

REPUBLIC OF RWANDA



GENDER MONITORING OFFICE ANNUAL REPORT

2017-2018

December, 2018

www.gmo.gov.rw



REPUBLIC OF RWANDA



GENDER MONITORING OFFICE ANNUAL REPORT

2017-2018

December, 2018

www.gmo.gov.rw

TABLE OF CONTENTS

ACRONYMS.....	iv
PREFACE.....	vi
ACKNOWLEDGEMENTS.....	vii
EXECUTIVE SUMMARY.....	10
1. INTRODUCTION.....	11
2. GENDER MONITORING OFFICE 2017/2018 ACHIEVEMENTS.....	12
2.1. PILLAR ONE: Transformational Governance.....	12
2.1.1. Gender Accountability Days conducted to enhance Gender Equality and Fight GBV at Decentralized levels.....	12
2.1.2. Gender capacities enhanced through coaching on Gender Accountability.....	20
2.1.3. Gender accountability is promoted in the Private Sector.....	20
2.1.4. Positioning gender equality in in 2018 legislative elections.....	21
2.1.5. Conducting a gender audit in selected public institutions.....	24
2.1.6. Enhanced youth awareness and commitment in GBV prevention and response.....	25
2.1.7. Strengthened role of local government in GBV prevention and response.....	27
2.1.8. Improved GBV service delivery in Isange One Stop Centers.....	27
2.1.9. Improved legal support provided to GBV victims.....	30
2.1.10. Received GBV Complaints oriented and addressed by relevant institutions.....	30
2.1.11. Improved reintegration of victims of GBV and teenage pregnan.....	30
2.2. PILAR TWO: SOCIAL TRANSFORMATION.....	32
2.2.1. Production of Energy and Health Gender Profiles.....	32
2.2.2. Improved gender responsiveness in GIRINKA and VUP programs.....	35
2.2.3. Dialogue with faith based organizations.....	37
2.2.4. Gender Conference Organized to discuss on Promotion of Gender Accountability.....	38
2.3. PILLAR THREE: ECONOMIC TRANSFORMATION.....	40
2.3.1. Improved Gender Responsiveness in Planning and Budgeting Process.....	40
2.4. Increased Awareness and Advocacy on Gender and GBV service delivery through Communication Initiatives.....	42
2.5. Rwanda's gender Equality Gains shared with International delegations.....	43
3. GMO INSTITUTIONAL DEVELOPMENT.....	44
3.1. Updating public institutions gender data.....	44
3.2. Stock management	45
3.3. Resource mobilization.....	45
3.4. Capacity Building and Training.....	45
3.5. Budget Execution.....	46
3.6. Documentation and Archives.....	46
4. CHALLENGES AND GENERAL CONCLUSION.....	46
4.1. Key Challenges.....	46
4.2. General Conclusion	47

ACRONYMS

BDF	:	Business Development Fund
BTC	:	Belgian Technical Cooperation
CSO	:	Civil Society Organization
ECDs	:	Early Children Development Centres
EDPRS	:	Economic Development and Poverty Reduction Strategy
EICV	:	Integrated Household Living Survey
FBO	:	Faith Based Organization
GAD	:	Gender Accountability Day
GBS	:	Gender Budget Statement
GBV	:	Gender Based Violence
GMIS	:	Gender Management Information System
GMO	:	Gender Monitoring Office
GRB	:	Gender Responsive Budgeting
HIV	:	Human Immunodeficiency Virus
ICT	:	Information, Communication and Technology
IOSCs	:	Isange One Stop Centres
IPPIS	:	Integrated Payroll and Personnel Information System
JICA	:	Japan International Cooperation Agency
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
MINALOC	:	Ministry of Local Government
MINEDUC	:	Ministry of Education
MINIRENA	:	Ministry of Natural Resources
NEC	:	National Electoral Commission
NISR	:	National Institute of Statistics of Rwanda
NPPA	:	National Public Prosecution Authority
NSTI	:	National strategy for transformation
RAB	:	Rwanda Agriculture Board
RBM	:	Result Based Management
REB	:	Rwanda Education Board
RIB	:	Rwanda Investigation Bureau
RNP	:	Rwanda National Police
SDGs	:	Sustainable Development Goals
SOPs	:	Standard Operation Procedures
TV	:	Television
TVET	:	Technical and Vocational Education and Training
UN Women	:	United Nations Women
UNDP	:	United Nations Development Program
UNICEF	:	United Nations International Children’s Emergency Fund
VUP	:	Vision Umurenge Program



PREFACE

Reference made to the law No 51/2007 of 20/09/2007 determining the responsibilities and functioning of the Gender Monitoring Office especially in its article 22, the Gender Monitoring Office prepares and submits its annual activity report to the Prime Minister's Office.

This report entails key achieved results, persisting gender gaps/challenges and also proposes strategic recommendations to further advance gender accountability across sectors and at all levels.

In line with the aspirations of its new strategic plan, the Gender Monitoring Office is working towards establishing gender accountability systems and ensuring that gender equality is well positioned in existing accountability mechanisms. The role of our various stakeholders' institutions and organizations from the public sector, civil society, Faith Based Organizations and development partners was very instrumental in delivering to this direction.

This report is a valuable source of information for all stakeholders and it provide readers with a useful and informative picture on what GMO has done in terms of monitoring interventions that target gender mainstreaming, GBV prevention and response in Rwanda.

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

ACKNOWLEDGEMENTS

The Gender Monitoring office extends its special thanks and appreciation to its High Council Members, staff, partners, stakeholders, and to all the people who shared their constructive insights, precious time, and commitment towards our activities in the financial year 2017/ 2018.

In the same spirit, we also acknowledge the uncountable support and guidance of the Office of the Prime Minister, the Gender machinery and other government institutions at both levels of government (central and local levels) for shared success.

A special thanks to our development partners for their relentless efforts in supporting GMO to implement its action plan for the fiscal 2017-2018 and to deliver to its mandate, we gratefully acknowledge your support.

““ *The key principle, in addition to understanding gender equality as a human right, is to use the talents of all our people to the full potential, in politics, business and elsewhere. This is common sense if we want to advance and improve our societies.* **””**

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

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 2017/2018 against the planned targets.

On annual basis, the Gender Monitoring Office publishes an annual report that indicates GMO's performance on key activities implemented throughout the fiscal year. This year's report highlights GMO's achievements and focuses on key realized achievements vis-a-vis the institutionalization of gender accountability and service delivery to victims of gender based violence.

The report is articulated around three Government pillars: Transformational Governance, Social Transformation pillar and Economic Transformation pillar. GMO provides a scan of different aspects monitored in the mentioned pillars, explores gaps and challenges and proposes actionable recommendations to further position accountability to gender equality in Public, private, Civil Society and faith based organizations.

Under Transformational governance, GMO has contributed through strengthening gender accountability in public institutions and FBOs programs, initiating gender accountability days and community dialogue at decentralized levels, monitoring service delivery by Isange One stop centers, enhancing institutional capacity in gender mainstreaming, generation of gender information for informed programming and advocacy, monitoring compliance with regional and international gender related commitments and monitoring the effectiveness of GBV prevention and response mechanisms.

In line with the Social Transformation pillar, the institution has conducted the assessment of gender responsiveness in VUP and Girinka programs. The assessment revealed the status of gender equality, gaps and recommended actions for improvement. In addition, two gender profiles for both the health and energy sectors were developed and published. The findings were shared to relevant institutions and actors to ensure that results achieved are sustained and existing gaps addressed.

In the framework of Economic transformation pillar, GMO initiated a GBS audit mechanism in 21 districts. These are all districts in Eastern, Southern and Northern Provinces plus Kicukiro district in City of Kigali. The audit highlighted that the implementation of GBS has created tremendous impact on women and men's life. Accessibility to clean water is among the responses brought forth by the GBS interventions and this has reduced children waterborne diseases, time spent and distance from home to rivers and spared children and women's time to engage in other productive activities. In addition, new classrooms and latrines were constructed and this registered an increased hygiene, a decreased absenteeism, reduction of dropout rate and improved quality of education. It was also revealed that construction of feeder roads has facilitated doing business due to free movement of population going to markets to buy/sell their products as compared to the previous situation.

The report also highlights key achievements on institutional development including human resource capacity building and trainings as well as development of stock and asset management. In particular, GMO staff benefited from the training on International treaties, SDGs, international human rights, Integrated Payroll and Personnel Information System (IPPIS) and on gender and development. All these trainings enhanced the capacities of the staff to delivery on their respective duties.

1. INTRODUCTION

The Government of Rwanda in its Vision 2020 and 2050, the ending Economic Development and Poverty Reduction Strategy² (EDPRS II) as well as the National Strategy for Transformation (NST1), reaffirms the country's commitment to promote Gender Equality and end Gender Based Violence (GBV). The implementation of these commitments and many others have paved the way for a robust national legal and policy framework that draws from homegrown solutions and takes inspiration from international experience to shape a country free from gender discrimination and exclusion.

In light of the above, Gender Monitoring Office was instituted with the mandate of monitoring and evaluating the implementation of gender principles and the fight against Gender Based Violence. While contributing to government orientation of having a society where citizens have equal rights between men and women.

This report is in line with Annual Action plan (2017-2018) and GMO's Strategic Plan 2017-2022. The institutional registered results are presented according to their contribution towards the national strategy for transformational pillars. These are Transformational Governance, Social Transformation and Economic Transformation pillars.

In the fiscal 2017/2018, GMO mainly focused on enhancing accountability mechanisms in the public and private institutions, ensuring effectiveness of GBV service delivery, and improving communication for gender equality.

2. Gender Monitoring Office 2017/2018 Achievements

During the fiscal year 2017/2018, GMO embarked on the implementation of annual action plan in the field of monitoring gender mainstreaming, Gender Based Violence prevention and response, commutation and advocacy of monitoring findings as well as institutional development. Below is a summary of the results achieved under each pillar.

2.1. PILLAR ONE Transformational Governance:

In line with transformational Governance, GMO has contributed to strengthening gender accountability in public institutions, and FBOs, enhancing institutional capacity on gender accountability, generation of gender data across sectors for evidence based planning and decision making, enhancing gender responsiveness in laws, policies and strategies, monitoring compliance with regional and international gender related commitments and monitoring the effectiveness of GBV prevention and response mechanisms.

