

Advice on integrating gender equality into the MASPs of EKN Kigali

RWANDA, GREAT LAKES



Advisory Report by the Dutch Sustainability Unit

Subject: Advice on integrating gender equality into the MASPs of
EKN Kigali

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1. BACKGROUND OF THE ASSIGNMENT

The Embassy of the Kingdom of the Netherlands (EKN) Kigali needs to submit a revised national MASP for Rwanda and a regional MASP for the Great Lakes by 16 October 2013. EKN foresees only minor adaptations to its current country MASP (2012–2015) but the revisions of the regional MASP will be substantial. The Embassy seeks to better integrate gender equality in the MASPs and receive advice on how best to accommodate these issues. Advice on integration of environment, climate change and disaster risk reduction has been dealt with in a separate assignment through DSU.

EKN asked advice on:

- Strengthened gender integration into the new MASPs for gender-integrated programming. The Embassy's primary interest is gender-integrated programming. Where opportunities arise, gender-stand-alone programming within the focus areas may be pointed out.
- Mutual strengthening of the national and regional MASPs for gender integrated programming.
- Gender equality strategies within the existing programme, in particular in food security.
- Gender equality results monitoring of the MASPs and related programming (including key indicators).
- Collaboration with national and international stakeholders to advance gender equality.
- Strategic contribution by the Netherlands embassy in Rwanda to national and international frameworks on gender equality, justice, food security and water.

The advice was drawn up on the basis of two exercises. First a *Desk study* has been carried out (by Lida Zuidberg) to analyse: (a) the extent of gender integration in the current MASPs with an emphasis on implementation, (b) the extent to which gender equality results monitoring takes place, (c) alignment of activities with national policies on gender equality, justice, food security and water, and with Dutch and EU policies with regard to gender equality.

Second, a *Mission* was conducted (by Lindsay Mossman) in Rwanda to (d) consult with Embassy staff, other donor agencies and key civil society organisations on (opportunities for) collaboration and policy dialogue; (e) consult with sector ministries and the Ministry for East African Community that are involved in EKN's spearhead programmes since these may have developed their own gender equality policy and strategy; (f) conduct a field visit to projects to discuss with project staff, local authorities and male and female beneficiaries.

The advice for revision of the MASPs builds on three arguments:

- The revised strategy in the gender policy of the Ministry of Foreign Affairs, asking for emphasis on women's rights;
- The extent of gender integration in the current MASPs 2012–2015, that should direct contracted partners in implementation;
- The experiences of these partners with gender equality and women's rights in the implementation of Dutch supported projects/programmes, that point at the relevance of addressing them.

2. CONTEXT INFORMATION FOR THE REGIONAL AND NATIONAL MASP

2.1 Stability and security in the region of the Great Lakes

The context analysis for the Regional MASP Great Lakes is under revision. The new context analysis is needed to reformulate the scope, the strategies and the modalities of the Dutch international cooperation for the coming years. The previous regional context analysis underlying the MASP Great Lakes for 2012–2015 built on a number of binding constraints, that will still be valid today. The *institutional void in Eastern Congo* hampers efforts to increase stability in the region, which remains challenged by persistent poverty, rebel groups, violence against women and weak governance. *Lack of state and individual security* in Eastern Congo negatively affects development efforts and economic opportunities in the region at various levels. All countries are facing high pressures on the available land and water resources and have highly environmentally vulnerable and food insecure regions. The current regional MASP focuses on cross-border security (for prevention of conflict) and economic development (to enhance food security). The on-going regional context analysis hopefully yields more information on the incidence of and efforts to combat violence against women, not only in conflict areas in East DRC, but also in post-conflict areas in the countries of the region¹. It would be fruitful to have more information on issues around legal and illegal cross-border trade which would be an important area of interest for the regional MASP, given the focus on food security in combination with regional peace and stability.

Rwanda's stability and security are strongly linked to stability in the region. Rwanda continues to feel threatened by armed groups in the region. Concerns remain about the Rwandan state of affairs regarding democracy and human rights. Issues around freedom of speech and political space are a significant weak spot within an overall effective government. Risks of increasing tensions are signalled, not only between ex-perpetrators and victims of crimes, but also as a result from emerging conflicts over limited natural resources. Whatever the causes are, in conflict or in culture, women all over the country prioritise the combating of sexual violence, which is still highly prevalent in Rwanda².

Gender relevant constraints with regard to stability and security in the region can be summarized in the same way as was done for the binding constraints in the context analysis of the two MASPs, that have been reviewed. (*New*) refers to our addition of gender relevant constraints. (*Old*) refers to the binding constraints, already mentioned in the MASPs and considered relevant for gender integration³.

Gender relevant constraints:

¹ See the 2013 Peace, Security and Cooperation Framework for the Democratic Republic of Congo and the Region.

²In Rwanda, despite the enactment of the law to end gender based violence, continues to report a large number of cases. Security Council Resolution 1325: Civil society monitoring report, p.81.

³ Please note that the place and order of the so-called binding constraints that are taken from the MASP texts may have changed.

- *(new) Concerns remain about violence against women, not only in conflict areas of East DRC and post-conflict situations in neighbouring countries, but also in resource-poor rural environments of the countries in the region.*

2.2 Rwanda: population growth and poverty

The situation of men and women in Rwanda is strongly connected with issues of individual security and economic opportunities. Rwanda is densely populated and challenged by population growth. Although population growth is slowing down since 2000 (estimated at an average of 2.9% per year for 2010–2015), population density in Rwanda is the highest in Africa (436/KM²). The urban population grows faster annually (4.5% average) than the rural population (2.5%).

Growth patterns in the past decade have increased *poverty in the rural areas*. Poverty affects rural areas significantly more than urban ones, and in particular women-headed and child-headed households; women-headed households make up 34% of the rural population.

This situation is economically, socially and environmentally not sustainable. Under the first Economic Development and Poverty Reduction Strategy (EDPRS1) the government invested more in agriculture and decentralisation. As a result there has been a substantial growth in agricultural production. Large health and education programmes are accompanied by extending the rural road network through labour-intensive methods, as well as the national electricity grid, and a rigorous devolution of government decision-making with regard to rural investment through the establishment of district-level multi-disciplinary Joint Action Development Forums. Consequently, poverty has decreased from 57% in 2006 to 45% in 2012⁴.

Poverty levels are highest by far among those reliant mainly or heavily on farm wage labour, followed by those working in agriculture; poverty is much lower in other categories⁵. Three livelihood profile groups are identified as being especially vulnerable: (1) low-income agriculturalists, (2) agricultural workers, and (3) households with marginal livelihoods with a limited role in agriculture. An important factor contributing to rural poverty and food insecurity is the small average size of farming plots (0.7 Ha)⁶. Farmers with less than 0.1 Ha of land and female headed households remain the poorest in Rwanda⁷. This is leading to a serious growth of inequality⁸. Although poverty afflicts both men and

⁴ National Institute of Statistics of Rwanda, EICV3, 2012, p.5.

⁵ Poverty is estimated to be 44.9% nationally, with 22.1% poor in urban areas and 48.7% poor in rural areas. Since 2005/06, the poverty headcount has fallen by some 4% in Kigali City and by 10% or more in all other provinces, with the fall highest by far in Northern Province. Poverty is highest in all three surveys in the Southern Province and lowest by far in Kigali City. The Eastern Province is the second least poor province. EICV3, p.5.

⁶ National Institute of Statistics of Rwanda, EICV3 Thematic Report: Gender, Kigali: 2012, p. 32

⁷ According to the DHS 2010 one-third of all households in Rwanda are headed by a woman. Poverty figures are found in Rwanda Comprehensive Food Security and Vulnerability Analysis and Nutrition Survey 2009 and 2012. See also the 2013 WFP study on gender dynamics influencing family's food security and nutrition.

⁸ In 2011 Rwanda had a Gini coefficient of 50,8 (coming from 46,8 in 2000). The rise of Rwanda's HDI from 162 (2007) to 152 (2010) is mainly due to income growth in the cities and improvements in the education system and health services. The urban poor have better chances for jobs, small-scale trade and handicrafts and better access to health services and educational facilities than the rural population. A high percentage of the rural population suffer

women, the disparity between rural men and women risks becoming greater, because of the difference in access to opportunities in commercial farming and off-farm employment⁹. The decrease in men employed in the agricultural sector has been linked to an increase in the number of women in the same sector. Men have benefited more than women from the shift in off-farm employment through economic transformation in Rwanda¹⁰.

Gender relevant constraints:

- *(old) More attention to reproductive rights is needed to reduce maternal mortality, reduce gender based violence at household level and to tackle the high rate of population growth;*
- *(old) Past patterns of population growth have contributed to a widening urban-rural gap;*
- *(new) Rural poverty is highest in agricultural households depending on wage labour and subsistence farming; female headed households belong to the poorest.*
- *(new) Economic transformation towards off farm employment has benefited men more than women through men's increased access to off-farm employment.*

2.3 Rwanda: natural resources and their management

The extreme scarcity, and security of tenure of land adds to the vulnerability of a large part of the rural population and issues of access to land therefore have to be managed with great care. Land is already the primary source of conflict and given the population growth access to land will remain one of the most sensitive issues in Rwandan society. Regularisation of land tenure through decentralised processes is one of the on-going efforts to counter conflict and create the conditions for increased investment in land. The GoR plans to have ten million land titles issued by 2015. Having a title will contribute to access to finance and to more investments in land with positive effects on growth and poverty reduction. The inheritance law¹¹ gives women the same rights as men in inheritance of property, but the law does not yet protect the rights of the large number of women who live in unregistered marriages or in arrangements that are not legally recognized (such as cohabitation). Moreover, many men find it difficult to accept the new rights of women and as a consequence gender-based violence has increased. The Gender Monitoring Office has documented the limited understanding of the details of the law and its implementation at the grassroots level¹².

Water resources and their management have been approached in Rwanda with a pragmatic use and service orientation, more than from a long-term utilisation of a finite resource. Until recently Rwanda had few problems in terms of water use constraints, but high and increasing usage levels, climate change,

due to a scarcity of land caused by population growth. The number of landless peasants is rapidly growing. Migration to cities is strictly controlled. BTI 2012 Rwanda Country report.

⁹ USAID, Analysis of economic opportunities for low-income women and the very poor. 2010. In: MINAGRI, Agriculture Gender Strategy, November 2010.

¹⁰ Republic of Rwanda, National Institute of Statistics of Rwanda, EICV3 Thematic Report: Gender, Kigali: 2012, p. 32.

