

REPUBLIC OF RWANDA



# THE STATE OF GENDER EQUALITY IN RWANDA

FROM TRANSITION  
TO TRANSFORMATION

GENDER MONITORING OFFICE  
MARCH | 2019

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# THE STATE OF GENDER EQUALITY IN RWANDA

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Supported by



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“

*Women and men are equal in terms of ability and dignity, and they should also be equal in terms of opportunities. As Rwandans, as a global community, we need every member of our society to use his or her talents to the fullest if we are ever to reach our development goals.*

”

**His Excellency Paul KAGAME,**  
The President of the Republic of Rwanda.



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# 1. ABBREVIATIONS AND ACRONYMS

<b>BNR</b>	National Bank of Rwanda
<b>EDPRS</b>	Economic Development and Poverty Reduction Strategy
<b>EICV</b>	Integrated Household Living Conditions Survey
<b>FFS</b>	Farmer Field School
<b>FHHs</b>	Female Headed Households
<b>FSDP</b>	Financial Sector Development Program
<b>GBS</b>	Gender Budget Statement
<b>GBV</b>	Gender Based Violence
<b>GMO</b>	Gender Monitoring Office
<b>GoR</b>	Government of Rwanda
<b>GRB</b>	Gender Responsive Budgeting
<b>HEC</b>	Higher Education Council
<b>HHs</b>	Households
<b>HMIS</b>	Health Management Information System
<b>ICT</b>	Information and Communications Technology
<b>IOSCs</b>	Isange One Stop Centres
<b>LFS</b>	Labour Force Survey
<b>LPG</b>	Liquefied Petroleum Gas
<b>LTSS</b>	Long Term Saving Scheme
<b>MHHs</b>	Male Headed Households
<b>MIFOTRA</b>	Ministry of Public Service and Labour

## THE STATE OF GENDER EQUALITY IN RWANDA

<b>MINAGRI</b>	Ministry of Agriculture and Animal Resources
<b>MINALOC</b>	Ministry of Local Government
<b>MINIJUST</b>	Ministry of Justice
<b>NISR</b>	National Institute of Statistics of Rwanda
<b>NST</b>	National Strategy for Transformation
<b>PSF</b>	Private Sector Federation
<b>PSTA</b>	Strategic Plan for the Transformation of Agriculture in Rwanda
<b>RAB</b>	Rwanda Agriculture Board
<b>RDHS</b>	Rwanda Demographic and Health Survey
<b>RIB</b>	Rwanda Investigation Bureau
<b>RMC</b>	Rwanda Media Commission
<b>RSSB</b>	Rwanda Social Security Board
<b>TVET</b>	Technical and Vocational Education and Training
<b>UNDP</b>	United Nations Development Programme
<b>VUP</b>	Vision 2020 Umurenge Program





## 2. INTRODUCTION


The Government of Rwanda (GoR) embarked on a development agenda aimed at “transforming Rwanda into a middle-income country, an economic trade and communications hub”. Rwanda’s Vision 2050 has a target for Rwanda to become an upper middle-income country by 2035 and a high-income country by 2050. Both the Vision 2020 and the forthcoming Vision 2050 highlight Gender and Family Promotion as one of the crosscutting areas.

Within these frameworks, a strong and solid stage for gender equality and women’s empowerment was set for women and men of Rwanda to realize their rights, potentials, aspirations and be full partners and beneficiaries in the Country’s development. From transition to transformation, it is visible that Gender Equality and the empowerment of women in Rwanda is not a myth but an achievable goal in the journey of transformation.

The highlighted achievements within this booklet have been possible thanks to the strong political will and commitment to promote gender equality and the empowerment of women by the country’s top leadership.

To track and document progress made, a country report on the state of gender equality in Rwanda covering both transitional and transformational periods have been developed. Key indicators were selected per National Strategy for Transformation (NST) pillars to inform the current summarized and user-friendly version with registered achievements, gender gaps and strategic recommendations to guide policy makers and all concerned actors to further position and promote gender accountability in all sectors.