2.1.1. Gender Accountability Days conducted to enhance Gender Equality and Fight GBV at Decentralized levels

In a bid to celebrate and sustain gender equality gains and enhance accountability to gender equality at local levels, GMO has initiated Gender Accountability Day (GAD) at district levels and so far conducted in Rulindo and Nyagatare Districts. This was done in the framework of District open days and aims to position and institutionalize gender accountability in existing decentralized accountability mechanisms. This mechanism served to showcase outstanding achievements on gender equality, explore areas requiring improvement and strategize on how to address issues of gender based violence/Teenage pregnancy both in terms of prevention and response.

GAD in the two districts particularly responded to some of the key issues affecting gender equality, family cohesion and children's rights and the following key results were attained:

- Increased awareness to gender accountability and enhanced stakeholder's commitment in promoting gender equality and fight against GBV.
- Responding to issues of unregistered children in accordance with the law. With this, 334 Children were registered in Rulindo and 23,406 in Eastern Province including 2584 from Nyagatare district.
- Families that were initially leaving in illegal marriages were supported to legalize their marriage in a bid to build family cohesion, protect children's rights and prevent gender based violence/familial conflicts. This celebration benefitted 1233 couples from Rulindo and Nyagatare districts.
- Under kuremera initiative and with the support of different key actors in socio-economic development, vulnerable families in Rulindo and Nyagatare districts were supported with 30 health insurance cards, 365 cows and 100 goats. This initiative has contributed to socio-economic development of beneficiaries and their families.
- Selected secondary schools in Rulindo and Nyagatare districts were supported with standardized equipment's for the girl's room. These schools include Groupe Scolaire Bushoki, Ecole Secondaire Gasiza, Groupe Scolaire Kiruri, Groupe Scolaire Gaseke and Groupe Scolaire Shyorongi in Rulindo and Groupe Scolaire Rwimiyaga in Nyagatare district. The initiative was supported by UNICEF and aimed at creating a girl friendly environment especially by availing a safe room and sanitary facilities to support young girls especially during their monthly menstruation period.



Children were registered in civil registrars and teen mothers were supported with different Equipments to improve their lives

Gender Accountability days in Rulindo and Nyagatare Districts dedicated some days to discuss with a group of 200 teen mothers, parents and service providers from central and local levels. This workshop mainly focused on identification of issues affecting teen mothers, educating them on their rights, responsibilities, awareness on laws and existing opportunities. In addition, counselling services were provided during the course of the dialogue and this greatly contributed to their openness during the discussions and as a result some cases filed by victims. Responding to some of their basic needs, these teen mothers were given mattresses and clothes (gitenge and T-shirts).

After the dialogue with teen mothers especially in Rulindo district, advocacy was made to different actors and as a result Pro-femmes twese hamwe, Care International in Rwanda, UNICEF, Young Women Christian association (YWCA), Women chamber of entrepreneurs and Enfant mere initiated support programs to these teen mothers.

 **365** Cows were provided to Vulnerable families

 **100** Goats were provided to Vulnerable families

 **1,233** Couples legalized their marriages

 **334** Children were registered in Rulindo District

 **23,406** Children in Eastern Province were registered

 **2,584** Children from Nyagatare district were registered

 **200** teen mothers were educated on their rights, responsibilities, awareness on laws and existing opportunities and received counseling services

 **6** Secondary schools were support with Girls' Room Equipment. Girls were also supported to enroll in TVET education and others were supported to start income generating activities.

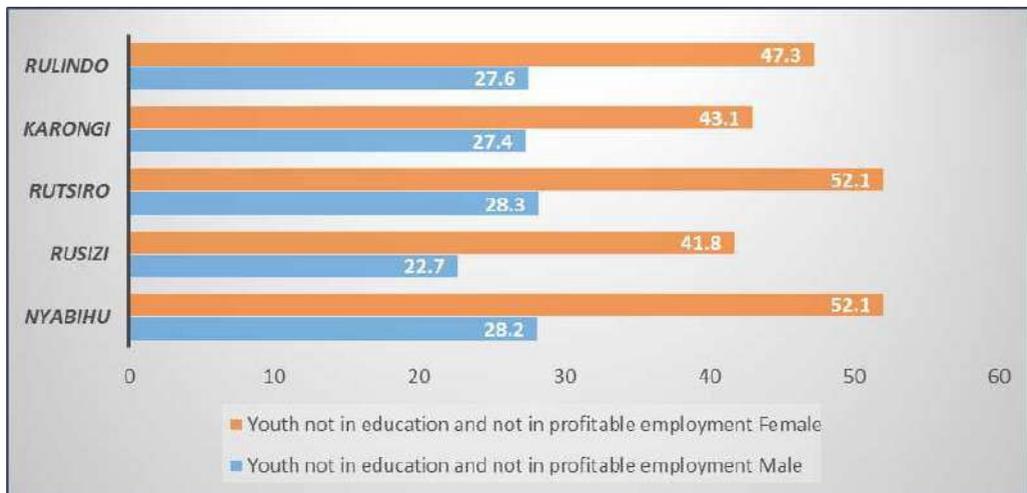
The GAD has been an exciting and learning experience and opportunity to enhance community awareness on their contribution towards promoting accountability to gender equality and improving service delivery to victims of gender based violence/teenage pregnancy.

2.1.1.1. Production of District Gender Profiles

The Gender Monitoring Office has developed gender profiles in 5 districts including one for Nyabihu, Rusizi, Rutsiro, Karongi and Rulindo, aiming at establishing the status of gender equality in the mentioned districts whose data is not only to inform GMO's evidence based advocacy but also district planning and decision making,

The profiles in five districts revealed that women are more in agriculture as compared to their male counterparts. In addition, in the the cooperative management committees, males' dominance was noticed across the profiled districts with 66.8% of the positions in cooperative leadership occupied by men compared to only 33.2% occupied by women. Furthermore, as far as infant and child mortality rates are concerned, all districts are above the national average (32/1000 and 50/1000 respectively) according to the RDHS 2015. Last but not least, the profiling results indicated a high percentage of youth not in education and not in profitable employment with females being the most affected.

Figure 2: Youth not in education and not in profitable employment



Source: NISR, EICV4 (2014-2015)

Based on the above highlighted issues across the profiled districts, the following were recommended:

- For women being more in agriculture as compared to their male counterparts, there is a need for using existing structures such as national women council (NWC) has to offer training facilitation on doing business and support women groups to be linked to business incubation centers set up by Business Development Fund (BDF).
- As far as infant and child mortality rates are concerned, all districts assessed are above national average (32/1000 and 50/1000 respectively) according to the RDHS 2015, and it is recommended that health-care initiatives be intensified in the profiled districts.
- With the youth constituting the highest percentage of the Rwandan Population, it is important that pro-youth initiatives are heightened and to be benefited by both young men and women across all districts and ensure their meaningful contribution to the country's development and transformational journey.

2.1.1.2 Production of a National Status Report on Gender Equality

The Government of Rwanda has set solid stage for gender equality (GE) and women's empowerment (WE). This aimed to ensure that women and men are able to realize their rights, potentials, aspirations and be full partners and beneficiaries in the Country's sustainable development.

To track and document progress made, a country report on the state of gender equality and women's empowerment in Rwanda covering both transitional and transformational periods has been developed. The report provides the state of GE and WE in line with the three NST1 pillars.

It mainly highlights key registered achievements, gender gaps and strategic recommendations to guide policy makers and all concerned actors to further position and promote gender accountability in all sectors. The following are the key highlights of the report.

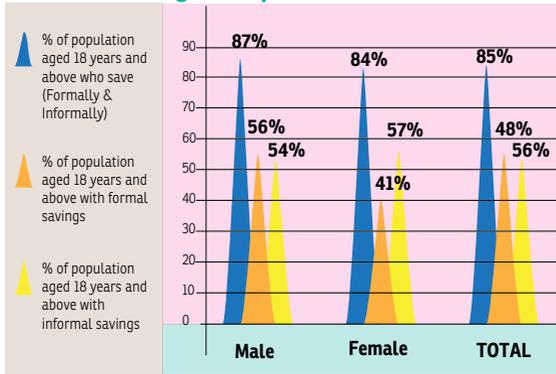
Under economic transformation and in the agriculture sector, Land is the main asset for production and investment. Women's access to land tremendously contributed to their control over productive resources and access to loans using land titles as collaterals. For example, land contributed to 38% of women's access to credit. This is as a result of land reforms and gender friendly legal frameworks that provides for equal rights on land including its use and management.

Access to employment and especially access to decent and productive jobs by women in a variety of sectors is critical for their empowerment. Women's labour force participation rate is at 46 percent against 62.5 percent for men. Looking at employment in the informal sector outside of the agriculture sector, women's participation is only 34 percent compared with 65 percent for men. Looking at the positions occupied by Women and Men in Labour Market, women represent 34.1 in managerial positions as compared to 65.9 of men.

In order for more women to take up senior jobs and for women-owned businesses to overcome their structural barriers to growth, existing and effective financial and business development programs that specifically aim at supporting women should be enforced.

Financial Inclusion

Percentage of Population who Save



The target for the Financial Sector Development Programme (FSDP) was to ensure that 80 percent of the Rwandan population has access to formal financial services by 2017. With respect to financial inclusion, the 2016 Fin Scope report found that 87 percent of women are financially included as well as 91 percent of men, with a relatively low overall gender gap of 4 percent. This is a significant improvement from 2008 and 2012 when women’s inclusion was at 26.8 percent and 39 percent, respectively.

The report also indicated that despite the increased percentage of women having saving accounts, it is clear that a high percentage of female (57%) continue to save informally compared to 54% male.

Gender and ICT

The information, communication and technology (ICT) sector, ICT is a central engine for national economic transformation, knowledge transfer, facilitate financial transactions, and contribute to improved health care and capacity building. ICT is one of the global impact commitments that Rwanda has committed to in bridging the gender digital divide and attain parity in ICT access, usage and innovation by 2020.