¹¹ Law N° 22/99 Of 12/11/1999 To Supplement Book I Of The Civil Code And To Institute Part Five Regarding Matrimonial Regimes, Liberalities And Successions.

¹² Republic of Rwanda, Gender Monitoring Office, Gender Impact Assessment of the Law N° 22/99 Of 12/11/1999 To Supplement Book I Of The Civil Code And To Institute Part Five Regarding Matrimonial Regimes, Liberalities And Successions, Kigali: August 2011.

and increased competition for water and watershed use require urgent attention. The implementation of Integrated Water Resource Management plans is lagging behind.

Rwanda is fully aware of the need for management of its natural resources (land, water and biodiversity including forests for fuel). In 2011 a new authority was assigned the task of implementing these policies: the Rwanda Natural Resource Authority (supervising a number of government institutes being linked to natural resource management). The laws, the institutional framework and the regulatory bodies are all there. However, the implementation of these policies lags far behind, due to lack of capacity, lack of planning, lack of communication between different policy bodies and insufficient funds.

Gender relevant constraints:

- *(old) Extreme scarcity of land adds to the vulnerability of a large part of the rural population, especially women;*
- *(new) The policies in place to manage land and water resources in a sustainable way do not elaborate on different needs or interests of men and women or on regions where women are especially vulnerable.*
- *(revised) There is a lack of coordination, capacity and funding to plan and implement natural resource policies for the sustainable management of land, water and forest resources and to do so in a manner that is compatible with the needs of men and women.*

2.4 Gender equality and women's rights

Gender equality issues in the region differ by country. Rwanda has made significant strides in terms of the policy and legal framework that is not the case in other countries in the region. Further, there is beginning to be a shift in terms of traditionally held gender related beliefs, evident in part in the roles that Rwandan women are beginning to take on in community level institutions, such as cooperatives and small businesses, although this is still in a nascent stage, which is not easily replicated in other countries.

Gender equality is firmly entrenched in the Constitution of Rwanda and issues of inequality are highlighted in all the national legal and planning frameworks¹³ including Vision 2020, the EDPRS (I and II) and the National Gender Policy of GoR. Moreover, Rwanda is a signatory to international conventions which guarantee equality between men and women¹⁴. In reality, women are represented in parliament but women's participation in formal employment remains low. In the public sector their share is 35%¹⁵.

For the coming years (2013–2017)¹⁶ the major issues of the GoR that reflect gender equality elements include: reducing poverty levels among men and women, addressing malnutrition of women and children, reducing gender-based violence and other related conflicts at both family and community levels.

Implementation of the gender policy is done primarily through mainstreaming by all sectoral ministries and local governments with coordination mechanisms in MINECOFIN (planning), MIGEPROF and gender

¹³ IPAR–Rwanda, Legal and policy framework for gender equality and the empowerment of women in Rwanda. 2011.

¹⁴ e.g. Convention on the Elimination of All forms of Discrimination against Women (CEDAW), Millennium Development Goals, Beijing Platform of Action and ILO conventions on equality and non-discrimination.

¹⁵ See EICV3 2012 for statistics on political participation. Women are the highest proportion of parliamentarians in the world. The results of the 2013 elections are not known yet.

¹⁶ EDPRS–2, p.xiv.

focal points in departments at national and district levels (implementation). However, planning and implementation are scattered and action is often limited to issues of access. Interventions to enhance women's rights and empowerment, spelled out in the National Gender Policy, are also scattered and remain limited to advocacy and sensitization. Monitoring of implementation is organized by the Gender Monitoring Office, and Gender-Responsive Budgets have now been made a requirement by MINECOFIN and the Parliamentary Budget Committee¹⁷. Capacity in GoR and civil society is weak, but receives considerable support from development partners and donors, for example through the National Gender Cluster¹⁸.

Gender equality in education is improving: there is parity in enrolment of girls and boys in primary and secondary levels, but completion rates, performance and enrolment at tertiary level for girls remain behind. Schools are not girl-friendly in terms of sanitary provisions, sports infrastructure and sex education. In the health sector the key issues addressed are partly in line with the MDG goals: high maternal and infant mortality and morbidity rates, high malnutrition rates among children and a low number of attended births. However, reproductive health and women's unmet needs for family planning¹⁹ are not sufficiently addressed. Given the importance of the Agriculture sector, there is a need for improved responsiveness to the fact that women – in comparison with men – lag behind in access to credit facilities (e.g. by lack of formalised land titles), extension and training, and benefit less from cooperatives, programmes of soil conservation and water management²⁰.

Gender relevant constraints (*all new*):

- *Interventions in the sectors pertain mainly to women's access to resources and services; they are much less well articulated on empowerment or women's rights.*
- *The increasing inequality between men and women in the rural sectors is signalled in Rwandan policies, but weakly translated in strategies to address it.*
- *In education and health gender equality is improving, but much remains to be done.*
- *In agriculture and agribusiness women farmers, farm labourers and entrepreneurs are lagging behind their male counterparts in programmes aimed at improving access, technical support, innovation and marketing.*
- *Capacity-building programmes do not target or include enough women or effectively address gender inequality with specific programming.*

¹⁷ As of FY2010/11 only five piloted sectors were obliged to produce Gender Budget Statements, but for FY 2011/12 all government spending agencies have been directed to produce gender budget statements. Progress towards achieving Gender responsive Budget in Rwanda, a CSO response to Sectoral GB Statements for the FY 2011/12.

¹⁸ MIGEPROF, Gender Cluster Strategic Plan 2010–2012. This structure is not well functioning at the moment.

¹⁹ Rwanda Demographic and Health Survey 2010, p.6.

²⁰ Progress towards achieving gender responsive budget in Rwanda, a CSO response to Sectoral GB statements for the FY 2011/12.

3. GENDER ASSESSMENT OF THE MASPs GREAT LAKES AND RWANDA

3.1 Introduction

The assessment of the MASPs and the projects supported in Rwanda and the Great Lakes region pointed at two phenomena. The first phenomenon is that the spearhead programmes and many projects start from assumptions on the situation of livelihood and poverty, values and norms regulating marriage and family life. Assumptions lead to a homogenous concept of “local people” and a gender-neutral analysis that does not look into possible different impacts for men and women. These assumptions need to be verified with regard to ‘categories of people with different needs and interests’, especially in cases of vulnerability, conflict or oppression. Concepts of diversity, specificity and transformation of roles are therefore more helpful in the ambition to bring about positive change. The second phenomenon is, that compared to the EKN staff, the partners implementing Dutch supported projects in Rwanda may have more experience with gender inequality or be more interested to integrate gender equality in programming, and they also see more clearly the opportunities and barriers that could be addressed. The reality is that EKN staff over the last years have not explicitly asked for gender integration, neither in the appraisal nor in the monitoring. At the same time, partners would like to see a more guiding role from EKN in this regard.

3.2 Assessment of the Regional MASP and related Programmes

The formulation of the regional programme did not fully consider gender equality, although there were some attempts to integrate gender analysis after the programme plans were developed. There is limited consideration of the differential needs and experiences of men and women in the reporting formats or project development, although there is some sex disaggregation of beneficiaries in monitoring.

A major partner in the regional programme, IFDC, signalled that, in their focus on agriculture and agribusiness, recognition of women as experts and the importance of engaging women in decision-making processes is quite different in the countries in the region. It may also be a challenge to find women with expertise in agri-business and value chain development, in spite of the high levels of women’s engagement in agricultural production in the region, in line with the trend of higher level employment opportunities being more accessible for men. Safety and security concerns in Congo and the border zone with Rwanda are much higher than elsewhere in the region. The land reform process in Rwanda has had positive results, but this is not the same experience in the region. Nonetheless, experience in Rwanda provides examples for measures that could be taken in the region, and highlights the importance of policy development, which has been the instigator in many sectors in Rwanda. However, this clearly must go hand in hand with implementation mechanisms, which are still limited in Rwanda as well.

Examples of policy level initiatives in Rwanda that provide a tool for advocacy and opportunities for development partners.

- Legislation around gender mainstreaming
- Quotas for public representation
- A monitoring office for gender equality
- A process to regularize and register land titles
- Girls' Education Policy
- An Agriculture Gender Strategy and Gender Focal Point
- Gender Responsive Budgeting for all sectors.

Regional collaboration has been hampered by the on-going political conflict between Rwanda and DRC, which will remain a challenge for EKN in its Regional Programme. The Regional programmes visited expressed the notion that improved connection between organizations and individuals through projects may lead to improved peace and stability in the regional environment. However, in the regional programmes there was limited linkage made with other national spearhead programmes, which would be useful, as they face some similar context issues and could share potential responses.

3.3 Assessment of the Rwanda MASP

The spearhead programmes have not fully conducted a gender assessment in advance of undertaking activities. In part, this is due to time constraints created by the proposal process. There are some activities that may result in positive impacts for men and women, but overall there is largely a gender blind approach. There is also a widespread assumption that benefits for the community will benefit all people alike, without analysis of the differences in needs and experiences of different elements of the community. This may result in growing inequalities, despite overall improved economic growth, in the long run.

While EKN suggested that many of the partners were not keen to do gender integration, most of the partners interviewed were at least open to undertaking gender integration or even gender specific programming. However, there is a real lack of skills and understanding of how to do gender integration and what explicit results are expected, and partners were keen to have leadership and support from EKN. Other development partners may not be strongly focused on gender integration (although DFID is), but the government policy framework was largely recognized by them, even if it is not well implemented. Further, most partners were not aware of what the Rwandan policies state or how to implement them. The national policy framework, and the available space for integrating gender in alignment with the government and other development partners could be very useful for EKN, if it builds its own capacity in this regard.

One significant challenge is the lack of standardized proposal development, monitoring and reporting of projects, required by EKN of partners. Although the interest to ensure that project partners are mobilized and not constrained through having to develop and submit new methods of reporting (as they use government reporting methods or their own project reporting mechanisms), this creates limitations in ensuring the integration of gender equality, as EKN does not necessarily require them to

report on this. Having some standardized proposal and reporting elements would have a significant impact on ensuring that gender issues are considered by partners in project design and reporting, if not also in implementation. Integration of gender equality is largely left up to the willingness of partners or the interest of particular EKN staff, rather than through a systematized approach. This means that some staff have been able to ensure a level of integration in their programmes, based on their own expertise and interest in gender analysis, but the overall result is limited and inconsistent for EKN programmes.

