



ECA/ACW/MR/RWA/2001

UNITED NATIONS  
ECONOMIC AND SOCIAL COUNCIL

---

ECONOMIC COMMISSION FOR AFRICA

**MISSION REPORT**

**THE NATIONAL GENDER POLICY**

**Kigali, Rwanda**

*prepared by*

**Hilda Tadria**  
**Régional Advisor, UNECA**  
**February 2001**

1. **Mission Objective:** the UNECA-SRDC Kigali office was requested by the Government of Rwanda to provide technical expertise and leadership for developing the National Gender Policy. The SRDC office in turn requested the African Centre for Women to provide technical advisory services in the process of the exercise given that the SRDC does not have in house gender technical capacity. Following this request, regional advisory services were provided in drafting the terms of reference and in reviewing the draft background papers for the gender policy that was prepared by the consultant.

The mission objective was to work with the consultant in writing the first draft of the gender policy. However, in order to expedite the preparation of the gender policy, it was agreed that the Regional Advisor would finalise the first draft for submission to the Ministry of women gender and women in Development.

2. **Mission achievement:** the first draft of the national gender policy has now been finalised(see attached draft) and is ready for submission to the government of Rwanda.

3. **Follow-up:** for the month of March and April, the Regional Advisor will work with the SRDC office and the Ministry of Gender and Women in Development to finalise the gender policy for submission to Parliament. In addition, technical advisory services will be provided to the Ministry for preparation of a national gender action plan , based on the gender policy , for support by the UNDP office. Again, this service will be provided through the SRDC office as this office had been request to provide this technical support to the Ministry .

# CHAPTER I.

## INTRODUCTION

### 1. OVERALL DEVELOPMENT CONTEXT

#### 1.1

##### **Box 1. Key Elements of the Government's Vision for the Future**

The Government's longer-term vision encompasses the following elements:

- Good governance, democratisation, national reconciliation, national political stability, and security. Grassroots participation in development and decision making, an all-inclusive economic system that allows effective participation of all stakeholders.
- Human resource development-through improving access and quality at all levels of education, capacity building, nonformal education, enhancing the role of women, improving health standards, and preventing the spread of AIDS-has become a major national preoccupation.<sup>1</sup>

1.2 Rwanda is a country that is emerging from one of the most traumatic experiences in modern history. The 1994 genocide affected the country's social fabric as well as its economic system. It is against this background that the Government of Rwanda attaches great importance to the design of policies and programs aimed at transforming and rebuilding the country into a prosperous, sustainable and equitable nation. The government is equally committed to the goal of ensuring that all citizens, men and women, will be able to fully contribute and benefit from the national development process. This approach underlies the country's long-term development plan.

1.3 To realise the various strategic development objectives, the government has identified its development priorities as poverty reduction, promotion of unity, reconciliation and human rights, human resource development, decentralisation and democratisation. Given this development context, and the cross cutting nature of gender, a national gender policy will be necessary to complement other sector policies in facilitating the realisation of the national development objectives. The Government has also identified its programme objectives for the development of women:

---

<sup>1</sup> RWANDA: Enhanced Structural Adjustment Facility

Policy Framework Paper, 1998/2000-2001/02, prepared by Rwandese Authorities in Collaboration with the Staffs of the International Monetary Fund and the World Bank

The Government's program for the development of women consists of (i) eliminating all discriminatory legal provisions and institutional practices; (ii) improving water supply, health care, and home energy supply to reduce the constraint on women's participation in the labour market, (iii) raising access to formal and informal education, including training to build entrepreneurial capacity, and adult education and training programs for women in rural areas; (iv) strengthening women's organisations at national and grassroots level to take a lead role in educating women and defending their rights; (v) ensuring the participation of women in decision-making structures at all levels; and (vi) changing perceptions of women's role in the society through education and training. Effective participation by women in the design of these programs will give greater assurance that the long-term interests of women are protected.<sup>2</sup>

1.4 Key elements in the country's development vision include good governance, democratisation, national reconciliation, national political stability and security. Grassroots participation in development and decision-making, and an all-inclusive economic system that involves the effective participation of all social and economic groups in the population are considered a gateway to greater sustainability in Rwanda's development. Other elements include macro-economic stability and economic reforms, the creation of an enabling environment for private sector development and the reduction of the role of the public sector in economic activity while increasing the efficiency of government.

1.5 Additionally, Rwanda's development vision includes the elimination of human misery and poverty. A major focus is on human resource development, the improvement of access to quality education at all levels, capacity building, encouragement of non-formal education, improvement of health standards and prevention and management of HIV/AIDS pandemic. (Interim Poverty Reduction Strategy Paper: Working Draft 17/08/00).

1.6 The government has put in place a number of frameworks to effect the implementation of this vision. These include a decentralization policy with a focus on the devolution of power to the local levels of governance. Other relevant frameworks include a poverty reduction commission to facilitate the development and implementation of a poverty reduction strategy. The government has also put in place a commission for the review of the constitution and an electoral commission for the efficient and effective preparation and conduct of national elections. It has defined a human resource development strategy for the country.

## **2. The National Gender Policy**

2.1 This gender policy has been formulated as an integral part of the overall national development strategy of enhancing growth through poverty eradication and economic growth. Due to the crosscutting nature of gender in development, the policy spells out specific priority gender issues and concerns that must be mainstreamed in national and sector development policies and programs. Further, the gender policy is one of the tools for transformation, providing directives and guidelines on what needs to be done to address existing gender imbalances. Consequently, the corrective policy measures lay emphasis on women's empowerment and advancement, since women are the more disadvantaged in the gender equation.

<sup>2</sup> RWANDA: Enhanced Structural Adjustment Facility  
Policy Framework Paper, 1998/2000-2001/02, prepared by Rwandese Authorities in Collaboration  
with the Staffs of the International Monetary Fund and the World Bank

2.2 The policy spells out the actions that need to be taken by respective players in Rwanda's development, the institutional arrangements that are required, and the main strategies of implementation for empowerment of women in key critical areas such as:

Poverty reduction and economic governance;  
Human Rights and violence;  
Agriculture and Food Security;  
Women in Decision making;  
Education and Professional Training;  
Health and HIV/AIDS;  
The Media;  
Information, Communication and Technology

### 3. Policy implementation challenges

3.1 The success in implementing the gender policy objectives will depend on Government's preparedness to overcome policy implementation challenge. Some of the major challenges that will have to be addressed if the policy is to be implemented successfully, include:

- The development of capacity for designing sector policies and programmes that are gender responsive.
- The design and delivery of programs that address the direct needs of diverse categories of the Rwandan women, given some other factors like globalisation, and HIV/AIDS as well as the unique circumstances of widows and widowers, orphaned children and child headed households
- The challenge of transforming existing, relations of gender inequality that are defined by the accepted cultural beliefs and practices
- The Development of institutional mechanism and technical capacities as well as adequate gender analysis and data for gender mainstreaming in national development laws and sector development programmes;
- The challenge in institutionalising a process for development and application of gender equality monitoring indicators within the context of poverty and other socio-economic inequalities.
- Gender equality entails a transformational change in attitudes and practices. Those who have accepted the unequal position of women and men in society may not be ready for the state of gender equality and equity as envisaged in this gender policy.
- The need to reallocate resources to gender equality and women empowerment and advancement programs in the face of pervasive poverty, under production and the need to ensure equal access to basic needs for the total population.

