

REPUBLIC OF RWANDA



EAST AFRICAN COMMUNITY



GENDER AND COMMUNITY DEVELOPMENT ANALYSIS IN RWANDA

East African Community

Secretariat

January 2009

Contents	2
Acronyms	3
I. INTRODUCTION	4
1.1. General Back ground	4
1.2. National Context	5
1.3. Justification	6
1.4. Problem Statement	7
II. METHODOLOGY	8
III. SITUATION ANALYSIS	9
3.1. Rwanda Profile	9
3.2. Legal and Institutional mechanisms	10
3.2.1. Legal mechanisms	10
3.2.2. Institutional mechanisms	11
3.3. Empowerment of individuals, Households and Communities	13
3.4. Gender Mainstreaming in macro –economic and sectors levels	15
3.4.1. Agriculture	17
3.4.2. Health	18
3.4.3. Cultural and Traditional concerns	22
3.4.4. Trade and Services	24
3.4.5. Education	26
3.4.6. Water and Sanitation	29
3.4.7. Research and Documentation	30
3.4.8. Gender, Peace building and conflict resolution	31
IV. BEST PRACTICES	36

V. CONCLUSION AND RECOMMENDATIONS **38**

References **42**

Acronyms/Abbreviations

BPFA : Beijing Plate Form of Action

EAC: East African Community

CEDAW: Convention on the Elimination of All Forms of Discrimination Against Women

CICs : Community Innovation Centers

CRC : Convention of the rights of the Child

COMESA Common Market for Eastern and Southern Africa

EDPRS : Economic Development and Poverty Reduction Strategy

EICV : Household Living Conditions Survey

EFA : Education For All

FRSP : Fédération Rwandaise du Secteur Privé

GBI : Gender Budgeting Initiative

GBV: Gender-Based Violence

HIV Human Immunodeficiency Virus

HIMO : Haute Intensité en Main d'Œuvre

ICT Information and Communication Technology

MIGEPROF: Ministry in the Prime Minister's Office in Charge of Family and Gender Promotion

MDGs : Millennium Development Goal

MINECOFIN: Ministry of Finance and Economic Planning

MINEDUC : Ministry of Education

NGP : National Gender Policy

NWC : National Women Council

NEPAD: New Partnership for African Development

OVC: Orphans and other Vulnerable Children

PRSP : Poverty Reduction Strategy Paper

CSOs : Civil Society Organizations

NGOs : Non Governmental Organizations

UPC : Universal Primary Completion

NER : Net Enrolment Rates

SADC : Southern African Development Community

I. INRODUCTION

1.1. General Back ground

The importance of mainstreaming gender in any country's development initiatives and the need to monitor and evaluate the progress of the mechanism is premised on the alarming global gender disparities in social and economic opportunities, property and rights.

On several occasions, the Government of Rwanda (GoR) has, through its stands and actions, demonstrated its commitment to work towards the reduction of gender-based inequalities and promotion of gender equality and equity in all areas.

Rwanda adopted the Beijing Platform for Action and undertook strategic actions aimed at tackling twelve identified crucial areas. It ratified and adhered to a number of international and regional conventions, charters and declarations, including, the CEDAW, the Millennium Development Goals (MDGs), the United Nations Security Council Resolution 1325, the Universal Declaration of Human Rights of 10 December 1948, the New Partnership for Africa's Development (NEPAD), Southern African Development Community (SADC), COMESA and among others . All these instruments highlight gender as an important approach for sustainable development. By ratifying the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), in November 1981, Rwanda undertook to take appropriate measures, including legislation to fight any act or practice of discrimination against women, to modify and/or abolish existing laws, regulations, customs and practices which embody discrimination against women as discussed in the next section.

1.2. National context

The Government of Rwanda is highly committed to the cause of gender equality and women's empowerment as transpired in the June 2003 National Constitution, the National Gender Policy, the National Gender Machineries, the ratification of CEDAW, implementation of the Beijing Platform of Action (PFA), the Vision 2020 and the development of the Economic Development and Poverty Reduction Strategy (EDPRS), which highlight Gender as cross cutting issue.

In order to appreciate the progress Rwanda has made in mainstreaming gender in its development process, it is useful to consider the particular context of the country's recent historic traumatic experience of genocide. From 1994, Rwanda's post conflict experience has changed many social relations, including the gender ones, due to the unique country context. The 1994 genocide left behind unprecedented distortions in social relations and the exacerbated the already existing gender imbalances and inequalities. This is illustrated by the fact that today, 35% of households in Rwanda are headed by women¹. Women performing non traditional roles such as decision making, managing financial resources, constructing houses and many others have characterized the post genocide roles of women period in Rwanda.

Rwanda's patriarchal social structure has been at the base of existing gender imbalances in the country for centuries. Of recent, however, the government of Rwanda has demonstrated strong political will to promote gender equality as a pre-requisite for sustainable development. The country's leadership view gender as human rights and development issues. Government's strong commitment is evidenced by the creation of a Ministry for gender and Family Promotion (MIGEPROF) and other appropriate machineries. One of the Mission of MIGEPROF is to promote gender equality and equity

¹ EICV2 , 2005

that will translate into social, economic, institutional and political transformation.

Two approaches have been adopted in order to achieve mission of MIGEPROF. Firstly, the integration of gender dimension into the development process and secondly, the empowerment of women. To achieve this mission, MIGEPROF has developed a National Gender Policy (NGP) which is a framework for the orientation of interventions to serve as a foundation of gender equality and equity. This Policy demonstrates the Government's commitment to address all forms of gender inequalities in Rwanda. It defines the institutional framework and the mechanisms through which gender equality/equity, policies and programmes are developed, implemented, monitored and evaluated.

Since 1999 Rwanda faced out from emergence period to embark on a development phase. This required sustainable development frameworks, which led to the development of National key instruments, including the National constitution, Vision 2020, Decentralisation Policy, the Community Development Policy, and EDPRS among others. It is worth mentioning that all these national instruments highlight gender as a crosscutting subject.

1.3. Justification

The exercise on Gender analysis in Rwandan context comes at the right time when Rwanda is in development phase that requires regional integration for national sustainable development. It is in this context that Rwanda has joined the East African Community (EAC), which matches with the sixth pillar of the vision 2020 that is “regional and international integration” .

The EAC Treaty defines gender as “the role played by men and women in the society”. The treaty articles 121 and 122 highlights the role of women in the socio- economic

development and business The Treaty provides that gender mainstreaming in development processes is of a paramount importance for sustainable development.

It is in this context that the EAC Gender and community Development Framework (EAC/GCDF) stresses gender as a crosscutting issue. However, this framework was developed before Rwanda joined the EAC.

Therefore, there is need to incorporate required data resulting from gender analysis of Rwanda as a member state in the existing EAC/GCDF, which justifies the purpose of this analysis.

1.4. **Problem statement**

Gender as an approach allows addressing both human rights and development issues. Gender analysis in the Rwandan context will help identify gender inequalities that need to be addressed to create a human rights friendly environment that is conducive for sustainable development. Furthermore given that Rwanda is promoting a knowledge based economy it needs to invest in human resources to have both men and women who qualify for effective contribution within the EAC. This gender analysis is vital to assess not only men and women's needs, concerns and interests but also opportunities, constraints and best practices to be incorporated in the EAC/GCDF to better strategize for a more harmonized coordination of development programs for the sub-region, without which the EAC would not achieve the sustainable development for its populations.