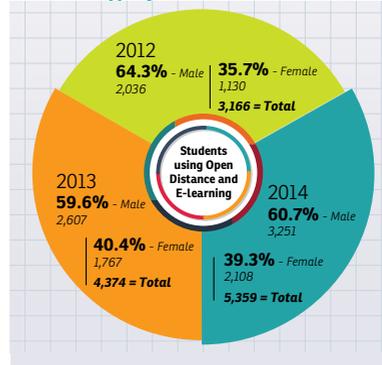
Girls in ICT have initiated Ms Geek Competition as an annual competition designed to inspire female university/TVET students to think critically and design solutions to issues faced by Rwandans today. In this competition, young women compete based on the innovative ideas as well as their ability to develop a certain technology or develop a business idea. The purpose of MsGeek is to demonstrate that girls and young women can also excel in the technologies and build their confidence in competing in the open market. This competition has been expanded for all of Africa through the Smart Africa summit. And led by Girls in ICT, a group of women in STEM fields who have come together to promote and mentor girls in Rwanda and beyond to take up careers in STEM and solve the continent’s challenges using technology.

ICT Financial Services

ICT Financial Services	Male (%)	Female (%)	Gender Gap (%)
Access to Mobile Phones	88	84	4
Uptake of Mobile Money Services	44	33	11
Mobile Phones Financial Transactions	44	35	9
Mobile Money Account Holders	46	33	13
Urban	52.8	47.2	5.6
Rural	76.1	23.9	52.2
Rwanda	60	40	20

Source: Finscope, 2016.

Students using Open Distance and E-learning



Source: MYICT, Administrative Data, 2015

Currently, 33 percent of women use mobile money services against 44 percent of men as a channel for banking, operating various transfers including remittances. About 35 percent of women use mobile money banking as a channel for money transfer and for remittances. It was noted that money transfer using mobile phones among women is still very low compared to that of their men counterparts which may be explained by the differences in income generation, literacy and exposure/opportunities among men and women. Initiatives to facilitate women access to mobile phones contribute to bridging the observed gender gaps.

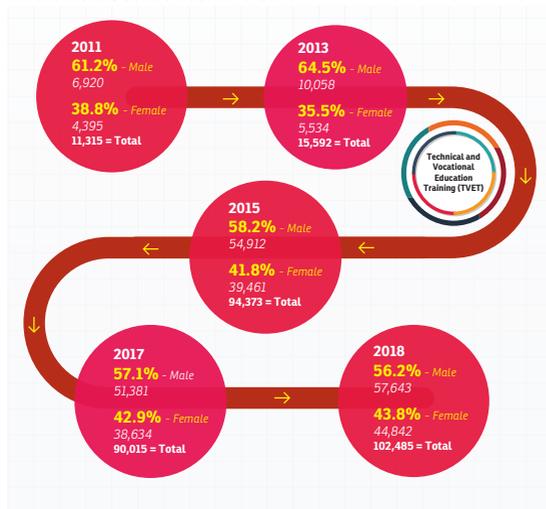
ICT offers education opportunities to women through E-learning/distance learning. This allowed students to access required skills and education without leaving behind the rest of their daily responsibilities. For instance, pregnant and breastfeeding mothers and others with little children are able to upgrade their education through e-learning while limiting their mobility and still taking care of their children and familial responsibilities.

In the context of social transformation, the country's citizens have moved from a lower to a high level of quality of life. By the end of 2015, Rwanda had achieved most of the Millennium Development Goals (MDGs). This progress was accompanied by substantial improvements in living standards, with a two-thirds drop in child mortality and near-universal primary school enrolment. In the last two decades, poverty reduction has been the main focus of the national development strategies. Poverty has declined from 58.9 percent in 2000 to 36.7 percent in 2017, while extreme poverty has declined from 40 percent to 16.3 percent in the same period. Considering poverty status, the data from EICV5 shows that 39.5% of female-headed households are classified as poor as compared to 37.6% of male-headed households in 2016/17 while the extreme poverty among male and female HHHs has dramatically reduced from 22.5% and 26.0% in 2010 down to 15.0% and 17.8% respectively in 2017. This was facilitated by a strong focus on homegrown solutions including the One Cow per Poor Family and Ubudehe scheme opportunities that have contributed to significant improvement in access to services as well as improvement in human development indicators.

Gender and Education

Education is a priority for the Government of Rwanda and is considered a key determinant of Rwanda's social and economic transformation, which requires Rwandans to have the knowledge, skills and attitudes to compete in the labour market.

Enrolled Students in TVET



Gender parity was achieved in primary education in 2001 and the net enrolment for both boys and girls at secondary level has also increased. The number of students enrolling in secondary education more than doubled from 288,036 in 2008 to 658,285 in 2018 and the number of girls and boys enrolled in secondary schools is also almost equal, with the number of girls a bit higher than that of boys. This success is attributed to the effective implementation of national policies and strategies such as the Girls' Education Policy (2008), the establishment of the 12-year basic education system, introduction of school feeding program, establishment of girl's room and increased infrastructure for learning facilities.

However, it was observed that for example in TVET, gender stereotypes prevail and girls and women usually enroll mostly in TVET traditional soft trades like tailoring, hairdressing, secretarial studies, nursing, food and nutrition, while boys and men on the other side dominate in traditional male dominated occupations like carpentry, construction, motor mechanics, welding and electricity among others.

In relation to transformational governance, Rwanda has achieved impressive progress and driving factors include very gender responsive constitution, inclusive legal and policy reforms and an appropriate institutional framework from the central level to the community. Today, gender equality is part of Rwanda's strongest brands along with the fight against corruption and the environmental protection. Women hold 61.7 percent of the seats in Parliament (lower chamber) following the 2018 legislative elections. This followed an increase in women's representation from 17.1 percent in 1988 to 48.8 percent in 2000, 56.4 percent in 2008, 64 percent in 2013 and 61 percent in 2018. Further to this, women's representation in parliament has influenced and positioned the adoption of gender responsive laws and oversight on their effective implementation especially at the community level.

Women's representation in the executive branch and the judiciary has also had a progressive trend compared to the past, and this has influenced the design and implementation of policies, laws, and programs that are gender responsive. Efforts to mainstream gender within security organs and the armed forces have been in place since 2008 with the introduction of gender desks, gender directorates and specific gender strategies within the Rwanda Defence Forces (RDF), Rwanda National Police (RNP), and Rwanda Correctional Services (RCS). However, the numbers of women in these organs is still low.

Men and Women Representation in Decentralized Local Government

LOCAL GOVERNMENT		2016		2017		2018	
		Numbers	(%)	Numbers	(%)	Numbers	(%)
Governors & Mayor CoK	Male	3	60.0%	4	80.0%	3	60.0%
	Female	2	40.0%	1	20.0%	2	40.0%
Bureau of Districts' Councils & Bureau of CoK	Male	38	29.0%	47	53.4%	41	44.1%
	Female	93	71.0%	41	46.6%	52	55.9%
Districts Councils	Male	489	54.8%	489	54.8%	489	54.8%
	Female	404	45.2%	404	45.2%	404	45.2%
District Mayors	Male	25	83.3%	24	80.0%	22	73.3%
	Female	5	16.7%	6	20.0%	8	26.7%
Vice Mayors/ Social Affairs	Male	8	26.7%	7	23.3%	10	33.3%
	Female	22	73.3%	23	76.7%	20	66.7%
Vice Mayors/ Economic Affairs	Male	24	80.0%	25	83.3%	25	83.3%
	Female	6	20.0%	5	16.7%	5	16.7%

● Male ● Female

In line with the above indicated status across different sectors, the country status report recommended the following:

- A comprehensive review of existing gender strategies and development of new strategies to align with the 2030 Agenda for Sustainable Development, Rwanda's Vision 2050 and the New Strategy for Transformation need to be undertaken to ensure gender responsiveness in implementation of planned targets.
- Capacity development for collection of sex-disaggregated data, gender analysis at various levels and in all sectors has to be enhanced to inform and strengthen policy, strategy and programming for gender equality and women's empowerment.
- Increasing opportunities to access and utilize formal financial schemes such as the Women's Guarantee Fund and the Agricultural Guarantee Fund; strengthening women position in the labor market especially in the private sector as well ensuring improvement of technical skills could accelerate women engagement in the formal sector and leverage their contribution to the national economic and social transformation to reinforce the implementation of gender commitments.
- Ensuring that gender equality dimensions are systematically mainstreamed in different accountability mechanisms like IMIHIGO, public hearings, etc.

2.1.2. 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. The GMO with its mandate of promoting gender accountability in public & private institutions, Civil Society Organizations, Faith Based Organizations conducted coaching sessions for Kamonyi, Kayonza, Gicumbi and Ngororero districts and this was demand driven coaching. The coaching was a response to capacity needs expressed during the gender budget monitoring sessions and aimed at improving gender capacities for both staff and leadership to ensure gender accountability across the GBS implementers.

The target group was pre-set to ensure that district councillors are brought on board and equipped with knowledge and skills to seek gender accountability especially on the planning and budgeting aspects. In addition to the councillors, executive committees, staff and stakeholders including NWC, NYC, PSF and faith based organisations also benefited from this coaching initiative. This presented an opportunity to refresh local Government on gender commitments as enshrined in National legal and policy frameworks. With improved skills and knowledge, GMO anticipates to see progressive improvements in terms of planning and budgeting for gender equality and women's empowerment.

Moving forward and as a way of addressing existing gender capacity gaps and equipping relevant actors with required expertise and tools to fully mainstream gender equality, the following were recommended:

- Ensure that District capacity building plans are taking into consideration gender capacity needs and allocating required resources.
- Establish a gender friendly monitoring, reporting and evaluation frameworks with well set and measurable gender indicators.
- Gender budget statements to be approved by district councillors.

2.1.3. Gender accountability is promoted in the Private Sector

NST1 to accelerate a private sector-led economic growth and development. With the principle of leaving no one behind, it is imperative that the private sector promotes gender equality and include women empowerment in its strategies.

It is within this framework that GMO in partnership with its stakeholders has initiated the gender equality seal (GES) certification programme to enhance gender accountability in Rwanda's private sector for inclusive growth and sustainable development.

The GES initiative is a collective effort to establish and achieve standards that promote gender equality and women empowerment in the workplace. It seeks to address six (6) critical areas in the workplace which include; Eliminating gender based pay gaps, Increasing women's roles in decision making, enhancing work-life balance, enhancing women's / men's access to non-traditional jobs, eradicating sexual harassment at work and using non- sexist communication.

The programme was officially launched in 2017 with the support from UNDP and PSF and 38 companies committed to be part of the programme. Prior to that capacity building initiatives have been undertaken especially targeting technical committees and members of the pilot private sector companies. Such initiatives aim at setting the stage for the implementation and monitoring of the programme results.