3.2 By initiating and formalising a national gender policy, Government has illustrated its commitment to meet and overcome all these challenges as a way forward in the transformation process, from the emergency to the sustainable development phase. The gender policy is an important tool in this process as it specifies measures that will ensure equal access by women and men to resources and opportunities.

3.3 Most importantly, the Gender Policy reinforces what is already being implemented by government and other stakeholders through, for example, legislation on property and inheritance rights; sensitisation and training workshops and the creation of specific structures, such as women councils, that are becoming vehicles for enhancing women's participation skills development, and visibility.

## CHAPTER II.

### CONCEPTUAL FRAMEWORK

#### 4. Gender equality through women's empowerment and advancement

4.1 The key concepts of gender equality through women's empowerment and advancement that are central within the gender policy reflect the overall country's development goals. Rwanda's development vision emphasises the elimination of human misery and poverty, based on the creation of societal values as well as structural and attitudinal systems which will serve as vehicles through which every citizen, male or female will have the opportunity to develop their full potential and effectively contribute to national development.

4.2 A major focus of Rwanda's development vision targets human development, improvement of access to education, both formal and informal at all levels, capacity building, improvement of health standards and management of the HIV/AIDS pandemic. Gender equality means that women and men will have equal opportunities and chances in life. The issue of equal opportunity for women and men is an important cornerstone of social equality. It is the cardinal human rights principle that all individuals and groups in the Rwandan society are of equal value regardless of sex, age, religion or economic and social status.

4.3 The critical centre piece the gender policy framework is the empowerment of women for their advancement. The gender policy is a transformative government tool through which Rwanda will enforce its commitments to its population: "to build a Rwandese Community in which both men and women have equal opportunity in the participation of the country's management."<sup>3</sup>

#### 5. National policy environment as conceptual framework for gender policy:

5.1 The National Gender Policy is being formalised in a very gender sensitive national development Policy framework; characterised by a positive political will in the country's leadership and policy making cadre towards gender equality. This is a facilitating factor for mainstreaming gender equality measures into national development policies and plans. Evidence of a positive policy environment are:

- a) The establishment of the Ministry of Gender and Women in Development as a national machinery for gender equality;
- b) Various affirmative actions that have to date been undertaken in key sectors with the aim of reducing women and girls' historical and social disadvantages. These include setting up women's communal funds and credit guarantee facilities to improve women's access to financial and other resources. Affirmative actions within education and decision-making have been initiated at central and local government levels.
- c) Local structures have been reviewed to enhance women's visibility from the grassroots up to the national level. Through women's councils for example, women specific development needs and concerns are articulated, communicated and mainstreamed in different sectors at different levels.

---

<sup>3</sup> Country progress report. July 1999

- d) A law on succession, matrimonial regimes and liberalities has been enacted and officially gazetted. This will improve family security by ensuring equal access to resources by both men and women, boys and girls. Other discriminatory laws are being revised.
- e) Increased gender sensitisation. In this respect, a general consensus on the meaning and importance of gender concept equality in the Rwandan society is gradually evolving among stakeholders. Consequently, government and civil society have increasingly pursued gender sensitisation and advocacy programmes in the last two years. As a result, the Rwandan society has been exposed to new experiences and realities regarding the gender roles of women and men and the general population is aware of the need for changes with regard to stereotypical gender roles.
- f) There is practical evidence that women and men are becoming increasingly aware of the need for a shift in gender perceptions and roles. For example, women and men have now assumed non-traditional roles. Rwandan women now build houses and also play an active role in public and political leadership. Additionally, Rwandan women are beginning to participate in the traditional community based courts (Gacaca). Rwandan men are also gradually taking over some childcare roles and other roles previously considered to be women's roles.
- g) The international environment is favourable for the adoption and implementation of a gender policy. International development agencies and major donor agencies are putting greater emphasis on the promotion of gender equality in national development through policy dialogue and program assistance. This has created an enabling environment for resource mobilisation and policy implementation.

5.2 In order to ensure successful implementation government reinforce the principles of ownership and commitment by all actors and at all levels. Government has also committed itself to regional and international conventions for advancement of women. The gender policy will thus serve as a framework for providing important guidelines for meeting the country's obligations to international commitments on gender issues as expressed for example, in the Beijing in policy Platform for Action; itself a global framework for women's advancement and gender equality and equity.

## CHAPTER III

### THE POLICY GOALS, PRINCIPLES AND OBJECTIVES

The abrupt shift to monetary economy, formal education, modern technology played a key role in restructuring gender relations to the disadvantage of women. These imbalances are not only an obstacle to the country's development but constitute a form of social injustice.

It is therefore imperative to our lawmakers, policy makers and implementers to have an objective and correct analysis of the gender question in order to design appropriate corrective policies, and programs.

The question of gender equality in our society needs a clear and critical evaluation in order to come up with concrete strategies to map the future development in which men and women are true partners and beneficiaries.

My understanding of gender is that, it is an issue of good governance, good economic management and respect of human rights.<sup>4</sup>

#### 3.6. Gender policy goal

6.1 The Government of Rwanda envisions a society in which both women and men have equal opportunities in the participation of the country's management. Sectoral policies are expected to contribute to poverty reduction, improve the quality of life and address the needs of the most disadvantaged and vulnerable groups. The gender policy, as one of the sector policies, will play the catalytic role of ensuring that the needs of women are met.

6.2 The overall goal of the policy is to define clearly the process for mainstreaming the needs and concerns of the Rwandan women, as one large category of its disadvantaged and vulnerable, in all development sectors, laws and procedures as a means of achieving gender equality and equity.

6.3 The policy defines the institutional framework and mechanisms within which gender equality and equity programs will be implemented, monitored and evaluated. It seeks to foster a state of gender equality that is meaningful in the context of Rwanda.

<sup>4</sup> Speech by H.E. The Vice-President AND Minister for Defense, Major General Paul Kagame "Gender and Development Seminar" organised by National Parliament, Kigali, 04 Nov. 1999.

## **7. Guiding principles**

The guiding principles of the National Gender Policy are drawn from the consultative process through which the policy has been developed and the Government's vision for an equal society in which the vulnerable, especially women, are part of centre stage. The basic guiding principles of this gender policy are several.