The purpose of this framework is therefore to guide the EAC's efforts in improving the living conditions of the population through participatory mechanisms and in a gender responsive manner.

II. METHODOLOGY

The exercise on gender analysis in Rwanda has been carried out in three stages.

The first stage looked at collecting and reviewing documentation in order to assess progress towards the effectiveness of gender mainstreaming including:

- Appraisal of laws, policies, institutions and mechanisms put in place by the Rwandan government and EAC countries to promote effective participation of men and women ;
- Assessment of the extent to which policies and programs have been put into action, and their contribution towards reduction in gender inequality especially in women's rights and vulnerable groups ;
- Identification of gaps and challenges that require action in order to further improve and sustain gender mainstreaming in the country.

The second stage reviewed the studies conducted on Gender promotion in Rwanda, women's empowerment and community development in a bid to collect qualitative and quantitative data as follows:

- Desk review of relevant study reports carried out by private researchers, government, NGOs; including the EAC self-assessment report;
- Collection of relevant statistics reflecting baseline data and trends on gender mainstreaming in key sectors especially those identified as priority by the EAC/GCDF;

The last stage consisted in the consultations with relevant partners: this approach helped collect data to complete those collected through the above techniques. Various partners have been consulted including government authorities, government partners, civil society organizations, donors and private sector. Collected data were analyzed following the structure laid down in the EAC/GCDF but elements peculiar to Rwanda were also included in the processing and analysis of data.

III. SITUATION ANALYSIS

3.1. Rwanda profile

The population of Rwanda, according to the General Census of Population and Housing, Preliminary Report of February 2003, is estimated at 8,162,795 million including 3,894,732 men representing 47.7%, and 4,267,983 women representing 52.2%, distributed on a surface area of 26,338 sq km, i.e. the population density is over 350 inhabitants per sq km; 1,000 sq km covered by Lake Kivu being included in the breakdown. The population residing in urban areas represents 16.69% of the total population and consists of 728,052 men, i.e. 53.5%, and 634,260 women, i.e. 46.5%².

Rwanda has experienced a remarkable recovery since the 1994 genocide that devastated the country's human and physical capital, as well as its social and institutional fabric. Since the end of the emergency period, growth rates have averaged 5.8% per annum, making Rwanda one of the top performers in Africa and an example of successful post – conflict reconstruction. This economic success has enabled significant progress in the fight against poverty, with rates dropping from over 70% at the end of the war to 56.9% in 2006.³

High population growth is a major challenge facing Rwanda. Slowing down population growth requires innovative measures, including the strengthening of reproductive health services and family planning and ensuring free access to information, education and contraceptive services.

² The General Census of Population and Housing, Preliminary Report, February 2003.

³ National Human Development Report , UNDP, Rwanda 2008.

3.2. Legal and institutional mechanisms.

Rwanda has established different legal and institutional mechanisms; all these contribute to the same objective of promotion of Gender equality and equity in Rwanda. The key legal and institutional mechanisms are:

3.2.1. Legal mechanisms

The national Rwandan constitution of June 2003 provides for higher levels of representation to previously marginalized groups such as women, youth and disabled. This constitutional framework provides quotas for women in government, which have resulted in an unprecedented number of women being elected or appointed to decision-making positions at all levels.

The constitution underpins the principles of gender equality and elimination of all forms of discrimination against women and provides a very strong platform for gender mainstreaming in the Rwandan legislation.

At present, the participation of women at all levels of governance in Rwanda has yielded tremendous results and women are increasingly visible in the political arena. Following the 2008 parliamentary elections, representation of women in the Parliament has increased from 48.8% to 56.25%, which is an indication showing Rwanda Government's commitment to promote gender.

As a result of elections held in the first quarter of 2006, the percentage of Rwandan women currently in decision making at local government level (cells, sectors and districts) had increased from 28.2% in 2003 to 40.2% in 2005⁴.

The constitution of Rwanda highlights the principles of equality with no discrimination of whatsoever nature. Revision of all discriminatory provisions in legal documents is under way and various measures are taken to address traditional practices that affect women's lives.

With regard to legislation, one of the most significant legal change is the law on matrimonial regimes, successions and liberalities and land law. It has been established from various consultations with different stakeholders, that these laws are embedded with potentials to generate tremendous changes in the lives of women and communities. The laws highlight the principle that women may own property and inherit on an equal basis with their brothers. It is worth mentioning that the implementation of these laws is resisted by some people but resistance decreases with time as people understand the meaning of it progressively.

The ongoing legal reforms are based on the principle of equality and non discrimination, and women's rights are more and more enforced in various areas of public and private life.

3.2.2. Institutional mechanisms

The Government of Rwanda put in place various institutional mechanisms aimed at promoting gender. The Ministry of Gender and Family Promotion (MIGEPROF) is responsible for promoting gender equality and equity, children's rights and family promotion. MIGEPROF plays four leading roles:

⁴ Demographic and Health Survey, 2005

- (a) To ensure that gender is mainstreamed at different levels of programming: designing, implementation, monitoring and evaluation;
- (b) To formulate policies, programs, strategies to promote gender , family and children's welfare;
- (c) To coordinate implementation, monitoring –assessment of policies, programs and strategies meant to promote women's, family and children's welfare;
- (d) To mobilize and coordinate resources to promote gender, children's rights and family.

To better play the above leading roles, MIGEPROF developed a National Gender Policy to give the orientation on how to mainstream gender in the priority areas of the country. Among the areas covered include the twelve areas identified in the Beijing Platform for action.

Other mechanisms established include: National women's Council, the Beijing Permanent Secretariat, Gender Observatory, Forum for Rwandan women Parliamentarians, just to name a few of them.

Based on June 2003 Constitution, the National Women Council (NWC) was given the mandate to mobilise women and to identify their needs and their constraints to be taken into consideration in development processes.

The Beijing Secretariat deals with the monitoring of the implementation of the Beijing Platform for Action. The Secretariat serves under the National Coordinating Committee that is headed by the Minister in the Prime Minister's office in charge of gender and family promotion.

The Forum for Rwandan Women Parliamentarians is another mechanism that was established under the initiative of women's parliamentarians. It has the mission to promote gender equality, contribute in capacity building for women in decision-making. It is mostly involved in laws and budget.

The gender observatory as a mechanism to monitor the implementation of gender sensitive indicators and give recommendations for gender mainstreaming to various bodies is provided in the Constitution under Article 185. Gender Observatory has the mandate to hold accountable, with respect to gender issues, the various interveners both at public, private sector, civil society and donor community levels.

Human rights organizations are also part of the mechanisms that Rwanda Government is encouraging and majority of them are grouped into two main umbrella associations: CLADHO and Pro Femmes/Twese Hamwe. CLADHO specializes in legal matters while Profemmes Twese Hamwe deals with the promotion of women's rights in general. Pro- Femmes Twese Hamwe has played a very important advocacy role in ensuring that gender is mainstreamed in the Constitution and in the legal reforms aimed at promoting gender equality .