In some cases, there was a limited understanding of how to integrate gender equality in a practical way in the spearhead areas. In others, there was some resistance to doing so, in part due to a limited understanding of the concrete benefits of integrating gender equality and the mechanisms for doing so, beyond the requirement from the Dutch Ministry of Foreign Affairs. This resistance may also be related to the challenging nature of the work by EKN and the limited time for additional work given the current workload.

3.4 Assessment of the Security and Legal order programmes

In the regional programme rehabilitation of infrastructure and building connections through energy projects are considered a condition for security. The Security and Legal order spearhead of MASP Rwanda focuses on justice reform and strengthening, particularly around reconciliation. The programme supports the strengthening of the justice sector and the land regularization process. To some degree, gender integration is considered in the projects, although this appears to be primarily as a result of the interests and expertise of partners, rather than a requirement from EKN policy.

Support to the programme is done through the following projects, some of which are channelled through sector budget support or non-delegated funding. Projects in bold have been reviewed on paper or visited for an interview.

Regional: 22310: Regional programme of Human Rights defenders in East Africa and Horn of Africa 22643: KFW Interconnection project 24204: UNOPS, Roads Habilitation Nord-Kivu (new): Rusumo Falls project (new): Radio la Benevolencia
Rwanda : 23168 : DFID, Land tenure regularization programme Rwanda 23842: RISD and CLADHO, Securing Land rights 24553: MINALOC, Media Reform Support programme 24857: Supreme Court, Capacity-building of Judiciary and Prosecution for trials of extradited suspects of the 1994 genocide 25541: IWPR, Media reform support programme, phase III

KFW is implementing an electrification project for EKN, to connect the grid between Rwanda and Congo using electricity generated from Lake Kivu. There was also a programme involving numerous development partners to generate electricity between Rwanda, Tanzania and Burundi, but EKN will move away from energy related programming, so there are no more funds for this project. This is also

the case for the SEW project on providing efficient cooking stoves, aimed at reducing wood collection in insecure areas.

The projects carried out by the regional programme are implemented by partners, and are at a higher technical level, making it a challenge to identify gender inequality issues and opportunities. Issues around sexual violence related to security challenges, for example in IDP camps near Virunga, are recognized, but not a key part of the programme. Despite that assessments for the region identify key concerns about security and ending sexual and gender based violence, this is not a priority area of work for EKN in the region. EKN has rather focused on enhancing security through economic opportunities in the cross-border region. Direct involvement of EKN in the area of security is limited to national interventions with a regional impact.

In Rwanda, the *Supreme Court project* aims at improving the capacity of the judiciary and prosecution to try international cases, particularly those related to the 1994 genocide. The project presents some challenges and opportunities for gender integration. The interest to have this project result into a stronger and broader justice sector is positive, and gender integration in this part of the project could have a greater impact on the entire sector. The partner is interested in integrating gender in terms of the infrastructure being developed, including the construction of a court house and facilities in Nyanza. Ensuring that the construction of the physical structure is gender responsive is recognized as important, and could be a mechanism to link this programme to other EKN programmes with expertise in this area, for example in infrastructure. While there are expected economic benefits of the new court for the community, there may also be risks, given the likelihood of an influx of people coming to visit prisoners or watch proceedings. The increase in outside visitors coming for days or weeks at a time may present other risks to be addressed such as those related to the informal economies that often develop around an influx of a transient population.

There is strong recognition that there are gender inequalities in the judiciary system dealing with ICTR related cases of genocide and the court system in general, not only in the number of men and women judges, but also in their skills and application of gender equity in their judgments. This is a potential opportunity for strengthening gender integration in this project. Specifically one opportunity could be supporting the Supreme Court to develop a bench book on how to ensure gender responsiveness in proceedings and in preparing judgments. This could be useful as well for other levels of the judiciary and for the prosecution. Other partners with expertise in this area could also provide support, including UN Women and ICTR. Further, trainings on ensuring gender responsiveness is both welcome by the partner and necessary to address evident gaps. Provision of concrete gender equality related materials would have a positive impact.

In the *project of land reform*, work with RISD provides important scope for integration of gender aspects in the securing land rights for women. There is a strong recognition by the partner that land reform in Rwanda has serious gender equality implications, not only in terms of laws enabling women to be registered for land titles, but also because conflicts over inheritance are often related to traditional gender norms. The partner recognized that women are the majority of those with land related cases, despite men being more likely to bring their cases forward. The use of community justice mechanisms is positive, but also raises challenges related to addressing unequal gender norms. These may be well addressed by the law, but these laws are being implemented by community officials

who may not have addressing gender equality in mind so rulings and mechanisms should be monitored.

Beyond supporting the local justice mechanisms to understand and apply the law correctly and to use the necessary forms and processes, there are other barriers to women's engagement, including distance and time to access the judicial premises. Further, community awareness of gender issues in property and inheritance is still low, as reported by the Gender Monitoring Office²¹. As legal protection is an important element in addressing poverty and empowerment, this is a key area for EKN's engagement in improving the application and implementation of the law. Community mediators and local organizations require further capacity on gender and land reform, as well as improved understanding of the policy and legal framework. As other organizations and partners may be involved in this area, EKN should scope out the actors in this sector and determine how to best support the capacity-building efforts.

Improved integration of gender equality in this sector compared to the other spearheads is largely a result of the interest of individual EKN and partner staff with expertise or knowledge of these issues. Recognition that gender inequality is a key phenomenon in Rwanda is important, but not sufficient for moving to action. The Sector Budget Support to the GoR in the area of security and peace could offer space for greater engagement and improved collaboration between the programmes of the Ministry in The Hague related to peace and security and EKN, as well as their partners.

3.5 Assessment of the Food security programmes

The focus areas for the Rwanda programme include: agricultural productivity and agribusiness, infrastructure development and capacity building towards improving the economic development of the country, and therefore enhancing food security of communities, households and individuals. In the regional programme food production is aimed at contributing to security. EKN support comprises the following projects at regional and Rwandan level (the projects in bold have been interviewed or reviewed on paper).

²¹ Republic of Rwanda, Gender Monitoring Office, Gender Impact Assessment of the Law N° 22/99 Of 12/11/1999 To Supplement Book I Of The Civil Code And To Institute Part Five Regarding Matrimonial Regimes, Liberalities And Successions, Kigali: August 2011.

Great Lakes region:

23088: IFDC Catalist-2, Agricultural intensification

Rwanda:

19940: Multi-donor Energy Access Roll-out Programme

23214: DFID, Land registration programme

23743: Helpage, Feeder roads programme

24730: Private Sector Federation and Chamber of Farmers, Linking farmers to markets

25454: SPARK, Cooperatives support programme

25195: PAREF-2, Support to RNRA Participatory Forest Management Pilots and Biomass Energy production

25457: UNICEF, Access to food for young children

25542: Local Demand driven Investment projects through Rwandan Local Development Support Fund

25673: EKN Front Office, Agri-sector Development Facility

For its national programme EKN has decided to focus under the spearhead Food security on facilitating an enabling environment for the post-harvest food chain and agri-business. The Rwandan Food Security programme does not identify or focus attention on structural causes of inequality nor does it deal with transforming gender norms. Except for the programme area on nutrition, it is assumed that the larger level efforts will lead to a local level transformation, without concrete assessment of needs or experiences of vulnerable groups.

Although the spearhead does not create barriers to the participation of women, and in some cases encourages equal inclusion of women in project elements, such as having women workers in infrastructure construction, more should be done to identify and address 'invisible' barriers to participation or to assess the differential use and impact of project results. Further, the projects do not directly address gender relations. Beyond the inclusion of a focus on women and children in the *nutrition project*, which can be largely attributed to the partners involved, gender integration in other programme areas is severely lacking. The higher level technical focus of EKN has meant that the often theoretical approach to gender integration is not effective. Moving forward, practical advice on projects related to infrastructure and engagement of the private sector as well as presenting the business case for gender integration, in terms of the positive effects on the success of a project, would be beneficial for EKN and partners.

In infrastructure projects, there is a complementary programme to the feeder road construction programme that is being run by *Helpage* on supporting women to have access to finance. This is secondary to the infrastructure project itself. Development of feeder roads with the cash for work approach has been a first step to engage women in generation of their own income. They need further support to overcome barriers (financial, cultural, technical) to embark on economic activities.

IFDC has raised some important gender issues in the implementation of their project. The *Catalist-2 project* focuses on value chain development, particularly through promoting entrepreneurship and business development. They are targeting 1 million farmers in the region. The IFDC Swiss donor is focused on gender, including in reporting, and is hiring a gender specialist for their team. They are also currently doing an evaluation of the Catalist-2 project which will include some gender related questions. There are attempts to work with cooperatives on gender equality integration through

capacity building, but there is scope for an increased focus here. There is a high expectation of the role that the gender specialist will play in the project. This is a key opportunity for EKN to provide support, for example by linking the specialist to other partners in Rwanda with strong gender experience in this area. Attention should be paid to avoid having gender integration becoming only the purview or responsibility of this specialist. IFDC does work with the gender specialist of MINAGRI and is aware of the MINAGRI Gender Strategy, although there is recognition of the implementation challenges.

Despite concerns that gender equality cannot be imposed from outside, local partners were keen to have support from EKN for developing mechanisms that work for their project area. There is no exchange of experiences between project organisations. There are many examples of local initiatives to address gender inequality and transform gender relations, including in other EKN programme areas that should be drawn on for this programme area. Examples include the gender trajectory of Agri-Profocus, the work of RWAMREC on men engagement and the work of Haguruka on community and household dialogues to address conflict and sharing of household responsibilities.

The *EKN Front Office* partners have undertaken a gender coaching programme with cooperatives that could become a core part of the *SPARK cooperative support programme*. SPARK is currently in the process of selecting the cooperatives they will work with, and then selecting coaches for their project. Integrating gender into their application form and the selection criteria for cooperative partners and coaches would improve their gender integration from the beginning. Further, connecting SPARK with other partners with gender expertise, including Agri-Profocus and IFDC could support them in terms of gender capacity building and working with gender trajectories in value chain development²² and more formal connections could be made, rather than relying on informal information sharing.

