

**Gender Analysis
for USAID/Rwanda
Valuing Open and Inclusive Civic Engagement Project
January 2015**

EXTERNAL VERSION

Introduction

The Government of Rwanda (GOR) has made great strides in developing policies and strategies to support women’s empowerment and the advancement of gender equality, and numerous mechanisms have been instituted to support their implementation. Nevertheless, Rwandan women continue to face equality challenges. Women in positions of authority tend to carry less influence than their male counterparts. Further, while two-thirds of parliamentarians in Rwanda are women, a large share of women in Rwanda experience intimate partner violence (56 percent).¹ The existing inequalities and persistent lack of voice and agency for Rwandan women as members of society require consistent and long-term emphasis and action, particularly in civil society, to bring about change.

This analysis identified gender issues that pose barriers to specific civil society and civic engagement outcomes, as well as opportunities to empower women and advance gender equality through broader democracy and governance activities.

Key findings include:

- The multiple demands placed on women from professional, personal and family responsibilities are the foremost barriers to women’s participation in civic life and civil society.
- Social norms, gender roles, and stigmas also limit women’s voice and participation in civic life.
- Lack of education, skills and/or confidence contributes to low participation by women in civil society.
- Unequal levels of decision-making and high levels of gender-based violence often dissuade women from participating in civic activities and civil society.

Recommendations specific to each outcome of the Valuing Open and Inclusive Civic Engagement (VOICE) results framework are detailed in the analysis and should be considered when designing activities under this project . The following are overarching recommendations to consider as separate activities or across multiple activities:

- *Civil society organizations (CSOs) are active in Rwanda but they struggle to effectively monitor programs, rigorously analyze data and collaborate with each other. To help improve and extend the impact of CSOs, especially within the realm of women’s*

¹ USAID/Rwanda. “Rwanda Demographic and Health Survey: 2000 - 2010.” Ministry of Health, Kigali, 2010.

empowerment, USAID/Rwanda can build CSOs' capacity by: providing training to improve their ability to conduct evidence-based advocacy; supporting efforts to build community platforms and coordination programs; and enhancing CSOs' gender-mainstreaming and integration skills.

- *Social norms and traditional gender roles have hindered Rwandan women's empowerment process. USAID/Rwanda can support activities that guide community leaders to realign traditional values, cultural perceptions, and roles of men and boys to further the protection of women's rights and human rights in general. To further women's empowerment, USAID/Rwanda can engage with CSOs that offer trainings, especially to youth and men, on the core characteristics of human rights and the meaning and benefits of gender equality to the household and society.*
- *The differences in experience, skills and confidence between male and female citizens need to be overtly addressed through specific interventions from the start. USAID/Rwanda can support CSOs to enhance gender integration and incorporation of gender-aware practices in programs from the outset to target specific skill and confidence issues for women as well as the differences in skills between women and men.*

Background

This Gender Analysis was conducted from August to October 2014 and is intended to inform the design of the VOICE Project and subsequent activities and implementing mechanisms. This Gender Analysis is one of the three required analyses that inform the VOICE Project, and the findings of this analysis are integrated into the project document. This document builds on existing gender assessments and discussions with the USAID/Rwanda Democracy and Governance (DG) Office, the Mission Gender Team and gender specialists in the Government of Rwanda (GOR), non-governmental organizations (NGOs), civil society organizations (CSOs), and development partners during stakeholder consultations in Rwanda.

According to the Global Gender Gap Report 2014 (a yearly index that measures variables related to women's economic participation and opportunity, education, political empowerment, and health and survival), Rwanda is ranked seventh in the world for gender equality.² However, the Rwanda Economic Development and Poverty Reduction Strategy II 2013-2018 (EDPRS II) states that the Rwandan economy will be more productive when all women and men are full participants. Even though women in Rwanda represent 52 percent of the population, they do not participate fully in socio-economic and political spheres of life. Of particular relevance for the VOICE project activities are the relative poverty and illiteracy of women, the extra workload burden on women and the relative lack of economic opportunity. Childcare responsibilities, domestic partner violence and cultural norms pertaining to household decision-making and civil society participation may also affect the proposed results.³

A 2011 survey cited that 70 percent of respondents believe civil society plays a significant role in gender equality promotion in Rwanda.⁴ Rwanda's National Action Plan on Women, Peace and Security (2009-2012) mentions the strong ties CSOs have developed throughout the country and their contribution to advocacy of gender and women's empowerment promotion. The National

² Nizeyimana, Jean. "Rwanda is Ranked Seventh by the Global Gender Gap Report for Gender Equality." *UMUSEKE*. 28, October, 2014. Web.

³ Republic Of Rwanda. "Economic Development and Poverty Reduction Strategy, 2013-2018: Shaping Our Development."

⁴ Ibid.

Action Plan included specific targets for civil society, as well as government ministries, to focus on gender mainstreaming and women's political empowerment, including training courses on "gender budgeting" for CSOs.⁵ Reviews of progress on the 2009-2012 Rwandan NAP indicate that the GOR could benefit from consolidating related efforts across government entities and that while CSOs have contributed to gains for women in Rwanda, CSOs should carry out more robust advocacy campaigns and more rigorously monitor national government activity on implementation and enforcement of relevant legislation to ensure women's participation at all levels.⁶

This gender analysis will try to respond to the following questions with the aim of promoting gender equality throughout the VOICE project interventions:

- 1) Where are the key entry points for civil society and women-focused civil society organizations for vulnerable populations, including women and girls, people with disabilities and Lesbian, Gay, Bisexual, Transgender and Intersex (LGBTI) communities, in civic engagement programming?
- 2) What are the major socio-economic and empowerment issues, including specifics regarding civil rights and liberties, for young women and men?
- 3) What are the key barriers or gaps to civic and political participation for young women and men?
- 4) What are the critical entry points for increasing women's voice and participation in society? What, if any, opportunities have been successfully seized in the past? Are there specific opportunities on the horizon between now and the next round of elections?
- 5) How do traditional and cultural norms or "gender roles" affect participation in civic and public life for male and female populations?
- 6) Does domestic partner or sexual gender-based violence (SGBV) affect women's participation in civil society? If yes, how?
- 7) How do national policies and strategies create both barriers and entry points to civic and political participation for women, youth populations, and other vulnerable populations?
- 8) What are the similarities and differences of women's agency and participation in the private sphere compared to the public sphere?
- 9) What are the barriers, if any, that prevent vulnerable or marginalized populations from accessing or benefiting from public goods/services?
- 10) What are the major gender gaps in relation to the VOICE project that the project activities should seek to address?

It is important to note that Rwandan women should not be treated as a homogenous group when analyzing civic participation; in mature democracies, women disagree on policies and desired political outcomes.⁷

Additionally, as meetings with stakeholders reaffirmed, activities will need to develop systematic mechanisms to engage with men and boys in addressing gender-sensitive political and civic participation issues, especially related to SGBV. (Note: Given USAID/Rwanda's interest in potential future SGBV programming, a separate, more comprehensive analysis of SGBV issues is

⁵ Republic of Rwanda. "National Action Plan 2009 – 2012." *The United Nations Security Council Resolution 1325/2000 on Women, Peace and Security*, May 2010.

⁶ Global Network of Women Peacebuilders. "Security Council Resolution 1325: Civil Society Monitoring Report: Rwanda." Web.

⁷ "Women in Parliament: Beyond Numbers. A Revised Edition." Ed. Julie Ballington and Azza Karem. Institute for Democracy and Electoral Assistance, 2005. Web.

included as Annex A). Activities will also need to develop systematic mechanisms through which to engage men, women, and youth in developing youth-sensitive participation issues and inclusive activities across the spectrum of vulnerable populations including person with disabilities (PWDs) and LGBTI communities.