3.3. Empowerment of individuals, households and communities.

The Government of Rwanda, through the Community Development Policy which has an overarching goal of “ensuring effective and sustainable participation of the community in its own development”, has put in place various programs in order to enable different groups at grassroots level to benefit from developed programs (eg: HIMO, UBUDEHE) and different community structures.

In all these programs, men and women are equally represented, analyse their environment , define their individual and collective needs and problems , design individual and collective plans to meet their needs and solve their problems in a prioritised manner and implement those plans. ⁵

The UBUDEHE process facilitates a range of other community processes and services at Umudugudu (cell) level including Abunzi (Mediators), Community policing, Health

⁵ MINALOC, Revised Community Development Policy , 2008

Counselors etc. HIMO is labour intensive program for rural public works, which was designed to tackle the problem of rural unemployment. It is reported that since 2003 some 10.000 jobs have been created with equal numbers of male and female beneficiaries. The Program has contributed to rural employment and to increased savings, especially among the poor, including women.

The right to employment, including the right to free choice of employment is recognised in article 37 of the Rwandan Constitution. The labour code prohibits any form of discrimination likely to result in unequal chances as regards employment and provides for the principle of equality stipulated in the constitution. The law on inheritance, matrimonial regime, succession and liberalities is meant to promote women's access to and control over properties. Various non-governmental organisations have also invested into training women in various management techniques, including credit and saving.

Mechanisms enabling women at the grassroots level to have access to credit and savings have been initiated. Examples include Communal credit funds for women at the grassroots level; the guarantee funds deposited in Central Bank of Rwanda to provide credit to medium-scale women entrepreneurs; the setting up of a bank for women with the support of the *Banques Populaires*; the putting in place of a Savings and Credit Cooperative Society due to women's initiative. Much as these financial mechanisms are facilitating women's access to credits the latter require solid guarantees, which in most cases women do not have.

Women are also faced with education constraints: many loan applications from women are rejected for some technical shortfall. Women who are courageous enough to start up a company are faced with management and accounting related problems. Due to lack of sufficient technical knowledge, many women launch their projects with no prior feasibility studies or cost-benefit analysis; this prevents them from discovering the sectors where their investment will be profitable and career activities.

It is worth mentioning that women are not a homogeneous category. Their differences are

based on several factors including age, religion, geographical location, profession, to name a few them. This reality applies to men as well. In this paragraph attention is placed on the youth women and men (aged between 14 and 35 years)⁶as they represent 67% of the Rwandan population⁷. Consultations with key stakeholders involved in youth programs have a common agreement that the most critical issue facing the youth is poverty, which is linked with the lack of employment. Majority of youth are not skilled for the labor market but even those with skills do not secure employment that easily. They are faced with a tough competition with strongly experienced job applicants, which reduces very significantly their chances to get employment.

Rwanda Government is encouraging the youth to invest in job creation rather than in job seeking. However, creating job requires capitals which banks are reluctant to release to the youth as they do not have guarantees. It is in this context that Rwanda Government is encouraging the creation of credits and saving cooperatives that can facilitate members' access to credits. The *Cooperative des Jeunes pour l'Auto-emploi et Developpement* (COJAD) meaning youth cooperative for self-employment and development started in August 2006 and it has so far reached a capital of 30,000,000 Frw and More than 200,000,000 Frw have been offered as credits to members. It is based in Kigali with three functional branches in Nyabugogo (Kigali City), Bugesera and Musanze Districts. More branches are being opened in the various districts, as the government has decided this strategy as part of the accountability mechanisms for districts commonly called *Imihigo*. Both women and men are encouraged to join COJAD, which in its two years of existence has proved to be a successful strategy for the economic empowerment of youth.

Without overlooking the achievements made by COJAD special attention should be given to youth women both in terms of recruitment and credit access, as that are more prone to vulnerability than men.

3.4. Gender Mainstreaming at Macro –economic and sectors policies and

⁶ Law modifying and complementing law No 24/2003 of 14/08/2003 establishing the functioning and organization of the National Youth Council

⁷ General census, 2002

programs

As mentioned under national background, the Government of Rwanda seeks to transform the socio-economic position of the nation through the implementation of the EDPRS that highlights gender as a crosscutting issue.

Rwanda Government prioritizes gender and women's economic empowerment, which has long since been recognized as a human rights and development issue. The Government is fully aware that investing in women contributes to the achievement of critical social objectives like decreased fertility and infant mortality, improved child health status and improved productivity.

The Government of Rwanda is pursuing gender mainstreaming in local government and budgets through Gender budgeting. Gender Responsive Budget (GRB), is one of the ways to mainstreaming gender at macro level to ensure a planning process that takes gender seriously.

Currently, the Ministry of Finance and Economic Planning (MINECOFIN) in collaboration with MIGEPROF and different development partners are in the process to institutionalize Gender Responsive Budget as key strategy for mainstreaming gender at macro level.

An evaluation of the Gender Budget Initiative (GBI), which started in 2002 by MIGEPROF in collaboration with MINECOFIN, revealed in 2004 that while the initiative helped to raise awareness about the importance of promoting gender equality through the involvement of different institutions, the impact of the GBI remained insignificant. What the evaluation strongly suggests as the way forward is to undertake gender budgeting through the whole cycle, right from the planning, implementation, monitoring and evaluation of the budget. The main challenge remains lack of gender analysis skills among the planners and other senior staff of different institutions; and to some extent lack of sufficient support from institutions where gender is still regarded as an additional issue, and not a priority.

At the sector level, the following eight areas were identified for mainstreaming Gender and Community Development within the EAC / GCDF.

3.4.1. Agriculture Sector

The primary objective of the Agriculture Sector is to contribute, in a sustainable manner, to the increase and diversification of household incomes, while ensuring food security for all the populations. This sector objective is in line with the priorities of the Strategic Plan for the Transformation of Agriculture.

Evidence from the EICV survey shows that the incidence of poverty is the highest in households whose main source of income is agricultural wage labour. In 2005/06, 91% of such households lived below the poverty line, which is a similar proportion to the one in 2000/01. Households which depend on combining self-employment in agriculture with agricultural wage labour are not much better off, as 82% of this group live in poverty. This is a cause for concern because the proportion of individuals aged 15 and above whose main job is agricultural wage labour doubled from 4% in 2000/01 to 8% in 2005/06⁸. Such a development reflects the acute shortage of land in many areas and the lack of rural non-farm employment opportunities. This occupational group is likely to continue increasing its share of the agricultural labour force in the medium term.

The most deprived subgroup of those who depend on agricultural wage labour is household heads and spouses who have worked in these jobs for long periods. Nearly half these individuals (41%), who include many widows, are among the poorest 20% of the EICV2 sample. They constitute the core of extreme poverty in Rwanda.

⁸ EICV 2

According to the Comprehensive Food Security and Vulnerability Analysis, 52% of households are food insecure or vulnerable (NISR and World Food Programme, 2006). It is highest among agricultural labourers and those with 'marginal livelihoods' including those dependent on social transfers and female-headed households. It is generally agreed that increased productivity in the agricultural sector will drive growth in other parts of the rural economy. The analysis done on this priority areas shows some obstacles that hinder the participation of women in all development process.