While *RLDSF* recognizes that women should be included in *constructing infrastructure projects*, this is due to government policy rather than EKN requirements. *RLDSF* recognizes the different gender roles in the use of infrastructures, such as water points. However, the idea that improved infrastructure benefits all people alike was quite prominent within *RLDSF* as well. *RLDSF* would be helped with gender analysis in identification of projects to be supported through the District Development Plans. This is relevant in view of the role that *RLDSF* plays in working with district councils, who are also required to incorporate a gender assessment in their District Development Plans (DDPs). *RLDSF* needs support to ensure gender integration in project selection and mechanisms for reviewing gender integration in the proposals they receive from districts. The Gender Monitoring Office has done a review of gender responsiveness of past DDPs. In that sense, resources are available to ensure alignment with government requirements on gender. During implementation of infrastructure projects, there is also scope for sensitization on gender issues, through the development of a new community mobilization manual, which has been prepared by *RLDSF* with UNICEF. EKN could seek these kinds of opportunities to support gender integration, particularly where it is required or encouraged by government and where other development partners are carrying out activities that could benefit EKN projects.

Other development partners engaged in infrastructure and agriculture, such as the EU Delegation, may also provide an important resource for gender integration in these areas. The EU Delegation in Rwanda is working closely with the Ministry of Agriculture to ensure gender integration of the Agriculture

²² Agri-Profocus is not yet a partner, but will be involved through ICCO in the management of the Front Office Fund. It has developed a book on gender and value chain development.

strategic plan, as part of their efforts to improve gender integration as required by the EU Gender Equality Action Plan. The EU Delegation has also appointed a Gender Focal Point who could be an important resource and partner for EKN in this spearhead and more broadly.

3.6 Assessment of the Integrated water resource management programmes

The spearhead Integrated Water Resource Management is new for EKN. In Rwanda the support framework is being set up. Besides providing technical assistance to the GoR to work on integrated management, the spearhead programme will include several ongoing projects in the field of water. Programmes related to energy are being phased out given the new focus for EKN on water. EKN support comprises the following projects.

Regional:	
23091:	IFDC Regional Cooking Wood Sustainable energy production through woodlots and agro-forestry in the Albertine Drift
24938:	IUCN-NI, Transboundary ecosystems based management of fishery resources and oil governance in the Great Lakes of Africa
25593:	Lake Kivu Environmental monitoring and organisational development project
(new)	Virunga protection project
(new)	Lake Kivu Watershed project
Rwanda:	
new:	Technical assistance to the Water Department of the Rwandan Natural Resources Authority
new:	National IWRM project (including Water Master Plan)

The regional programme and the Rwanda spearhead are focused on water resources management in an integrated way. Water is a resource that requires being taken care of in terms of quantity and quality and as a finite resource in order to ensure sustainability. Consumers include households, industry, energy, agriculture and others. Any removal of water from the hydrological cycle has an impact on the environment and the availability and quality of the resource. This can include environmental problems such as flooding or water contamination, which have an impact on the communities near the water source. Also other types of use such as installing a hydropower plant (limiting the natural water flow) or an industrial plant (water pollution) can have significant downstream consequences.

EKN will focus on capacity building and institutional development of the *Water Department* in the *Rwandan Natural Resources Authority* to improve integration and coordination between the various actors in the sector. This will include building knowledge and skills of these institutions and strengthening of organizations. The spearhead will also focus on restoring watersheds and catchments, and have started to identify possible starting areas, particularly those with critical needs or potential for disaster. Long-term planning of institutions, rather than addressing critical issues as they arise, is a key challenge given the focus of the sector on the latter.

The Government of Rwanda is currently developing a *Water Master Plan* which will include an assessment of needs. An *Irrigation Master Plan* has been created already, however without any gender consideration. It may also conduct a strategic environment assessment, which provides scope for

effective integration of gender in terms of the assessment of differential needs and uses of water, mechanisms for water management, and implementation of plans and projects for management and integration. Gender equality is not currently integrated in the Water Master Plan, despite recognition by EKN and to some extent by the partner that it should be. Water is a resource that is no longer abundantly available for all categories of users and this situation may seriously affect the most vulnerable groups. Water use management is a key advocacy area for EKN and should go beyond disaggregation of water users. Gender sensitive indicators should also be developed for the Master Plan and other projects to improve monitoring, reporting and subsequent planning. EKN should ensure inclusion of gender analysis in the initial assessment activity and the Master Plan development, and support gender integration in the strategic environment assessment.

The *Lake Kivu Monitoring Project* began in 2008 to ensure that methane extraction in the Lake is done in an environmentally conscious way and to monitor the impacts on the physical, chemical and biological properties of the Lake. This project has not incorporated gender analysis and integration. Analysis has been limited to the sex make-up of the scientist teams and workers on the extraction projects. Some consideration to the differential needs of female employees of the project took place although this was on an ad hoc basis. However, there is some recognition that the potential risks related to methane extraction, as well as opportunities of development around the Lake, may affect domains of economic activities, in which men and women will engage. For example, the communities near Lake Kivu think that the methane extraction has led to a decline in fish. This is not currently the case, but if a change in the properties of the Lake led to a serious decline, the partner stated that although men catch the fish, it's women who sell them, so they will be most affected if the fish are contaminated and make people sick. Further, there are some parts of the Lake affected by carbon dioxide related to the extraction of methane, making swimming or boating in those areas unsafe – children have drowned in these places. Last but not least, most of those involved in the actual extraction process are not from the communities themselves, and are men.

The partner was not aware of national policies and strategies on gender, nor did it know how to integrate gender analysis into the project or assess the impact that the project could have. The project does include public awareness and engagement, to enable communities to share their concerns and understand the process. There are limited linkages with other related issues, including use of water for drinking or other purposes, disaster management and how the economic benefits of methane extraction translate into community benefits. Stronger connection between this project and the IWRM approach would be useful, as some of the same management and coordination issues apply in this case.

Knowledge of the legal and institutional framework for gender integration in Rwanda was limited among key partners in the water sector, and capacity for integration is lacking. Moreover, capacity alone will not be sufficient to ensure gender integration. Rather, it must go hand in hand with specific EKN interventions related to gender equity elements in assessments and development of criteria for the identification of key projects that EKN will support. In any proposal for watershed rehabilitation to EKN, methods for assessing gender inequalities and impacts must be a key component.

Overall, throughout the spearhead programmes, beneficiaries are considered as a homogenous group, rather than assessing the needs, experiences and potential risks or benefits for each project under development. Partners focus primarily on gender balance and the numbers of men and women

participating, when they include gender analysis at all, rather than gender integration in projects and assessing equity of impacts. EKN is not a project implementer, which then requires the development of criteria, guiding questions and other tools and mechanisms in planning, monitoring and reporting, to ensure that partners implementing projects are integrating gender equity in their plans and projects. Despite not being a direct implementer, as a development partner, EKN has a key role to play in influencing the integration of gender through partners. Stronger understanding of the differential needs and experiences of men and women in all sectors by EKN would improve their capacity for negotiating gender responsiveness of projects with key partners. One option is to develop a gender trajectory with key partners.

4. RECOMMENDATIONS FOR BETTER INTEGRATION OF GENDER EQUALITY AND WOMEN'S RIGHTS

4.1 Priority thematic areas of Dutch development cooperation

The MASPs 2012–2015 for the Great Lakes and Rwanda are embedded in the four priority thematic areas (spearheads) of Dutch development cooperation: Security and legal order; Food security; Water resource management; and Sexual and reproductive health and rights. Embassies may work on a maximum of three of these themes. Choice of these themes depends on their relevance and the division of labour between the governments and the other development partners. Both the regional and the Rwandan MASP are focusing on the first three themes, thereby seeking a relevant synergy in order to consolidate efforts at various levels. In the Rwandan MASP the theme of sexual and reproductive health and rights is left to other development partners. The regional plan contained also the theme of renewable energy, but this theme will be phased out.

The priority spearheads of Dutch cooperation have not changed for the MASPs 2014–2017, but new specific themes have been formulated to align the plans with the revised Dutch policy. These themes are women's rights, climate change and disaster risk reduction; they have to be incorporated in the spearheads. In addition, room has been created for embassies to undertake stand-alone programmes – both within and outside the spearheads – to enhance women's rights²³. This comprises: leadership and political participation of women; follow-up of UNSC resolution 1325; economic autonomy of women; and combating trafficking of women and violence against women. This choice is related to a renewed emphasis on the strategy of women's empowerment besides the integration of gender equality in all spearheads of bilateral cooperation²⁴. It follows the recognition that integrated programming is not enough to bring about significant change for gender equality²⁵.

The revision of the MASPs Great Lakes and Rwanda is furthermore relevant to address the intent that embassies move towards a more regional approach, strive for EU joint programming in all possible areas and make an explicit effort to strengthen the role of civil society organisations as development partners.

²³ Aanschrijving voor herziening MJSP 2014-2017 in de 15 OS-partnerlanden en regionale programma's Grote meren en Hoorn van Afrika.

²⁴ Ministry of Foreign Affairs, Internationaal Genderbeleid; Letter to Parliament 15 November 2011.

²⁵ Ria Brouwers, Revisiting gender mainstreaming in international development: goodbye to an illusionary strategy. ISS Working paper no.556, 2013.

4.2 Gender equality and women's rights in the regional and the Rwandan MASP

In the setting of the current MASPs, gender equality is considered a cross-cutting issue, meaning that it should be given attention in all spearheads (like governance issues or capacity-building). In order to ensure this attention, it is recommended to incorporate these concerns in the core business of spearhead programmes. Linking them to the objectives (desired outcomes) is the only way to put them into practice. Linking them to the result areas is the best way to not overlook them in project appraisals and consultations with partners who are engaged to implement the programme or the projects.

We think that it is possible to incorporate issues of gender equality and women's rights by the following steps:

- a. *In the MASP itself:* by a systematic *inclusion of the target groups* in the outcomes and outputs in the spearhead programmes;
- b. *In the identification of and in working with partners:* by an appraisal of the *vision and commitment* of the implementing organisations or other partners and their capacity;
- c. *In the appraisal of project proposals:* by verification of the *context analysis, proposed activities and resources* needed for a gender-responsive implementation of the project;
- d. *In the monitoring of progress of implementation:* by verification of the *qualitative and qualitative outputs* resulting from gender strategies applied in implementation and discussion of how strategies are to be redressed.