Existing Gender Assessments

This analysis draws heavily upon several existing general and sector-specific gender analyses that have been conducted recently in Rwanda. In addition to those cited throughout the report, the draft gender analysis done for USAID/Rwanda in 2011; Rwanda's National Action Plan on Women, Peace and Security; and the World Bank's Voice and Agency: Empowering Women and Girls for Shared Prosperity report were also referenced. A complete list of references is included in Annex B.

Stakeholder Consultations

In addition to a literature review conducted in August 2014, consultations were conducted in Rwanda with the Rwandan government, implementing partners, donors, civil society and international organizations in October 2014. A complete list of persons consulted is included in Annex C.

Main Findings by Domain

1. Laws, Policies, Regulations and Institutional Context

The Government of Rwanda has made great strides in creating the legislative framework to advance gender equality; however, it requires support to ensure the framework is effectively implemented. As an integral part of the policy and legal frameworks for social inclusion, Rwanda's strong commitment to gender equality and the empowerment of women is clearly articulated in its Constitution, which requires that women represent at least 30 percent of all public decision-making bodies. Rwanda has achieved success in this regard and boasts the highest percentage of women in a national parliament for the world (64 percent), yet broader implementation of gender equality legislation is a work in progress. Civil society groups, such as Pro-Femmes/Twese Hamwe, Réseau des Femmes, and the Rwanda Women Network, play an important role in disseminating information about new laws to a largely illiterate population.

In addition, Rwanda has ratified numerous international conventions and instruments such as the Convention on Elimination of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action, United Nations Security Council Resolutions 1325 and 1820, and the Universal Declaration of Human Rights. Nationally, gender responsive laws and policies, including the National Gender Policy (2010) and the Law on the Prevention and Punishment of Gender Based Violence (GBV) (2008) have been enacted, making domestic violence, spousal rape, child sexual assault and trafficking in persons illegal. Nevertheless, spousal abuse and sexual assault remains widespread.

Several bodies and agencies have been set up at national and decentralized levels to advance, coordinate, and advocate gender issues, women's empowerment, and the fight against SGBV. These include the Ministry for Gender and Family Promotion (MIGEPROF), the National Gender cluster, the National Women's Council, and the establishment of Gender Desks within the Ministry of Defense and the National Police. Directors of Planning in government ministries have also been

appointed as “gender focal points” in their respective ministries by the Prime Minister. In 2008, a Gender-Responsive Budgeting (GRB) program, hosted by the Ministry of Finance and Economic Planning (MINECOFIN), was launched and is aimed at strengthening institutional capacity in gender-responsive programming, planning, budgeting, policy analysis and formulation so that sufficient and appropriate resources can be allocated to gender-sensitive programs and activities. The GRB program has been piloted in four key ministries, including the Ministry of Health, in order to make implementation of development programs more effective for both men and women and to ensure that sex-disaggregated data is available and collected adequately. In 2010, the GRB program was rolled out to all GOR ministries with the aim to ensure that the monitoring system is set to contribute to the successful implementation of EDPRS.

The Rwandan Constitution codifies freedoms of assembly and association, but these rights are limited in practice. In March 2013, a comprehensive access to information law was passed that was viewed as an effort to enhance government transparency and accountability; also, a media law was passed that expanded some rights of journalists and purported to incorporate media self-regulation, but also contained provisions that may limit the freedom of press. While equal treatment for all citizens under the law is guaranteed, and legal protections against discrimination have increased, real and perceived threats to civil liberties for individuals and organizations persist.⁸

Constraints specifically on Rwandan civil society may limit the ability of women’s organizations to represent the interests of Rwandan women. In 2012, President Kagame signed laws governing national and international NGOs and religious-based organizations. While the laws themselves are reasonable, the implementation by the relevant government ministries (the Directorate General of Immigration and Emigration for international NGOs, and Rwanda Governance Board for national NGOs) has been problematic. Currently, there are no legal barriers to foreign funding for CSOs.⁹

Same-sex conduct and sexual orientation is not criminalized in Rwanda, but LGBTI populations continue to face stigma and discrimination in society. Traditional gender and social norms promote heterosexual relationships and do not condone homosexuality, which makes it difficult for members of LGBTI communities to receive support and services that they need, particularly within the health sector.

The Government of Rwanda is fully aware of the many challenges and gaps facing the promotion of gender equality and the fight against discrimination and SGBV. It has therefore articulated the need for continued integration of gender equality into development sector strategies, programs, and actions, such as Vision 2020 and EDPRS II. EDPRS II intends to focus on strategies that address the needs of all groups to realize rapid economic growth. It mainstreams gender and family in planning and budgeting and in all development programs/projects at national and local levels. Sector strategies and district plans will focus on interventions that reduce poverty levels among men and women and reduce SGBV, malnutrition, and other related conflicts at the family and community levels. MIGEPROF has the mandate to assure the oversight of the implementation of gender-related laws and policies, whereas the Gender Monitoring Office has the responsibility to ensure proper monitoring and evaluation of programs and activities across development sectors in order to provide evidence-based data on gender issues for advocacy and decision-making purposes.

⁹ "NGO Law Monitor: Rwanda." *The International Center for Not-for-Profit Law*, 4 July 2014. Web.
⁹ "NGO Law Monitor: Rwanda." *The International Center for Not-for-Profit Law*, 4 July 2014. Web.

While Rwanda is making progress through interventions by both public and private institutions in integrating gender equality, *the transformative potential of policies on gender equality is limited by the deep-rooted social norms, gender roles, and cultural perceptions and practices within which gender inequalities are embedded.* A combination of deep-rooted social norms and limited capacity at the local government level make it difficult to implement national policies regarding gender equality. There is often a gap between the rights that the law ensures and the state of women's rights on the ground due to the prevailing customary law; such disparities point to a need to increase coordination between the local and national government as well as work with communities to increase knowledge levels regarding formal laws.

It is important to acknowledge that although Rwanda has barriers to overcome, a significant number of gender discriminatory laws have been revised, new policies and strategies have been put in place, and some community education efforts on new laws and policies has been carried out to challenge societal perceptions and norms.

2. Knowledge, Cultural Norms and Beliefs

Cultural views regarding women can play a positive role, for example women are traditionally seen as peacemakers; however, the majority of the time, attitudes, beliefs, and socio-cultural practices in Rwanda strongly favor participation of men over women.

Education

The Rwandan education system is often viewed as progressive and as addressing gender issues in the sector. Although Rwanda has made tremendous accomplishments in recent years in expanding its education system, there are still issues that need to be addressed. The chief challenges for girls' education are a high dropout rate and repetition rates in upper primary school, and lower enrollment, achievement, and completion rates, as well as teen pregnancies, at the secondary and tertiary levels.

Literacy rates in Rwanda for adults (defined as individuals 24 years and older by UNESCO) are estimated at 67.5 percent for women and 74.8 percent for men; the total adult literacy rate is 71.1 percent.¹⁰ Within the adult illiterate population, 57.8 percent are female. For youth (defined by UNESCO as individuals between 15 – 24 years), literacy rates are 76.7 for males and 78 percent for females.¹¹ Within the youth illiterate population, 49.7 percent are female.