- Limited gender mainstreaming expertise in this area;
- Lack of measures aimed at involving female and male farmers in assessing their needs and constraints;
- Limited participation of women in extension services and farming techniques;
- Lack of new farming techniques easily accessible to women;
- Data globalization in agriculture.

In order for Rwanda to resolve these obstacles, this will require to put in place the programme focuses on building the technical and organisational capacity of farmers. One set of activities supports the creation and strengthening of farmers' cooperatives, so that they can plan and implement market-oriented production, processing and marketing of agricultural commodities. Another initiative involves working with the Private Sector to launch a decentralised extension service for all stakeholders in the Agricultural Sector. This will include the establishment of demonstration plots at district level in collaboration with the Community Innovation Centres (CICs). Access to general agricultural education opportunities should be equal for men and women, while the specific needs of female farmers should be met by specially designed courses on business and entrepreneurship.

3.4.2. Health Sector:

Enormous efforts have been made in recent years to improve service delivery and findings of the health sector in Rwanda. Investing in health is not only a moral obligation

and an international commitment; it is a vital element of a well balanced and sustainable development strategy.⁹

The delivery approach adopted by government of Rwanda and partners aims to increase the institutional capacity of district and community level structures to improve child and maternal health practices; prevent and treat HIV/AIDS; improve and expand reproductive health services, including family planning; and reduce mortality caused by infectious diseases. HIV/AIDS issues including its socio-economic implications and Orphans and vulnerable children, remain at the forefront of government and community dialogue, by engaging leadership of all stakeholders, including the faith based organizations.

Interim Demographic and Health Survey 2008(Interim DHS 2008) shows that Rwanda has made improvement on health sector compared with DHS 2005, as indicated below:

Table 1: Improvement of health status 2005-2008

Indicators	DHS-2005	DHS-2008
Contraceptive prevalence: All methods	17%	36%
Contraceptive prevalence: Modern methods	10%	27%
Antenatal Care	94%	96%
Delivery in Health Centers	39%	52%
Infant Mortality rate	86 per 1000 live births	62 per 1000 live births
Under-Five Mortality rate	152 per 1000 live births	103 per 1000 live births
Anemia Prevalence : Children	56%	48%
Anemia Prevalence : Women	33%	27%
Malaria prevalence: Children	-	2.1%
Malaria prevalence: Women	-	1.1%
Vaccination : All	75%	80.4%

⁹ UNDP, National Human Development Report, Rwanda, 2007.

Vaccination : Measle	86%	90%
Fecondity	6.1 children	5.5 children

Refers to the figures in the above table, the Government of Rwanda has demonstrated great commitment through policies and actions to improve service delivery in the health sector, including the adoption of the Health sector Policy 2005, the Health Sector Strategic Plan 2005 – 2009, malaria eradication commitment and HIV/Aids.

The prevalence of HIV/AIDS among the Rwandan population aged 15-49 years is 3%. The rate of seroprevalence among women aged 15-49 years is 3.6%, which is higher than that of men (2.3%). There are more cases of infected people in the urban areas (8.6% of women and 5.8% of men) than in the rural areas (2.6% of women and 1.6% of men).¹⁰

A national campaign was conducted to reduce perceptions about the stigma of HIV and the accompanying discrimination and there are now 234 health centres with Voluntary Counselling and Testing (VCT), and treatment of PLHIV has increased (72% of pregnant PLHIV are estimated to receive a complete course of ARVs).¹¹

However, concern remains in several areas including: low condom utilization among youth (with a special attention to youth female category) and groups at higher risk of HIV exposure, the rural versus urban ratio of HIV prevalence and increasing transmission amongst married couples and the cultural norms associated with this. Thus, Rwanda must strive to take the necessary precautionary steps now so that increasing rates of infection do not erode the impressive gains made in the last five years. Efforts have been made to enable the people living with HIV/AIDS to get anti-retroviral treatment, and a large-scale campaign against their stigmatization and marginalization has been conducted to condemn some behaviors tending to exclude them.

¹⁰ EDPRS, 2007

¹¹ CNLS : Statistiques, 2007

Government efforts to extend health insurance coverage are bearing fruit with 38% of the EICV2 sample included in mutual insurance schemes and a further 5% covered by other forms of insurance. Users' evaluation of health services appears favourable with 77% of EICV2 user-respondents declaring they were satisfied with their nearest health care centre and 74% registering satisfaction with their district hospital. Similar results emerge from the *Ubudehe* survey where 60% of respondents considered the medical insurance scheme (commonly called *Mutuelle*) to be a success and 52% considered that health service delivery had greatly improved.

One of the challenges for the health sector is the lack qualified personnel, which is largely a consequence of the genocide in which a large number of health staff were killed or exiled. Most districts still have an average of 1.4 doctors per 100.000 populations which is far below the world health organization norm of 10 per 100,000 populations.¹²

According to the indicators of Integrated Living Conditions Survey, other challenge is the average distance to cover before one reaches a health centre, is 5.8 km in rural the areas. The same survey indicates that 50% of households are located at 5 km (at least) from a health centre and that 50% of households receive medical services from a traditional healer. The Demographic and Health Survey analyses this problem taking into consideration the treatment and transport costs. It is worth mentioning that this issue of distance is also verified in some urban areas. For example, within Kigali City some people have to cover long distances to reach a health center in Gasabo District.

In response to these challenges, the Government of Rwanda has put in place the following strategies:

- Educate and provide access to women and men on safe contraception to achieve slowing down the population;

¹² UNDP, National Human Development Report , Rwanda , 2007

- Encourage men and in particular young men to use condoms (as protection against HIV and as contraception measure);
- Facilitate training workshops for women and men on women's reproductive health and rights;
- Voluntary couple testing and counseling (VCT) promoted in all districts;
- Decrease distance traveled by pregnant women to health center/hospital;
- Increase number of HIV positive mothers on prophylaxis for mother to child transmission of HIV;
- Increase the number of pregnant women sleeping under ITN (Nets).

3.4.3. Cultural and traditional concerns

The findings from MIGEPROFE and UNFPA Study 2002 on the beliefs, attitudes and socio-cultural practices related to gender in Rwanda, showed that the traditional and modern society allocate a very important favor to male children because they are seen as the family heirs, responsible for the perpetuity, continuity and durability of the family and the clan name.

The boy is life insurance for the parents, economically independent and defender of the family, clan and country. Parents want male children at any cost, also ignoring that is the man who determines the sex of children, and women are often bothered and even ill-treated for not having born male children. The girl is liked because she helps her mother. In the traditional practice, the woman benefited from the protection of the man, but at the same time this protection prevented the woman from possessing any property, thereby reducing the role she plays in the management of the society.

