and new trends.

Under the component of savings bank accounts, 40% of women aged 18-44 were to have access as compared to 50% of men. It was noticeable that this trend changes as women gets older with 50% as compared to 40% of men.

As per consultations, access to savings bank account was linked to female's marital status, where most of them were widowed, divorced and separated and in charge of household management. This requires a detailed analysis and or research.

In addition, the findings revealed the number of females headed households applying and accessing agriculture credits to be limited as compared to male headed households. It is noteworthy that the bulk of accessed credits are oriented in the seeds and fertilizers use by both male headed households (49%) and female headed households with (51%).

It is also important to note that females' access to credits by use of their owned properties especially land and house as a guarantee has been increasing over the last five years. For example, females using land as collateral increased from 25% in 2006 to 38% in 2011. Findings from focus group discussions linked this status with the increased number of women owning land as per the completed land registration process.

The findings also demonstrated that male-owned micro, small and medium enterprises have more access to credits (68%) than female-owned ones (32%). It was also highlighted that there no large female-owned enterprises. This was associated with the constraints faced by women in the private sector including but not limited to low financial literacy, limited collaterals and limited access to market information.

In cross-border trade, females are more involved in exports with 65% than males at 35%. The contrary is observed in imports whereby males (72%) are predominantly represented as compared to females (28%). Different factors are believed to underpin this scenario including the nature of products women are exporting and linked with low economic value and limited financial power.

The report notes that Rwanda's legal framework has led to equal rights and access to property and inheritance.

b) Job Creation

The job creation gender profile tackled status of employment, occupations, and unemployment and equal opportunities and treatment, training received from employers, facilitation of entrepreneurship, fighting child labor and gender based violence as well as gender best practices and new trends in job creation.

The findings revealed that 40% of off-farm jobs were created between 2006 and 2011. Females were found to be predominantly represented under wage-farm jobs compared to men. Consultations revealed that men are not interested in wage-farm jobs due to less payment.

On the contrary the number of males in wage-nonfarm jobs is three times that of females due to the fact that these are good paying jobs, thus attracting increased competition among males. Additionally females have limited skills required and their limited mobility especially those with familial and marital obligations poses a serious challenge. It also indicated that females remain overwhelmingly represented under unpaid work, which continues to sustain the gender imbalance in terms of job creation.

In general, the total unemployment rate does not show a big difference between males (2%) and females (3%). However, it was significant in urban area whereby females (11%) represent more than the double of males (5%).

Consultations highlighted that females in rural area are less unemployed compared to females in urban area as compared to males. This is due to the fact that there is a higher level of completion rate in urban areas and available jobs requiring specific skills that are limited among females compared to males.

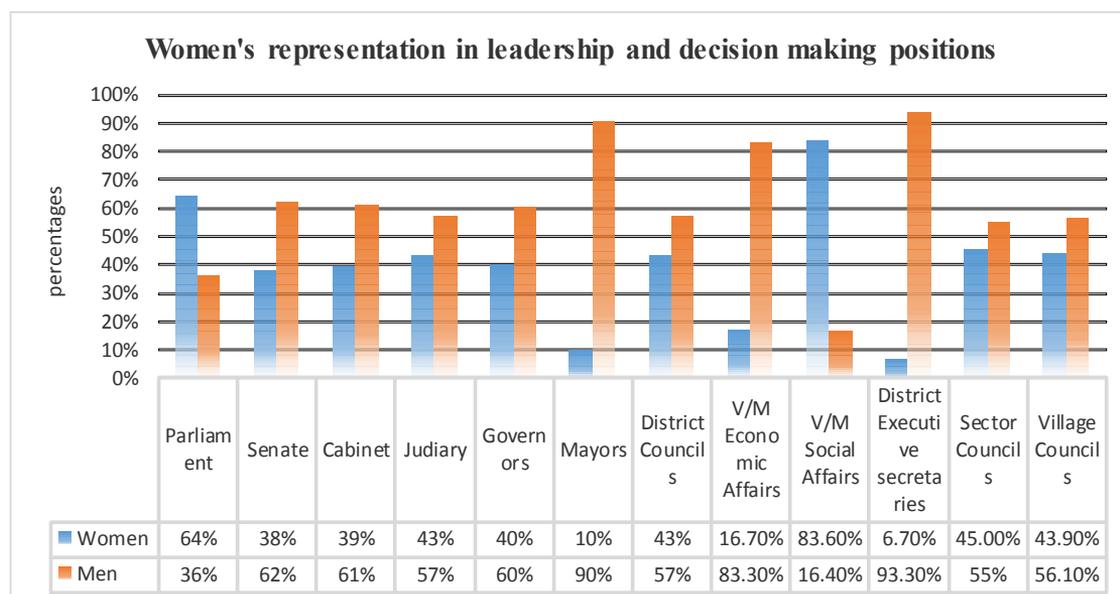
Another issue raised in job creation is the number of self employed women especially in the agriculture sector with 57% as compared to 65% of self-employed men in the other sectors. This underpins the persistence of economic imbalances between males and females under the self employed category.