Currently, 25 percent of women have never attended school compared to 17 percent of men.¹² The primary school enrollment rates for girls and boys are 86.4 percent and 88.5 percent, respectively. By the secondary school level, overall enrollment drops to 15.6 percent for girls and 14.7 percent for boys.¹³ Although girls continue to have a higher enrollment rate than boys, studies find that boys outperform girls on the end-of-primary-school exams.¹⁴ Furthermore, boys and men are more likely to remain in school than girls and women; at the tertiary level, only 26 percent of

¹⁰ Huebler, Friedrich and Weixin Lu. "Adult and Youth Literacy, 1990-2015: Analysis of Data for 41 Selected Countries." UNESCO Institute for Statistics, May 2012.

¹¹ UNICEF. "Statistics: Rwanda." New York, 27 Dec. 2013. Web.

¹² Huebler, Friedrich and Weixin Lu. "Adult and Youth Literacy, 1990-2015" May 2012.

¹³ UNICEF. "Statistics: Rwanda." New York, 27 Dec. 2013. Web.

¹⁴ Republic of Rwanda. "2012 Rwanda Education Statistics." Rwanda Ministry of Education, January 2012.

undergraduate students are girls. Even though women's enrolment rates at universities have increased throughout the years, as a whole, women continue to drop out at a higher rate than men at higher education levels.¹⁵

The USAID/Rwanda education strategy¹⁶ finds that Rwanda's education system continues to face issues including: inefficient teaching and learning methodologies; insufficient amounts of instruction material; low teacher motivation; difficulties regarding using English as the language of instruction; and an underdeveloped teacher preparation system as well as a performance measurement system. With regards to gender, in addition to the aforementioned low completion and achievement rates for girls, especially at the secondary and tertiary education levels, there are not enough education programs actively accounting for specific needs of boys and girls, where they differ.¹⁷ Curriculums tend to be gender-blind. Additionally, school infrastructures are often unaccommodating of specific needs of girls (lack of separate facilities such as toilets and dormitories). There is often a low quantity of female teachers.¹⁸ Furthermore, stakeholders, such as Akilah Institute and Girl Hub, have found, girls often have low confidence levels, which can hinder learning performance. Efforts to create safe and enabling environments for girls, as well as offering leadership trainings, may help increase their confidence.

Considering both the low performance levels of girls and their high dropout rates, it is imperative that education programs are gender aware or gender sensitive. USAID/Rwanda can help support programs geared towards creating safe and enabling environments for girls, improving the quality of teacher preparation, and training teachers to adopt gender-aware and gender-sensitive curriculums. According to the 2011 Rwanda Gender Assessment, improving the performance of girls also requires that effective female teachers are recruited to teacher training programs; presently, there are few qualified female teachers at the secondary and tertiary level, especially within the science and technology fields. Increasing the quantity and quality of female teachers will help give girls more suitable role models in their communities.¹⁹

Cultural Norms and Beliefs

In any society, cultural attitudes and beliefs strongly determine the opportunities and restrictions that women face. Cultural views regarding women can at times play a positive role; for example, within Rwandan society, women are traditionally seen as peacemakers, which has helped to elevate women's roles in rebuilding post-genocide Rwanda, especially in the political realm.²⁰ However, the majority of the time, the attitudes, beliefs, and socio-cultural practices in Rwanda strongly favor males over females. Men are perceived as the family heirs and are responsible for the endurance of the family line. Additionally, men are seen as the breadwinners, life insurance for the family, and as the defenders of both the clan and the country. Women, on the other hand, are expected to adopt a domestic and dependent role within the family; girls are to help their mothers with household chores, bear male children, and be reliant on the patriarchal figures in their lives. Young girls are taught that it is not proper to speak in the presence of men and that they are subordinate to men.²¹

¹⁵ Ibid.

¹⁶ Lynd, Mark, 2010. Assessment Report and Proposal for an Education Strategy, Prepared for USAID/Rwanda, Kigali.

¹⁷ USAID/Rwanda. "Gender Assessment 2011." Kigali, March 2012.

¹⁸ Nock, Stephen and Dusenge, Angelique. "Gender Equality in Teaching and Education Management." *PRO-FEMMES TWESE HAMWE & VSO Rwanda*, 2012. Web.

¹⁹ USAID/Rwanda. "Gender Assessment 2011." Kigali, March 2012.

²⁰ Uwineza, Peace and Elizabeth Pearson. "Sustaining Women's Gains in Rwanda." Institute for Inclusive Security, 2009. Web.

²¹ Ibid.

Additionally, women are taught to limit their roles in the public sphere and instead dwell in the private sphere. As the 2014 CHAIN project team found in its discussions with the gender offices of five partner organizations, women even ones who are educated and have urban backgrounds, tend to follow cultural norms that stipulate women should restrain themselves from fully participating in the public sphere.

It is important to note that there are ongoing efforts to change norms and perceptions. As found in the 2014 CHAIN project, “Stakeholder interviews and anecdotal evidence suggest that these attitudes have experienced a positive shift in more recent years.” Although altering people’s mindsets and behaviors is a long-term process, in the last few years there have been a few notable advancements in rural and urban areas. USAID/Rwanda can further tackle cultural perceptions that perpetuate gender inequality by enabling CSOs to invest in gender integration practices, adopt gender-responsive programming, administer gender training with a focus on including men and youth in discussions, and build gender sensitivity within their organizational and leadership structures.

Within the marriage realm, polygamy and bride price remain cultural issues that need to be overcome. Polygamy is a cultural concern and persists throughout Rwanda, specifically in the northern region, despite its ban in the 2003 Constitution. A consequence of polygamous marriages is more children, which can exacerbate poverty levels, increase women’s vulnerability, result in more land disputes and lead to family strains. Bride price, which is the amount a man or his family must pay as dowry for the future bride, also remains a barrier for women’s equality. Cultural beliefs state that a bride price is necessary to legalize a marriage. However, bride prices often result in women assuming a subordinate position within a marriage from the very beginning and also help preserve the idea that women are the property of men.²²

Regarding social norms and vulnerable populations, due to social stigma, discrimination, and lack of privacy, vulnerable populations do not receive the support they require. LGBTI communities and PWDs in particular, often experience discrimination. In a youth perception survey conducted by Never Again Rwanda in 2014, only 43.5 percent of the Rwandan youth respondents consider sexual orientation as a human right, and 39 percent believe that LGBTI is an abnormality.²³ These recent findings indicate the need for changing perceptions, potentially through increased numbers of trainings for youth groups on the core characteristics of human rights and equality.

In terms of disabilities, Rwanda does not have the proper infrastructure in place or level of community knowledge required to fully integrate PWD into society. In urban areas, PWD are often hidden from society, and, in rural areas, they are exploited as leverage for begging. To increase the level of inclusion of PWDs, a higher level of awareness in society of their needs and proper care is required. Efforts to train teachers who can support disabled children within schools is one example of a means to improving service delivery to PWDs. Recently, the University of Rwanda created a Department of Inclusive Education geared toward raising awareness of PWDs and offering technical training on care capacity in the home and community. Efforts such as this are steps in the right direction for improving inclusion of PWD in society and could benefit from further encouragement and support.

²² Uwineza, Peace and Elizabeth Pearson. “Sustaining Women’s Gains in Rwanda.” Institute for Inclusive Security, 2009. Web.

²³ Stakeholder meeting with Never Again Rwanda on October 27, 2014. Kigali, Rwanda.

3. Gender Roles, Responsibilities and Time Use

Due to the historically patriarchal culture, gender disparities exist in the following areas: decision-making at household and community levels; family responsibilities and unpaid care work; and the experience of violence, harassment, conflict and insecurity. As a result of these circumstances, Rwandan women often lack self-confidence; are overworked; undertake the majority of care responsibilities for children, the elderly, and the sick; and devote more time to domestic responsibilities than men. These are well entrenched and accepted gender roles.