The division of labour spared the women from the heavy tasks that were allocated to men, but as a consequence, the material wealth, which was the basis of consideration of an individual's status, was out of reach for the woman. The result of this has therefore

been that the women have no access to loans, owing to lack of collateral securities. According to the leaders of women's associations, the image of the Rwandan woman has undergone a positive transformation from various initiatives including the establishment of some structures to support women's economic empowerment as a means to reduce poverty and to involve women in the economy as a good practice, promoting gender sensitive laws and ongoing review of gender discriminatory laws, and other commendable initiatives thanks to a number of training programs and awareness campaigns, which have made the woman, feel increasingly at ease within the family and in society. However, there are still gender biased attitudes towards women which have a negative impacting on efforts for their promotion. Gender-based violence (GBV) is one of the key examples showing how women are still victims of some socio-cultural practices as discussed in the section below.

3.4.3.1 Gender-based violence

Gender –based violence is a culture-linked serious issue facing women and men in Rwanda with women being among the majority among the victims and men the majority among the perpetrators¹³. For example, among the 55 cases of victims of family murders reported in 2005, 36 cases were women out of whom 22 were killed by their husbands. The 19 remaining cases were men out of whom 2 were killed by their wives¹⁴. In 2006, 84 cases of family murders were reported and 50 were women out of whom 34 were killed by their husbands. The 34 remaining cases were men out of whom 7 were killed by their wives¹⁵. It goes without saying that highly significant number of cases of GBV are not reported to concerned authorities.

Four main forms of GBV have been identified and they include physical violence, sexual violence, economic violence and psychological violence¹⁶. The main influencing factors of GBV proved to be poverty, alcohol, drugs, ignorance and wrong interpretation of

¹³ GBV Mapping Study in Rwanda, 2007.

¹⁴ National Police Report, 2006

¹⁵ Idem

¹⁶ Violence Against Women (VAW) Country assessment, 2008.

gender. A joint program on GBV has been developed by Rwanda Government and its development partners to be implemented this year and some of the key strategies adopted in the program are: awareness raising and training under the key component of prevention. Other strategies articulate around the key component of response and they include the legal, medical, psychological and protection interventions.

Some institutions have taken measures to cope up with GBV including the Rwanda National Police and the Rwanda Defense Force that have established GBV desks. The two institutions have hotlines for GBV victims, which are No 112 and No3512 respectively. In the same line of though a men local organization called Rwanda Men Resource Center (RWAMREC) is promoting positive masculinity and fighting GBV is part of its mission.

3.4.3.2 Polygamy

Much as not legalized cases of polygamy are still verified here and there in Rwanda. To avoid this phenomenon that proves to have a negative impact on social lives of Rwandans especially women, the Government of Rwanda has adopted the strategy of legalizing marriages through mass weddings for those married couples that were not registered anywhere.

The populations have massively responded to this process and so far thousands of couples have legalized their marriages with the assistance of the closest concerned authorities. As outcomes, this process has not only legal protection of the wife in terms of her rights but also it accords her the rights to succession to the properties of her family among others.

3.4.4. Trade and Services

Rwanda considers trade to be an essential economic growth factor. In this regard, the main aim of its trade policy is to contribute to the country's social and economic

development and to poverty reduction as stipulated in our Vision 2020. Consequently, Rwanda is in the process to integrate trade policy into a broader strategic framework after the implementation of the Integrated Framework.

Rwanda's Vision 2020 is aimed at raising Rwanda to middle-income status over a period of 20 years. It also deals with sound political and economic governance, transformation of rural economy, development of services (primarily tourism, ICT), industry (mainly textiles) and human resources development and promotion of private sector, and regional and international economic integration.

To attain these objectives, Rwanda plans to accelerate its economic growth, to stimulate its economy through programs geared towards disadvantaged areas, to promote food security by using quality seeds and fertilizers and improving storage facilities, to diversify its exports, to encourage its small and medium-sized enterprises and to make more effective use of its natural and human resources. It recognizes that development of the private sector calls for more extensive liberalization, privatization and strengthening of the partnership between the public and private sectors.¹⁷

In Rwanda, Unequal access to credit, education and training tend to limit women's involvement in trade and generally inhibits them from expanding their trading activities. The inability by women to access large-scale credit has many outcomes. It can be a determining factor in excluding women from various areas of trade. The huge capital required for capital goods and machinery may be one reason why women trade mainly in consumer goods. These and other issues underscore the need for gender – sensitive policies and guidelines in the area of trade development.

In order to address gender issues and concerns identified under this sector and to mitigate the negative effects of trade liberalization on small and medium scale enterprises, the specific objectives of the CGP under Trade Development should be:

- To promote the access of women to regional and international markets;
- To promote skills in export management and marketing especially for women;

¹⁷ Rwanda, Trade Policy Review, 2004.

- To ensure effective participation of women in trade decision making;
- To facilitate the building of capacities of women entrepreneurs in business and financial management;

3.4.5. Education

The government of Rwanda has also made a number of international commitments that underline its determination to promote Education in general and Girls Education in particular. These include: the Convention on the Rights of the Child (CRC), Education for All and to the Millennium Development Goals (MDG). The convention commits signatories to ensuring that the right of all children to education is realized and Education for All (EFA) and the MDGs have a target of Universal Primary Completion (UPC) and gender equality (in opportunities and outcomes) by 2015. The Government of Rwanda pledges have led to an Education Sector Policy commitment to ensuring that there is Universal Primary Enrolment by 2010 and Basic Education for all by 2015.

Rwanda has achieved gender parity in primary education, making it only one of a few African countries to do so and Net Enrolment Rates (NER) in primary schools is now 95.8% % for girls and 94.7 % for boys¹⁸. Although the country has made significant progress in meeting international set goals, girls lag behind boys in terms of completion rates and of final examination scores. These gender disparities emerge distinctly after the third grade, as well as in upper secondary schooling and higher education. Also, there is the issue of low attendance rates of girls in technical and scientific fields at Secondary and Tertiary levels which implies that young women are not qualified in the subjects that the government has decided the country needs. Also, among the missing 25% of children out of an estimated 400, 000 children who are yet to enroll or have dropped out of

¹⁸ MINEDUC data 2006

primary school, the majority are girls¹⁹. The Education for All Goal also emphasises the need not only for girls to be present in school, but also for attention to be paid to their needs in relation to teaching and learning practices, curricula and safety in the school environment.

The gender parity in net primary enrolment had already been achieved by 2000/01 and now the rate is slightly higher for girls (95.8%) than for boys (94.7%). Thus, by 2005, Rwanda has achieved the Education for All Goal of eliminating gender disparities in primary education in terms of attendance. With this progress, Rwanda has moved from a position near the bottom of regional education performers, to become one of the regional leaders in achieving UPE, and demonstrating continued improvement in secondary enrollment rates.

However, findings from previous analyses of gender and education at the primary and secondary levels in Rwanda point to persistent gender imbalances in retention transition and completion rates. Transition rate from primary to secondary indicates 47.5% of girls as compared to 52.5% of boys and tertiary education indicate 25.9% of girls as compared to 74.1% of boys²⁰.