Gender Equality Seal Diagnosis in Ecobank, Rwanda

The first phase is targeting 18 companies and two public institutions including; CIMERWA, Saham Assurance Rwanda, ECOBANK, SIMACO Ltd, ENGEN RWANDA LTD, BK, Equity Bank, SULFO RWANDA INDUSTRIES, Hotel des Milles Collines, TRUST INDUSTRIES LTD, I&M BANK, Kigali MARRIOT Hotel, ATC RWANDA, KIGALI SERENA HOTEL, BPR - ATLAS MARA, RWANDA INVESTMENT GROUP, Britam Insurance Rwanda, RWANDA STOCK Exchange and RDB and BNR to be part of the certification programme.

So far, a gender equality diagnosis exercise has been conducted in five (5) companies and 2 public institutions to identify gender equality gaps in the work place. Recommendations from the diagnosis will inform participating companies' and public institutions' gender equality action plans. Companies and public institutions which will successfully implement their gender equality action plans will be awarded a gender equality seal as a recognition for their efforts in promoting gender equality and women empowerment in the work place.

2.1.4. Positioning gender equality in in 2018 legislative elections

The Constitution of the Republic of Rwanda of 2003 revised in 2015 grants equal rights to both men and women to vote and being elected. The same constitution provides for at least 30% of women representation in decision making organs.

In line with its mandate to advocate for gender equality issues and drawing from 2013 legislative elections, Gender Monitoring Office conducted high level dialogues with the National Electoral Commission and the National Forum for Political Parties.

Dialogue with National Electoral Commission (NEC): Dialogue with NEC convened NEC Officials, provincial coordinators, zone coordinators and NEC volunteers from across the country. In addition to the NEC team, this dialogue was also attended by National Gender Machinery institutions and other partners including the civil society organizations working on gender equality. This mainly aimed at strategizing on how to further promote the respect of gender equality principles in 2018 legislative elections as we sustain gender equality gains from 2013 legislative elections and address the gender gaps that were found in the previous 2013 elections.



The dialogue convened NEC Officials, provincial coordinators, zone coordinators and NEC volunteers

The dialogue recommended the following:

- Sensitize women and men potential candidates to have all required documents and engage concerned institutions to support the candidates in this process.
- Deliver a comprehensive messaging package on planned elections that mobilizes both male and female to actively participate in the electoral processes.
- Increase budget to support elections for special groups including for women.
- Partner with relevant institutions to strengthen inclusive civic education, mobilize and support potential women and men living with disabilities to offer their candidature as members of the parliament.
- Enhance capacity development for elected members of special groups at different levels to shape their contribution during their term of office.

Dialogue with the Forum of political parties: On a similar note, a dialogue was organized in collaboration with the forum for political parties and this convened high level representatives of all political organizations operating in Rwanda. It mainly focused on political parties' contribution towards gender equality, especially reflecting on their candidates listing, political manifesto's/programmes and supporting men and women candidates during the electoral processes. During this dialogue, representatives of political parties committed to ensure that their political programmes and manifestos reflect gender equality and women empowerment.



The dialogue convened high level representatives of different political organizations operating in Rwanda

Coaching gender observers: For the Gender Monitoring Office to cover the monitoring of all electoral phases, resource persons from Pro-femmes Twese Hamwe, Transparency International Rwanda and University Youth Association were identified. Under the support of UNWOMEN, 150 observers from GMO and those partner institutions received a comprehensive coaching on gender equality principles to be respected during the electoral processes, were equipped with knowledge and skills to do the required gender analysis in the assigned duties as Gender observers in the parliamentary elections. In addition, the observers had an opportunity to discuss their Roles and responsibilities, and GMO code of Conduct. The coaching phase was an inevitable step that led to the successful monitoring of the parliamentary elections.

2.1.5. Gender audit in selected public institutions

Institutionalization of gender equality in policies, programs, organisational structures, proceedings including decision making process and corresponding budgets of public and private organizations is critical for inclusive and sustainable development.

In the same framework and in line with the country's commitments to respect gender equality principles in all spheres, GMO conducted a Participatory Gender Audit (PGA) in Rwanda Correctional Services to ascertain the status of respect of gender equality principles at policy, processes and staffing levels. The PGA contributed to increased understanding of gender mainstreaming and fight against GBV within prison operations. It also provided an opportunity to raise awareness of gender and GBV among inmates.

Based on audit findings from RCS Headquarters, 7 prisons of Muhanga, Musanze, Rusizi, Nyamagabe, Ngoma, Nyagatare and Nyarugenge and one TIG Camp of Nyarugenge, a clear picture emerged to indicate the status of gender mainstreaming in RCS as highlighted below:

- There is high level commitment from RCS leadership to promote gender equality in the institution. This commitment is shown by equal opportunities of men and women in RCS operations, availability of inmate sex disaggregated data, refresher courses on Gender and GBV and budget allocated to specific needs of inmates. In addition the institution has an operational gender directorate in place and gender focal points at each prison
- Existence of gender sensitive laws including Law N° 34/2010 of 12/11/2010 on establishment, functioning and organization of Rwanda Correctional Service which consider gender principle in its article 21, 29, 30, 31, 32 and 35. For example: Article 31 provides that incarcerated persons shall be placed in categories and shall be confined in different compartments of the prison in accordance with their sex, age, health and sentences rendered by Courts. According to Article 33 of the same law, any incarcerated pregnant or breastfeeding woman shall be accorded special consideration. A child who is still breast feeding shall be entitled to adequate and nutritional food as required for infants, and shall be removed from the prison and given to his/her family at three (3) years of age. In the same spirit, pregnant women and mothers with children also have their blocs and are priority when it comes to distribution of basic needs like mattresses, soap plus special food.
- Special treatment/consideration given to people with special needs for example pregnant women are allowed antenatal and postnatal visits to ensure both mother and baby's life is safe. With a doctors' recommendation, inmates with special needs are visited by families on a daily basis especially when it involves bringing special food. The prison administration also serves milk to babies and pregnant mothers.
- Existence of disciplinary committees in each prison to handle GBV cases.
- In terms of capacity building for staff, all respondents at the field offices indicated they undergo refresher courses every year where gender and GBV are part of the packages. An innovative form of capacity building for ladies is done through mentorship program where experienced and high ranked ladies in RCS mentor their young female counterparts.

Though the findings indicated some progress on the respect of gender equality principles in the prison setting, the following issues were also raised:

- Absence of a gender mainstreaming strategy to guide institutional interventions and the RCS strategic plan was found to be gender blind.
- Limited knowledge on Gender and GBV among both prison officers and inmates.
- Low women representation in decision-making especially at the level of division managers and board of the prisons with 20 being male and 6 female for Directors/HQs level while at Directors of prisons level, males are 11 and 2 are females.
- Children do not benefit from government initiatives like SHISHA Kibondo and food for the malnourished yet they need them.
- Female inmates not visited by spouses instead come to make them sign to sell off properties.

As part of the audit recommendations, RCS needs to develop a gender mainstreaming strategy to guide institutional interventions, upgrade the prison structures to be responsive to all inmate needs, consider the specific needs of male and female prison officers during deployment, revise the housing/accommodation scheme to be inclusive, take children's feeding a priority to curb malnutrition and stunting and others.

2.1.6. Enhanced youth awareness and commitment in GBV prevention and response

Youth constitute a large proportion of the Rwandan population, and they are more exposed to GBV as victims or perpetrators. The youth can act as change agents if empowered to realise their potential to identify GBV problems and devise sustainable solutions through youth-led anti-violence activities.

It is within this framework that GMO in collaboration with National youth council, Rwanda National Police, Episcopale pour la Pastorale des Jeunes (CEPJ) and other partners conducted dialogues with more than 5000 youth representatives (youth volunteers, youth coordinators at sector levels, representatives of transport cooperatives as well as catholic youth representatives) in 11 Districts of Musanze, Burera, Nyaruguru, Muhanga, Nyagatare, Nyamasheke, Karongi, Huye, Gasabo, Rubavu and Rusizi. These dialogues aimed to engage them on their efforts to eradicate GBV and fight against teenage pregnancies.

These accountability dialogues urged for enhanced role of Youth in fighting against GBV, human trafficking and teenage pregnancy and were an opportunity to increase their knowledge and understanding on GBV prevention and reporting, existing laws preventing and punishing GBV, referral pathways and available services to support GBV victims.

Youth representatives committed to timely report any form of GBV occurring in their respective communities, to educate their peers about existing laws preventing and punishing GBV crimes and available service providers, to sensitize parents about children rights and positive parenting and to contribute to eradicating the conciliation culture in GBV matters especially child defilement identified in communities.



More than 5000 youth gathered in Rubavu district during National Catholic youth Forum.

The dialogues with the youth also revealed some challenges hindering effective GBV prevention and response including low reporting of GBV issues associated to conciliation culture among communities, release of reported perpetrators of GBV and low knowledge of GBV and gender concepts among service providers including local leaders. For the highlighted challenges to be addressed, youth dialogues recommended the following :

- Intensify community sensitization campaigns aiming at fighting GBV, reporting GBV and related issues including teenage pregnancies, child abuse and human trafficking and awareness on all related laws.
- Provide youth with training tools on gender and GBV to be able to sensitize peers and communities.
- Raise awareness of youth about existing mechanisms aiming at empowering youth including BDF, SACCOs, etc and encourage youth about job creation and saving culture instead of engaging in drug abuse and sexual and gender based violence.
- Increasing youth participation in parent forums to discuss GBV and family related issues and sensitize parents to increase dialogues with children about reproduction health.
- Sensitize border communities especially those working around border post on fighting and reporting human trafficking.

2.1.7. Strengthened role of local government in GBV prevention and response

Considering the decentralisation policy, local government actors are very key in preventing and responding to gender based violence. During the fiscal year 2017-2018, GMO assessed the contribution of local government in fighting against GBV and reintegration of GBV victims in Musanze, Burera, Nyaruguru, Nyagatare, Nyamasheke, Karongi, Muhanga, Huye and Gasabo Districts.