The Gender Monitoring Office (GMO) commits to continue tracking, documenting and updating gender data across NST pillars to further guide enhanced accountability to gender equality and empowerment of women. GMO appreciates the contribution of key national stakeholders and development partners who played a significant role in making this publication possible.





## 3. LEGAL AND POLICY FRAMEWORK

A legal and conducive policy environment in Rwanda has greatly contributed to the realization of gender equality and empowerment of women across different sectors. The following are among the selected ones:

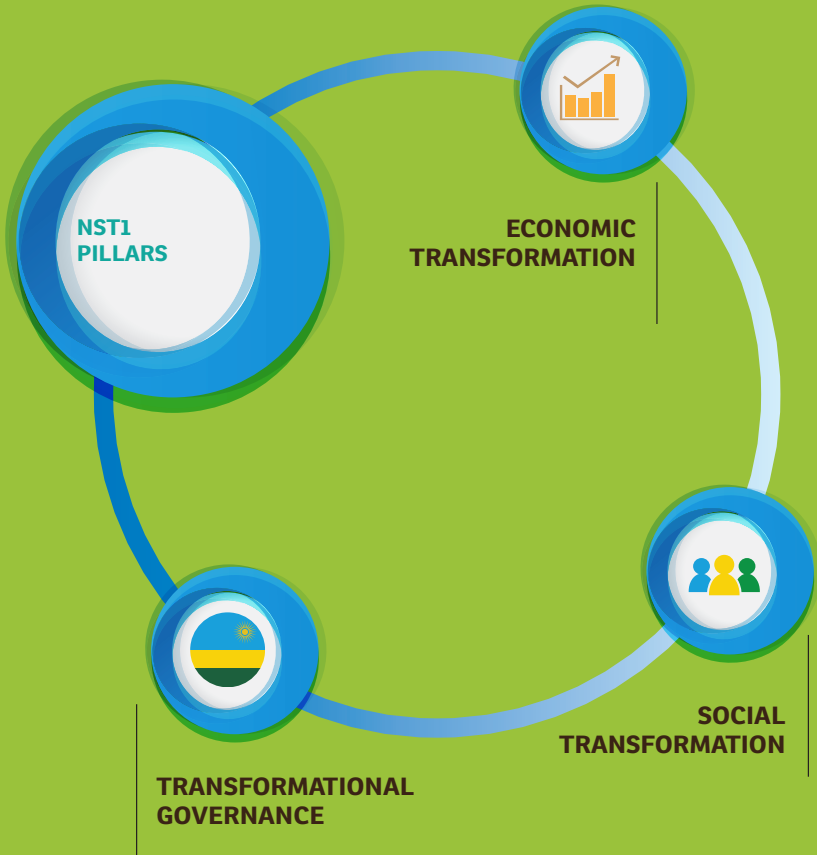
- **The Constitution of the Republic of Rwanda of 2003 revised in 2015:** Enshrines the principles of gender equality and women's rights and provides for the minimum 30% quota for women in all decision-making organs.
- **Rwanda Vision 2020:** Considers gender equality as a cross-cutting issue and commits to establish a gender friendly legal and policy framework. This further informed the cross cutting nature of gender equality and family promotion in EDPRS II and Seven-year Government Programme (2010–2017) and the current National Strategy for Transformation (2017–2024).
- **National Gender Policy 2010:** The policy envisages to set the Rwandan society free from all forms of gender based discrimination and create an environment where both men and women equally contribute to and benefit from the national development goals.
- **Sector Gender Mainstreaming Strategies:** In line with the aspirations of the National Gender Policy, different sectors including but not limited to Private Sector, Infrastructure, Agriculture, and Employment have developed gender mainstreaming strategies to guide their strategic interventions on the promotion of gender equality and empowerment of women.
- **Girls' Education Policy 2008:** The overall objective of the Girls' Education Policy is to guide and promote sustainable actions aimed at the progressive elimination of gender disparities in education and training as well as in management structures.
- **National Policy against Gender Based Violence 2011:** The overall objective of the policy is to progressively eliminate gender-based violence through the development of a preventive, protective, supportive and transformative environment.