Still on job creation, females represent 34% as managers compared to 64% of males. Additionally, males remain more represented in occupations that provide more income including professionals (56%), technicians and associate professionals (62%), services and sell workers (56%), craft and related trade workers (83%) and plants and machines operators and assemblers (97%).

c) Governance

The governance profile includes political participation, representativeness and inclusiveness, access to services and rule of law. According to the findings of the gender profile, remarkable achievements for women leadership and participation in political positions at central Government, Judiciary, Legislature and Local levels were registered. The percentage is presented in the figure below.

Figure 2: Women's representation in Leadership and decision making positions by 2013



The above figure clearly demonstrates the level at which gender equality principles are being respected at the level of representation in key public decision making organs.

As indicated in the above table, there was increased number of women as members of parliament in the lower chamber from 56% 2008 to 64% in 2013.

The increase is also observable at different levels in central and local government. However, gaps exist where for example women mayors stand at 10%, district executive secretaries stand at 6.7%. Still, high numbers for women vice mayors in charge of social affairs may be attributed to the perception that women perform best in social affairs hence attribution of job to sexes might still be a mindset challenge.

d) Security

The gender profile identified the status of gender equality in the security sector including legal and policy frameworks, capacity building and participation and personal safety. It was noted that women's participation in security sector, including peace keeping has gradually increased; for example, women represent over 3% in army which is a significant rate considered to the past.

For the participation in peace keeping missions, the rate of women's participation increased from 0.4% to 2% over the last 4 years. The percentage of women in police increased from 12% in 2008 to 16% in 2014 and over 300 women police officers were deployed in peace keeping missions since 2010.

In relation to the protection of personal safety, it was found out that, in spite of different efforts to prevent crimes, including GBV, there has been an increase in total number of crimes, including both organized crimes and domestic violence, over the years from 4614 cases in 2008 to 6496 cases in 2013. The most recurrent types of crimes appear to be assaults followed by housebreaking and murders.

Addressing issues of gender-related crimes, including GBV was set as the priority of both security and justice sectors. At the prosecution level, a GBV unit was created with the responsibility to further investigate and prosecute gender-based violence, the law No. 59/2008 of 2008 on Prevention and Punishment of Gender-Based Violence was passed and Isange One Stop Centers established in nine (9) health facilities.

4.2 Establishment of the Gender Reference Group

To continue supporting gender accountability efforts through provision of technical expertise and experience, GMO established a Gender Reference Group which will work as a forum for dialogue, consultation and information sharing. The purpose of the Gender Reference Group is to contribute to GMO's efforts of promoting accountability to gender equality for sustainable development in Rwanda.

It will create a venue for regular sharing of information, experience and tools on of monitoring gender equality and promoting institutions' sustained accountability for the implementation of the Government commitment to Gender Equality.

The Gender Reference Group is composed of fifteen members both men and women from identified Government Institutions, academia, research organizations, Non-Governmental Organizations and gender experts with wide experience and expertise related to gender, research, policy development and advocacy.