The assessment identified key GBV issues such as polygamy, teenage pregnancy, child defilement and family conflicts that need to be tackled for a society free from any violence. To this cause, Districts revealed that in partnership with their stakeholders, a good number of prevention and response mechanisms have been put in place to eradicate GBV:

- Sensitization of the public on human rights and existing laws in order to raise public awareness on their rights and important laws related to human rights and GBV in particular
- Establishment of youth friendly centers to equip youth with knowledge on sexual and reproductive health as well as entrepreneurship skills.
- Enforcement of Umugoroba w'Ababyeyi and Inteko z'Abaturage as forums to discuss family issues and raise awareness on GBV and other issues.
- Support for socio-economic reintegration and legal aid to victims of GBV, child abuse and human trafficking.

Though a lot has been achieved in regards to GBV prevention and response, more efforts need to be put on reintegration of GBV victims and teen mothers, identification of teen mothers, integrating issues of GBV and teenage pregnancies into District planning documents including Imihigo and gender budget statements.

2.1.8. Improved GBV service delivery in Isange One Stop Centers

Isange One Stop Center model has been established by the Government of Rwanda in 2009 with the aim of providing holistic services to victims of GBV and child abuse in one place and free of charge. In this respect, the Government of Rwanda initiated Isange One Stop Centres, a multidisciplinary model, to holistically respond to GBV cases. Currently, 44 IOSCs were established countrywide.

In line with its mandate, GMO conducted an assessment of GBV service delivery in four newly established Isange One Stop Centers of Butaro (Burera District), Kibogora (Nyamasheke District), Mugonero (Karongi District) and Kibagabaga IOSC (Gasabo District). Such an assessment is done every year to track how victims of gender based violence and child abuse are timely accessing quality services.

In these new assessed IOSCs, it was found that medical and psychosocial services are regularly provided by medical doctors and psychologists. Received victims range from 15 to 20 victims per month. Legal support related to forensic examination and issues of medical reports, safety and security as well as legal aid is also provided to GBV victims respectively by RIB and MAJ. The assessment however indicated that the Centers are not operational in 24 hours as required by the standard operating procedures due to limited staffing.

The table below indicates gaps identified and key recommended action as follows:

Challenges	Recommendations
Lack of standardized infrastructure to host IOSC activities in Butaro IOSC	To provide IOSC with standardized infrastructures in order to facilitate the smooth running of IOSCs activities and support the victims as required
Limited skills in GBV case management for IOSC staff	To provide capacity building opportunities to its staff including medical doctors in order to deliver effective services to victims
lack of communication and transport facilities to enable information sharing and visit to victims in their respective communities	Mobilize stakeholders especially local civil society organizations and non state actors to support the operationalization of IOSCs

2.1.9 Improved legal support provided to GBV victims

In line with its mandate to monitor the quality of services delivered to GBV victims, GMO has undertaken the assessment of legal support provided to GBV victims by the justice actors including IOSC, RNP, Prosecution and Court across nine Districts: Musanze, Burera, Nyaruguru, Nyagatare, Nyamasheke, Karongi, Muhanga, Huye and Gasabo.

In general, it has been noticed that GBV issues are given priority either in investigations or case processing at all levels. In addition, criminal justice actors are committed to provide timely and effective legal support to victims of GBV.

However, the assessment highlighted the following challenges:

- **Complex referral pathways:** It has been noticed that a victim of GBV is either referred to Police Station, then to IOSC and thereafter counter-referred to Police Station or to IOSC and then to Police Station to file. The more pathways become too long and complex, risks of frustration and re-victimization becomes high and this sometimes leads to stopping the process.
- **Limited legal support within IOSCs:** The legal support is among the core services of IOSC and it has been noticed that legal services provided to victims are limited to forensic examination and delivery of medical certificates. Though the SOPs do not clearly explain the tasks/duties of legal support professional, the Staff from District MAJ attend IOSC twice a month to provide legal support but their services are not traceable i.e. no records of victims supported and legal services provided by MAJ.
- **Absence of reparations.** The assessment indicated that victims of GBV hardly lodges cases of reparation as a result of financial incapacity to afford a lawyers and paying court fees.
- **Complaints for paternity search** are less reported due to complex processes to undertake DNA tests and limited financial capacity for victim to afford the required cost.
- **Limited awareness with existing services:** Available services for GBV victims are less communicated. For example, the existence of IOSCs and Victim and Witness Protection Unit of National Public Prosecution Authority and other services are less known by communities thus limiting victim's access to those services.

Considering the above mentioned challenges, the following is recommended:

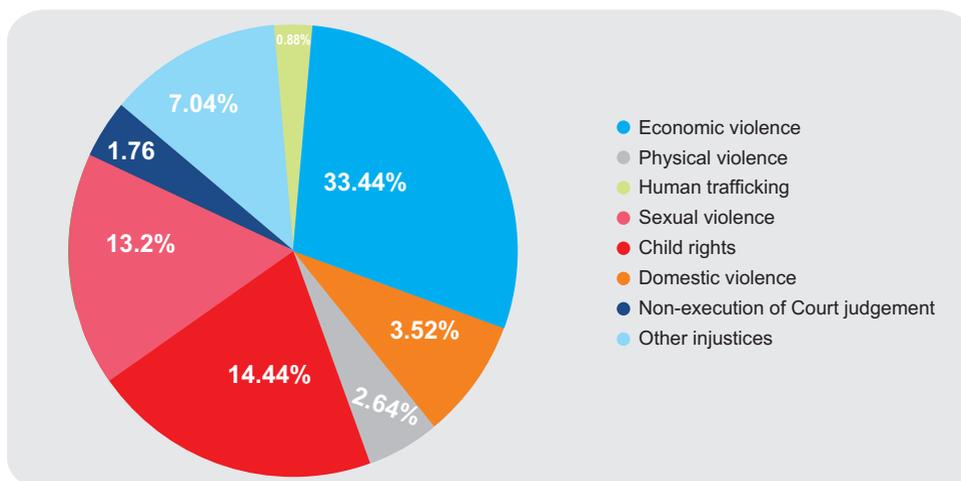
- Strengthen the service delivery in IOSC by reviewing SOPs to clearly include legal support and appoint a permanent staff in charge of legal assistance.
- Availing comprehensive and standard data collection and reporting tools to enable effective data collection.
- Integrating IOSC in IECMS and CUG system to facilitate in lodging cases of GBV and enable quick investigations, sharing of information on alleged crimes and collected evidences including medical reports and to be able to track legal support provided to receive victims.
- Exempt all Court fees for GBV victims including payment of judgement copies, filing complaints of reparation and paternity search to facilitate them fully access justice.
- Avail adequate logistical and financial means to investigations services and increase investigation staff especially female to facilitate mobility and community outreach for deep investigations and timely visit to scenes of the crime to collect evidences.
- Increase the number of lawyers representing children offenders and avail specialists in interviewing children victims of child defilement.

2.1.10. GBV Complaints Received and Oriented

The law No 51/2007 of 20/9/2007 gives to Gender Monitoring Office the responsibility of receiving, orienting and follow up of GBV cases. In that framework, the office received and oriented cases, provided legal and psychosocial counselling to victims of Gender Based Violence and follow-up to different service providers was done.

During this fiscal year, 88 cases were received of which 79 were from female and 9 were from male victims. Among these, 49 were received at GMO, 38 reported on GMO's helpline and 3 were from the media. All received cases were oriented to different service providers including Courts, NPPA, LAF, RNP, and local authorities and GMO ensured progressive follow-up to ensure that victims were receiving required support. As a result, 46 cases have been adequately responded to by service providers and 42 cases are still undergoing court processes.

% of recieved GBV cases per category



2.1.11. Reintegration of victims of GBV and teenage pregnancy

GMO conducted an assessment of reintegration support provided by different stakeholders to victims of GBV and particularly teen mothers in different Districts of Musanze, Burera, Nyaruguru, Nyagatare, Nyamasheke, Karongi, Muhanga, Huye, Rulindo, Nyamagabe, Kamonyi, Rwamagana and Gasabo. It has been noted that reintegration support provided by IOSC is limited to home visits to needy victims in order to assess rehabilitation status and family reintegration of the victim. The problem is that identified family, social and economic challenges hindering effective reintegration of the victim are not documented to inform response of different stakeholders including the District (though some IOSCs like Burera IOSC engage with local NGOs to support victims).

Furthermore, in districts, there is no dedicated program to support reintegration of victims of GBV and teen mothers. However, few vulnerable teen mothers are supported through Social Protection Programs depending on Ubudehe Category of their parents.



Teen mothers in group counselling session in Rulindo District

A National Task Force on Teenage Pregnancy (MIGPROF, GMO, MINALOC, RNP and NCC) was established to support in identification of teen mothers across the country with aim to map their socio-economic living conditions and needs. This will serve as basis for advocacy and measuring progress of policy actions towards improved welfare of teen mothers.

Furthermore, in collaboration with different stakeholders, GMO has conducted dialogues with around 517 teen mothers from 7 Districts with the aim of identifying their issues and understanding support given by different service providers. These dialogues contributed to increased awareness on issues of teenage pregnancy and socio-economic support to teen mothers.



Teen mothers in a Village Saving and Loan Group in Rulindo district

As a result of GMO's in Rulindo District, teen mothers were gathered into Village Saving and Loan Groups aiming at instilling the culture of saving and increasing their financial capacity through loans. A group of 34 local volunteers were trained to support the establishment and functioning of these VSLAs and ensure psycho-social follow up of these teen mothers. In addition, a cohort of 40 teen mothers were registered in different TVET schools of Rulindo District to pursue different trades including tailoring, hair treatment and mechanics within a period of three months.

Last but not least, small livestock composed of goats, pigs and sheep were distributed to 100 teen mothers in Rulindo District to help them improve family socio-economic living conditions. All these were achieved with the support of different stakeholders including Government Institutions, PROFEMMES Twese Hamwe, Organization Enfant-Mere, YWCA Rwanda, PSF-Women Entrepreneurs Chamber, ACTIONAID, UNICEF, UNDP and UN Women. The monitoring visit revealed commendable achievements in terms of economic empowerment of teen mothers.

Though a lot was achieved with regards to socio-economic reintegration of teen mothers, there is need to scale up across the country to ensure that all teen mothers are supported. Specifically, the following should be considered:

- Identifying teen mothers and mapping out their needs to inform reintegration interventions
- Providing legal support to ensure access to justice, health insurance and nutritional package especially for their babies
- Supporting civil registration of babies of teen mothers
- Ensuring psychosocial wellbeing of both teen mothers and their babies and support family reintegration
- Initiating measures for school reintegration of teen mothers
- Economic empowerment of teen mothers to ensure that they can take care of their babies.