Access rates for girls to government secondary schools are very low which has a direct impact on their education. Access rates for girls to private secondary schools is high compared to that of boys. Girls are lagging behind boys in terms of completion and performance. Analysis of the National Examination performance revealed that from 2000 to 2007 girls had lower scores than boys in all subjects. In primary school, during the 2006/2007 school year only 40.61% of girls passed the national examination compared to 59.39% of boys. For the *Tronc Commun*, 31.1% of girls passed during the 2006/2007 school year compared to 68.9% of boys. In Upper Secondary 48.25% of girls passed in comparison to 57.75% of boys 2006/2007 school year. This data reveals that there is a

¹⁹ MINEDUC Website

²⁰ Idem

clear lack of success and participation for girls in school. Girls' participation in school has been indicated at 55.4% in public schools, and at 44.6% in private schools. Although girls participate more in public schools, it is clear that the lack of participation and involvement in school by girls has led to a low performance rate and high dropouts.

The issue of poor performance by girls is partly due to the consistent lack of attention given to performance. The discriminatory curriculum, materials, teacher/institutional and sectoral attitudes, and the generally poor living conditions of women also contribute to this outcome. More generally, hygiene has been a particular problem in schools. Schools need to provide a clean environment for their students. FAWE policy report stressed the need for schools to provide separate toilets for girls and boys. This is very important because it will help to reduce sexual abuse by teachers and/or fellow classmates. Schools also need to push for children to be clean, appropriate school uniforms and the wearing of shoes. The report also reveals the importance of having staff housing at schools, thus giving teachers more time to provide individual counseling for students. Quality environment is a key factor in providing children with quality education.

According to the 2008-2012 MINEDUC Strategic Plan, the main challenges of Girls' Education are the following:

- High dropout and repetition rates in Upper Primary school;
- Low completion and achievement rates for girls;
- Low transition rates into *Tronc Commun*, Secondary and Tertiary Education;
- Few qualified women teachers in Secondary and Tertiary Education especially in the areas of Science and Technology which implies lack of suitable role models;
- Lack of separate facilities and infrastructure (dormitories, separate toilets, periods)
- Scarcity of disaggregated and specific gender data;
- Lack of information and data about girls OVC and/or special needs at school;
- Gender insensitivity of the teachers and a gender blind curriculum;
- High student/teacher ratio and high student/classroom ratio;

- Gender Based Violence and pregnancy of teenage girls in both primary and secondary education,
- Inefficient dissemination of information on reproductive health and HIV/AIDS;
- Insufficient allocation of training scholarships
- Mentality that all the burden of household work and chores must be borne by girls and women;
- Gender insensitivity of the parents and lack of self-esteem by girls.

The Rwanda Government efforts to promote gender equality in education are also seen through the budget allocation to the education sector. Total education spending increased by 12% between 2004 and 2005 and on its own accounted for almost half (49%) of total priority expenditure in 2005²¹. The increase was mainly allocated towards the implementation of the fee-free primary education policy.

In order to promote girls' education and reverse the waning trend, the non-governmental organization, Forum for African Women Educationalist (FAWE), with government support, has opened a pilot school for girls' education and institutionalized a class prize for girls who perform very well in examinations. This organization is also a permanent member of the national commission granting scholarships in which it is responsible especially for the applications of female candidates, the goal being that 50% of scholarships be granted to them. Much as remarkable achievements have been made in the area of girl's education by Rwanda Government, there is still a need for a deep analysis of reasons behind the poor participation of women in higher levels of public educational institutions whereas it is in the same public institutions that girls/women are the majority in lower levels. For example, there are less women in public universities as compared to the private ones.

3.4.6. Water and Sanitation

²¹ Draft Girls Education strategic plan , 2008

The accessibility to water by communities has a strong bearing on their health and sanitation levels. It saves energy and time spent by the members of the household particularly women and children.

In Chapter 2, it was shown from the EICV2 data that, although the numbers of people benefiting from access to safe water had increased, there had been no change in the proportion of households having access to safe water between 2000 and 2005 (64%), and nor was there any reduction in the average distance a household had to travel to fetch safe water (0.5 km). During the EDPRS period, the sector aims to increase the proportion of the population accessing safe water from 64% to 86%, and the proportion with sanitation services from 38% to 65%. It is also planned to increase the proportion of the rural population living within 500m of an improved water source from 64% to 85%, and to raise the proportion of the urban population residing within 200m of an improved water source from 69% to 100%. The number of boreholes with hand pumps which will be constructed or rehabilitated will rise from 120 to 350. As regards sanitation, the sector plans that the proportion of schools with latrines complying with health norms will rise from 10% to 80%, and that the corresponding proportion for rural households will increase from 38% to 65%. To achieve these goals, the sector estimates that its share of public spending must rise from 5.4% to 7%.

Despite the enabling policies in the water and sanitation sector, there are challenges such as maintenance of the facilities and participation in decision making in water supervision structures by communities especially women. The following actions will be taken:

- Increase number of women in water management system ;
- Decrease distance traveled by women to collect potable water by bringing water near homesteads ;
- Increase education for women on waste water management; backyard gardening (vegetables) and environmental protection;
- Ensure that all schools have functioning separate toilets for girls and boys;
- Encourage and support all households in Rwanda to have hygienic toilets

3.4.7. Research and Documentation

Research and Documentation is a key area to generate data and information on gender and community development issues, for effective planning and policy formulation.

In Rwanda, the mandate of research have been attributed for the National Institute of Statistic of Rwanda (NISR) in order to improve the country's official statistics. It provides a sound evidence base for policy-making and results verification. Ideally, the NISR's mandate is extended beyond surveys and censuses to include the exercise of quality control over information collected by line ministries, which are often the weakest link in the data chain.

The NISR, together with other qualified institutions is the prime source of developing the Gender disaggregated indicators. This require that any long term plans for developing the monitoring system are fully integrated with Rwanda's National Strategy for the Development of Statistics (NSDS).

In collaboration with UN Agencies, the GoR is currently developing Rwanda national database for the management of GoR monitoring information. Rwanda database will offer a method of organising, storing and previewing data in a consistent and harmonised manner. As such it will facilitate the sharing of information between government institutions and users, as well as with development partners and other institutions of research. The database will contain standard indicators such as those defined by the Vision 2020 and the Millennium Development Goals, together with other specific indicators defined in the sector strategies' monitoring and evaluation frameworks.

For effective mainstreaming of Gender in research in general NISR in collaboration with MIGEPROF and others stakeholders should continue to work together to produce gender

sensitive data collection tools, which is key for a final gender mainstreamed research works.

Besides, MIGEPROF should assist in capacity building for the planners involved in the designing of those tools, in order to avail Gender disaggregated data for policy formulation and planning.

3.4.8 Gender, Peace Building and Conflict Resolution

Following the waves of antagonistic and bloody events that have culminated in the 1994 Genocide, and due to different hotbeds of tension in the region, Rwandese women realized the role they have to play in conflict resolution. At the same time, the country's conventional court system had been decimated by the Genocide, in which a large number of judges and prosecutors were killed. Faced with this almost insurmountable dilemma, the government decided to reintroduce a traditional court system called Gacaca. The Gacaca system is particular well suited to deal with post conflict traditional justice because , is a participatory , community – based restorative justice system that encourages openness and dialogue between perpetrators and victims as a means to resolve issues through reconciliation rather than punishing.