Women work longer hours than men. Men, on average, do 12.8 hours of productive work and 11.6 hours of household work (also known as “reproductive work”), for a total of 24.5 hours a week. Women, by contrast, do an average of 14.9 hours of productive work and 29.6 hours of reproductive work per week, for a total of 44.4 hours a week. The “double workday” of women reflects a continued imbalance in the burdens of unpaid care work carried out by women, coupled with the fact that women predominate in the agricultural and informal sectors.

The different structural roles of men and women in the market economy are coupled with correspondingly different—and unbalanced—roles in the household economy. Women bear the brunt of domestic tasks that are often arduous, time-intensive and energy-consuming: processing food crops, providing water and firewood and caring for the elderly and the sick. These work burdens place limits on women's economic and social opportunities.

Further, while women perform nearly all the activities that raise land value (i.e., planting, cultivating, reaping and processing food crops), by virtue of social and cultural norms they frequently do not have the decision-making power that comes with land ownership.

Therefore, the “third shift” of public or political life is often deemphasized for women who lack time and resources. Women who want to participate in public or civic life, which is typically unpaid, must volunteer their time in the face of competing informal and formal work demands. *Civil society activities will need to account for gender inequities in terms of disproportionate demand on women’s labor and time.*

Societal expectations, gender roles, perceptions, and preferences also shape income generating activity (IGA) choices made by women/girls and men/boys, and may limit the optimal mix of IGA. Women widows may be especially affected by gender-based violence and limited access to labor. The value of engaging more women in income-generating activities is in their subsequent increased purchasing power for themselves as well as for the family. The downside of this is that they may end up overworked, trying to do all the domestic chores and farm the land, in addition to IGA.

Finally, *women of all classes and all locations experience domestic violence. Second to poverty, SGBV is possibly the most serious inequality that Rwandan women experience.*²⁴ Please see Annex A for more detailed information on SGBV issues.

²⁴ Herndon, Gerise. “Surviving Genocide, Thriving in Politics: Rwandan Women’s Power.” *Cosmopolitan Civil Societies Journal*, Vol. 5, No. 1, 2013.

4. Access to and Control of Assets and Resources

Although Rwandan women are economically active and form 55.2 percent of the workforce, they remain economically dependent on men and culturally, men are seen as the breadwinners for the family. Women only compose 34.6 percent of the employment in the formal public sector (there are no gender statistics available for the formal private sector) and in those roles they face wage discrimination.²⁵ The economic gap between men and women persists despite the fact that Article 37 of the Rwandan Constitution recognizes the right to free choice of employment and also prohibits any form of discrimination that will result in unequal opportunity regarding employment.²⁶ Moreover, due to family responsibilities, women's economic activities are often limited. Educated and/or employed women are expected to take the primary role in child care and household upkeep once married. Working women must shoulder work, social and family demands, while there are few expectations for men outside of income generation. Women are also expected to not earn more than men and if they do, this can lead to tensions and conflicts in the household, as discussed in Annex A.²⁷

Additionally, women tend to be poorer than men; they head 27.8 percent of Rwandan households but compose 47 percent of the poorer households.²⁸ Additionally, although women contribute to the labor force, they do not always obtain the monetary benefits of their work because patriarchs within the family tend to control their resources. Women have lower earnings and economic opportunities than men and most of their occupations are low-paying. Women tend to work in the agriculture sector at higher rates than men (82 percent versus 61 percent, respectively). Over time, men have increasingly moved from agricultural employment to non-farm work including non-productive activities and marketing.²⁹ However, women face fewer opportunities than men when it comes to moving into non-agricultural jobs; from the years 2001 to 2006 12.3 percent of men were able to move out of the agricultural sector compared to 6.1 percent of women.

Before 1994 and under the previous legal system, typically only men could inherit land, and ownership of land was transferred from father to son. However, the Inheritance Law passed in 1999 recognized women's equal rights to own and inherit land. Men and women in legal marriages each own 50 percent of property held. Despite this promotion of equitable land rights, women are often culturally prohibited from disputing land ownership. Men are often reluctant to grant women their share of the property and, at times, perceive the inheritance law as a threat. Land disputes have the potential to result in family conflict and incidence of SGBV. Many land ownership disputes arise from situations in which land is not registered jointly or the claims of wives or widows are not well defined and not enforceable.³⁰ Women in legally unrecognized consensual unions and women in illegal polygamous marriages have no claim over their husband's property. Consensual unions do not protect women in cases of separation, divorce or widowhood. The GOR has initiated a number of programs in the hopes of reconciling land disputes, one of which is a community dialogue program. In these dialogue sessions, men and women gather to discuss sensitive issues in general with the goal to bring both the community and families together to reach a solution.

According to current law, women are allowed to use their husband's assets as collateral for loans.

²⁵ African Development Bank. "Analysis of Gender and Youth Employment in Rwanda." May 2014. Web.

²⁶ Republic of Rwanda. "Gender and Community Development Analysis in Rwanda." East African Community, January 2009.

²⁷ USAID/Rwanda. "Gender Assessment 2011." Kigali, March 2012. Web.

²⁸ "The Third Integrated Household Living Conditions Survey (EICV3)." National Institute of Statistics of Rwanda, 2013. Web.

²⁹ Republic of Rwanda. "Agriculture Gender Strategy." Ministry of Agriculture and Animal Resources, Kigali, November 2010.

³⁰ USAID/Rwanda. "Gender Assessment 2011." Kigali, March 2012. Web.

However, in reality, loan applications from women are frequently rejected because women often lack the management and accounting skills required to launch their own business ventures. Women's educational attainment gaps and low confidence levels, which result in a lack of financial resources, often prevent them from investing in businesses and taking certain career paths.³¹ Nonetheless, it is important to note that in an effort to encourage entrepreneurship, the government has increasingly offered funding opportunities to women who lack resources. NGOs have also increased efforts to involve women in business and entrepreneurship activities.

Furthermore, there are an increasing number of mechanisms to help women gain access to credit and savings, including the Central Bank of Rwanda, which gives credit to medium-scale women entrepreneurs, and an initiative by Banque Populaire geared towards helping women set up their own bank accounts.³²

5. Patterns of Power and Decision Making

Women's visibility in national government has not immediately translated into empowerment in the home, in agriculture, in the office or in social life. As of 2014, 64 percent of Rwandan parliamentarians were women. However, Rwandan women typically experience an imbalance of power and decision making authority along traditional gender roles, with deference to men. Women have relatively little voice or say in decision-making at the household or community levels regarding matters that affect their lives. Culturally, men are expected to be the decision-makers within the household and community. Autonomous male behavior related to household resources often affects the ability of women to make independent decisions or to participate equally in family decision-making. In the domain of voice and decision-making, conflicting cultural influences are at work. Alongside traditional practices that emphasize women's equality with men and their ability to govern, Rwandan culture also includes aspects of gender relations that were (and often remain) oppressive and patriarchal.

One survey finds that 53 percent of men, and 65 percent of women, agree with the statement that "men should have the final word about decisions in the home." In the words of another study, "women produce wealth, but have little control over the proceeds."³³ Additionally, The World Bank's report, *Voice and Agency: Empower Women and Girls for Shared Prosperity*, articulates that poor and vulnerable women in the Great Lakes states (Burundi, the Democratic Republic of Congo, and Rwanda) face multiple and mutually reinforcing constraints, including high levels of violence, lack of say over their health, and limited economic opportunities.³⁴

Unequal decision making and high levels of sexual and gender-based violence could affect the results of VOICE project interventions, as these issues are associated with female disempowerment, which may dissuade women from participating in civic activities and civil society.