4.3 Enhancing communication for effective dissemination of monitoring findings

For increased awareness on gender equality status, GMO has increased its communication strategies to ensure that the monitoring findings are effectively communicated to the concerned institutions, stakeholders and the general public. Additionally, these aimed at promoting the general accountability on gender equality and fighting gender based violence, stimulate behavior change towards respecting fundamental gender principles, and encourage the scale up of identified best practices.

In the above framework, GMO produced bi-monthly television and radio programs, which were regularly broadcasted on Rwanda Television and Radio Rwanda. This has raised the community awareness on national commitments on gender equality and women's empowerment, registered achievements, best practices, challenges, renewed commitments and emerging priorities.

Additionally, GMO held a TV and Radio talk show "Kubazabiterakumenya" that focused on domestic violence and its consequences on Rwandan society. This was a forum for stakeholders, partners to respond to different issues arising from the general public on causes of domestic violence, implementation of existing laws, consequences and its impact on human rights, welfare, health, family and National development.

Moreover, the general public and more especially victims of domestic violence clearly understood the institutional framework to that effect, preventive and response mechanism in place, available community based services, role of local leaders in addressing domestic violence issues and how best to access the services.

Important to note also is the fact that Rwanda's achievements on gender equality and women's empowerment was shared to the general public through a live talk show broadcasted on Radio Rwanda Inteko during the preparation of Women in Parliament global forum held from 1st -4th July 2014.

Through the new times publication that was exclusively designed for Rwanda's achievements during the 20 years of liberation, GMO portrayed Rwanda's image in the promotion of gender accountability. This raised the public awareness on Rwanda's achievements and adherence to gender equality principles across sectors.

4.4 Delegations received by GMO for increased information sharing on gender equality and women empowerment.

To foster information sharing on Rwanda's strides towards gender equality and women empowerment, and gender accountability, the GMO received delegations from Sudan, Liberia, Burundi, Senegal, DRC, Benin, and USA. These visits also embarked on learning and sharing experience in monitoring the implementation of Gender equality and GBV prevention and response.



Delegation of students and professors from the United States of America

These visitors received by the GMO shared information regarding the core business of the institution, gender monitoring strategies and approaches and gender best practices.

The GMO established linkages with visiting delegations to enhance information sharing and showcasing the progress made by Rwanda towards gender equality and women empowerment.

4.5 Participation in International Conferences

To foster gender mainstreaming in international frameworks on gender equality, the Gender Monitoring Office contributed through participation in the AUC meeting held in Addis Ababa in Ethiopia from 6th to 8th February 2014. The expected outcome of the mission was to build a consensus on key messages to influence the post 2015 Agenda for Gender Equality and Women Empowerment.

The meeting resulted in a declaration on the Africa Common Position on Post 2015

Development Agenda by regional Ministers of Gender and Women's Affairs, who requested the AUC Chair person to convey it to the President of Liberia as the co-chair on the high level committee on the post 2015 development agenda.

The key messages within the declaration were later used to influence the Post 2015 Agenda at the CSW for Gender Equality and Women's Empowerment, during the international meeting planned in March 2014 in New York.

The meeting further made key contributions on women empowerment in different areas including; Women's economic empowerment, Social development, governance, peace and Security as well as institutional development for gender machineries.

The Chairperson of AUC briefed ministers on the agenda 2063 and recommendations were made for AUC to organize a ministerial consultation on Gender Equality before June 2014.

As a continuity, GMO participated in the national preparation for the CSW 58th and attended in March 2014 an international meeting organized by the UN Commission on the status of women in New York with the theme “Challenges and achievements in the implementation of the Millennium Development Goals for women and girls”. A country statement was presented during the CSW articulating the major achievements of the Republic of Rwanda in achieving the MDGS.

The GMO participated in the final learning meeting on gender and democratic governance programme in Morocco from 20th to 21st May 2014. This meeting aimed at sharing experiences on gender responsive public service delivery including registration, justice, safety, social security, and livelihood support for quality and accountability service to women.