Women represent 35 % of people with integrity within the GACACA Courts elected by the population at the level of local communities to try the crimes and acts related to the 1994 Genocide. It is worth mentioning that three institutions in charge of peace and reconciliation (National Unity and Reconciliation Commission; National Commission of Human Right and Gacaca Jurisdictions) are headed by Women. This is again a recognition by Rwanda Government that women's leadership in matter of national concern matters a lot. In addition there is a gender dimension that is respected in the conflict resolution processes.

According to the findings from various consultations, Pro- femmes Twese Hamwe has organizes and facilitate different conferences and workshops on conflict resolution and peace building meant for women in general and their association members in particular.

In addition to this, the umbrella association Pro Femmes/Twese Hamwe launched a campaign “Action for Peace”, which advocates active non-violence, mediation and conciliation, and women’s associations organize conferences on peaceful conflict resolution, tolerance, unity and reconciliation.

3.4.8.1 Gender and social inclusion

The Situation Analysis represents one key tool aimed at considering where Rwanda is today in responding to the needs and potential of vulnerable groups, where the gaps are, and to establish the strengths and weaknesses of various interventions.

The broad objectives of the situation analysis on the vulnerable groups are to assess and describe the status, experience and underlying causes of vulnerable persons living in households , identify the responses of families, communities and institutions , assess capacities, problems and the root causes of these problems, describe the roles, programs, coverage and approaches of government bodies, international organizations, NGOs, religious bodies, civil society organizations and grass roots groups currently involved with social vulnerability and recommend to the Government and other partners appropriate strategies for addressing the needs of communities in order to improve the socioeconomic conditions of vulnerable groups.

An important number of persons suffer from serious problems. Therefore, many actions must be carried out to support vulnerable groups. In this connection, it is important to increase social wealth through community-generated activities, in order to arouse a compassionate feeling of solidarity in favour of vulnerable groups, which are classified in different categories as follows:

- **Children in Critical Situations:** Child-headed households, street children, working children, soldier children.
- **Genocide Survivors:** Seriously injured, physically impaired, and made blind or deaf, including orphans.
- **Women:** Widows, detainees’ wives, pregnant women, raped women and girls.

- Disabled People: Mentally impaired, physically impaired.
- HIV/AIDS Victims: Infected, affected people.
- Poor People: Indigent, destitute, poor people, but who happen to cater for themselves.
- Old People: Without descendants nor property and the retired.

The vulnerable population now benefits from several government programs and from numerous and fragmented donor projects. The programs could be targeted more effectively, managed at lower cost, and thus reach more vulnerable households if they were consolidated. According to the EDPRS, it is planned that 38% of vulnerable people graduating from livelihood enhancement schemes achieve economic independence, and that 80% of stakeholders consider the schemes successful.

With regard to social insurance, it is planned that the entire target group among the employed and self-employed is covered by the *mutuelles de santé*, while 15% of the remaining population is included in other insurance schemes. The proportion of districts which undertake capacity-building in social protection should rise from 30% to 85%, while the corresponding proportion among sectors will increase from 20% to 85%. Coordination among the different public and private agencies implementing social protection programmes will be enhanced by requiring all districts to supply evidence of consultation and harmonization among social protection providers in their District Development Plans (DDP) by 2012.

The majority of Rwanda's children are OVC, and levels of poverty are extreme. Many orphans and other vulnerable children and their care giving households remain in poverty, in a situation where social capital remains weak following the severe stresses resulting from the genocide, rebuilding this social capital and a sense of community, in order to be able to meet these needs through local initiatives, is problematic. Only 2.4% of all OVC care giving households had no access to improved means of human waste

disposal, meaning that 97.6% had access to an improved means. This was slightly better than national figures for all households, where 6.4% did not have improved access, and in part reflected a more urbanized population of OVC households than the national EICV sample. Nevertheless, most households relied on unimproved pit latrines, with the consequent health risks associated with poor ventilation, poor construction, etc. Households with OVC were somewhat more likely to rely on unimproved pit latrines than the population overall (DHS results, 80% versus 66.9%). There was no difference across orphan care giving households versus vulnerable children care giving households. Qualitative findings highlight that those without direct access to improve means of human waste disposal can rely on their neighbors.

Only 20.9% of all OVC care giving households relied on drinking water sources that were likely to be contaminated at the source (surface water and open well), which is consistent with water sources for all households (17.8%, EICV, National Institute of Statistics, 2006). An additional 7.1% relied on springs (9.3% for the EICV) and 7% on capped wells, and it is not certain whether these were safe sources. If these are assumed to be partially unsafe, this would suggest that almost one-third of all OVC care giving households relied on water sources that were not safe at the source, compared to a slightly lower 29.6% for all households). For the remainder, most relied on improved water points. Only 16.6% had a tap in their yard or a neighbors yard, and none had water in the household.

Almost all households relied on firewood as the main means of fuel for cooking, followed by charcoal (mostly used in urban areas). This was consistent with national figures from the EICV for 2005/2006

Through integration of OVC issues into the EDPRS in particular, Government has signaled the importance of OVC for the future of the country, and the achievement of national development objectives. There are, of course, severe constraints facing the response, notably human and financial resource limitations at the national, district, and sector levels, coupled with high 'demand' for services due to widespread poverty,

especially in rural areas. In an environment of severe resource constraints, the nature of OVC requires a multisectoral, integrated response, but this is also proving difficult.

Further targets include having 55% of 43 sectors with at least two programmes for vulnerable groups managed and funded by Community-based organizations (CBOs), non-governmental organizations (NGOs) and the Private Sector. Stakeholder satisfaction is included by requiring that at least 75% of Stakeholders report that advocacy has led to a strengthening of laws to protect the rights of vulnerable groups. Protection of vulnerable groups should also take into account the gender dimension of issues facing them given that men and women remain with different needs and interests.

IV. BEST PRACTICES

The following best practices were discussed and agreed on with consulted resource persons based on achievements made or potentials embedded with them:

- The Political will: There is strong political will in the country to promote gender equality and this is reflected in the National Constitution which is supported by the allocation of at least one third quota at all decision making levels;
- .
- Rwanda has specific institutions with a mandate to protect and promote Gender equality and equity. A ministerial department specifically in charge of gender promotion has been established and strengthened women's capacity for gender equality and sustainable development as provided in the national Gender Policy;
- The establishment in 1999 of the law on matrimonial regimes, liberalities and successions which recognizes the right of a girl to inherit property belonging to her family (Article 50);
- The establishment of the organic law on the land regime in Rwanda, it is aimed at ensuring land security for all land users without discrimination;

- The establishment of some structures to support women's economic empowerment as a means to reduce poverty and to involve women in the economy is a good practice. Among these structures the following are identified as the key: Savings and Micro credit Cooperative (COOPEDU) run by a women's association, DUTERIMBERE; Guarantee Fund; Savings and Credit Bank for women at the "Banque Populaire";

- The establishment of various community development structures through the National decentralization policy at the grassroots levels which contribute to achieve pro-poor service delivery and sustainable socio –economic development (eg: HIMO, UBUDEHE, Etc);

- The establishment of the Girls Education Policy and its Strategic Plan which will contribute on the progressive elimination of gender disparities in education and training as well as in management structures;

- The existence of GBV Desks within the Rwanda National Police and Rwanda Defense Force;

- The creation of the credit and savings youth cooperative to empower them economically;

- The formation of the Rwanda Men Resource Center to promote a positive masculinity.