- a) The policy reaffirms the Government of National Unity's commitment to gender equality as enshrined in the national constitution. The Key indicators of this gender equality will be equal access to and control of resources, equal opportunities and outcomes.
- b) The Gender Policy reinforces the concept of gender mainstreaming in key transition strategies such as decentralisation, human resource development, national unity and reconciliation and ICT. The full involvement and participation of all Rwandans will be achieved by adopting gender mainstreaming and women's empowerment strategies in sector planning, implementation, monitoring and evaluation of programs.
- c) In line with the governments' priorities, the gender policy reinforces the principle of affirmative action programmes for women as special corrective measures to address the needs of the poor communities.
- d) Building the capacity of women living in poverty, particularly those living in the rural areas, will be a common point of focus in all interventions addressing national development and acknowledges economic empowerment of women as critical to women's advancement and gender equality.
- e) The policy upholds the principle that women's rights are human rights, and that these rights are part of the corner stone of democracy and sustainable development of the country.
- f) The principle of maintaining Rwandan cultural wealth will be respected, however, cultural beliefs and practices will be subject to the right of equality.
- g) Gender is a cross cutting issue, therefore Gender equality measures will be successfully implemented through active partnerships between all government sectors and institutions, as well as Civil Society.

## **8. The general objectives of the Gender Policy**

The Gender Policy is a significant tool in the transformation process for a more gender equal society, therefore the general objectives of the policy are:

- a) To enhance and support a gender responsive environment for national efforts intended to eradicate poverty through the equal participation of women and men, as well as boys and girls in the national development process;
- b) To provide guidelines for gender responsive policy formulation, development planning and program implementation for all key actors in national development; as a way of ensuring that gender considerations are integrated into all aspects of government and non government development work.
- c) To provide guidelines for women's empowerment and advancement programs as a basis for achieving gender equality;

- d) To provide an advocacy tool for promoting gender equality and equity principles, attitudes and practices within government and non governmental institutions;
- e) To advocate for effective use of gender analysis and sex- disaggregated data in the planning and implementation of development programs.
- f) To provide guidelines for defining, establishing gender management systems and institutional arrangements that will facilitate the promotion of systematic and coordinated women's advancement and gender equality program management.

# CHAPTER . IV

## SITUATION ANALYSIS AND SPECIFIC POLICY OBJECTIVES

Rwanda's social indicators are evidence of the gravity of the poverty situation. For example, the average life expectancy at birth for Rwandans is 49 years; for every 1,000 children born, 131 die before the age of 5; about 52% of the Rwandese population still use traditional, non-productive methods of farming; of the children between the ages of 7-12; only 61% go to school and many people still have no access to safe drinking water.<sup>5</sup>

### 9. Situation analysis as justification for a Gender Policy

#### 9.1. The social cultural context

9.1.1 Gender roles in Rwanda reflect the specific cultural beliefs and expectations the society has on the basis of sex. Currently, different characteristics, roles and responsibilities are assigned, depending on whether they are female or male by the Rwandan culture. Through a long process of socialisation, these cultural expectations in some cases have resulted in social relations of inequality between Rwandan women and men, boys and girls. Rwandan men and boys, and what they do, are valued much more than Rwandan women and girls and what they do. It is important to understand this, as the gender policy must be placed within the country's social-cultural context.

9.1.2 Historically, there are many cases to show that although men largely played a dominant role in the Rwandan society, some positive tendencies existed within the Rwandan culture that reinforced women's social role and ensured their autonomy. For example, women played a pivotal role in the management of household resources and participated in decision making at different levels. In the traditional Rwandan society, the roles of women were accorded proportionate value and considered to be complementary in nature.

9.1.3 The gender imbalances and discrimination that prevail in Rwandan society to day have been perpetuated by many factors. The unequal value and privileges accorded to children of different sexes is one factor. However, gender discrimination and subsequent inequalities have been exacerbated by changes in the economic and social structures that were ushered in by the advent of colonial rule. The shift from a subsistence to a monetary economy based on paid employment and a formal education system, weakened women's position relative to that of men in general. In particular, it weakened their bargaining position on matters concerning their access to, and control over resources and the degree of their level of participation in the development process.

<sup>5</sup> Speech by H.E.MAJ.GEN.PAUL KAGAME, President of the Republic of Rwanda on the occasion of the official launching of process for the preparation of the poverty reduction strategy paper for Rwanda, 1st June, 2000 (English Version)

9.1.4 The 1994 genocide left behind unprecedented distortions in social relations and created new gender imbalances and inequalities in addition. For example, the demographic set up shows that women account for 54% of the total population and 60 % of the productive labour force in the population structure. This reality calls for transformational policies that take into account all these developments. The gender policy is one such policy.

## **9. The Economic context**

9.2.1 The existing gender imbalances and inequalities in Rwanda are some of the major obstacles to sustainable development. The magnitude of this problem is reflected in the fact that 70% of the Rwandan population out of which 54% are women lives below the poverty line. (World Bank-Poverty profiles in Rwanda 1998). Women head 34% of households and it is estimated that 8,500 households are headed by children, (UNICEF, Rwanda Children and Women 1998). Over 90% of the population is engaged in subsistence agriculture, with the majority being women.

9.2.2 Typical of economies with a high level of unemployment, a weak private sector and limited institutional capacity for economic development, Rwandan women continue to face various constraints of a social, political, and economic nature. They make up the bulk of the non-qualified labour in towns and urban centers. Although article 15 of the labor code guarantees women equal employment opportunities, few women are employed in the formal sector. Of the salaried workers, only 30% are women. Those employed hold low-paying stereotypical jobs that limit their ability to rise to management and decision-making positions where economic decisions that affect their lives are made. Rwandan women constitute 54% of the Rwandan population engaged in unpaid family work. 42% of those are doing miscellaneous odd jobs. Available statistics reveal furthermore that 56% of the Rwandan population is illiterate. 52% are female and 48% males. (Source: Socio-demographic survey-1996)

9.2.3 Studies have shown that for each additional year of schooling for women there is a decline in infant mortality rate between 5% and 10%. Higher levels of female education also result in higher aspirations for children in the family. The low level of female literacy in Rwanda implies that the country does not fully benefit from a number of gender related advantages in educating women. These include better-planned families, reduced mortality, healthier families and a higher level of productivity. The Rwandan women's low levels of education and the negative attitudes of some male employers mean that few women get into decision-making positions in both the public and private sectors. Women therefore continue to hold responsibilities at lower levels in all sectors while also playing important roles in production, reproduction and management of social values.

9.2.4 It is now recognised that development initiatives impact differently on men and women in the development process. The true measure of the effectiveness of development policies in Rwanda is that they equally improve the well being of women and men, boys and girls. The need for a national policy on Gender and Development arose from the Government's realisation of the necessity of a coherent and comprehensive policy framework to guide gender responsive national policy formulation, development sector planning, as well as program design and implementation. The gender policy stipulates that gender analysis will be an important tool in development planning. The policy therefore calls for the production and use of quality gender disaggregated data as a basis for program planning implementation

9.2.5 The justification for a Gender Policy is the context of pervasive gender inequality in many sectors of development as a brief gender analysis of the critical areas of concern for Rwanda shows.