This increased knowledge regarding women’s access to improved services, increased engagement of institutions providing services and increased understanding of gender responsiveness and governance at the global, regional and national level. The outputs of

this mission were used for gathering sex disaggregated data in a survey on access of women to agricultural services conducted in Kirehe and Nyaruguru Districts. Findings of the survey were used for strategic and operational planning by institutions including MINAGRI and Districts.

From 16th to 18th December 2014, GMO participated in the international conference on the role and place of women in Governance, political leadership in countries with emerging economies, held in Dubai.

The objective of the mission was to share the Rwandan experience regarding the high commitment of the GoR towards the promotion of gender equality and women’s empowerment, with the contribution of women’s participation in governance and political leadership. This has contributed to the records of notable achievements, as Rwanda stands at a good position in several sectors including participation, girl’s education, poverty reduction and increased financial inclusion.

5. INSTITUTIONAL DEVELOPMENT

For GMO to effectively implement the 2013/2014 annual action plan, it required strengthening its institutional capacity thus accelerating performance and improved service delivery.

The year 2013/14 registered achievements under institutional development in areas of resource mobilization, staff recruitment, capacity building and training, internships as well as asset management.

5.1 Development of strategic partnerships to accelerate gender accountability

GMO Partnership Development for Gender and GBV Accountability has been given a priority during the year 2013/14.

This aimed at contributing to effective and efficient advocacy in order to influence policy, legal framework and gender and GBV mainstreaming in programmes. In this regard, Gender Monitoring Office, has increased and extended its partnership and relationship for gender and GBV Accountability. GMO has developed this partnership to sustain and preserve gender equality gains and for increased ownership and commitment for gender mainstreaming and fighting GBV by strategic partners, including the public sector and the CSOs.

In this framework, partnership memorandum of understanding (MoU) were signed with the Rwanda Association of Local Government Authorities (RALGA), PRO-FEMMES TWESEHAMWE and CARE International.



The Chief Gender Monitor with Care International Rwanda Country Director signing a Memorandum of Understanding

In addition, collaborative efforts were increased with Land Project/USAID for increased mainstreaming of gender and fighting against Gender Based Violence were established through contribution in research on the gendered nature of land and property rights in post reform Rwanda.

The findings have been disseminated through two meetings where GMO participated with Land Center.

The wide dissemination will continue in collaboration with the land project and the gender machinery.

GMO will continue to extend its partnerships with the Private sector, the Faith Based Organizations, development partners, other key stakeholders interested in accountability to gender equality. GMO will also continue to preserve and increase partnership with more Public Institutions, to enhance Gender and GBV accountability for socio economic development.

5.2 Resource Mobilization

The year 2013/2014 saw GMO secure funding from the Swedish International Development Agency through One UN that will continue to advance and sustain gender equality gains in Rwanda.

These funds boosted monitoring and reporting on gender equality and GBV across sectors. This has further accelerated performance with recruitment of additional staff that provide technical support and contribute to the achievement of program, and will continue to leverage GMO mandate in delivering on gender equality and fight against GBV.

5.3 Recruitment of staff for increased institutional capacity

To reinforce the capacity, organization and performance of GMO during the year 2013/2014, the human resource office facilitated the recruitment of thirteen (13) staff in compliance with the presidential order no 46/01 of 29/07/2011 governing modalities and

recruitment and nomination of public servants in Rwanda.

Altogether, the office received and processed one thousand sixty two (1062) employment applications.

After the recruitment process, 7 staff were recruited to fill the vacant positions on GMO organizational structure (internal auditor, documentation and archive officer, director of the monitoring of the fight against Gender Based Violence, statistician, procurement officer, International conventions and treaties officer and planning officer).

In addition to 4 project staff (Programme manager, GBV expert, Strategic Partnership and Institutional development advisor and Communication expert) as well as 2 contractual staff to replace those on study leave.

This has further accelerated performance with a diverse team with new, innovative ideas and monitoring strategies, thus stimulating growth of the GMO and increased fulfilment of its mandate.