2.2. PILAR TWO: SOCIAL TRANSFORMATION

In the framework of ensuring quality standards of living for both men and women, GMO undertook the development of gender status in health and energy sectors. In addition, a gender responsive assessment on VUP and Girinka was conducted.

2.2.1. Production of Energy and Health Gender Profiles



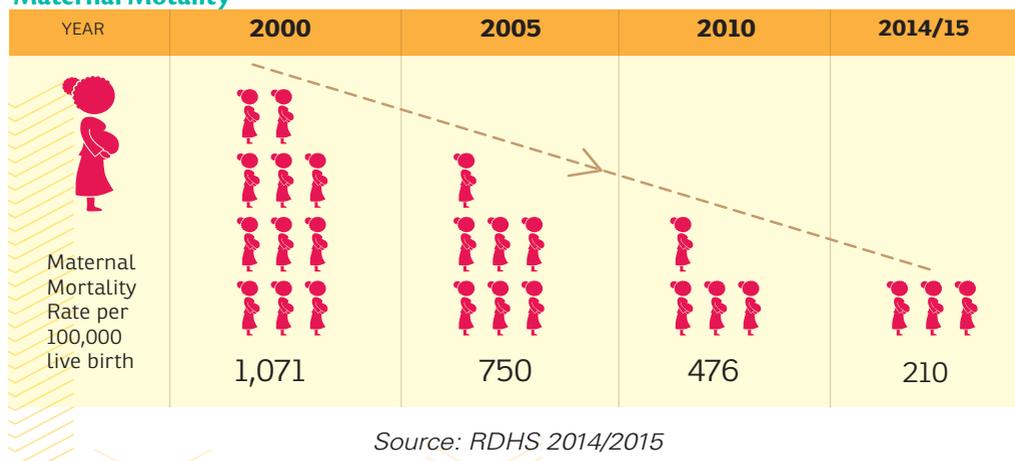
With the financial support from the Belgian Development Agency, GMO undertook a study to profile and understand the level of implementation of national gender commitments in the energy and health sectors. Findings from the 2 studies will facilitate GMO's advocacy with relevant sectors and at the same enable informed decision-making and programming at sector level for improved gender responsiveness.

a) Health Sector

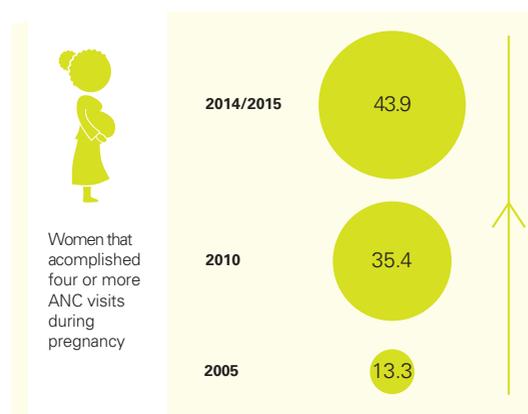
The gender profile of the health sector assessed progress made in implementing gender commitments in the sector.

Findings of the profiles indicate quite a number of registered achievements. Women who delivered at health facilities increased from 28.2% in 2005 to 90.7% in 2015 while the maternal mortality reduced from 1,071 per 100,000 in 2000 to 210 per 100,000 in 2015. This sharp reduction is attributed to the overall improvement in health sector that resulted from the establishment of community health mechanisms which facilitated quick and timely access to health care services. These include among others institutionalization of maternal death audits, establishment of health posts and health centers across all sectors and increment of skilled medical professionals, close follow-up on mothers and young children by community health workers as well as strengthened capacity of health professionals to deliver health quality services. Accessibility to health insurance especially mutuelle de santé have also greatly contributed to improved access to health care and services. Most importantly the use of health insurance by women and children greatly reduced the rates of maternal and infant mortality in Rwanda.

Maternal Mortality



Antenatal Visits for Pregnancy (4+ visits)



Source: RDHS 2005, 2010 and 2014/2015

On another note, the profiling indicated that more efforts are needed to continue mobilizing women on the benefits of antenatal visits and encourage them to accomplish at least four required ANC visits during pregnancy so as to track the growth of the baby and health of the mother. In addition, findings indicated low involvement of men in family planning, increased cases of post-traumatic stress disorder and depression for both male and female and low representation of women as hospital directors and at the senior management level of both the Ministry and RBC.

Drawing from the profiling findings, the following were recommended:

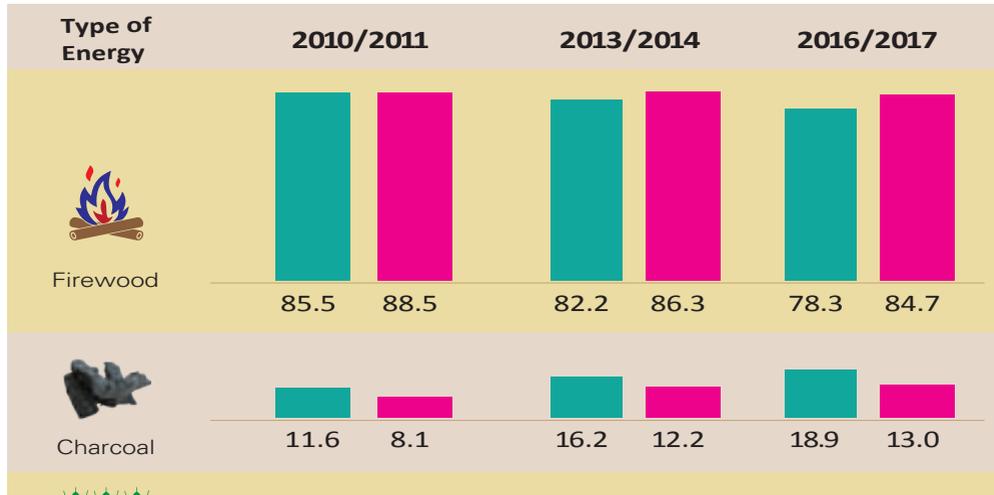
- Enhance mental health and counselling services at different levels of health system targeting both rural and urban areas.
- Strongly engage men in family planning initiatives emphasizing their role as agents of change in their family well-being and the community at large.
- Strengthen collaboration between community health workers and local leaders to encourage pregnant women to fulfil the standard antenatal visits as recommended by the World Health Organization.
- Institutionalize the collection and management of sex disaggregated data across all actors in the health sector and promote the culture of using generated data to inform evidence planning, programming and decision making.

b) Energy Sector

Access and use of energy is key to rural and urban development, enhancing business development, investment and improving income growth among Rwandans. The gender profile for the energy sector

indicated gender progress made vis-à-vis, accessibility and use of different energy sources. For instance, the percentage of households using electricity as the main source of energy for lighting increased from 12.1 in 2010 to 29.4 in 2017 for male headed HHs and 7.3 in 2010 to 20.3 in 2017 for female headed HHs. In regard to accessibility and affordability, the low connectivity for female headed households is linked to the fact that they earn less than male headed households.

Main type of cooking fuel by sex of household head



Firewood and charcoal remain predominant sources of cooking energy for both male and female headed households, it was indicated that 84.7% of female headed households rely on firewood and charcoal as compared to 78.3% of male headed households. Recent data from EICV5 indicate a slight decrease in the use of firewood for male and female headed households. The profile therefore recommends measures to improve access to affordable, reliable and modern energy services especially in rural areas and household headed by poor women.

Though a lot have been achieved, a comprehensive strategy which assesses the alternative sources of cooking energy for instance briquettes produced from agricultural waste or indigenous grass, improved cook stoves as well as LPG and biogas is advised to comprehensively understand gendered challenges of both male and female households. This would contribute to saving time and effort for women and children currently involved in collecting firewood and allow them to perform other productive activities.

Drawing from the profiling findings, the following were recommended:

- Design measures to improve women and men's access to affordable, reliable and modern energy services especially those in rural areas and households headed by poor women.
- Increase awareness targeting female and male headed households on the availability of LPG as an alternative source of clean fuel for cooking, provide incentives for the private sector to invest in storage and filling facilities across the country to improve LPG availability and reliability.
- Develop credit enhancement and micro-finance programs specifically targeting women and youth investments in clean energy technologies and enhance women's capacity to engage as energy entrepreneurs.
- Institutionalize the collection and management of sex disaggregated data across all actors in the energy sector and promote the culture of using generated data to inform evidence planning, programming and decision making.

2.2.2. Gender responsiveness in GIRINKA and VUP programs

The Government of Rwanda initiated VUP and Girinka as pro-poor programs aimed at eradicating extreme poverty, reducing malnutrition and promote socio-economic development of the beneficiaries.

In line with its mandate, GMO conducted an assessment on gender responsiveness of Girinka and VUP programs to assess how gender equality principles are respected in terms of design, implementation, reporting and their impact on the lives of beneficiaries. The assessment covered ten (10) districts including Gasabo, Nyarugenge, Gicumbi, Musanze, Kamonyi, Ruhango, Bugesera, Kayanza, Nyamasheke and Rutsiro and targeted both male and female beneficiaries.

The findings from the assessment indicate the following positive trends for the two programs:

Positive trends for Girinka Program

- Income generation - Men and women beneficiaries attest to earn more than 30,000 Rwf/month as opposed to less than 5,000 Rwf before.
- Improved household financial conditions - income generated through Girinka by male and female beneficiaries facilitated start of small businesses such as farming, small shops. Households have been able to pay school fees.
- Improved nutrition/food security – through consumption of milk and other fundamental food resulting from manure like kitchen garden. Income generated through Girinka by male and female beneficiaries facilitated start of small businesses such as farming, small shops. Families are now having 3 meals a day
- Promoting the culture of saving – male and female beneficiaries opened up bank accounts and started saving on weekly basis
- Access to agricultural inputs and crop production / harvesting: both male and female beneficiaries testified the program improved soil fertility through the application of organic fertilizers which increased crop production through agricultural inputs
- Milk production increased at household and national levels
- Access to improved cooking energy sources - biogas
- Construction and rehabilitation of households of male and female beneficiaries
- Access to improved cooking energy sources.