Despite the barriers women face when it comes to decision-making and gaining power in the public sphere, women continue to make significant contributions to governance work through civil society. One source cites that, as of 2011, women hold positions of some form of responsibility in 91

³¹ Ibid.

³² Ibid.

³³ USAID/Rwanda. "Gender Assessment 2011." Kigali, March 2012. Web.

³⁴ Klugman, Jeni and Hanmer, Lucia et al. "Voice and Agency: Empowering Women and Girls for Shared Prosperity." *World Bank Group*, Washington D.C., 2014. Web.

percent of civil society organizations. This percentage decreases to 89 percent for CSOs established prior to 1994.³⁵ In Rwanda, 13 percent of CSOs are exclusively female, in comparison with 4 percent that are exclusively male.³⁶ Civil society has served as a conduit for future women government leaders³⁷ and as a report states, women’s NGOs comprise the “most vibrant sector” of civil society in Rwanda.³⁸ Many women’s civil society groups are formed in Kigali and strategically recruit rural women to participate. This has allowed organizations to deepen network ties across the country. However, some argue that post-genocide, “Women’s policy-making power has actually decreased, in part because the most vibrant women from NGOs now work in government, and those who took their places have less experience and capacity.”³⁹

Over 56 percent of women, 59 percent in rural areas believe that wife beating is justified for at least one reason; this represents a decline since 2000 when 63 percent of women found this acceptable.⁴⁰ Women who do not participate in any household decisions experience higher levels of spousal violence, that is, 65 percent. When women participate in 1-2 household decision(s) it decreases to 61 percent, and for women who participated in three decisions spousal violence reduced to 49 percent.⁴¹ For more information on SGBV in Rwanda, please see Annex A.

Gender Issues in Project Design

Project Goal: The goal of the VOICE project is to increase civic engagement and citizen-GOR consultation in decision-making at all levels so that conditions for durable peace and development are improved, thereby leading to sustained economic growth and poverty reduction.

Purpose: To increase civic engagement and consultation in decision-making at all levels.

Development Hypothesis: If Rwandan citizens have an increased and better-informed voice in shaping public policy and demanding government accountability, and if the GOR has the ability and will to protect human rights and adopt inclusive democratic processes, then citizens will be more invested in Rwanda’s governance and development outcomes leading to improved conditions for durable peace and development.

³⁵ Conseil de Concertation des Organisations d’Appui aux Initiatives de Base. “The State of Civil Society in Rwanda in National Development: Civil Society Index Rwanda Report.” *CIVICUS*, March 2011. Web.

³⁶ Ibid.

³⁷ USAID/Rwanda. “Civil Society in Rwanda: Assessment and Options.” Kigali, 2002.

³⁸ Uwineza, Peace and Elizabeth Pearson. “Sustaining Women’s Gains in Rwanda.” Institute for Inclusive Security, 2009. Web.

³⁹ Herndon, Gerise. “Surviving Genocide, Thriving in Politics: Rwandan Women’s Power.” *Cosmopolitan Civil Societies Journal*, Vol. 5, No. 1, 2013.

⁴⁰ USAID/Rwanda. “Rwanda Demographic and Health Survey: 2000 - 2010.” Ministry of Health, Kigali, 2010.

⁴¹ Ibid.

<i>Potential Gender issues</i>	<i>Recommendations</i>
<i>Sub-purpose 1: Improved performance and engagement by CSOs and GOR entities</i>	
<ul style="list-style-type: none"> • CSOs lack capacity regarding gender integration skills across sectors to enforce gender-sensitive national and international laws, policies and treaties in the community and to also actively play an advocacy role to inform decision-makers. CSOs struggle with monitoring programs and rigorously analyzing data collected, particularly regarding sex and age disaggregation. Also, there is a data gap regarding human and sexual trafficking, and CSOs currently lack the skills and resources needed to launch a data collection movement of trafficking on their own. • CSOs lack capacity regarding programming and advocacy related to LGBTI communities and PWDs, as well as integrating gender sensitivities into programming for these communities. • Women may face hurdles or lack support for advancement within CSOs. 	<ul style="list-style-type: none"> • Develop capacity building interventions (trainings, workshops, one-on-one coaching, etc.) for CSOs to enhance, gender analysis, gender integration, and gender-aware programming skills in their work so that program are more accessible and inclusive for men and women, especially to support the development of programs and activities that focus specifically on building the participation and capacity of girls and young women. • Build capacity of CSOs to effectively design and implement safety and security plans in relation to programming to help prevent GSBV-targeting of program recipients, protect victims, and facilitate access to justice/legal support, if appropriate. • Build budgeting capacities of CSOs to engage in gender-responsive/aware budgeting as a tool to further integrate gender into their organizational budgets. • Train CSOs on data collection and data analysis practices and standards; consider working closely with academic partners to ensure proper standards and protocol are followed by partners and staff. • Consider partnering with the National Institute of Statistics of Rwanda (NISR) to offer basic statistics and evaluation courses to researchers within CSOs. USAID should ensure gender parity while training researchers. • Mandate collection of sex disaggregated data for partners in project monitoring wherever possible. At a minimum, all indicators where individual are counted (e.g., number of people doing...) should be sex disaggregated. Whenever possible, indicators should also seek to monitor the project's impact on improving gender outcomes. • Consider partnering with Girl Hub to support For Girls Network (4GN), which is a community platform composed of 50 organizations that will track and coordinate programs across organizations and feature an interactive map that

	<p>plots program data. Build CSO capacity to conduct evidence-based advocacy: they need to be able to propose alternatives to the norm that are grounded in facts and research.</p> <ul style="list-style-type: none"> • Activities should promote gender equality in leadership and governance of groups and encourage greater participation of women in leadership roles and when necessary provide training of women for leadership positions. • Support CSOs to incorporate language on equal opportunity and non-discrimination in their statutes, by-laws, and other formal governance procedures. Facilitate efforts within the broader CSO community to create codes of conduct that include principles on inclusion and empowerment. • Provide targeted training and skills building for emerging or established women leaders within civil society, as well as leaders from minority populations. • Work with CSOs to ensure that their organizational policies and processes for recruitment and hiring reach men and women equally and do not contain implicit biases (e.g., prioritizing advanced degrees in a country with an educational gender gap) and are flexible enough to bring in a variety of experiences and perspectives. • Offering trainings to women on new agricultural technologies and methods, as well as basic market skills, may help increase their economic power.
<ul style="list-style-type: none"> • Due to a lack of coordination and collaboration, CSOs and the GOR do not communicate well on projects, and there is sometimes a duplication of efforts. The lack of collaboration also may cause programs to not be as far-reaching as they potentially could be. • Approaches to coordination/collaboration, which were co-led by GOR and the donor community, such as the Gender Clusters, have eroded and need a champion. • There is a lack of collaboration between CSOs. CSOs do not have the capacity alone to convene the entire local NGO, international NGO and donor community. 	<ul style="list-style-type: none"> • Consider taking up DFID's previous role as the coordinating donor body between the GOR and CSOs, which would include activities such as holding regularly scheduled meetings between CSOs, donors, and the GOR. • Support and facilitate CSO and GOR partnership efforts, such as those between Girl Hub and the Rwandan Ministry of Health, to implement programs at the local level. • Utilize USAID/US Embassy convening and coordination power to facilitate collaboration between CSOs, between CSOs and GOR, and between CSOs and donors, specifically on gender integration issues when appropriate.