4.3 Gender-inclusive outcomes of the MASPs

The current objectives of the regional MASP and the Rwanda MASP are listed in the table below. Objectives are formulated in the form of outcomes desired for the region or the country of the MASP. The addition in italics is our suggestion to indicate the gender equality objective in the desired outcome. We did not add new outcomes, neither for the spearheads nor for the MASPs as a whole. The reason is that the themes and objectives of the current spearheads offer enough scope to cover the gender issues²⁶:

- The programme Security and Legal Order is already addressing women's rights and violence against women both at regional and national level; the focus, however, could be stronger.
- In projects, implemented by partners in the Food Security programme there are various experiences with gender inequality. Some projects have developed specific interventions to reduce constraints. For EKN this is a challenge to catch up. Issues have to be analysed and this may lead to rephrasing of outcomes.

²⁶ There are numerous manuals for appraisals of gender integration. Examples are: the EU manuals, DFID, Oxfam and DFATD (previously CIDA). Similarly there are many sectoral guidelines for gender integration in programmes and projects, both for training, implementation and evaluation. Examples are the Sector and Working Papers Women and Development of the Ministry of Foreign Affairs on agriculture; water and sanitation; health; energy, forestry and environment; and rights of women to the natural resources land and water. The Gender Monitoring Office has developed key gender indicators and baseline data for four sectors (governance, agriculture, infrastructure, and private sector). The advantage of having GoR sources is an enabling factor for gender-integrated monitoring.

- In the Integrated Water Resource Management programme frameworks are being set up to feed and inspire the Rwandan policies. EKN has a challenge here to bring in the interests of different user groups in production and consumption. An analysis of different roles of men and women cannot be missed here.

We realize that this is not a minor change, only acceptable if it is followed by clear suggestions on strategies to implement (selection of partners, activities, target groups) or on monitoring of results (in the form of requirements of reporting with the help of gender-specific indicators). It will be laborious, but it helps to remain consistent in the above principles of gender-inclusive project management at donor level.

Below is an overview of how existing desired outcomes could be rephrased in a gender-specific way maintaining the structure of the MASP monitoring framework and results chain (annex 2 to the MASPs, produced in 2012)²⁷. For the regional MASP also the initial formulation is maintained, although we would suggest that the outcomes of the regional programme be split following the spearheads of the Rwanda MASP, that is to say for Security and Legal Order, Food Security and Integrated Water Resource Management. Furthermore, we did not modify the outcomes of transboundary natural resource management, as the regional MASP might be revised thoroughly. Also, it is not clear how Dutch support to the regional programme from non-delegated funds figures in the outcomes of the regional MASP.

Outcomes of MASP Great Lakes region and MASP Rwanda (taken from the MASP documents and the Monitoring framework and result chains developed in 2011–2012)		
<i>MASP Great Lakes</i>	<i>Outcome at regional level</i>	<i>Intermediary outcomes at regional level</i>
Regional programme	Increased stability and security through fostering economic development, self-reliance and job opportunities <i>for men and women</i>	<ul style="list-style-type: none"> • Stability and security improved <i>for men and women</i> in the Great Lakes Region • Improved management <i>by men and women</i> of transboundary natural resources; • Sustainable income increased and jobs created <i>for men and women</i> from transboundary natural resources
<i>MASP Rwanda</i>	<i>Outcome at country level</i>	<i>Intermediary outcomes at country level</i>
Security and (international) legal order	A just and fair society <i>for male and female citizens</i>	<ul style="list-style-type: none"> • Strengthened rules of law to promote good governance and a culture of peace <i>for men and women</i>: <ul style="list-style-type: none"> ➢ Rwandan <i>men and women</i> feel their society is more just and safe ➢ Human rights, including political and civil rights are respected <i>for all men and women</i>
Food security	More food-secure <i>men and women (both adults)</i>	<ul style="list-style-type: none"> • Improved enabling environment for post-harvest agri-business <i>for male and female producers and entrepreneurs</i>²⁸

²⁷ We are not certain whether and how the framework was modified after the Sustainability Assessments of the Food Security and Water programmes for the Rwandan MASP by the Ministry of Foreign Affairs.

²⁸ We speak of male and female producers instead of household heads. The use of household head as measurement is actually problematic, given that most households with a male adult are considered de facto male headed, regardless of whether that male is in actual fact supporting the household financially or making decisions. The

	<i>and children)</i>	<ul style="list-style-type: none"> ➤ More food and nutrition security <i>for all men and women</i> in Rwanda ➤ More food reaches the <i>male and female</i> consumers ➤ Inequality income distribution decreased, <i>also between men and women in rural areas</i> ➤ Income sources for <i>poor men and women</i> in off-farm employment • Reduced chronic malnutrition in very young children (<i>boys, girls</i>)
Water resource management	Water resources are sustainably and rationally managed for use <i>by men and women in production and consumption</i>	<ul style="list-style-type: none"> - Effective IWRM principles developed and operationalized, <i>that take account of interests of male and female users</i> - Cost-effective water resources assessment <i>that take account of needs of male and female users and gender-specific</i> monitoring system in place - Water sheds and catchments rehabilitated, <i>taking account of interests of male and female users</i> - Efficient and equitable allocation and utilization framework in place <i>that takes male and female interests into account</i> - Capacity development for the Water department, <i>that includes taking into account of men's and women's interests of sustainable water use</i>

4.4 Gender-inclusive outputs

The above inclusion of a gender perspective in the desired outcomes should, of course, also be visual in the expected outputs. Expected outputs stand for the contribution that EKN wants to make to the desired outcomes for the country or the region. Expected outputs show the commitment that EKN makes towards realization of objectives.

Below, an attempt is made to include the interests and needs of men and women in the expected outputs. Again, we did not add any outputs, although we think that a number of outputs could be further refined, if additional efforts are considered necessary to enhance participation, access and benefits for different gender categories, or to reduce barriers and constraints that prevent participation, access or benefit.

household as a single unit does not allow for better understanding of internal dynamics or relationships. Even within a household, you can have more than one producer – such as the potato cooperative in Musanze, it was found that a man and woman in the same house could be in the same cooperative, but have different needs; they found that men were better in post-harvest activities than women in the same household.

<i>MASPs</i>	<i>Outputs at embassy level</i>
Security and (international) legal order in the Great Lakes region	<ul style="list-style-type: none"> • Food security <i>for male and female producers, entrepreneurs and consumers through:</i> <ul style="list-style-type: none"> ○ improved agricultural productivity, ○ efficient markets and transboundary trade in inputs and outputs in the region • Water management, <i>that takes account of needs and interests of male and female users:</i> improved coordination of management of joint watersheds and ecosystems • Increased use of sustainable energy for biomass creation and electricity generation and transmission] • Security and legal order <i>for male and female citizens:</i> strengthening the rule of law and restoring international legal order
<i>MASP Rwanda</i>	<i>Outputs at embassy level</i>
Security and legal order in Rwanda	<ul style="list-style-type: none"> • Improved access to quality justice <i>for men and women</i> • Strengthened mechanisms for conflict mediation and reconciliation <i>for men and women</i> • Improved security, rule of law and accountability <i>for men and women</i> • Improved human rights situation for vulnerable <i>men and women</i>
	<i>Outputs at embassy level</i>
Food security in Rwanda	<ul style="list-style-type: none"> • Improved infrastructure to produce, process, distribute and prepare food <i>for male and female producers, entrepreneurs and consumers</i> • Influence of agribusiness increased <i>for better inclusion of interests of male and female producers, entrepreneurs and consumers</i> • Business facilitation by EKN, GoR and service providers <i>including taking account of interests of male and female producers, entrepreneurs and consumers</i> • Better access to healthy food for very young children (<i>boys, girls</i>)
	<i>Outputs at Embassy level</i>
Water resource management in Rwanda	<ul style="list-style-type: none"> • Effective operational support to the Water Resources Department of RNRA, <i>that enables capacity to take account of male and female user groups</i> • Operational water resources assessment and monitoring system in place (WRAM), <i>that identifies risks for different user groups (male, female)</i> • Rehabilitation and development of watersheds and irrigation <i>taking into account needs and interests of male and female users</i> • Increased capacity of the Water resources department, a.o. by twinning of Rwanda and NL institutions, <i>that includes technical capacity and social inclusion skills in planning at local levels</i>

4.5 Assessment of gender-responsive partners

Having expected outputs is crucial in identification and selection of partners and types of support offered. An example of an assessment of the gender capacity of an organization is derived from the gender audit. It looks into the *commitment and capacity* of a potential partner to engage itself in transforming gender relations in order to bring about more equality in terms of access to and control over resources and benefits. Expected outputs may guide EKN in the negotiation with contracted partners to deliver. The assessment is usually done on the basis of an institutional profile that accompanies a project proposal.

Assessment of potential partners can be done with the help of numerous existing guidelines, for example guidelines used in gender assessment studies, gender audits, or gender-inclusive multi-stakeholder analyses. Below follows a checklist used in the gender audit of ILO departments and country offices.

Assessment of gender capacity of an organisation (derived from ILO gender audit methodology)

- Interaction between the organisation and civil society (e.g. women's organisations) or the gender machinery of the government (familiar with gender policies)
- Organization's strategy on gender equality as reflected in the objectives, programme and budget
- Incorporation of gender equality in the implementation of programmes
- Existing gender expertise and strategy for building gender competence
- Information and knowledge management
- Systems and instruments in use for monitoring and evaluation
- Choice of partners for collaboration (government, civil society, private sector) in collaboration
- Products and public image
- Decision-making in the organisation on how to deal with issues of gender (in)equality
- Staffing and human resources
- Organizational culture
- Perception of achievement on gender equality

4.6 Appraisal of project plan in view of the expected outputs

Decisions on funding of a project are based on appraisal of the proposed activities (called *Beoordelingsmemorandum* or *BEMO*). Guidelines for appraisal of proposals could be updated with the following three questions:

- Has a *gender analysis* been done of the stakeholders involved in the sector in which the project operates? What are the issues of inequality in the sector? How do the chosen activities and beneficiaries affect issues of inequality? What is the added value of activities for men or for women? Gender analysis is about: who decides; who has access to resources, who provides the labour, and who controls the produce and benefit. What are the interests and needs of male and female stakeholders (implementers, beneficiaries)? Is there a need for reformulating or adding intermediary outcomes? Or adding additional outputs?
- What are the *gender strategies* of the project? How are interventions targeted at male and female beneficiaries or how are interests and needs of men and women taken into account in the activities of the project? Where are the entry points for visible success for specific groups of men and women? Is there a need to *seek other partners* in implementation who have the skills of reaching these men and women?
- Which are the *specific interventions targeting men or women* to remove barriers and to gain space for men and women who otherwise would be excluded from participation? Is there a need to *engage additional partners* in implementation who have the skills of reaching these men and women?