- **National Decentralization Policy 2012:** The National Decentralization policy underlines the commitment of the Rwandan government to empower its people to determine their destiny. It further considers gender equality and social inclusiveness among the policy fundamental principles.
- **The Health Sector Policy 2015:** The policy envisages 'people-centered services' as one of its guiding principles and values, focusing on "the well-being of individuals and communities", with special attention to women and children.
- **Strategic Plan for Agriculture Transformation 2018 - 2024 (PSTA IV):** The plan provides that intensification and commercialization of Rwandan agricultural sector will be essential to reduce poverty and drive growth. Additionally, strategies to address key gender issues within the sector were outlined by the plan.
- **Organic Law N° 12/2013/OL of 12/09/2013 on State Finances and Property:** For gender commitments to be realized a gender responsive planning and budgeting programme (GRB) was adopted by the Government of Rwanda. The implementation of the programme was further reinforced by a law that stepped up accountability on financing for gender equality, providing mandatory gender responsive planning and reporting through Gender Budget Statements (GBS).
- **Law N° 43/2013 OF 16/06/2013 Governing Land in Rwanda:** The same as inheritance, Land reform in Rwanda supported women and men to have equal rights and enjoyment over their land properties. From this, both men and women have land titles registered on their names and this have facilitated especially women to access loans from financial institutions and engage in income generating activities.
- **Law N°27/2016 of 08/07/2016 Governing Matrimonial Regimes, Donations and Successions :** In 1999, a gender revolution especially in terms of equal accessibility to and management of family patrimony was realized through the law on matrimonial regimes, donations and successions which was later revised in 2016. The law provides that both boys and girls have the same rights to inherit properties from their parents.



# 4. THE STATE OF GENDER EQUALITY IN THE NATIONAL STRATEGY FOR TRANSFORMATION (NST1) PILLARS






# PILLAR ONE

## GENDER EQUALITY IN ECONOMIC TRANSFORMATION



### INTRODUCTION

Rwanda has made great efforts to promote economic inclusiveness with special focus on traditionally excluded groups including women. This section presents key selected indicators to highlight progress and prevailing gender gaps in Agriculture, Access to Finance, Employment, entrepreneurship and business plus Information and Communications Technology sectors that need attention to accelerate inclusive economic development.





## INFORMATION AND COMMUNICATIONS TECHNOLOGY (ICT)

- ICT Financial Services
- Mobile Money Transfers done by Men and Women
- Men and women Attendance in ICT and Related Courses
- Men and Women Graduated in ICT and Related Courses
- Men and Women Using Open Distance and E-Learning

## ACCESS TO FINANCE

- Gender Equality and Access to Finance
- Percentage of Population who Save, Disaggregated by Sex and Type of Saving

4

GENDER  
EQUALITY  
IN ECONOMIC  
TRANSFORMATION

3



1

## AGRICULTURE

- Men and Women Land Ownership
- Farmer Field School (FFS) Master Trainers, Facilitators and Trained Farmers
- Employment in Agriculture, Industry and Services
- Men and Women Access to Agricultural Loans
- Decision making in the use of Agriculture Output and Participation in Markets

INDICATORS

2

## EMPLOYMENT, ENTREPRENEURSHIP AND BUSINESS DEVELOPMENT

- Men and Women in Labour Force Participation
- Positions Occupied by Women and Men in Labour Market
- Percentage of Employed Persons by Economic Activity