## 10. Situational analysis in critical areas of concern for women's advancement and gender equality and specific policy objectives

### 10.1

Women, who constitute about 54 percent and 60 percent of the population and labour force, respectively, continue to face substantial constraints on their participation in the economy and society. They receive relatively poor rewards from economic activities due to discriminatory laws and practices that limit their access to education and training, formal employment, land, and credit.<sup>6</sup>

The national gender policy calls for empowering both men and women to be equal partners in development. It focuses on the elimination of existing disparities between the two genders. It also advocates for the use of affirmative action to address gender disparities in critical areas of concern. In this chapter, the key areas of concern that have to be addressed to enhance attainment of gender equality are summarised, the situation of women in these critical is highlighted and the specific policy objectives and measures that government will undertake to accelerate the advancement of women are identified.

## 11. Women and Poverty

### 11.1

Poverty in Rwanda is intimately related to a host of issues, in particular land, demography, environmental degradation, low level and limited sources of growth and bad governance. These issues and constraints have contributed to continued degradation of welfare overtime, making poverty a widespread phenomenon. The headcount index is estimated to be over, 65%, and increasing. This significance of the scope of poverty and its rising trends, particularly in the early 1990s, partly as a result of fragile social and physical infrastructure and multiplication of vulnerable groups makes Rwanda a special case for an urgent agenda for growth and poverty reduction. In fact the urgency for Rwanda is not simply to reduce poverty but to fight risk of pauperisation.<sup>7</sup>

11.2 Women's experience of poverty in Rwanda is different in some ways and more acute than that of men because of a number of gender-based forms of exclusion leading to their unequal access to economic opportunities. For example, women receive a disproportionately small share of credit from formal banking institutions. In addition, women have little experience in dealing with formal financial institutions, and are less likely to own land or other assets as collateral. Women also receive a much lower average wage than men do because they are mainly concentrated in the agricultural sector and in the informal sector where the rate of growth is relatively low. In the industrial and private sector, the majority of women are

<sup>6</sup> RWANDA: Enhanced Structural Adjustment Facility  
Policy Framework Paper, 1998/2000-2001/02, prepared by Rwandese Authorities in Collaboration  
with the Staffs of the International Monetary Fund and the World Bank (Page 9 Paragraph 30)

<sup>7</sup> An approach to the poverty Reduction Action Plan for Rwanda Nov. 2000, page i

concentrated in the unskilled and semi-skilled categories. Thus, they have limited access to the opportunities and benefits of economic development.

11.3 Although women in Rwanda pay multiple roles of farmer, homemaker and community worker, the imbalance in the traditional male-female power relations also makes it more difficult for women to own land and other assets, obtain adequate education and employment and move physically and socially to take advantage of economic opportunities. Women provide a crucial support base for the rural and urban economies, both in the labour force and in the household, even if their work remains unpaid, unrecognised and undervalued in economic terms due to the focus on quantifiable macro-economic measures such as gross domestic product (GDP), investment and employment. Poverty amongst women cannot, therefore, be isolated as a purely economic feature since its causes and effects are so diverse. The political, legal, social, cultural and historical conditions that combine to create poverty must be considered.

11.4 Provision of housing is a significant issue in Rwanda in relation to resettlement and reintegration efforts after genocide, and the increasing demand for decent housing conditions. The situation is persistently aggravated by the high rate of population growth, deteriorating household incomes and the rise in unemployment. Women shoulder most of the problems associated with inadequate shelter and infra-structural development in both rural and urban areas. In most parts of the country, women are involved in actual construction of shelter and in its upkeep. In a number of cases, women groups engage in shelter-related projects such as, co-operative acquisition of plots and the manufacture of low-cost building materials, both for sale and for construction of members' houses. Presently, poor female heads of households as sole shelter providers are greatly disadvantaged. In urban areas, they constitute a large proportion of slum dwellers.

11.5 The Government recognises that environmental degradation is a major cause of poverty. In this regard, it is also noted that women play a major role in the management of natural resources such as water, soil, food and forests. Their dominant roles within the household and in agriculture make them the daily managers of the living environment. Because of their roles and experiences, women have profound knowledge of the local environment including the food crops, livestock, plants and ecological processes around them. The success of on going and any new efforts to halt the alarming rate of environmental degradation and destruction demands deliberate awareness creation to bring about fundamental changes in attitudes and practices. Consequently, it is important to recognise women's contribution to environmental management and their potential usefulness as a major force for sustainable development. This is important since women are normally the first victims of environmental degradation.

## **12. *The specific Policy objectives and measures:***

12.1 The major objective in this sector is to strengthen women's economic power and enhance their contribution to the country's economic development and ensure a more gender equal society.

### **12.2 Policy measures:**

- (a) In order to remove obstacles to women's access to and control over productive assets, wealth and economic opportunities, government will continue to support institutionalisation of a special credit guarantee fund to promote women's economic activities throughout the country.
- (b) Government will to promote the identification, development, acquisition and utilisation of value added labour and time saving technologies for the benefit of the population.

- (c) Affirmative action policies and programmes will be introduced in order to enable men and women to have equal access to economic and employment opportunities. In particular special attention will be paid to affirmative action programmes for disabled women, and female headed households.
- (d) Budgetary allocations in different sectors will be analysed to ensure that all poverty alleviation programmes are gender sensitive with gender responsive budgetary allocations in all development sectors
- (e) Government will encourage and support the collection and use of gender-disaggregated data to design effective policies aimed at reducing gender inequalities and eradicating poverty.
- (f) Special attention will be paid to creating an enabling environment and developing programmes that encourage women to participate in the conservation of the environment, management of water resources and development of appropriate housing.
- (g) Government will review policies and programs, particularly those related to the informal sector in order to enhance the financial support and services to the small-scale and homebased entrepreneurs, especially women whose mobility is limited.
- (h) A regular survey will be undertaken to take stock of the housing situation to determine the nature and extent of such constraints with a view to eliminating them, and use the survey information as reliable gender-based data on ownership of shelter and capacity for acquisition in order to ensure women access to housing.

### **13. Human rights and violence against women**

13.1 The Constitution stipulates the fundamental rights and freedoms of every Rwandan citizen. These include: the right to life, liberty, security of person and property, fair trial, freedom of conscience, freedom of movement, freedom of association and assembly, freedom from inhuman treatment, freedom from slavery and freedom from being treated in any discriminatory manner.

13.2 Further, Government has ratified several conventions that guarantee the empowerment of women for a more gender equal Society. The most important of these are the CEDAW, the Beijing Declaration and Platform for Action and the Convention on the Rights of the Child. Progress has been made towards domestication of these conventions but gaps still remain and need to be addressed.

13.3 The situation of women in Rwanda is aggravated by the complexities associated with marriage laws. African Customary law, for example, recognises initiation and puberty as acceptable requirements for marriage. It does not require issuance of a certificate for validation of this marriage. Such loopholes in the law subject many girls to early or forced marriages, which curtail their opportunity to advance in their education. In addition the most basic human right of choice and self-determination is denied.