4.7 Monitoring of outputs with gender specific indicators

Two guidelines are in place here, with relevance for gender equality. First it is recommended to select gender-specific indicators that are also used in the Rwandan government e.g. in the Gender Monitoring Office or the National Plan on UNSC 1325. There are two types of indicators for different sectors, notably indicators with a reference base in national statistics and indicators without a reference base (that have to be followed by studies and regularly held surveys (on nutrition, health, and the like). Alternatively, indicators may be derived from international agencies operating in Rwanda (EU Gender Plan of Action, DFID, UN Women). Second, care is to be taken to identify indicators that are not limited to numbers of men and women involved, but also provide information about the change that is observed over time.

We recommend to use the internationally recommended indicators of the Gender Monitoring Office²⁹, because this has the advantage that EKN remains within the GoR monitoring framework related to EDPRS. Below, examples are presented of quantitative and qualitative indicators of the involvement of men and women in agriculture in Rwanda.

²⁹ Gender Monitoring Office, Key gender indicators and baseline in four sectors Governance, agriculture, infrastructure, and private sector, 2011.

QUANTITATIVE INDICATORS FOR AGRICULTURE WITHOUT BASELINE									
Indicator	Type of data	Reference value			Data source	Data collection method	Frequency to collect	Responsibility of data collection	User of data
		total	male	female					
LAND									
Percentage of property owned or accessible by women/men (land, livestock) across income groups	%				MINAGRI	Survey	annually	NISR MINAGRI	GMO, NWC; MIGEPROF, MINAGRI- NISR
Percentage of female/male headed households without land	%				MINAGRI	Survey	annually	NISR MINAGRI	GMO, NWC; MIGEPROF, MINAGRI- NISR
Average area of agricultural land under irrigation (% of total agricultural land by sex of household head)	Number				MINAGRI	Survey	Monthly	MINAGRI	GMO, NWC; MIGEPROF, MINAGRI- NISR
Arable land (hectares per person) by sex of household head	Number				MINAGRI	Survey	Annually	NISR MINAGRI	GMO, NWC; MIGEPROF, MINAGRI- NISR
LABOUR AND WAGE									
Percentage of male/female labour force who are unpaid family workers or are working in informal sector (age 15 and over)	%				MINAGRI	Survey	Every 5 years	NISR	GMO, NWC; MIGEPROF, MINAGRI MIFOTRA- NISR
Salary/wage differentials of women/men for by category of workers	Number %				NISR	Reports	Monthly	NISR	GMO, NWC; MIGEPROF, MINAGRI MIFOTRA- NISR
Average wage for agricultural workers by sex	%				MIFOTRA	reports	Monthly	NISR	GMO, NWC; MIGEPROF, MINAGRI MIFOTRA- NISR
Percentage of rural	%				NISR	Survey	Every 5	NISR	GMO,

households where female/male head is the main earner							years	MINAGRI	NWC; MIGEPROF, MINAGRI NISR
Right to maternity leave/number of weeks/percentage of women who avail themselves of right	%				MIFOTRA	Reports	Monthly	MIFOTRA	GMO, NWC; MIGEPROF, MINAGRI MIFOTRA- NISR MINIJUST
QUALITATIVE INDICATORS									
Incidence of part-time/fulltime work	Number %				NISR	Survey	Every 5 years	MIFOTRA NISR	GMO NWC MIGEPROF MINAGRI MIFOTRA NISR
Changes over x-year period of project activities in household nutrition disaggregated by sex	Number %				MINAGRI	Survey	annually	MINAGRI NISR	GMO NWC MIGEPROF MINAGRI- NISR MINECOFIN
Change in behaviour among men and women due to "One Cow One Family" programme	Number				MINALOC	Survey	annually	MINAGRI MINALOC	GMO - NWC MIGEPROF MINAGRI MINALOC - NISR

5. SUGGESTIONS FOR IMPROVED SYNERGIES

5.1 Synergy within programmes of the MASPs

There is room for improvement of sharing information, experiences and even expertise between projects within spearhead programmes, particularly in the (large) Food Security programme. It was observed that connections between the Food Security spearhead and the EKN Front Office or partners working in agriculture or infrastructure development appear limited, despite the many opportunities for learning and sharing resources.

The assessment showed on the one hand EKN's perception of partners being not capable to do gender integration and on the other hand the partners' interest and openness to undertaking gender integration or even gender specific programming. Partners are keen to have leadership and support from EKN to do this. This is an area where EKN should build synergy and cooperation between projects.

Further, including planning and reporting requirements on gender would improve the gender responsiveness of projects, as this is a key area of leverage for EKN. Providing tools and support for partners to integrate gender aspects in the plans, in the implementation strategies and in the reports would be necessary, but would also require that EKN is gender aware. This is a great opportunity given the available resources from other development partners, and expertise from local organizations in Rwanda.

EKN should share information on the business case for integrating gender with partners. Knowledge of EKN and partners of the government policy and strategy context is mostly limited to the superficial requirements of the quotas for decision making or women's formal participation. The policies, strategies and resources should be more concretely reviewed to assure donor alignment and improve buy-in from EKN and partners.

5.2 Synergy between programmes of the MASPs

The MASPs build on the analysis of the context of the country or the region and the thematic priorities of the Dutch government. Within this setting, areas and modalities for support are selected in consultation with the government(s). In Rwanda this follows the Division of Labour, whereby the GoR and development partners align their respective engagements.

The synergy between the resulting 'spearhead programmes' is determined in the first place by the mission of EKN Kigali and/or the overall objective of the MASPs. Key issues are stability and security; and sustainable and inclusive economic growth. If EKN Kigali chooses to add its commitment to work on equal rights for women and men or reducing inequality between men and women, it is suggested to include that in the mission statement and the overall objective. For example, as in the box below, where the inclusion is added in *italics*.

The gender inclusive objectives thus refer to the commitment of EKN and justify the energy to be invested by the team in working together across the programmes. Of course this is valid too for the other objectives of stability, security and economic growth. It demands from the spearhead staff to not only manage projects within their programme, but also to consult each other on strategies in selection

of partners and projects to support. Without having specific gender expertise in the team this consultation could be enhanced and organised through the Head of Cooperation in the form of 'strategic' gatherings', aiming at a common mind-set.

Mission statement EKN Kigali:

EKN Kigali is committed to support the Government of Rwanda in its ambition to alleviate poverty *of all male and female citizens* through sustainable and inclusive economic growth, *equal rights for men and women*, stability and the rule of law, by supporting the development of Rwanda's judiciary as well as its socio-economic potential, while actively promoting Dutch-Rwandan private sector links.

Objective MASP Rwanda:

Contribute to achieving a just and fair society *for all male and female citizens*; more food secure *men and women (both adults and children)* and sustainable use of water resources *by men and women in production and consumption*

Objective MASP Great Lakes:

Increase stability and security *for men and women* through fostering economic development, self-reliance and job opportunities

5.2 Synergy between national and regional MASPs

The strategic consensus and common mind-set regarding issues of gender equality and women's rights are also necessary for the linkages between the regional and country MASPs. We are curious how in the coming years the regional issues of conflict-related violence against women, sexual violence related to resource extraction, and issues around sexual and reproductive rights will be considered under the (regional or national) MASPs, or will be dealt with by the Ministry of Foreign Affairs³⁰. Besides this the need remains for gender support to the other regional and national programmes of the MASPs. In view of the limited gender capacity and resources of national EKN teams³¹, one could think of strengthening this capacity at regional level. This is logical, not only from the point of view of consistency of interventions that need regional consensus and joint efforts (e.g. cross-border security; management of shared natural resources), but also from the point of view of insufficient capacity in national Embassy teams to take up gender equality and women's rights in national spearhead programmes.

³⁰ This is to be discussed at the September workshop on the MASP of Great Lakes region.

³¹ Since the introduction of the sectoral approach and the abolishment of the Women's Fund the gender capacity of embassy teams has decreased considerably.

5.3 Synergy between EKN and other development partners

It was found that there is little consultation between EKN Kigali and other development partners regarding gender equality and women's rights, including the EU. This was even considered a gap by several parties.

Other development partners may not be strongly focused on gender integration³², but development partners and project partners recognized the existence of the government policy framework, even if they did not fully understand or implement it. This framework, and the available space for integrating gender in alignment with the government and other development partners could be very useful for EKN, if it is capable to take this up.

There are also resources available from other development partners, including DFID and the World Bank, notably on gender responsiveness in infrastructure and agricultural development. EKN Kigali is not known to participate in national fora on gender equality, including engaging with the sector working group on gender at the Ministry of East African Community, which was established in 2012.

The above is also true for linkages between EKN and EU in Rwanda. The EU noted that EKN Kigali does not interact with the delegation on gender issues (but it does in the field of justice and the private sector). EU gender focal points have connections with GIZ, DFID, and the Swedish and Belgian Embassies. The EU delegation and the European Development Fund, however, are important for several reasons. First, it provides policy support to the Ministry of Gender (MIGEPROF) and funds gender projects of UN Women and MINAGRI. Second, the EU Plan of Action on gender equality and women's empowerment (2010–2015) provides the forum to join efforts with UN, ILO, OECD–DAC and other EU member states in the policy dialogue with the GoR, for example in the gender response to EDPRS and in dealing with challenges of coordination and implementation of the gender policy in MIGEPROF. Last, but not least, the EU delegation has funded and organised trainings in the field of gender mainstreaming and has produced resources that will be of use for EKN.

³² DFID and the Swedish Embassy are considered the main bilateral development partners working on gender, although the EU Delegation has begun implementation of the EU Plan of Action on Gender Equality and Women's Empowerment in Development.