<ul style="list-style-type: none"> • CSOs' reporting and dissemination of information regarding gender issues and achievements, especially in relation to SGBV is limited. This mainly due to the fact that the GMO experiences challenges to influence and exercise authority for non-compliant CSOs. 	<p>For example consider hosting quarterly gender-focused partner coordination meetings to facilitate dialogue and share lessons learned on programming related to gender integration.</p> <ul style="list-style-type: none"> • Support and facilitate the CSO and GOR to create forums for exchanging information and putting in place mechanisms, guidelines and tools to ensure that gender integration recommendations are considered and agreed upon corrective measures are in place. • Train Rwandan CSOs led by or working primarily with women or vulnerable populations to engage in the drafting, passage, implementation, monitoring and reporting of relevant international, regional and domestic treaties or policies. For example, train CSOs on annual • CEDAW reporting requirements and processes. • Training women who have recently come into positions of power within NGOs can help strengthen civil society.
<ul style="list-style-type: none"> • Due to the high degree of stigma and discrimination surrounding the LGBTI community, there are implications for service delivery for them, especially within the health sector. • Violence is a significant issue in Rwanda. The Isange one-stop centers for SGBV victims have been successful in urban areas but they need to be fully expanded to rural areas as well. • Many of SGBV victims access services at SGBV Isange one-stop centres, but due to cultural perceptions and mindsets, most cases are never reported. In addition, legal services are not adequately provided and the GOR lacks the ability to collect and analyze forensic evidences (DNA tests, which are costly and not done in the country) • Due to stigma, lack of knowledge and social norms around PWDs, these individuals do not always receive adequate/appropriate care or attention. In urban areas people with disabilities are hidden from society; in rural areas they are exploited as leverage for begging. They are also not afforded proper protection against sexual exploitation and their resulting health needs are neglected. • Social norms and religious beliefs can often hinder the role that 	<ul style="list-style-type: none"> • Consider partnering with Never Again Rwanda, and perhaps the Ministry of Health, on training health care providers on human rights, full equality for all patients, and the right of patients to not disclose their sexual orientation. • Support the Gender Monitoring Office's (GMO) efforts to advocate, monitor and evaluate gender and SGBV activities throughout the country. • Support the Rwanda National Police, National Prosecution Office, and Ministry of Health through adequate training to assist SGBV and CTIP victims at the Isange OSCs and provide them with a comprehensive package of medical, psychosocial, and legal services in rural and urban areas • Support strong citizen engagement with local government through public hearings and citizen oversight councils. These activities can help give local citizens a platform from which they can demand effective services and project for their needs. • Create more community education and awareness raising efforts on SGBV prevention and response should be

<p>women play in the public space and can also influence perceptions of what women’s role within the family should be, which makes it difficult for women to achieve the equality promised to them.</p> <ul style="list-style-type: none"> • Gender equality is often equated with women’s rights, which makes men feel threatened and less likely to support women’s empowerment. Due to the misunderstandings of what gender equality is and the emphasis of the government on women/girls’ achievement, there has been a rise in tension between men and women. 	<p>promoted and service providers should be held accountable for quality of services received by victims</p> <ul style="list-style-type: none"> • Support incorporation of disability issues into the GOR evening dialogues program to raise awareness of the health needs and proper care for people with disabilities, as well as to reduce stigma and exploitation. • Support activities that engage both religious and community leaders who can encourage traditional values to evolve toward the protection of women and human rights in general. • Engage with leaders in communities and with the GOR to help increase sensitization about gender equality and to make citizens understand that gender equality is not only geared towards the promotion of women’s rights. Also, consider partnership with RWAMREC to expand their existing shaping positive masculinity programs. • Facilitating and supporting women’s access to credit, especially for women at grassroots levels can help further increase women’s role in the private sector.
<p><i>Sub-purpose 2: Strengthened protection of civil rights and liberties</i></p>	
<ul style="list-style-type: none"> • In a NAR survey, only 53 percent of respondents have learned about human rights in classes or conferences before. • There are not enough outlets for youth to discuss human rights issues. An NAR survey finds that 54 percent of youth believe that the media is the most effective tool to communicate human rights issues. • The NAR survey also finds only 43.5 percent of Rwandan youth consider sexual orientation as a human right and 39 percent believe LGBT is an abnormality. The LGBT community in Rwanda is marginalized and extremely discriminated against. • Given the lack of awareness and technical knowledge of working with PWDs, gender-aware or gender-sensitive practices for PWDs may be overlooked. • Given the lack of experience working with victims of human or sexual trafficking, as well as the lack of experience collecting data related to human or sexual trafficking, there may be a lack of knowledge of integrating gender sensitivities into counter 	<ul style="list-style-type: none"> • Partner with Never Again Rwanda to support their youth trainings and discussions on the core characteristics of human rights. • Work with popular radio stations to develop radio shows that discuss human rights issues and raise awareness of human rights problems in communities. • Partner with the USAID Mission’s Education office to negotiate with schools and teachers to help develop a curriculum that can help raise awareness of human rights issues and vulnerable populations, including women and girls, PWD, and LGBTI. • Consider supporting Girl Hubs’ Ni Nyampinga program, which works towards creating a safe and enabling environment for girls, increasing their confidence levels, and teaching girls to become leaders in their communities. • Support Never Again Rwanda’s efforts to educate the community on LGBTI rights, conduct a more

trafficking activities.

comprehensive study on the LGBTI community in Rwanda, and educate the LGBTI community on advocacy tools.

- Build capacity of CSOs to design programs that both focus on specifically protecting and promoting LGBTI rights as well gender issues within LGBTI communities.
- Support government and civil society efforts to integrate LGBTI peoples and concerns into development programming and activities that seek to strengthen the inclusivity of democratic structures and promote equality for all people.
- Initiate and support efforts to improve understanding of the specific issues facing women with disabilities and that raise awareness of gender issues affected PWDs.
- Provide training to CSOs, media, political parties, law enforcement, government officials, and other stakeholders to strengthen their understanding of disability issues and better equip them to promote gender-sensitive inclusion, dignity, and equality of PWDs in their work.
- Support public education programs aimed at increasing tolerance and respect for PWDs and minimizing implicit and explicit discrimination.
- Support CSOs to design gender-sensitive counter trafficking in persons (CTIP) programs and activities that acknowledge the specific vulnerabilities of women and girls and men and boys to human trafficking as well as gender-specific factors that may affect different people's ability to receive assistance, access survivor services, or reintegrate into their communities.
- Facilitate relationships between anti-trafficking organizations or GOR ministries and CSOs working to promote gender equality, LGBTI rights, and rights of PWDs.
- Provide training and technical assistance to police, lawyers, judges and other relevant parties on gender inequality and discrimination in order to better enable them to prevent, investigate, respond to, and punish acts of trafficking in persons.