5.4 Capacity building and training for improved performance

For GMO to effectively improve productivity of its human resources, capacity building and training was given a high priority to improving knowledge and skills in monitoring gender mainstreaming and GBV, Gender advocacy, financial management, public procurement, internal audit procedures, logistics and general operations.

Throughout the year, GMO staff enrolled and completed long term and short term courses including master's program, diploma course, workshops and conferences.

This was achieved through close collaboration with various stakeholders including National Capacity Building Secretariat, RPPA, MINECOFIN, ILPD, MINIJUST, UNFPA, Institute for Economic Development and Planning Institute (IDEP) and Femmes Africa Solidarity (FAS).

As an example, the training undergone in gender and peace building by GMO staff will enhance the analysis of gender mainstreaming in the security sector which will greatly contribute to a gender sensitive conflict prevention and peace building initiatives in Rwanda.

In the same perspective, skills and capacities of internal tender committee members were improved through trainings on procurement and this as result let to noticeable improvements in the quality of tender documents prepared, management of contracts and generally helped the members in effectively delivering to their mandate.

The office also benefited from a two weeks (18th to 29th November 2013) training held in Dakar on Gender-Responsive Economic Policy Management and this training improved the skills and knowledge of the beneficiary in conducting a comprehensive analysis of economic policies and budgets, monitoring the gender imbalances in the economic sectors and formulating well-articulated recommendations.

In general, the trained staffs have demonstrated improved methods of work in their daily work and innovations thus increasing their contribution to the GMO and building self-esteem.

5.5 Management of assets for increased efficiency

During this year, for increased efficiency in executing GMOs work, the procurement, management and maintenance of assets was considered.

Information Technology equipment's and software were procured including the Antivirus, nine laptops, one server/switch, firewall, external hard drive and KVM/LCD monitor.

All these facilitated timely implementation of the GMO Annual Plan.

5.6 Internships carried out in GMO

The GMO received internees from Rwanda and abroad (e.g. Germany). GMO also promoted internship for its new staff to ensure that this staff is exposed to new skills while building their professional career with hand-on training and coaching.

This provided the internees from outside the GMO with work experience that is directly related to their areas of study and increased their practical knowledge and skills in promoting gender equality, combating GBV, administration and finance management thus promoting their personal capabilities and community development.

Two GMO staff (internal auditor and documentation and archive officer) developed new knowledge, skills, and abilities through experiential learning placements, both at MINECOFIN and at GMO. Altogether the GMO received eight (8) internees from July 2013 to June 2014.

5.7 Budget Execution

During the fiscal year 2013/2014, GMO implemented its annual action plan with funding from the Government of Rwanda (ordinary budget) as well as funding from development partners under the Joint Intervention Programme funded by SIDA-Sweden through One UN/UNWOMEN. The table bellows indicates GMO annual budget execution rate.

Table 2: Budget Execution Rate

Source of funds	Revised approved Budget	Expenditure	Balance	% of budget execution
Government of Rwanda	651,755,749	617,948,118	33,807,631	95%
UNWOMEN	265,482,410	79,572,221	185,910,189	30%
	917,238,159	697,520,339	219,717,820	76%

The office had an annual budget equivalent to 917,238,159RWF for FY 2013-2014 to implement its action plan and the actual expenditure amounted to 697,520,339 RWF which represent 76% execution rate as demonstrated in the figure.

Table 3: Comparative table for budget for the year 2012/13 and 2013/14

Sources of Funds	2012/2013	2013/2014	Observations
Donor Funds	-	265,482,410	Donor funds were secured
Government funds	667,207,997	651,755,749	For the year 2013/14 the ordinary budget was reduced by 15,452, 248
Total budget	667,207,997	917,238,159	

As indicated in the table above, the GMO total budget increased from 667,207,997 for the year 2012/13 to 917,238,159 for both the ordinary budget and development budget. However it is important to note that the 2013/2014 ordinary budget was reduced by 15,452,248RWF compared to FY 2012/2013.