6. SUMMARIZING

In conclusion, the advice on improving integration of gender equality in the MASPs for EKN Kigali is meant to contribute to feasible project management, without creating a heavy burden for the staff. Given that the desired outcomes and expected outputs of the MASPs thus far are primarily gender-neutral, it is wise to formulate a number of practical steps that help oversee the work and encourage results.

a. Build consensus on the rationale of integrating gender equality and women's rights in the MASPs of Rwanda and Great Lakes region; compare with the rationale of the gender advice for the MASP of Burundi
b. Assign tasks for gender integration in the MASPs for Rwanda and the Great Lakes region; determine how this will be steered at national and regional levels; seek assistance, if needed
c. Consult with implementing partners how gender integration is perceived and how this would improve selection of partners and appraisal of projects; discuss best practices in projects and share them across spearheads
d. Determine which projects could make the most change in terms of gender equality and women's rights; choose one project in each programme that would play a pilot role in transformation of gender roles; Examples: <ul style="list-style-type: none"> • Regional programme: Catalist-2 IFDC • Security and Legal Order: Land tenure regularization RISD; Police and Gender based violence NPR • Food Security: Coaching cooperatives SPARK; Front Office projects; Nutrition UNICEF; Feeder roads Helpage • Integrated Water Resource Management: Lake Kivu Watershed Project; IWRM in Water Resources department RNRA
e. Develop best practices of gender integration in implementation of selected projects; organise sessions with stakeholders in these projects to discuss strategies and achievements
f. Share experiences and achievements with other projects; conduct exercises using GMO indicators in progress reports
g. Seek alliances in GoR and among development partners to share best gender practices and resources for gender integration
h. Seek collaboration with EKN teams in Uganda and Burundi in development of guidelines for policy dialogue, partnership, appraisal, monitoring and reporting; organise workshops to learn from each other

APPENDICES

Advice on integrating gender equality into the MASPs
of EKN Kigali

(appendices 1 to 3)

APPENDIX 1

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APPENDIX 2

List of consulted organisations and projects

<i>EKN Spear head</i>	<i>Stakeholder or project</i>	<i>Meeting or visit</i>	<i>Contact person</i>
Regional programme all spear heads	EKN	Programme review Great Lakes MASP	Pieter Dorst, Brechtje Klandemans
	IFDC	Catalist II	Rieke Weel
	EWSA	Lake Kivu Monitoring Project	Augusta Umutoni
	MINEAC	Government of Rwanda Ministry of East African Community	Jean de Dieu Hakizimana
Spear head Water Resource Use Management	EKN	Programme review Integrated Water Resource Management	Benjamin Zech
	RNRA	Integrated Water Resource Management	Vincent Kabalisa, DDG
		Integrated Water Resource Management	Theo Vanderberg, Technical Advisor to RNRA
Spear head Food Security	EKN	Programme review Food Security	Esther van Damme
	SPARK	Cooperatives Support Programme	Maia Gedde, Pascale Murasira
	RLDSF	Local Demand Driven Investment Projects	Saidi Sibomana DDG Planning, Monitoring and Evaluation
Front Office	EKN	Front Office Overview	Marie Nizeyimana
	Front Office: Potato Cooperative Coabeki	Field Visit	Musanze District
	Gender Coach for Federation of Potato Producers	Field Visit	Bizimungo Léopold
	Imbaraga, Rwanda Farmers Federation	Field Visit	Joseph Gafaranga, Executive Secretary
	EKN	Front Office	Marie Nizeyimana
	Agri-Profocus	Front Office	Espérance Mukarugwiza, Coordinator

Spear head Security and Legal Order	EKN	Programme review Security and Legal Order	Vasco Rodrigues
	RISD	Securing Land Rights	Annie Kairaba, Director
	Supreme Court	Capacity Building Judiciary and Prosecution for trials of extradited suspects of the 1994 genocide	Anne Gahongayire, Secretary General
	Abunzi	Field Visit	Cell Level Mubuga Sector
	Abunzi	Field Visit	Gishyita Sector
	Individual land claimant (female)	Field Visit	Gishyita Sector
Development Partners	DFID	National programming	Dr. Samantha Yates
	EU Delegation	National programming	Mugeni Kayitenkore

APPENDIX 3

Recommendations for specific projects

Project	Findings	Recommendations
Regional Programme		
IFDC Catalist II	<ul style="list-style-type: none"> - Catalist II: Value chain development, entrepreneurial and business aspects of agriculture, linking farmers to markets, improving post-harvest handling and storage, sensitization on extension services - Assumption: Regional peace and security improves through increased wealth and exchange - Focus on smallholder farms (0.5–2ha) - Assessment of Burundi and Kivu is limited - Hiring a gender specialist - Have conducted a recent baseline study <p><i>Gender issues:</i></p> <ul style="list-style-type: none"> - Women work more hours, and do most of the work in the fields - Men are more likely to invest in business earlier - While household income may improve, decision-making may not be equal. - Women benefit less from agricultural professionalization and commercialization - Women have smaller amounts of land, creating a barrier to cooperative entry in the case of a land requirement - Women are underrepresented on boards of organizations and cooperatives - Limited acknowledgement by public of women as experts - Women in Congo face the challenge of land appropriation which may be linked to sexual violence. The safety issues create operational challenges. 	<p><i>Policies and Plans</i></p> <ul style="list-style-type: none"> - Review Agricultural Gender Strategy and other relevant gender policies and strategies for integration in project strategy and plans - Engage MINAGRI on gender issues in public fora and private meetings, including implementation of the Agricultural Gender Strategy <p><i>Programming</i></p> <ul style="list-style-type: none"> - Analysis of the gender impact of the programme and development of concrete measures to address negative impacts - Develop specific measures to engage women farmers and women-led cooperatives - Review criteria for selection of business proposals to ensure inclusion of specific gender equity goals or impacts - Ensure logistics for all trainings or meetings are gender sensitive <p><i>Collaboration</i></p> <ul style="list-style-type: none"> - Identification and engagement of partners with gender expertise and having a focus on women's empowerment in agricultural professionalization <p><i>Capacity Building</i></p> <ul style="list-style-type: none"> - Conduct gender training/coaching for partners, cooperatives and beneficiaries <p><i>Monitoring and Evaluation</i></p> <ul style="list-style-type: none"> - Monitor use and impact of extension services provided to men and women (ie. rice seeders) - Develop gender sensitive indicators and women-specific indicators (for example): <ul style="list-style-type: none"> o Percentage of men and women accessing extension services

	<p><i>Responses:</i></p> <ul style="list-style-type: none"> - Trying to improve equal representation of men and women in communications - Supporting female cooperatives or female leadership in cooperatives - Gender specialist will support national staff and programme - Have a gender strategy for the project - Dialogue and training with cooperatives <p><i>Gaps:</i></p> <ul style="list-style-type: none"> - Most project measurement is quantitative, some sex disaggregation - Require gender capacity building for the project and in general - Have analysed gender issues in agriculture, but this has not translated into the programme implementation or M&E - Gender negative impacts of the project require addressing 	<ul style="list-style-type: none"> o Percentage of men and women benefiting from extension services (consider the impact on agricultural output and income) o Increase in income of men and women beneficiaries linked to programme inputs o Increase in production of men and women beneficiaries linked to programme inputs o Change in time available for men and women beneficiaries due to programme inputs o Percentage of men and women represented as experts in all forms of communication to beneficiaries and partners o Number of men and women participating in trainings, meetings and workshops o Percentage of trainings considering men's and women's needs (time, location, child care, transport etc) o Existence of special measures to ensure women's access and participation to programme inputs
<p>EWSA Lake Kivu Monitoring Project</p>	<ul style="list-style-type: none"> - Lake Kivu Monitoring began in 2008 - LKMP monitors methane extraction and reviews the chemical, physical and biological properties of the lake. - Lake is used for methane gas, oil, drinking water, fishing, transportation - Currently conducting a baseline of the Lake to review biological properties, collect metadata - Promoting coordination with other institutions - LKMP is still defining roles and responsibilities - Limited engagement with DRC due to political challenges <p><i>Gender Issues:</i></p> <ul style="list-style-type: none"> - LKMP team is gender balanced, the DRC team has fewer women - Methane extraction impacts women, given care-taking responsibilities for children and the elderly, who are most affected by water contamination. - Men are more employed by methane extraction projects - Men fish on the Lake, women sell the fish. If the fish are 	<p><i>Policies and Plans</i></p> <ul style="list-style-type: none"> - Review national policies and strategies on gender to ensure integration in project plan and implementation <p><i>Programming</i></p> <ul style="list-style-type: none"> - Link this programme with the IWRM spearhead - Identify mechanisms to formalise the role of the LKMP and harmonize the work with the DRC - Identify various uses for methane extraction, including electricity and other options, and evaluate according to gender responsiveness of these uses - Determine level of electricity connectivity of communities around the Lake and encourage their prioritization for connection <p><i>Collaboration</i></p> <ul style="list-style-type: none"> - Improve coordination with other agencies, ie. REMA to share information on Lake properties to ensure water quality - Connect with national organizations with this expertise and local CSOs working on gender equality and women's empowerment. <p><i>Capacity Building</i></p>

	<p>contaminated, women will be affected by market sales.</p> <ul style="list-style-type: none"> - Electricity is generated by the lake, used with the national grid. Most communities around the Lake are not connected - Lake water is used for drinking or cooking, which are primarily the responsibilities of women and girls <p><i>Responses:</i></p> <ul style="list-style-type: none"> - Consider promoting fish farming on Lake Kivu to support the local population - Give same opportunities to men and women for employment with LKMP - Conduct public awareness with local communities - Potential to create early warning system for natural disasters - Potential for mapping of CO2 emissions on the Lake <p><i>Gaps:</i></p> <ul style="list-style-type: none"> - Lack of awareness of national policies and strategies on gender equality - Public awareness does not address gender issues, nor ensure equal engagement of men and women - Data collection focuses on the properties of the lake, not on community related issues/impacts - Limited knowledge of gender equity issues 	<ul style="list-style-type: none"> - Provide gender sensitization for staff and partners <p><i>Monitoring and Evaluation</i></p> <ul style="list-style-type: none"> - Monitor effects of methane gas exploitation, including the differential effects on men and women - Develop gender sensitive indicators and women-specific indicators (for example): <ul style="list-style-type: none"> o Number of men and women employed in methane extraction by position o Impact of water quality reduction on men and women in surrounding communities o Number of men and women reporting household or business connection to the national electricity grid o Number of men and women reporting loss of income due to water contamination o Number of trainings and workshops on gender equality conducted with staff and partners o Inclusion of special measures to address women's participation in community sensitization and other programme interventions (ie. childcare, transport, time, targeting) o Engagement with gender equality or women's empowerment CSOs o Improved coordination with other actors involved in regulating the Lake, including gender equality or women's empowerment focused actors
Integrated Water Resource Management		
Rwanda Natural Resources Authority	<ul style="list-style-type: none"> - Focus on setting up an enabling environment for IWRM, developing laws, policies, institutions, and management plans. - RNRA considers water storage and management, watershed management, licensing of water users, disaster mitigation, integration of water management activities, capacity building and stakeholder engagement. - Monitor allocation, governance and stakeholder participation 	<p><i>Policies and Plans</i></p> <ul style="list-style-type: none"> - Review national policies and strategies on gender to ensure integration in strategies, plans and programme implementation - Review GBS of MINIRENA to ensure inclusion of IWRM - Water Master Plan strategic environment assessment must include strong gender analysis and ensure engagement of men and women beneficiaries - Water Master Plan should be reviewed for gender integration and particular gender equity and women's empowerment measures