13.4 The Citizenship Act allows Rwandan men to automatically bequeath citizenship upon marriage, but women do not have this right. Given that Rwanda does not allow dual citizenship, and that some countries today do not recognise citizenship by birth, there is an increasing danger that children born outside of Rwanda to Rwandan mothers may be rendered stateless if their fathers die before attaining citizenship.

13.5 Gender based violence is still a serious problem in Rwanda and manifests in many ways namely psychological and physical, verbal and economic. Cases of rape, assault and defilement are on the increase with the age of the victim getting lower over the years. Most acts of violence against women take place in the home, which sometime makes it difficult for the law enforcement personnel to intervene. Although there has been no research done, sexual harassment at work places can be a major tool of oppression and discrimination against women.

13.6 Another factor that is of concern is the consequences of the aftermath of the violence meted against women during the genocide. Many women to day bear the physical, psychological and social consequences of this violence. The social services system has proved inadequate and ill-equipped to deal with the problems of women who were subjected to the violence.

### **13.7 Policy objective and policy measures**

The main objective of this policy is to guarantee Rwandan men and women equality before the law, as provided for in the Constitution and under the obligations of the Rwandan State in International law and to ensure that women's rights are recognised, in theory and practice, as human rights. The process that the Government and other actors in development have initiated to review laws and regulations relating to women will be carried forward. Key target areas are current laws, regulations, cultural practices, customs and policies that impose constraints on the equal enjoyment of human rights by all citizens.

### **13.8 The major policy measures are to :**

- (a) Review and revise all areas of Personal Law, Law of Succession and any other law that discriminates against women in order to ensure that the laws of the country provide adequate protection against all forms of violence and the abuse of Human rights.
- (b) Promote gender sensitive research into the laws of Rwanda as a basis for establishing legal literacy and equal human rights advocacy campaigns;
- (c) Review and amend the Penal Code in order to ensure that all gender related crimes are criminal offences and are treated as such.
- (d) To develop and implement programmes for sensitising legal practitioners, administrators and other law enforcement officials on how to handle cases of violence and reinforce the respect for women's rights as human rights.
- (e) Organise, support and fund community-based public campaigns to raise awareness about violence against women and respect for women's human rights. In this effort local communities will be supported to use appropriate gender-sensitive traditional and innovative methods of conflict resolution.
- (f) Develop and carry out advocacy campaigns aimed at changing social attitudes and cultural practices that continue to discriminate against and marginalize women;
- (g) Establish gender sensitive structures and effective support services for women victims of gender based violence,
- (h) To ratify and implement all international conventions for the protection of women's Human rights.

#### **14. Women in Decision making**

14.1. Good governance has certain basic attributes. For example, it is interactive and participatory in nature and includes both the state and non-state actors such as the private sector and civil society organisations; secondly, it is transparent and accountable and is thus underpinned by the rule of law and respect for human rights and freedoms.

14.2 In early, 1998, the Government of Rwanda held discussions with political parties and members of the civil society on the future of Rwanda. These discussions resulted in a consensus on how to deal with various issues ranging from justice to economic reforms. A positive outcome of the discussions was the release of 10,000 genocide suspects who had been in detention. Another milestone was reached when the Government created a *Human Rights Commission* to promote respect for human rights. In addition, a national civilian police force came into being to replace the paramilitary gendarmerie in law enforcement. These developments, coupled with the establishment of the *Commission for National Reconciliation* represent important steps in the march towards good governance. Following the establishment in 1999 of the *Commission on Legal and Constitutional Affairs*, the country now has firm foundations for a democratic Rwanda.

14.3 Another key development was the Government's effort to establish the *Office of the Auditor General*. It has the mandate of promoting accountability and transparency in a wide range of areas that include tendering procedures for goods and services. It is also significant that the budget process is now open and transparent and is based on frank discussions that involve the private sector, the academic community and donors. In addition, through at a slow pace, there is an increase in the number of women who are getting in decision-making positions.

14.4 The country has established councils specifically intended for women. These councils are open to women from all walks of life. But despite these milestones, women's position in political participation and decision-making is still influenced by a patriarchal system in which men are assumed to be representing women. Women are still marginalized in strategic decision-making institutions such as Parliament, Central Government and Local Authorities, Trade Unions, Co-operative Societies, Professional Bodies and grassroots-based institutions such as Land Boards. The Government recognises the need to promote equitable gender representation at all levels and is committed to promoting participation of women in leadership positions, through affirmative action, and the improvement of women's social, economic, educational and political status.

#### **14.5 The Policy objectives and measures**

The policy objectives are to ensure that women, who comprise the majority of the population are proportionately and effectively represented at all levels of decision making.

**14.6 Policy measures:** In order to address the gender issues related to women's unequal participation in decision making, Government will:

- (a) Introduce affirmative action measures in order to increase the participation of women in all aspects of governance and decision making, in public and private sectors;
- (b) Establish and support capacity building and gender sensitisation programs to encourage women to take an active part in decision-making at all levels.

- (c) Develop and utilise a monitoring framework with specific indicators to measure the level of participation and advancement of women in the political and decision-making process in all sectors and at all levels.

## **15. Women, education and professional training**

15.1 The government regards education as a basic right for all its citizens and a pre-requisite for sustainable economic and social development. 'Education for All' is thus one of its major goals, but gender disparities in terms of access to education, retention in school, transition from one level of education to another have become more pronounced over the years. Most parents still prefer to send boys rather than girls to school. This is due to socio-cultural beliefs that give the male children, as future heads of households, the opportunity to prepare for these roles, but the social cultural preferences are also reinforced by a poverty environment.

15.2 The country's long-term development vision is to use education and professional training as strategies for developing human resources. In the medium term, national investment will focus on three critical areas namely: universal basic education, development of higher-level technicians and middle level scientists through the promotion and expansion of science and technology in middle level schools and tertiary colleges; and vocational training.

15.3 The statistics on education show clearly that there is a wide gender gap, with women and girls logging far behind men. Of the 56% illiterate Rwandese, 54% are women. The distribution of boys and girls in technical institutions show that the gender gap is at all levels, with girls making up 14.6%; compared to boys who make up 85.4% of all the students in general technical institutions. The gender role stereotyping is also obvious, with girls making up 77.3% of nursing compared to boys who make up 22.7. These statistics show cause for concern, since at primary and secondary level, the registration figures indicate an almost equal number of girls and boys. The school drop out for girls is still much higher than that of boys, although pregnancy is no longer officially a cause for school drop out, since school girls are allowed to continue with schooling, even when pregnant.

15.4 The advantages of an educated society and especially women have been proved throughout the world. Improved family health and planned families are some of the advantages. Government has noted that even where opportunities have been opened up, for example in post graduate scholarship programmes, there is still a big gender gap because there are not enough women to take up these opportunities.

### **15.5 Policy Objectives and Policy measures**

The major objective is to eliminate gender disparities in all areas of education and training as a means of improving the quality of life of the Rwandan people.