Table 4: Statement of Revenue and Expenditure for the period ended 30th June 2014

	Notes	Financial Year 2013/14	Financial Year 2012/2013
		As at 30 June 2014	As at 30 June 2013
Revenues			
<i>Operating revenue</i>			
Tax Revenue	1		
Fees, fines, penalties and licenses	2		
Transfers from Treasury	3	618 818 534	620 615 123
Transfers from other Government Reporting entities	4	20 995 549	
Grants	5	114 373 868	
Other revenue	8		
<i>Net operating revenue</i>		754 187 951	620 615 123
<i>Capital Receipts</i>			
Proceeds from sale of capital items	6		
<i>Loans and borrowings</i>			
Proceeds from borrowings	7		

Total Revenues (A)		754 187 951	620 615 123
Expenses			
Operating expenses			
Compensation of Employees	9	310 736 827	252 739 257
Use of Goods and Services	10	351 204 958	354 496 688
Transfers to Reporting Entities	11		
Grant and other transfer payments	12		
Social Assistance	13		
Finance cost	14		
Other Expenses	15		
Total operating expenses		661 941 785	621 902 722
<i>Capital payments</i>			
Capital Expenditure	16	38 887 513	18 219 850
Repayment of borrowings			
Loans repayments	17		
Total expenses (B)		700 829 298	640 122 572
Surplus/deficit (C=A-B)		53 358 653	19 507 449

5.8 Key challenges and gaps

In building institutional development, the following challenges and gaps were identified as indicated below:

Disbursement of project funds: Even though GMO managed to mobilize funds through a project entitled advancing and sustaining Gender Equality Gains in Rwanda in the last six month of the financial year 2013/14, the processes and procedures to start a new project took long than expected.

This included signing the project document, opening bank account for the project and integrating the project budget in SMARTFIS and even disbursing the funds from the donors, in this case the first disbursement was effected in March 2014.

Out of the planned budget of 265,482,410 FRW, only 79,572,221 FRW was executed, amounting to 30% which is seen in the financial context as low absorption capacity.

Staff turnover and staff instability: The financial year 2013/14 GMO faced staff retention and staff instability challenge.

In this case, four staff resigned from their positions while two more staff went for long term training, and four staff were blessed with children, the absence of staff created heavy workload thereby creating delays in timely implementation of activities.

Staff recruitment: The recruitment process during the year 2013/2014 was also a challenge as it did not attract the experts that were needed for the timely implementation of the project interventions.

In this regards, some positions such as GBV and Communication experts were advertised more than once and did not get the required qualified staff. On another note, the recruitment process was retarded by declining of job position by successful candidates for personal reasons.

This happened for the following positions of (statistician, communication expert, administrative assistant to the chief Gender Monitor, and procurement officer.

This altogether increases the workload of the human resources office but also retards the timely implementation of GMO activities.

CONCLUSION

This report explains achievements made in 2013/2014 and attained with a combination of wide range of efforts from the Government, development partners, stakeholders and entire GMO staff.

GMO envisaged strategies in attempt to attract support from different partners/stakeholders in order to increase gender accountability and fighting GBV injustice.

This year, GMO improved the coverage of monitoring of GBV cases, with emphasis on the quality of services provided to GBV victims.

To ensure sustainability and continuous acceleration of gender equality, GMO is positioned to make different interventions such as conducting assessment of gender budget statement (GBS), production of sector

and district gender profile, monitoring the Inclusion of Gender and GBV in District performance contracts, assessment of the respect of gender equality in draft laws, policies, programs, strategies as well as bills.

To achieve this, strategies will be developed through forging strategic partnerships and much emphasis will be put on enhancing institutional development through strategic capacity development

Lastly the ongoing implementation process in the next fiscal year will be based on lessons learnt and other innovative and potential mechanism towards achieving overall goal of gender equality.

GENDER MONITORING OFFICE

P.O.Box: 837 Kigali-Rwanda - Website: www.gmo.gov.rw - Email: info@gmo.gov.rw

Tel: +250 252581794 - Toll free: 5798 - Fax: +250 252581795