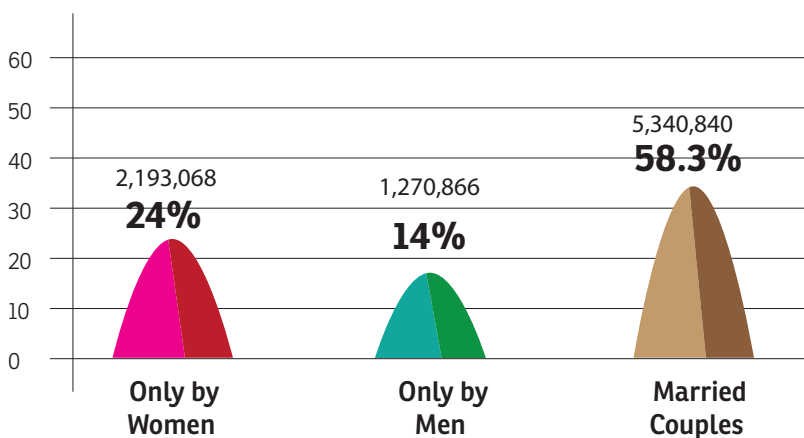


## 4.1. GENDER EQUALITY IN ECONOMIC TRANSFORMATION

### 4.1.1. AGRICULTURE

Women are key players in the Rwandan agricultural economy, producing food both for their families and the market. Therefore all interventions should be gender-responsive to tackle the gender issues in general and women farmers' issues in particular to reach sustainable results.

#### 4.1.1.1. Men and Women Land Ownership
























*Source: RNRA, Administrative Data, 2019*

Land is the main asset for production and investment. Land ownership has been very instrumental in contributing to women's access to finance.

Women's access to land tremendously contributed to their control over productive resources and access to loans using land titles as collaterals. For example, land contributed to 38% of women's access to credit.



#### 4.1.1.2. Farmer Field School (FFS) Master Trainers, Facilitators and Trained Farmers

	Number		Percentage		
 Farmer Field School Master Trainers	Female	19		43	
	Male	25		56	
	<b>Total</b>	<b>44</b>		<b>100</b>	
 Farmer Field School Facilitators	Female	876		34	
	Male	1,671		66	
	<b>Total</b>	<b>2,547</b>		<b>100</b>	
 Trained Farmers	Female	46,491		48	
	Male	50,365		52	
	<b>Total</b>	<b>96,856</b>		<b>100</b>	

Source: RAB Administrative data, 2014

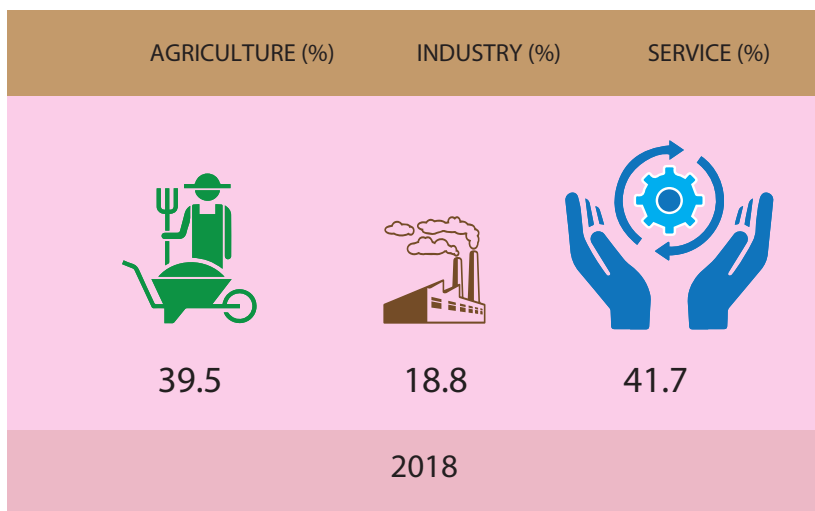
#### Participation of Women in Proximity Extension services has various advantages:

- Increased participation in various agriculture programs as beneficiaries
- Change of mindset that men are the only decision-makers as to land use and farming systems
- More access to new knowledge, technologies, and agricultural information
- Increased productivity and yield for women owned farms

With the highest percentage of women engaged in farming activities, there is need to increase their engagement in extension services.