### **15.6 Policy measures: Government will:**

- (a) Introduce affirmative action measures aimed at enhancing opportunities for boys and girls at all levels of education and in all institutions of higher learning and training in order to reduce the gender gaps in education.
- (b) Enforce special measures to promote the reduction of dropout rates of girls and boys at all levels including for example, the elimination of all forms of harmful ritual/cultural practices that hinder girls' and boys' participation in education.

- (c) Establish and promote literacy programmes that are gender responsive and easily available, for the disadvantaged groups in poor rural and urban areas, with specific emphasis on women especially;
- (d) Introduce gender sensitive measures to enhance the enrolment and retention of women in the teaching profession at all levels, including management positions in the education system;
- (e) Establish a monitoring system to ensure that education and training curricula as well as formal education institutions are gender responsive and sensitive;
- (f) Enhance gender sensitive research in the education sector to improve the collection, analysis and dissemination of data disaggregated by age and gender in the sector.
- (g) Introduce measures to encourage increased participation of girls in science and technical education;
- (h) Establish adult learning centres with available and affordable media and technologies to support adult education and basic literacy, especially for women;
- (i) Encourage the establishment and use of special education facilities in primary and tertiary institutions to cater for girls and boys who are physically challenged and/or have learning disabilities;
- (j) Introduce programmes, within the school systems for community mobilisation and sensitisation in support of the girl-child as a means of influencing socio-cultural and household dynamics to overcome the differential treatment of girls and boys.

## **16. Women and health**

16.1 Good health is a prerequisite for effective socio-economic development. The Government is therefore committed to the provision of health services and facilities across the country. The health care delivery system in Rwanda has been guided by the principle of providing health services within easy reach of all the people in Rwanda and placing emphasis on preventive, and rehabilitative services without ignoring curative services.

16.2 The Government realises that the high population growth rate has exerted great pressure on the Service Sector like education, health care, transportation, employment opportunities and social amenities. The rapid population growth rate has in addition resulted in highly dependent and youthful population. The policies that the Government has pursued over the years have had positive impact on improving the health status of men, women and children. Despite these improvements, significant disparities still exist, especially in relation to women's reproductive health requirements and their inadequate access to health facilities and services. Since women constitute more than half of the population, their sex specific health and reproductive needs cannot be ignored, if equitable development and provision of services is to be achieved.

16.3 Traditional marriage practices, combined with the process of rapid social change has brought about a significant increase in the rate of adolescent fertility. It is also well known that adolescent mothers are more likely to experience complications due to pregnancy, yet the reproductive health needs of adolescent girls have not been adequately addressed.

Adolescent girls are more vulnerable than boys to sexual abuse, violence and prostitution. Knowledge of modern methods of contraception has increased over the years. However, there has been no research to establish what % of married women and what % of sexually active unmarried women use any method of family planning.

16.4 Another health factor of concern is the inadequate food intake by mothers during pregnancy, combined with the heavy manual work. These have implications for maternal health status. The nutritional status of the female child is affected by food allocation practices in some communities that favour a male child, and customs that bar women and girls from eating certain highly nutritious foods.

16.5 Today, the HIV/AIDS pandemic poses the biggest health challenge in Rwanda. Rapid increase in HIV positive cases is being recorded. Although both men and women are affected, women are at greater risk than men due to illiteracy, cultural emphasis on reproduction, economic deprivation, women's powerlessness and biological factors that make them more susceptible to heterosexual transmission. In addition, women carry a greater burden than men because they are the family care givers. The situation is far much worse when the woman is infected and has an HIV/AIDS positive infant.

16.6 The crucial role of women as providers and promoters of family and community health has been well acknowledged in various Government documents. Women actively participate in and often manage several activities that affect the health and well being of their families. Women constitute a major labour force in the agricultural sector. They thus occupy an important position in the provision of food security and adequate nutrition. Women are also largely responsible for fetching water and fuel wood. However, the heavy workloads of women are a danger to their health and well being. Due to the multiple roles women play in household chores they have to walk long distances carry heavy loads on their backs and heads and get exposed on a daily basis to smoking fires and the hazards of agricultural chemicals.

16.7 Lack of fully disaggregated data, especially on out patient morbidity and on access to health services has undermined targeted delivery of health services with regard to poor women and girls. The health status of women from birth, adolescence to adulthood and especially in pregnancy and motherhood is of particular relevance to the health status of the country's future generations.

**16.8 Policy objectives and measures:** The Policy Objectives are to increase women's access to affordable and good quality health care services, throughout their life cycle. In addition, Government will also aim at minimising the health threatening factors that have been identified above.

**16.9 Policy measures:**

- (a) Government will Strengthen Primary Health Care (PHC) in general and Maternal, Child Health and Family Planning (MCH & FP) services in particular to ensure the active participation of men and women in health care planning and provision;
- (b) Measures will be introduced to ensure that gender-related health and population concerns are integrated into the overall socio-economic development framework, especially in education, agriculture, commerce, industry, environment, water and Micro and Small Scale Enterprise development;
- (c) Government will launch special initiatives, taking into account gender and sex related health needs to fight against sexually transmitted diseases, HIV/AIDS and other health

issues related to sexuality and reproduction. Relevant partner organisations will be encouraged to participate in the fight HIV/AIDS;

- (d) Special programmes related to women's specific maternal health needs will be established at community level;
- (e) Government will promote research on women's health and the use of disaggregated gender data for targeted delivery of health services and improved policymaking process;
- (f) Government will encourage and support Information, Education and Communication (IEC) programmes aimed at enhancing health awareness and at molding the attitudes of men and women with regard to personal and public health, including use of family planning and elimination of harmful practices that discriminate against women;
- (g) Steps will be taken to review and revise current legislation to integrate health enhancing laws, for example better maternity leave allowances.

## **17. Women and agriculture**

17.1 Over 90% of the population is engaged in subsistence agriculture, the majority of this population is women. Although for a decade, agricultural productivity has been declining, the Government has now developed an agricultural sector strategy that will move farming from a subsistence activity to a market-based enterprise. The main elements of the strategy are to: (i) promote security of land tenure, improve land use, and encourage land markets; (ii) develop private sector-led markets for both inputs (such as fertiliser and seeds) and products; (iii) improve soil conservation and management; (iv) improve farming methods through research, extension and information services, and intensification of the use of modern inputs; (v) promote rural credit and other financial mechanisms for rural-based activities; (vi) promote the formation of farmers' groups and professional associations; and (vii) improve storage, markets, and farm-to-markets roads.<sup>8</sup>

In addition, a land law to ensure the security of land tenure, improve land use, and provide the framework for land markets to develop is now underway.