V. CONCLUSION ET RECOMMENDATIONS

The analysis of Gender equality and equity promotion and development community development in Rwanda aimed at reviewing the existing Gender and Community Development policies and programs to collect needed data to be incorporated in the East African Community Gender and Community Development Framework (EAC/GCDF). The Government of Rwanda is found to be highly committed to the cause of gender equality and women's empowerment as demonstrated by its 2003 Constitution, the approval of the National Gender Policy, the establishment of National Gender Machineries, ratification of the CEDAW, following of the Beijing PFA, the Vision 2020 and the development of the EDPRS. It demonstrates the Governments commitment to combating all forms of gender inequalities in Rwanda and issues related to community development. It defines the institutional framework and the mechanisms through which gender equality/equity, community concerns, policies and programmes are developed, implemented, monitored and evaluated.

In this analysis it was noted that some discriminatory laws that mitigate against the rights of women have been taken care of by the National Constitution. This demonstrates that the Rwandan Government regards mainstreaming of gender into policy legislation and institutional frameworks as key to development.

Revision of all legal discriminatory provisions and elimination of traditional practices unfavourable to women's integral promotion are among the principles underlying Government programme for women's development. With regard to legislation, the most significant legal changes are the law of matrimonial regimes, succession and liberalities and land law. All stakeholders are of the same view that this law is embedded with potentials for a gender sensitive transformation of the Rwandan society.

The analysis shows that, findings provided from national documents confirm the existence of inequalities between women and men, boys and girls in priority areas identified. However, a quick comparison of these findings of the recent survey shows encouraging progress in different areas.

According to this analysis, improvements have been made in the area of Women's Economic Empowerment, Employment and Poverty Reduction, based on the constitution and enacted laws. Credit and finance mechanisms have been initiated to empower women economically and move them out of the poverty trap. However, a lot still needs to be done in the area of micro financing, land acquisition and other asset ownership by women to improve their economic situation.

The institutional framework for gender mainstreaming, the constitution and legal framework are in place to improve gender-mainstreaming efforts in the above key areas.

In order to effectively mainstream gender into identified areas the following recommendations are needed:

- To Strengthen the capacity of various staff , specially the planners and budget officers in Gender analysis, Planning and Budgeting at all levels;

- To systematically collect Gender-disaggregated data and disseminate it for policy formulation and planning in all sectors at all levels ;
- Review all key policy documents and plans to make them Gender responsive;
- Build data banks for Gender-disaggregated data;
- Facilitate the access of women to adequate and timely credit and finance;
- Enhance effective participation of women in program activities in the agricultural sector and facilitate the access of women; access to regional and international markets through Food and Agricultural Marketing Program.
- Take measures to decrease the drop out of school age girls at secondary and tertiary level;
- Increase number of children (male /female) living with disability retained in schools;
- Educate and provide access to women and men on safe contraception to achieve slowing down the population;
- Investigate measures of accessing the most vulnerable groups such the poor (widows, widowers, unemployed, heads of households, etc.) ;
- Increase strategies for the empowerment of the youth both women and men;
- Encourage culture related research to identify values on which to build for the promotion of gender and anti-values to discourage for a faster and more sustainable national development.

Annexe: List of persons interviewed

1. UMUHIRE Christiane : Gender and Women Promotion Officer (MIGEPROF)
2. GIHANA Donatha : Coordinator of Gender Cluster (MIGEPROF)
3. MICO Patrick : Monitoring and Evaluation Officer /UNFPA Project;
4. KAYOMBYA Claire : Executive Secretary ai (NWC);
5. NIWEMFURA Aquiline : Executive Secretary of Beijing;
6. MUJAWAYEZU Agnes : Executive Secretary (Pro- Femmes Twese –Hamwe ;
7. USENGUMUREMYI Maximilien : In charge of Crosscutting issues in EDPRS;
8. RUTAGANWA Aline : Technical Assitant in charge of OVC's and Gender;
9. NGERUKA Faby: Gender Program Officer/ UNFPA,
10. KAMASHAZI Donnah : Program officer / UNIFEM.
11. MUTAMBA John : Gender Expert and UNIFEM Consultant ;
12. MUKASINE Beatrice : Gender , water and Sanitation Advisor /SNV
13. MUHIMAKAZI Bernadette : Coordinator of FCIL / Canadian Cooperation ;
14. KAYIRA Fidele : National Coordinator UBUDEHE /MINALOC
15. NAKATO Janet : In charge of Girls Education/ FAWE;
16. KABERA Thelesphore : Progam Officer /FAWE;
17. Bibonobono Therese : Chambre of Women Entrepreneurs / FRSP;
18. RUTABAGAYA Eugene : Gender Expert / FRSP;

19. Murangwa Albert: Executive Secretary, National Youth Council

REFERENCES

1. EAC SECRETARIAT , Gender and Community Development Framework, Arusha , 2006.
2. National Institute of Statistics Rwanda (NISR) , Preliminary Poverty Update Report: Integrated Living Conditions Survey 2005/06, Kigali, 2006 .
3. NISR , Demographic and Health Survey, Kigali, 2005.
4. NISR and World Food Programme, Comprehensive Food Security and Vulnerability Analysis (CFSVA), Kigali, 2006.
5. MIFOTRA, Politique Nationale de l'Emploi, 2005.
6. MIFOTRA , Five Year National Action Plan for Promoting Youth Employment , Kigali, 2005.
7. MIGEPROF, Profile of Gender in Rwanda, National Synthesis, Kigali, 2005.
8. MIGEPROF, National Gender Policy, Kigali, 2003
9. MIGEPROF, Rapports des réunions de coordination 2004
10. MIGEPROF Rapports des réunions avec les points Focaux en genre, 2007
11. MIGEPROFE, Etude quantitative sur les attitudes, les croyances et les pratiques de la culture en rapport avec le genre, analyse des résultats, Kigali, 2001

12. MINECOFIN, Economic Development and Poverty Reduction Strategy , Kigali,2007;
13. MINECOFIN, Poverty Reduction Strategy Paper, Kigali, 1999.
14. MINECOFIN, Vision 2020, Kigali, 2002.
15. MINECOFIN, Un profil de la Pauvreté au Rwanda, Kigali, 2002.
16. MINECOFIN, Indicateurs de développement au Rwanda 2003, Edition n°6, Kigali, 2004
17. MINECOFIN, Synthèse des Analyses des données du Recensement Général de la Population et de l’Habitat, 2002, Kigali, 2005.
18. MINECOFIN , EDPRS Poverty Analysis of Ubudehe, 2007, Kigali.
19. MINEDUC, Draft Girl’s Education Strategic Plan 2008-2012, Kigali, 2008.
20. MINICOM, Politique Nationale de la promotion de l’artisanat, Kigali, 2005.
21. PPPMER, Review of Small Scale and Medium Industries of informal sector in Rwanda, Kigali, 2004.
22. RWANDA, Constitution du 04 juin 2003 , Kigali, 2003.
23. UNDP, National Human Development Report, Rwanda, 2007.
24. UNIFEM, Le progrès des femmes à travers le monde, 2000, Rapport biennal, NY, 2000.