<ul style="list-style-type: none"> • Although the inheritance law grants women a 50 percent share of their husbands' property, there are cultural barriers and societal tensions around the law. Men often perceive the law as a threat, which has led to conflicts within families. • Police often lack the knowledge and resources to adequately investigate cases of GBV, including limited ability to gather forensic evidence. • Justice system actors do not consistently apply the law as to child testimony and sexual violence. 	<ul style="list-style-type: none"> • Support GOR's evening dialogue programs in which men and women gather to discuss sensitive issues, which are often related to land, and bring community members and families together to reach a solution. • Support trainings and programs that increase levels of trust, respect, and communication between men and women. Consider programs in which couples are obligated to attend together. • USAID/Rwanda can work to build the capacity of Rwandan justice system actors to effectively prevent and respond to GBV. Further, USAID can work to make sure judges and prosecutors give adequate weight to the testimony of minors (especially those who have suffered SGBV).
<ul style="list-style-type: none"> • Although the GOR passes promising gender policies, they are not always implemented at the district level. Communities often do not have full information about the new policies. • Journalists in Rwanda are sometimes harassed by the government and there are reports of international journalist being denied entry into the country, which hinders citizens' access to free information. 	<ul style="list-style-type: none"> • Since 90 percent of Rwandans listen to radio programs, it is vital to support radio stations and help them update the public on new gender policies and what the benefit of the policies will be for both women and men. • Consider supporting Girl Hub's Ni Nyampinga Mobile application, which will deliver real-time information on girl-centered topics. • Considering that mobile penetration is on the rise in Rwanda (currently at 62 percent, with a greater penetration in urban areas than rural), USAID could consider offer social media trainings to CSOs, and use the USAID Social Media Guide for CSOs to guide the trainings. • Support media independence, offer professional journalism training and help protect investigative and other journalists.
<p><i>Sub-purpose 3: Improved environment for political participation and transparent elections</i></p>	
<ul style="list-style-type: none"> • Community groups focused primarily on information sharing are minimally attended by men. However, cooperatives with an economic component tend to attract both men and women, providing a forum for reaching men with health and social messages. • High rates of illiteracy, especially amongst older women, and women's lack of education hinder their political participation and awareness. 	<ul style="list-style-type: none"> • Support activities to develop and use gender relevant training products and core gender modules in cooperatives and other community groups to build gender awareness and tailor content to appropriate audiences. • Support campaigns that target both rural and urban populations and offer voter education through multiple channels, include the radio and community education programs.

<ul style="list-style-type: none"> • Women’s lack of education limits the information they receive regarding voting and the political process. 	<ul style="list-style-type: none"> • Seek opportunities that will allow CSOs and the GOR to partner together and bring politicians to multiple districts to discuss various issues with local communities.
<ul style="list-style-type: none"> • Women’s low status, limited education and lack of self-esteem prevent them from civic engagement and participation. • Women compose 64 percent of parliament and although that number is inspirational and young girls perceive those women as role models, there is lack of engagement between women parliamentary members and local citizens. • An additional barrier is that, due to social norms, men limit their engagement with childcare and household chores, which in turn limit the amount of time women can spend in the decision-making and leadership positions/trainings that can help prepare them for jobs in public office. 	<ul style="list-style-type: none"> • Ensure that cooperatives, associations and other community groups supported are organized to be inclusive of women. This may mean providing additional support to women to build their skills and esteem to be able to effectively voice their perspectives and concerns and advance their priorities within community groups. It can also require ensuring coverage for childcare and home responsibilities. • Consider working with the GOR, and perhaps through Girl Hub’s Ni Nyampinga program to, develop a mentorship program between women parliamentarians and girls who wish to be leaders in their communities. • Ensure that any leadership and civic engagement trainings are offered at a time and through a means that women can access. This will require a micro-level understanding of women’s time use in the target communities as well as an understanding of their primary sources of information.
<ul style="list-style-type: none"> • Women and youth from marginalized groups may not always be adequately represented or have their views represented by government officials, electoral administrators, political parties, and active civil society organizations. • The time poverty coupled with illiteracy rate for women in Rwanda, which is higher compared to that of men may have a negative impact on women’s participation, understanding, and interest in electoral processes as voters, candidates, and observers • Election management bodies may not always be representative and inclusive of vulnerable populations, including people with disabilities; therefore, they may overlook critical requirements of diverse groups (ex: physical access to polling stations for persons in wheelchairs; people with speaking, hearing or visual impairment). • Women at the grass-root level have little self-confidence to take 	<ul style="list-style-type: none"> • Train stakeholders, including government officials, election administrators, political parties, and CSOs, to conduct gender analyses of applicable laws that constitute the legal framework for elections and electoral processes to determine where inequalities may exist. • Engage with electoral management bodies to address constraints in the election processes experienced by women voters, candidates, observers, and activists to ensure that their particular needs are met, including putting in place adequate infrastructures at the election sites. • Train and encourage the electoral commission to be gender-sensitive to ensure that the work of the commission on voter registration and education reach women, men, and youth and sensitize, especially women and other vulnerable voters on their rights and priorities. • Work with key partners, including the National Women’s

<p>the leadership role and become decision-makers in their homes and communities. This is mainly due to lack of mentoring programs and limited public speaking skills, and lack of access to information, which also affects their ability to be candidates.</p> <ul style="list-style-type: none"> • In the event of electoral-related violence, there may be discrepancies in preventing and responding to electoral violence for specific groups, such as women, LGBTI communities, PWDs, etc. 	<p>Council and women owned CSOs to establish a network of experts to train women candidates in leadership skills and effective campaigning techniques.</p> <ul style="list-style-type: none"> • Collaborate with the Embassy and GOR to encourage gender equality and inclusion in electoral processes. • Support the creation, passage and effective implementation of a strong anti-SGBV legal framework that identifies violence against women during elections as a form of GBV, outlines prevention and reporting mechanisms, and establishes penalties for such violence. • Build awareness among CSOs, such as Never Again Rwanda, and the public of the particular ways in which women, LGBTI communities, and PWDs may be targeted and at risk of violence during an electoral period. This may include civic education regarding violence, harassment and intimidation targeting the aforementioned groups as voters, candidates, elections administration staff or volunteers, campaign workers or volunteers, journalists, or non-partisan electoral observers.
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Additional Recommendations

- Increase and improve donor coordination and collaboration. This includes not only sharing information with each other but partnering to maximize the impact of projects and funding opportunities.
- Seek opportunities to coordinate and assist with activities in the Economic Growth field. Poverty and jobs are major concerns of Rwandan society, especially for women. Such activities may include working to increase women's role in the private sector, offering management and entrepreneurship classes to women, and working to increase women's access to credit through financial institutions.
- Work to ensure gender equitable access to mobile information and communication technologies (ICT) and, as Rwanda's rate of mobile penetration rises, consider developing applications, in partnership with the USAID Global Development Lab, which can further empower women. The increasing importance of social media and the role that platforms such as Facebook and Twitter have played in other contexts highlights the role that ICT can play in closing the gap between citizens and government, improve service delivery, and increase women's access to financial services.
- Consider supporting more initiatives to address violence against girls, an issue which currently does not receive the same levels of support at the national level as violence against women. USAID/Rwanda, the GOR and other donors should consider expanding support to existing initiatives such as the 12+ program conducted by Girl Hub, that seek to gather data on violence against adolescent girls.
- Create distinct programming areas for girls and women in distinct age groups; their needs are different and for girls, building friendships and other self-esteem mechanisms is key.
- Help build partnerships between local NGOs and the University of Rwanda, Department of Inclusive Education to raise awareness regarding PWDs and conduct technical training on care capacity in the home and community.
- Consider mapping CSO activities that have been successful in engaging men as a way to promote gender equality. Mapping these efforts can help identify which strategies USAID should seek to embrace or strengthen as well as what gaps need addressing.
- Assist CSOs and the GOR to develop a standard set of relevant gender-related indicators, particularly within the realm of SGBV and sexual trafficking. Stakeholders frequently mentioned the lack of indicators and baselines as a barriers to improving their programming and identifying their gaps. Additionally, by creating uniform set of indicators, CSOs and the GOR can train relevant actors on those indicators, such as the police for SGBV indicators.
- Conduct further study to identify the needs of unwed mothers, and how these needs can be appropriately addressed. Unwed mothers are often marginalized and victimized in society and their concerns do not receive attention from the government.
- Work with USAID/Rwanda Education office and CSOs to make girl-focused investments within schools such as providing sanitation packages and constructing separate school latrines for girls and boys. Girls' school dropout rates are high and in part due to the lack of an enabling environment within schools.