	<ul style="list-style-type: none"> - Current development of a Water Master Plan. - Consultant is currently doing an assessment for the Water Master Plan, which includes an analysis of how much water is used and by whom <p><i>Gender Issues:</i></p> <ul style="list-style-type: none"> - Inequality in participation, which has an impact on the sustainability of the process. - Women are affected by water issues, including supply and management. - Challenge to implement national policies on gender <p><i>Responses:</i></p> <ul style="list-style-type: none"> - May undertake a strategic environment assessment. <p><i>Gaps:</i></p> <ul style="list-style-type: none"> - Gender issues are not systematically addressed - Gender is not considered in the Water Master Plan - Water users are not disaggregated by sex - No sex disaggregated data - Lack of awareness of national policies and strategies on gender. - Limited gender capacity in water sector, including how to mainstream gender 	<p><i>Programming</i></p> <ul style="list-style-type: none"> - Conduct gender assessment in advance of planning and implementing all IWRM projects, to ensure equal access, participation, benefit and to reduce negative consequences on men and women. - Review IWRM logical framework to ensure gender responsiveness <p><i>Collaboration</i></p> <ul style="list-style-type: none"> - Request GMO to be involved in reviewing the assessment and plans - Ensure engagement of women, including partners and beneficiaries and women’s organizations, in planning and implementation of all projects, and particularly in the development of the Water Master Plan <p><i>Capacity Building</i></p> <ul style="list-style-type: none"> - Conduct capacity building on gender and water management for staff and partners - Identify a gender focal point within RNRA, and ensure a leadership role and sufficient capacity of this GFP (provide training) <p><i>Monitoring and Evaluation</i></p> <ul style="list-style-type: none"> - Review WRAM system to ensure collection of gender sensitive information and engagement of men and women in selection of key indicators and elements for monitoring. - Develop gender sensitive indicators and women-specific indicators (for example): <ul style="list-style-type: none"> o Level of integration of national policies and strategies on gender in strategies and plans o Level of engagement (and number) of gender equity and women’s empowerment agencies or organizations in IWRM project development and implementation o Percentage of gender-sensitive indicators in Water Master Plan that include baseline data disaggregated by sex o Inclusion of specific women’s empowerment measures in Water Master Plan o Number of men and women beneficiaries and stakeholders consulted in the development of the Water Master Plan o Number of gender trainings held with staff and partners, and number of men and women participants in each o Inclusion of gender analysis capacity in IWRM staff job
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		<p>descriptions</p> <ul style="list-style-type: none"> o Budget available for GFP within RNRA to carry out gender specific activities o High level position of GFP (management) o Percentage of indicators that are gender sensitive in WRAM
Food Security		
<p>SPARK Cooperatives Support Programme</p>	<ul style="list-style-type: none"> - SPARK works in entrepreneurship and job creation, including building skills for business, and is now in agriculture. - The project will target 100 cooperatives, will do a training needs assessment and develop training and coaching to link cooperatives to markets, diversify their production and support access to finance in order to accelerate agribusiness, promote rural economic growth, and generate jobs in the agricultural sector - Focus on mid-level cooperatives on maize, bean, potato, and horticulture value chains. - SPARK will also work with cooperative networks to strengthen them - Currently in process of selecting cooperatives and are designing an application form - Coaches will be selected based on business skills and agricultural knowledge as well as the needs of cooperatives selected <p><i>Gender Issues:</i></p> <ul style="list-style-type: none"> - Gaps in female leadership in cooperative, men take on leadership roles - Cash crops are prioritized by men, while women work on crops with lower cash value - Women produce more beans and horticulture, whereas maize and potato are produced by men. Beans and vegetables are seen as second class crops, and horticulture is riskier in terms of output - Women may not participate in training, ie. due to childcare, timing - Input costs might be different for women, even if the 	<p><i>Policies and Plans</i></p> <ul style="list-style-type: none"> - Review Agricultural Gender Strategy and other relevant gender policies and strategies for integration in project strategy and plans <p><i>Programming</i></p> <ul style="list-style-type: none"> - Review project logical framework to ensure gender responsiveness, including revision of indicators - Ensure application form includes questions about board membership and decision-making roles of women - Ensure application form includes a question on how the cooperative intends to improve gender equality through the coaching programme - Include gender expertise in selection criteria for coaches - Ensure specific participation of women's cooperatives - Encourage partner cooperatives to develop goals for gender equality and women's empowerment if they do not already have them - Ensure training and coaching is offered in a gender-responsive manner (ie. consider participation of women, and address invisible gender barriers to participation, including time, child care, distance etc). <p><i>Collaboration</i></p> <ul style="list-style-type: none"> - Connect with other organizations working on gender and agriculture in Rwanda, including Agri-Profocus (gender trajectory) and IFDC. <p><i>Capacity Building</i></p> <ul style="list-style-type: none"> - Provide all coaches with gender training and bring on coaches with gender expertise. - Provide cooperatives with gender training and include this as a key component of training and coaching. <p><i>Monitoring and Evaluation</i></p> <ul style="list-style-type: none"> - Develop gender sensitive indicators and women-specific indicators (for example): - Number of cooperatives with gender equity and women's

	<p>cooperative payout is the same for all members</p> <ul style="list-style-type: none"> - If there is a longer stay in the market, women take care of selling, but if it's short to exchange cash, men are engaged <p><i>Responses:</i></p> <ul style="list-style-type: none"> - Recognition of need to integrate gender - SPARK will develop a project monitoring tool with regular data collection, which could incorporate gender - Coaches will receive training, which could include gender training - The application form has a question on the number of women in the cooperative - Request advice for better gender integration <p><i>Gaps:</i></p> <ul style="list-style-type: none"> - Cooperatives should consider traditional gender roles and allocate tasks according to availability (ie. time) - Gender was not considered in the development of the programme - Limited gender expertise in SPARK - Limited knowledge on national policies and strategies on gender 	<ul style="list-style-type: none"> - empowerment goals as part of their mission - Percentage of women's cooperatives or cooperatives with a high level of women's leadership selected/participating - Percentage of gender specialist coaches involved in the project - Number of staff with gender expertise - Number of partner organizations with a gender equality or women's empowerment focus - Type of products and agribusiness activities conducted by men and women - Number, position level and types of jobs created for men and women - Number of men and women reporting increased food reaching markets and increased income - Number of men and women reporting reduced input costs - Percentage of women engaged in cash crop production and marketing - Consideration of gender-responsive measures to ensure women's participation in farmer field schools, trainings or meetings and access to extension services - Inclusion of specific gender equity criteria for selection of cooperatives and coaches - Type of project impact on men's and women's ability to generate profits, connect to markets, improve knowledge and capacity, access formal financial systems.
<p>RLDSF Local Demand Driven Investment Projects</p>	<ul style="list-style-type: none"> - RLDSF project focuses on food security through developing local economies and linking the population to markets. The focus includes agriculture, transport, energy, water supply, and support to districts to implement the District Development Plans. - Specifically, projects will include terracing, marshland development, energy supply and connectivity, micro hydro power plants, solar energy, feeder road development, bridges and drainage ditches, tree planting, and building water systems - Projects are identified by the community and District 	<p><i>Policies and Plans</i></p> <ul style="list-style-type: none"> - Ensure inclusion of infrastructure projects in RLDSF/MINALOC GBS <p><i>Programming</i></p> <ul style="list-style-type: none"> - Ensure consultation of women and men in the planning and implementation of all projects (before starting work on a project in a community and throughout the implementation of the project) - Incorporate gender expertise and capacity in the job descriptions of staff and criteria for selection of partners - Review community mobilization manuals for gender responsiveness, and roll them out for all projects - Ensure women participate in the identification, selection,

	<p>Councils prioritize them.</p> <ul style="list-style-type: none"> - Most projects are carried out with HIMO approach <p><i>Gender Issues:</i></p> <ul style="list-style-type: none"> - Women are affected by infrastructure, for example water supply - Women are less able to generate as much income as men because they work fewer hours due to household responsibilities - Women are less likely to take risks with their income, so they earn less <p><i>Responses:</i></p> <ul style="list-style-type: none"> - There is a new community mobilization manual for the social projection programme, that could be used - HIMO strategy engages women and RLDSF encourages contractors not to discriminate against women - Women get work and use income for other income generating projects - 1 hour after work is dedicated to training, including gender issues - RLDSF has a gender budget statement - The Government of Rwanda requires gender integration - Upcoming study on community satisfaction could include gender issues - Collect data on the number of men and women employed <p><i>Gaps:</i></p> <ul style="list-style-type: none"> - Limited consideration of gender integration in planning, development and intended impacts of projects - Most indicators are gender neutral, focus on number of Ha terraced, KM of road constructed, water supply - No requests for information on gender received by partners - Lack of capacity for gender analysis 	<p>implementation and monitoring of projects.</p> <p><i>Collaboration</i></p> <ul style="list-style-type: none"> - Collaborate with GMO to ensure gender responsiveness of DDPs and review projects proposed by Districts - Engage women's organizations and stakeholders at the national level and ensure engagement at the community level <p><i>Capacity Building</i></p> <ul style="list-style-type: none"> - Provide gender training for all staff and partners and ensure gender expertise in all committees related to project selection, implementation and monitoring - Identify a high level gender focal point within RLDSF and ensure adequate expertise <p><i>Monitoring and Evaluation</i></p> <ul style="list-style-type: none"> - Review project impacts for gender sensitivity and impacts on men and women beneficiaries - Develop gender sensitive indicators and women-specific indicators (for example): <ul style="list-style-type: none"> - Percentage of men and women on decision-making boards for prioritization of community infrastructure projects (ie. district councils) - Number and percentage of men and women participating in community consultation meetings related to infrastructure needs and prioritization, and level of participation of men and women - Percent of budget for infrastructure projects allocated to conducting gender analysis of project design, implementation and impact - Type of transport used by men and women beneficiaries - Source of energy and amount used by men and women for domestic agricultural, small scale and informal production activities - Level of connection to electricity reported by men and women - Distance to markets disaggregated by sex - Number of men and women participating in community planning - Number and percentage of men and women recruited and retained in construction activities
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