### **17.2 Policy Objective and measures:**

Given the role of women in agricultural and household food security, the government objective is to ensure that the agricultural sector strategy is gender responsive in order to enhance women's productivity and their access to resources and benefits in the sector;

---

<sup>8</sup> RWANDA: Enhanced Structural Adjustment Facility  
Policy Framework Paper, 1998/2000-2001/02, prepared by Rwandese Authorities in Collaboration  
with the Staffs of the International Monetary Fund and the World Bank

### **17.3 Policy measures:**

- (a) Government will encourage and support initiatives to introduce and develop gender sensitive labour and time saving technologies within the food production and food processing sectors in order to support the role of women in the subsistence sector.
- (b) Training programmes and technologies to encourage the improvement of food quality and safety at storage, processing and sale points will be developed and implemented.
- (c) Mechanism to enforce the existing gender sensitive agriculture sector reforms like land redistribution will be put in place.
- (d) Special attention will be paid to women in the subsistence sector to ensure increased access to agricultural extension services, availability of credit by disadvantaged farmers, particularly women, gender sensitive marketing services, and appropriate and affordable gender sensitive technologies.
- (e) Government will reinforce gender sensitive training in agricultural institutions.

## **18. Women, the Media and ICTs**

18.1 The ICT strategy for realisation of the vision for Rwanda are all relevant to women's empowerment and gender equality principles and objectives. The ICT strategy is to:

transform Rwanda into an IT literate society;  
promote and encourage the deployment and utilisation of ICTs within the economy and society,  
improve the information and communication infrastructure of Rwanda;  
transform the educational system using ICTs with the aim of improving accessibility, quality and relevance to the development needs of Rwanda; to facilitate the process of national reconciliation and reintegration by promoting social and cultural interaction within the society.<sup>9</sup>

18.2 The media, particularly the print and electronic, is a powerful tool which creates and changes opinion, educates and socialises people. In Rwanda, like in the rest of the developing world, the media has a major role in educating people on priority issues like democracy, health, education, human rights and sustainable development among others. However, in its content, the Rwandan press has been known to portray women negatively in this way, perpetuating some of the negative attitudes and beliefs about women in the society.

18.3 In the country's progress report on implementation of the global platform, it is noted that there has been some progress in integrating women in the media. However, the media is still male dominated, in terms of numbers and issues. The Association of women in the media was formed in 1995, with the aim of promoting the social economic well being through the media. In addition, Women NGO's have undertaken to develop and package information to educate the public in general and women in particular.

### **18.4 Policy Objective:**

Given the role that the media plays in Rwanda society, and the importance of ICT in the globalisation process, government will encourage and ensure the development of a gender sensitive media and ICT strategy that integrates women needs and priorities for advancement.

### **18.5 Policy measures:**

- a) Government will support the initiatives of different organisations in setting up women's information networks.
- b) The newly established Information Communication Technology will be reviewed to ensure that it is gender sensitive and in particular that opportunities for women's access to ICTs are created within the national ICT policy framework.

---

<sup>9</sup> The Government of Rwanda

A integrated socio-economic and ICT policy and strategies for accelerated development:

A GOR policy document for the realization of the vision for Rwanda to transform Rwanda into an information-Rich knowledge-based society and economy within years. February 2000

- c) A gender sensitive institutional mechanism for monitoring the media to ensure that it plays a positive role in its portrayal of women will be instituted.
- d) Government will support the development and implementation of an advocacy and gender sensitisation programme for the media.
- e) Community level telecentres will be established in order to enhance accessibility to ICTs at grass root Levels.

## CHAPTER V.

### IMPLEMENTATION STRUCTURES AS GENDER EQUALITY MANAGEMENT SYSTEMS

19. The policy implementation process will be a collaborative effort between GoR Ministries, NGO, Research Institutions, Religious Organisations, communities and other development partners. Monitoring and evaluation in general and development of monitoring indicators in particular will be part and parcel of the implementation process. The best mainstreaming mechanism for the successful implementation of the national gender policy is through the partnership of all the stakeholders. Given the uniqueness of this policy, there is need to have a versatile and integrated institutional arrangement to oversee its implementation.

20.

At the national level the Ministry is to ensure that the Government's programs and national laws reflect the interests of women and are consistent with the policy of empowering women <sup>10</sup>

#### 21. The need for an institutional framework for advancement of women and gender equality.

21.1 The process for advancement of women and establishment of gender equality requires effective and efficient coordination, given that gender issues are a concern in all sectors of development. An integrated institutional mechanism in the form of a comprehensive gender equality management system, with adequate financial and human resources and appropriate technical skills is necessary to carry the process forward.

21.2 The need for an institutional framework is clear. First, the situation analysis has clearly indicated that gender inequalities of different forms, is still very pervasive, in spite of governments efforts to create a more equal society. It is also evident that gender inequality is systemic and can therefore be dealt with in a systematic and formalised manner. Gender inequality, especially women's subordination is complex, manifesting itself in many different forms. All these factors necessitate coordinated state intervention.

21.3 A gender equality management system will have many roles to play such as:

- Coordination of different institutional mechanisms;
- Sensitisation and capacity building for gender responsive planning and programme implementation;
- Special gender specific program and project development;

<sup>10</sup> RWANDA: Enhanced Structural Adjustment Facility  
Policy Framework Paper, 1998/2000-2001/02, prepared by Rwandese Authorities in  
Collaboration with the Staffs of the International Monetary Fund and the World Bank.

- Gender research and information management including production, dissemination and regular updating of sex disaggregated data for policy development planning;
- Lobbying and advocacy as well as Networking and resource mobilisation for gender equality; and,
- Monitoring of national and sector programmes to ensure that the policy objectives for gender equality are realised.

This chapter outlines a framework for establishing an effective and coordinated approach to women's empowerment and gender equality.

## 22. Gender management systems.

In order for the Platform for Action to be implemented, it will be necessary for Governments to establish or improve the effectiveness of national machineries for the advancement of women at the highest political level, appropriate intra- and inter-ministerial procedures and staffing, and other institutions with the mandate and capacity to broaden women's participation and integrate gender analysis into policies and programmes.<sup>11</sup>

22.1 The Gender Policy will be an important instrument in meeting the goals of the Platform for Action to which the Government of Rwanda has committed itself. Some mechanisms were set up to implement the Beijing Platform for Action. The institutional framework outlined in this policy builds on and reinforces the existing gender management systems. The basic principle underlying the establishment of the institutional framework is that because gender is a cross-cutting issues, the government expects all state organs, development actors and the general public to participate in the implementation of this gender policy and help achieve the policy objectives through two broad strategies. ***The first is to mainstream gender equality objectives in all sectors of development and at all levels. The second is to promote women's empowerment through affirmative action programmes, capacity building, and access to resources.***

22.2 The institutional structure, as the gender equality management system for the gender policy thus comprises of the following:

1. The Cabinet and Parliament
2. Ministry of Gender and Women in Development
3. Ministry of Finance
4. Gender Focal points in Ministries and various institutions
5. Women's National Consultative Council (CNCF)
6. Tue PREFEMMES/TWESEHAMWE Federation
7. National and local organisations for women's promotion (associations, unions solidarity groups, women clubs, grass root socio-economic groups)
8. Women MP's forum
9. Gender equality monitoring unit to be created within the Human Rights Commission