Key gender issues in Girinka Program

- Limited consideration of gender aspect at project design level: The assessment indicated that the design of the program only considered poor households without considering that the target group has male and female with that falls under different poverty levels.
- Limited land for eligible beneficiaries: One of the eligibility criteria for Girinka Program is to own land between 0.2ha and 0.75 Ha and the assessment indicated that women are unable to meet this condition hence missing the opportunity.
- The assessment indicated that teenage mothers across the districts are not eligible to the program and yet they are exposed to different vulnerabilities.
- Limited support and skills provided to more vulnerable beneficiaries especially women in terms of helping them get cow- sheds, medical care and ensure proper management of the given cows.

- **Work load at the family level:** The assessment indicated that female and children mostly bears the burden of taking good care of cow in the family.
- **Limited availability of gender data:** The assessment indicated that reports on Girinka Program are gender neutral and making it difficult to determine female and male headed households that benefited from the program.

Positive trends on VUP Program:

- **Income generation** - Men and women beneficiaries attest to earn between 10,000 to 20,000 Rwf/month. Example: Direct support beneficiaries in Bugesera formed a cooperative, bought land, planted banana. They have managed to be food secure, they have an average income of 200,000 Rwf per month.
- **Improved household financial conditions** - income generated from VUP program by male and female beneficiaries facilitated access to financial services that enabled a number of them to start small businesses such as farming, small shops.
- **Promoting the culture of saving** – male and female beneficiaries developed a culture of saving since most of them were in 1st category and had neither anything to save nor bank accounts

Key gender issues in VUP Program

- Program targets household rather than individuals. Because of this, the size of the HH is not considered by the program while the HH burden differs based on number of family members.
- VUP benefits are usually paid to the head of household and it was noticed this payment are enjoyed by head of the household who in this case is mostly considered to be the man. With this, the work done by some women are enjoyed by the husbands and not in the interest of the family.
- Teen mothers and youth are not among the beneficiaries of the program and yet they fall under the unemployed and vulnerable category.

Recommendations for VUP and Girinka Programs

- Gender to be systematically mainstreamed in all social protection programs and implementation monitored
- Generation of Gender data in Girinka Program by concerned institutions to indicate progress and areas for improvement.
- Repackaging training package-changing mindset around contribution –male and female in cow management-division of labor.
- To establish specific mechanisms intended to empower especially youth and teen mothers in the first and second socio-economic categories.
- Future assessment by concerned institutions to take into consideration gender dimension.
- Assess the graduation pace among the benefitted households for both Girinka and VUP programs.

VUP and Girinka assessment findings were disseminated in a local government platform convening MINALOC, RAB, LODA, MINECOFIN and other stakeholders. RAB and LODA were recommended to take forward the assessment recommendations and ensure that the guidelines on the two programs are reviewed and that gender equality is well catered for.

2.2.3. Dialogue with faith based organizations

The promotion gender equality is multi stakeholder concern thus involving actors from public, private, civil society as well as faith based organisations.

Within this framework, GMO in collaboration with the Ministry of Gender and Family Promotion convened a dialogue with 5000 youth and discussions mainly focused on the role of youth towards GBV prevention and response. The initiative was an opportunity to discuss with top catholic religious leaders and they committed to institutionalize gender equality principles in their work and teachings with youth.

The result of the dialogue with Catholic Church includes setting areas of cooperation including but not limited to increase awareness of gender equality in communities, contribute to fight against GBV, child abuse and human trafficking, support in socio-economic reintegration of GBV victims particularly teen mothers, and always engage parents in all initiatives aiming at enhancing good values for youth.

A direct impact from the engagement with FBOs was the initiation of programs on fighting GBV, identification of issues of teenage pregnancy and establishment of GBV clubs in some catholic schools. The established clubs aims to raise awareness on existing laws and GBV related services, education on sexual reproductive health, discuss on issues affecting youth and support the girls room.



Discussions with Catholic Church Leaders on gender equality promotion and fight against GBV, Rubavu District

Further to the discussions held with Catholic Church, GMO in collaboration with Rwanda Religious Leaders Forum (RRLF) conducted a retreat with of different religious leaders to promote their role in curbing gender-based violence and other forms of violence and also contribute to changing gender dynamics in their constituency.

The retreat recommended strong partnership between government and religious institutions in addressing gender inequalities, fighting against gender based violences, responding to issues affecting families and position gender equality principles and values in their spiritual teachings. In addition, it was recommended that existing faith based mechanisms be a channel through which Christians are educated on their rights and contributes to the effective preparation of new couples on gender roles, peaceful relations and respect of human rights in order to prevent family conflicts.

A formal memorandum of understanding defining key areas of collaboration for the next five years was signed and implementation modalities are being designed.

2.2.4. Gender Conference Organized to discuss on Promotion of Gender Accountability

In collaboration with UN Women, the Ministry of Gender and Family Promotion, Girl Effect Rwanda, GMO organized a Gender Conference that was conducted in the margins of Transform Africa summit (2018). The two days conference brought together more than 300 participants from governments, development partners, foundations, civil society, academia, the Private and other non-state actors from within and outside the country. Taking stock of current state on gender equality and accountability in Rwanda and Africa, the conference discussed strategies to better position gender equality agenda in the AU reforms with particular focus on increased women's political participation.



Through discussions moderated by prominent speakers and panellists, the conference discussed on mechanisms to build capabilities in ICT so as to bridge the gender digital divide especially for women and girls in Africa, promotion of gender sensitive investments, , accountability to gender equality as well as engagement of youth for promotion of gender equality through all spheres. The featured speakers included Her Excellency Jenny Ohlsson, the ambassador of Sweden to Rwanda, Ambassador Dr. Inongee Mbikusita Lewanika, Zambian political diplomat, Fode Ndiaye, UN Resident Coordinator in Rwanda, Dr. Monique Nsanzabaganwa Deputy Governor at the Central Bank of Rwanda (BNR), youth representatives as well as other speakers from government institutions such as RGB, RDB, MiTech, Rwanda Parliament, Civil Society and the Private Sector.



During this conference, a booklet showcasing Rwanda's achievements in ICT was launched and disseminated to both national, regional and international participants in the conference and the transform Africa summit especially during Miss Geek Africa.

Participants to the conference recommended the following:

- To design a holistic community and family based approach that brings all actors on board in the effort to promote and accelerate gender equality and bridge gender digital divide;
- Women in prominent political, managerial and academic or professional positions and associations should serve as role models and digital ambassadors so as to unleash the talents of young girls and help them build self-confidence and encourage them to compete with their brothers in professional, business as well as academic spheres;
- Document and learn from success stories of other African countries in accelerating gender equality and bridging gender digital divide;
- Peer review at the national, regional and continental levels was also stressed.
- Political will should be accompanied by intensive debate at all levels of the society aimed at identifying existing challenges and weaknesses and ways and how to address them.
- It was equally recommended that policy makers and other actors involved in accelerating gender equality should focus on time saving for women so as to liberate them from time-consuming household chores and to enable them engage in other productive activities and to own this transformation process. ICT models could be explored to trigger the required change.
- All interventions, policies and programmes designed to accelerate gender equality should be harmonised and effectively coordinated to avoid scattering and duplicating efforts and resources to ensure the maximisation of expected results;

2.3. PILLAR THREE: ECONOMIC TRANSFORMATION

In the framework of economic transformation and in line with the Country's commitment on financing for gender equality, an audit on the implementation status of gender budget statement was conducted. This aimed to measure the levels to which budget agencies work towards promoting gender equality and fight against gender based violence.

2.3.1. Improved Gender Responsiveness in Planning and Budgeting Process

The consideration of gender aspects into planning and budgeting processes is key to realizing 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 initiated an audit to track the entire cycle of gender budgeting across 21 districts aimed at assessing how they contributed to addressing the most critical and relevant gender gaps in respective districts.

The audit has highlighted that the implementation of GBS has created tremendous impact on women and men's life. Accessibility to clean water is among the responses brought forth by the GBS interventions and this has reduced children waterborne diseases, time spent and distance from home to rivers sparing school children and women's time to engage in other productive activities. In addition, new classrooms and latrines were constructed improving hygiene conditions, reducing absenteeism and dropout rate. It was also revealed that construction of feeder roads facilitated doing business due to movement of population going to markets to buy/sell their products .

However, GBS audit pointed out to the following gaps:

- Poor quality of some GBS plans and reports. Most of GBS are activity oriented and this is attributed to the limited district technical capacity on gender analysis (sectoral gender analysis and GBS gender situation analysis).
- Centralization of GBS responsibilities to the Director of Planning Unit: The audit in all districts indicated that the Director of Planning Unit is the only one working on GBS planning and implementation processes. Less involvement of other program staff like the staff in charge of gender and family promotion officer and local partners working on gender equality affects the quality, relevancy and ownership of planned GBS interventions.
- Limited accountability on GBS: The audit indicated limited accountability measures in place to enforce GBS planning, implementation, monitoring and reporting. Enhanced accountability would improve respect of GBS implementation contributing to effective budgeting for gender equality.
- No impact evaluation on GBS interventions: The audit revealed that no district progressively tracked and documented the contribution of GBS in promoting gender equality and women's empowerment in their respective district. However, during debriefing meetings with district leaders, all the districts pledged to consider such an assessment in collaboration with other district partners.
- Limited RBM skills among technical staff at district level is another area identified as needing improvement. This was evidenced by poor formulation of outputs and inconsistency between outputs, activities and indicators.

- Limited consideration of HeForShe commitments pledged by H.E President of the Republic of Rwanda. GBS as a tool for Gender responsive budgeting in Rwanda is an opportune framework for achieving national HeForShe commitments: 1) Bridge the gender digital divide in ICT and attain parity in access and usage; 2) Enhance girls' enrollment in TVET to boost their employability; and 3) Eradicate Gender-based violence in all its forms. GBS plans and reports assessed in all districts covered by the audit showed that HeForShe commitments were not mainstreamed in GBS.

The following recommendations needs due attention:

- Align Gender budget statement and District Imihigo to ensure that their implementation, monitoring and reporting are enforced;
- Ensure that Gender budget statements are prepared and submitted together with sector/district priorities. This will avail more time for review and improvement before budget negotiations and consultations;
- Provide technical support to districts, particularly training on RBM, GBS preparation and reporting in partnership with different stakeholders;
- Provide training on gender skills, particularly gender analysis and gender responsive planning to districts staff;
- District to strengthen the involvement of all units including the Gender Focal point in GBS situation analysis, implementation, monitoring and reporting, and promote cross-learning on gender and GBS among different organs of the district.
- It was recommended that issues of Teenage pregnancy, human trafficking and reintegration of victims be included in the gender budget statements of all districts.