VII. Annexes

Annex A: Sexual and Gender-based Violence in Rwanda Overview

Sexual and gender-based violence (SGBV) has cultural links within Rwandan society and is a large issue for women and girls. SGBV includes sexual, physical, economic, and psychological violence. In Rwanda, the law criminalizes rape and spousal rape.⁴² However, the Rwandan Penal Code does not provide legal definitions of these acts, allowing for judicial discretion, often to the detriment of women who bring forward accusations.⁴³

According to Rwanda's 2010 Demographic and Health Survey, **48 percent of women have experienced physical and/or sexual violence. Overall, 56 percent of women who are or have been married have experienced some kind of violence (physical or sexual) from their husband or partner, and 44 percent have experienced some form of spousal violence in the past 12 months.** More than one in five women has experienced sexual violence (22 per cent). For 37 percent of the women who have experienced sexual violence, the first experience occurred when they were between the ages of 15 and 19; 14 percent first experienced sexual violence between ages 10-14, and 2 percent first experienced sexual violence before the age of 10. The likelihood of experiencing sexual violence does not significantly decrease if the woman has a higher education level; 24 percent of women with no education and 20 percent of women with secondary and higher have experienced sexual violence.⁴⁴

Two in five women (41 percent) have experienced physical violence. Of these women, 16 percent experienced physical violence at ages 15-19 and 58 percent at ages 40-49. Women who are employed and earning money are more likely to report having experienced physical violence than women who are unemployed or employed but not paid in cash.⁴⁵

Attitudes toward wife beating is an indicator of women's empowerment, since agreement that wife beating is acceptable is an indication that women generally accept the right of a husband to control his wife's behavior even by means of violence. Over 56 percent of women, 59 percent in rural areas, believe that wife beating is justified for at least one reason; this represents a decline since 2000 when 63 percent of women found this acceptable.⁴⁶

It is important to note that the reported numbers are not likely to include all victims of SGBV. Additionally, Rwandans consider sexual violence a private matter and subject to a culture of silence in which women do not speak out about their experiences. Due to numerous reasons, including fear of retribution and social stigma, most women do not report when they have been subject to SGBV.⁴⁷ Given many women's economic dependency on men, women who are victims of SGBV might also be reluctant to report instances of domestic violence.

There have been a number of efforts throughout the country to counter SGBV, and both public

⁴² Rwanda: Law No. 59/2008 of 2008 on Prevention and Punishment of Gender-Based Violence. Web.

⁴³ U.S. Department of State. "2013 Human Rights Report." Web.

⁴⁴ USAID/Rwanda. "Rwanda Demographic and Health Survey: 2000 - 2010." Ministry of Health, Kigali, 2010, p. 242.

⁴⁵ Ibid.

⁴⁶ Ibid.

⁴⁷ Republic of Rwanda. "Gender and Community Development Analysis in Rwanda." East African Community, January 2009.

and private institutions have a role to play. For instance, on one hand, the Gender Monitoring Office (GMO) has the responsibility of carrying out the monitoring and evaluation of compliance with gender indicators at the national level, on a permanent basis. GMO is also responsible for designing formats for the reporting of SGBV cases and for defining the indicators on which to base assessments concerning SGBV. In addition, the GMO processes, analyses, and disseminates relevant and reliable national data on SGBV. The Rwanda National Police (RNP) through its Gender Desk, provides communities with rapid, victim-focused, and user-friendly services to respond to SGBV, including through the presence of a Police officer in each Isange One-Stop-Center (OSC) at district hospitals to deal quickly and appropriately with cases of SGBV. The RNP also promotes the understanding of the SGBV Law and Criminal Code and maintains statistics of reported SGBV cases.

The existence of the GOR Isange OSCs for SGBV with their combination of services covering treatment, counseling and support is positive and has functioned as a crucial resource for victims of SGBV within existing areas. There is need for geographic expansion and programmatic augmentation. Other efforts that have been successful are CSO-offered discussions with men and women regarding SGBV-related topics, as well as trainings that attempt to align traditional Rwandan values with universally-recognized human rights standards. Unpacking the laws in a way that ordinary Rwandan citizens can understand and involving men in trainings geared towards countering-SGBV and empowering women is crucial for promoting positive social transformation.

Rwanda is a source and, to a lesser extent, transit and destination country for women and children subjected to forced labor and sex trafficking. Rwandan girls and, to a lesser extent, boys are exploited in domestic servitude within the country, often through extended family networks; some of these children experience nonpayment of wages and physical or sexual abuse.⁴⁸ Recently, the GOR has expressed interest in tackling sexual trafficking within the country. The GOR recognized that human trafficking is an issue and that due to the current lack of data on the issue, they must first work towards generating evidence. Collecting data on human trafficking and knowing the magnitude of the problem is vital for any future countering-trafficking in persons efforts. There must be concrete data on the number of women, men, and children trafficked, information about what motivates trafficking and information regarding where victims of trafficking are sent. Additionally, there must be an anti-trafficking partnership across GOR ministries, security forces, and the governments of neighboring countries. Considering the extensive amount of commitment that countering trafficking will take, USAID/Rwanda can help support the new data-collection initiatives being undertaken by the GOR and CSOs to gather information, raise awareness in communities, and integrate a trafficking component into the Isange One-Stop-Centres for SGBV throughout the country.

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Annex C: Stakeholders Consulted

Organization
Girl Hub Rwanda
Handicap International
Care International - Rwanda
Care International - UK
International Justice Mission
ActionAid Rwanda
Girl Hub Rwanda
Rwanda Women's Network
Rwanda Men Resource Centre
Gender Monitoring Office
Never Again Rwanda/USAID supported activity
Nzambazamariya Organization
USAID Land Project
International Alert
Haguruka – Civil Society Organization
UN Women
National Women's Council
USAID-funded Landesa project
Search For Common Ground project
Local leaders - Nkondo Cell/Rwinkwavu Sector
National Women's Council in Nkondo Cell, Rwinkwavu Sector
USAID/W Center of Excellence on Democracy, Human Rights, and Governance
USAID/Rwanda

Annex F: Gender Term Definitions

Female Empowerment: When women and girls acquire the power to act freely, exercise their rights, and fulfill their potential as full and equal members of society. While empowerment often comes from within, and individuals empower themselves, cultures, societies, and institutions create conditions that facilitate or undermine the possibilities for empowerment.

Gender Equality: Concerns fundamental social transformation, working with men and boys, women and girls, to bring about changes in attitudes, behaviors, roles and responsibilities at home, in the workplace, and in the community. Genuine equality means expanding freedoms and improving overall quality of life so that equality is achieved without sacrificing gains for males or females.

Gender Integration: Identifying, and then addressing, gender inequalities during strategy and project design, implementation, and monitoring and evaluation. Since the roles and power relations between men and women affect how an activity is implemented, it is essential that project managers address these issues on an ongoing basis.

Gender-Sensitive Indicators: Point out to what extent and in what ways development programs and projects achieved results related to gender equality and whether/how reducing gaps between males/females and empowering women leads to better project/development outcomes.

Reproductive work: Childbearing/rearing responsibilities, and domestic tasks such as water and firewood collection, cooking and cleaning as well as caregiving, done by women, required to guarantee the maintenance and reproduction of the labor force. It includes not only biological reproduction but also the care and maintenance of the work force and the future work force (infants and school-going children).

Productive work: Work done for pay in cash or kind. It includes both market production with an exchange-value, and subsistence/home production with actual use-value, and also potential exchange-value.