<sup>11</sup> Platform for Action and the Beijing Declaration. p.:161, para. 297

### **22.3 Roles and responsibilities of the different structures**

a) The Cabinet is the supreme structure as its role is to approve and pass policies and acts that will give direction on the implementation of the gender policy and the budgetary allocations. Parliament plays a lead role in policy discussions and decisions and in mobilising civil society through constituencies in support of the policy objectives. Parliament will advocate for, and ensure that there is a gender-balanced approach in legislation, national and sector budgets and other issues as may be brought to the National Assembly. Parliament will facilitate the establishment of parliamentary mechanisms for monitoring the implementation of the gender policy.

b) The Ministry for Gender and Women in Development (MIGEPROFE) will play the following roles:

- Coordinating of the structures of national gender management system.
- As the voice of government in all gender related activities and programs, it will play an active advocacy role for implementation of the gender policy.
- It will ensure that an effective gender mainstreaming and women's empowerment action plan is developed and implemented according to the guidelines provided in this policy document.
- As the national machinery for coordination of gender and women's empowerment programme, MIGEPROFE will promote and assist the implementation of gender mainstreaming and women's empowerment activities in all sectors of the society.
- Where necessary, the Ministry will develop and implement women development programmes aimed at reducing the gender gap.
- In addition to the above, MIGEPROFE in consultation with line ministries, civil society, NGOs, women's organisations, the private sector, UN agencies and international organisations will conceive and disseminate ideas and initiatives aimed at promoting better understanding of gender as a concept among the Rwandan people, and encourage positive communication between women and men in all spheres of life. It will play a super vision role over government organs and national institutions involved in implementing gender equality and women's empowerment programmes. It will also closely monitor, in collaboration with the relevant actors whether leaders and the Rwandan population observe gender responsive policies and practices. It will facilitate formal discussions between government institutions, the national machinery for gender, women's organisations and networks, and development partners on the process of allocating funds, setting priorities, negotiating specific programs and projects and reviewing progress on a continuous basis. It will oversee the process of building sufficient institutional, technical and practical capacity to respond to gender management issues. It will further provide for adequate documentation of experiences in gender mainstreaming, evaluation of gender programs and projects and post-evaluation follow up and training. In close collaboration with respective actors MIGEPROFE will monitor development activities to ensure that all actors in development consistently address equality concerns in analyses of sectoral problems, policies, institutions and potential reforms.

c) MINICOFIN, the Ministry for Finance and Economic Planning will oversee all sector programmes and resource allocation for gender mainstreaming and women's empowerment to ensure accountability to the goal of gender equality by all actors. It will monitor programs from all ministries to ensure adherence to a gender sensitive budget and incorporate requisite gender policy needs in planning in consultation with MIGEPROFE and other relevant actors.

d) Human Rights commission Gender Equality Monitoring Unit

In addition to the Gender system, the Human Rights Commission will establish a Gender Equality Monitoring Unit. This will ensure that the implementation of the gender policy objectives will be monitored within the National framework of the Human Rights objectives. Thus ensuring that women's rights are observed as human rights. The gender monitoring Unit will also act as a one stop shop where cases of women's rights abuse can be reported. The Human Rights Commission will produce comprehensive gender monitoring reports every two years to Parliament and Cabinet. The monitoring role of the Human Rights commission is related mainly to gender impacts of policies.

e) Women's organisations have an important role to play in the implementation of the gender policy. They will organise and mobilise a strong movement that can hold elected politicians, policy makers and other actors accountable to the gender policy objectives. Women's organisations will articulate clear policy options and engage government, the private sector, religious institutions, civil society, parliament and the donor community in policy dialogue. They will also address issues related to gender and culture and actively contribute to the planning, implementation, and monitoring of the policy, through sensitisation, research, documentation of experiences, lobbying and advocacy.

f) All other institutions in particular government ministries, and actors in development will establish gender focal points who will be responsible for the implementation of the policy objectives which are relevant to the sector. These include the Line Ministries, all national commissions, academic institutions, research institutions, formal and informal institutions of training, the Beijing Secretariat, the private sector, religious organisations, the community, the Youth, UN agencies, the donor community and all other public and private institutions. They will integrate gender issues into their policies and development planning process and ensure that development programs are informed by a gender analysis of the relevant population. These institutions and actors will coordinate and mobilise resources for effective implementation of their respective sectors. They will be responsible for giving feedback and advise to the government through MIGEPROFE, the national machinery for coordination. They will also be responsible for ensuring active and meaningful participation of the community at all levels of the gender policy implementation process, from the formulation of activities, planning, implementation, monitoring and evaluation of impact.

g) **Gender Focal Points :** All institutions and actors charged with the responsibility of implementing the national gender policy will put in place mechanisms and arrangements that will facilitate the Gender focal points to achieve their mandate. Gender Focal points will be mainly responsible for overseeing the effective mainstreaming of gender issues in their sectors. They will internally coordinate the process of integrating gender concerns into various implementation plans and routinely report on the progress made within their sector. Gender Focal points will also be responsible for facilitating the process of establishing and maintaining sector gender disaggregated databases and enhancing existing ones. They will initiate and coordinate gender training, and be responsible for monitoring and evaluating sector projects and programs with the goal of assessing them on their level of gender responsiveness and impact on gender equality goals and women's empowerment. MIGEPROFE will take responsibility for developing the technical capacity of all gender focal points and to provide guidance on gender mainstreaming within the sector ministries.

## CHAPTER VI.

### MONITORING AND EVALUATION

The human Rights Commission, together with MIGEPROFE will carry out monitoring and evaluation exercises to ensure that the Government's gender equality objectives and policy measures are carried out.

The following indicators will be used:

#### **6.1. Policy monitoring indicators include:**

- a) Establishment of all structures of the gender management systems as described in the relevant chapter above and performing the defined functions and roles
- b) Budget allocations for gender equality structures and programmes institutionalised within the National budget
- c) Technical capacity built for gender analysis and program formulation at public and private level and regular production and use of sex desegregated data in all key-planning activities.
- d) Sector gender policies in place and programs and projects submitted with clear budgetary allocation for gender equality and women's empowerment objectives.

#### **6.2. Women empowerment and Gender equality indicators.**

Key indicators for the broad objective of women's empowerment and gender equality are:

- (a) affirmative action programmes, in different sectors, for elimination of gender imbalances.
- (b) measures for equal access and control of specific resources, such as education, land and credit in place and enforced,
- (c) enactment of gender sensitive laws,
- (d) formalisation of women's empowerment structures such as the women's councils,
- (e) budgetary allocation for management of and programmes in women's structures,
- (f) level of resources allocated for women's empowerment in national budgets,
- (g) formal sensitisation of parliament on the PFA,
- (h) increased number of women in leadership and decision making positions in structures such as political parties, parliament and parliamentary commissions,
- (i) Reduction in women's poverty indicated by women's access to basic services and resources.
- (j) positive changes in societal attitudes, beliefs and cultural practices affecting women,
- (k) protection from gender based violence, indicated by establishment of mechanisms and facilities for dealing with all forms of gender based violence as well as data showing reduced cases of gender based violence.