2.4. Increased Awareness and Advocacy on Gender and GBV service delivery through Communication Initiatives

As a hub of knowledge on gender equality and accountability in Rwanda, and in line with Rwanda's vision and commitment of promoting online service delivery, GMO upgraded its website to ensure easy sharing of data and information on gender equality and also provide more online services to the community. Advocacy materials were also produced and disseminated, awareness on gender accountability and GBV service delivery through media engagement were organized and gender conferences organized to discuss on gender accountability.

GMO upgraded its website to ensure easy sharing of data and information on gender equality in Rwanda and also provide more online services to partners. Substantive changes have been made on the website including redesigning its interface, GBV complaint platform, online suggestion box and uploading content in both English and Kinyarwanda. In addition to changes made, content on the website are regularly updated to ensure that the audience receives the most current information.

In line with its mandate of advocating for the respect of gender equality principles at all levels, GMO produced and disseminated different communication and advocacy materials with information on Rwanda's achievements on gender equality in various sectors, persisting challenges strategic recommendations for more gender sensitive programming.

More than 1,500 copies of booklets profiling gender equality status in Information and Communications Technology (ICT), Access to Finance, Agriculture and Infrastructure were printed and disseminated through various strategic platforms. More particularly, the ICT and Gender booklet was launched during 2018 Transform Africa Summit to showcase Rwanda's progress in advancing gender equality in the ICT sector. In addition and in line with gender accountability days organized in Rulindo and Nyagatare, the Office in collaboration with districts documented key gender achievements in each district and more than 600 copies were distributed during the events. Leaflets on GMO mandate, responsibilities and powers and stickers on fighting Gender Based Violence and Human Trafficking were disseminated through various strategic forums including the special Community Work/Umuganda organized in Rubavu District that convened more than 5,000 youth participants.

Apart from the printed materials, a documentary film was produced to document Rwanda's journey on financing for gender equality through Rwanda's gender responsive budgeting program (GRB). In addition, a documentary film on issues affecting teenage mothers was produced and this serves as an advocacy tool for improved service delivery to teen mothers and their young children. This particular documentary film have be shared and discussed in different forums and this issue is now known by concerned actors and being reflected in partners planning processes.

On media engagement, GMO organized 12 Radio and TV live talk shows which mainly focused on financing for gender equality in Rwanda, the role of religious institutions and Youth in promoting Gender Equality and fighting GBV and portraying the role of local government in advancing gender equality. These programs raised awareness on the progress made on advancing gender equality and areas requiring further engagements and commitments across sectors.

2.5. Rwanda's gender Equality Gains shared with International delegations

In the fiscal year 2017/2018, Gender Monitoring Office received different international delegations and individuals to which it shared different achievements realized by Rwanda and approaches used to monitor the respect of gender equality principles across development sectors. The received delegations include the following

Djiboutian Delegation led by Minister for Women and Family, delegations from the Parliaments of Mauritius, Burukina Faso and Mauritania, as well as Members of the French Association of Women Lawyers (Association Francoise des Femmes Jurists - AFFJ) and other local organizations such as New Faces, New Voices – Rwanda Chapter and students from the National University of Rwanda, Leadership and Governance Department were among delegations received by GMO.

The GMO also received individuals from different countries and other international agencies and institutions including the Japan International Cooperation Agency (JICA), UN Women Ethiopia, Women Igniting Change, USA, The United Nations International Children's Emergency Fund (UNICEF), Eastern and Southern Africa Regional Office based in Kenya.



GMO shared gender equality gains with delegations and visitors from Africa and beyond

Sharing of experience on status of gender equality in Rwanda with other countries promoted mutual learning and increased partnership and collaboration over promotion of gender accountability and monitoring compliance of its principles among states. Through connecting with and inspiring other countries, Rwanda also keeps positioning itself as an inspiring leading country for the promotion of gender equality and women's empowerment.

These communication interventions specifically resulted into the following:

- Increased awareness on gender/GBV issues among community, stakeholders and the public which calls for synergy towards addressing the persisting gaps;
- Increased understanding on gender accountability among stakeholders which in turn promotes more compliance and respect of gender equality principles;
- Upgraded GMO website provided community, stakeholders and GBV victims with easy alternative mechanisms to access online services which enhanced GMO service delivery
- Working with various partners through implemented communication initiatives strengthened collaboration and partnership between GMO and other stakeholders for more promotion of gender accountability an GBV service delivery;
- Produced and disseminated advocacy materials provided stakeholders with detailed data and information on gender achievements to be promoted, issues to be addressed and best practices to be replicated for more promotion of gender equality and GBV service delivery
- Increased cooperation of received delegations and more inspiration for promoting gender equality globally

3. GMO INSTITUTIONAL DEVELOPMENT

3.1 Updating public institutions gender data

The availability of relevant, accurate, and timely gender related data is critical to assess progress made in improving the lives of women and men. It's within this framework and In line with its mandate of monitoring the respect of gender equality principles, that GMO embarked on updating Gender and GBV Indicators that will help to track and document gender equality status across sectors and at all levels.

The selected indicators will guide the monitoring of the various Districts, Ministries and Institutions' interventions thus providing quality, timely and accurate evidence to inform gender responsive decision making, programming implementation, monitoring and evaluation processes.

In this regards, GMO in collaboration with the Ministry of Local Government (MINALOC) and the National Institute of Statistics of Rwanda (NISR) organized and conducted technical workshops with Districts, Ministries and Institutions' statisticians to discuss and agree upon key selected gender indicators that they will be tracking and reporting on. Subsequently, clear and smart gender sensitive indicators were disseminated and administered at both central and decentralized levels.

The negotiated indicators with sectors and districts informed the indicator framework that now feeds the newly developed and operational Gender Management Information System. The system was developed with aim of professionalizing the management and use of gender data in Rwanda. The platform will be used to receive and store gender statistics from central and decentralized levels, and report on pre-determined indicators. It is expected that the GMIS will address the noticed gap of limited suitable means to capture, process and disseminate sex disaggregated data and information on the progressive achievements on gender equality and women empowerment. The system can now be accessible by administrators and users via the following link on the GMO website <http://gmis.gmo.gov.rw:8080/gmis/>.

3.2 Stock management

In the bid to increase efficiency in stock and asset management and in line with recommended improvements by internal auditor and Auditor Generals recommendation a stock and asset management system was developed and now operational. This aims to strengthen the management of GMO office materials and assets whereby the request and approval of all items is done in the system while ensuring that correct recordings are made.

3.3. Resource mobilization

In the bid to implement 2017-18 GMO action plan, resources were mobilized to contribute towards the successful implementation of the gender accountability events held in Rulindo and Nyagatare districts. In addition, following an audit that conducted in Belgian cooperation agency (former –BTC) Enabel and the Belgium Embassy were mobilized to support the production and dissemination of gender profiles for the Energy and Health sectors. Furthermore and in response to GMO's mandate of monitoring the gender equality commitments in the private sector, UNDP committed to collaborate with GMO to implement and a gender equality certification programme which to further position gender accountability within private sector companies. A fully fledged project to cover five years is yet to be approved.

3.4. Capacity Building and Training

In order to enhance staff capacity, GMO staff participated in different training initiatives as organized by government institutions. Three staff benefited from training opportunities offered by the Ministry of public service and labour specifically in operating Integrated Payroll and Personnel Information System (IPPIS) and in collaboration with UNWOMEN MIGEPROF organized a training in gender and development that was attended by three GMO staff all. This improved staff capacities to deliver to their respective duties.

With the support of UNDP and in line with GMO's responsibility to monitor commitments enshrined in international commitments, staff capacities especially on the sustainable development goals, its country level coordination framework other international instruments were enhanced. This has increased the understanding and capacity of GMO staff for improved monitoring mechanisms of international gender related commitments. The organized trainings also enabled the familiarization with various international human rights instruments, their reporting cycle and monitoring mechanisms in place.

3.5. Budget Execution

In fiscal year 2017/18, GMO's annual budget was 998,068,148 Frw composed of 863,067,514 Frw as ordinary budget and 135,000,634 Frw as project budget after revision .The details of how the budget was used can be found in the table below:

Table indicating budget details 2017/18 budget execution

N°	Source of Budget	Approved Budget	Revised Budget	Expenditure	Balance	% of budget execution
1	Government of Rwanda	839,911,133	863,067,514	789,058,119	74,009,395	91,42%
2	UNWOMEN	135,000,634	135,000,634	129,300,398	5,700,236	95,78%
	Total	974,911,767	998,068,148	918,358,517	79,709,631	92,01%

3.6. Documentation and Archives

During fiscal year 2017-2018 several activities were performed in documentation and Archives area, among others the institution develop and approve the archive system, receive all documents that were published by GMO that include different studies , reports and documents. Codification, filing, and shelving books were done for all new books and reports received to enable easy accessibility of documents.

More than twenty (50) library clients both internal and external visited the documentation centre for research hence facilitating the exploitation of information and use of data in documentation and archives.

4. CHALLENGES AND GENERAL CONCLUSION

4.1. Key Challenges

Despite the efforts in promoting accountability to gender equality, a number of challenges were noticed these include:

- **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.
- **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.

4.2. General Conclusion

The attainment of the results indicated in this annual report was a contribution of a wide range of human and financial support from the Government, development and local partners. The office recognizes that gender accountability cannot be institutionalised in the absence of concerted efforts by all actors. The report denotes progressive improvements in delivering to gender equality though more efforts are greatly needed.

To ensure sustainability and continuous acceleration of gender equality, GMO will continue to count on strategic partnerships and solicit the contribution of all actors while ensuring that no Rwandan is left behind. Lastly the published booklets on gender equality for different sectors will continue to guide partner's contribution especially while planning to address the indicated gender gaps in respective sectors. The office commits to accelerate its efforts in availing gender data and updating the existing data while ensuring that evidence based planning and gender advocacy is promoted.



Gender Monitoring Office

www.gmo.gov.rw

@GenderMonitorRw

Free Helpline: **5798**