### 4.1.1.3. Employment in Agriculture, Industry and Services

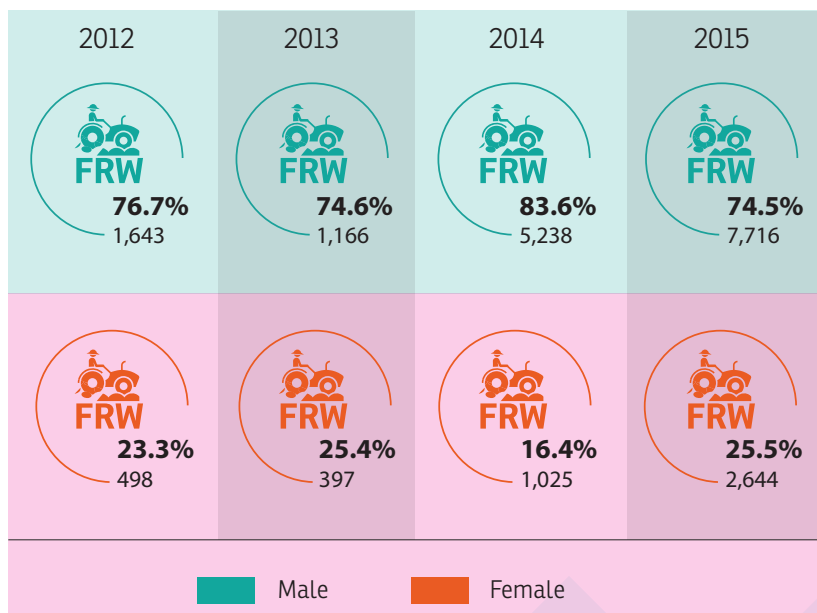


**Source:** Source: NISR, Labour Force Survey 2018

Agriculture sector follows the services sector in providing most of the employment opportunities for both men and women. However, there is a large gender gap in employment in the agriculture sector with women occupying mostly informal jobs. There are fewer women professionals and other staff in agricultural institutions and this has implications for the overall transformation of agriculture, especially the capacity to address issues in a gender-responsive manner.



#### 4.1.1.4. Men and Women Access to Agricultural Loans

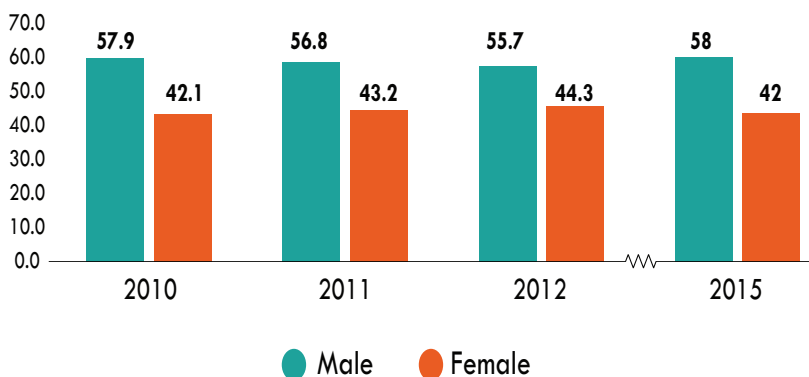


**Source:** BNR, Financial Stability Directorate, Administrative Data, 2016

Agricultural credit facilitates an increase in resources available for agriculture along its value chains and improves or creates alternative employment opportunities for women and men along the production and supply chains. However, Agriculture credit remains limited in general due to the fact that the sector remains very dependent on weather patterns. Investing in climate change management and introducing gender-friendly mechanisms will help both men and women to sustain their incomes through agriculture. There is also need to devise special measures to encourage more women to apply for agricultural loans.



#### 4.1.1.5. Agriculture Cooperatives Membership (%)



**Source:** RCA, Administrative Data, 2016

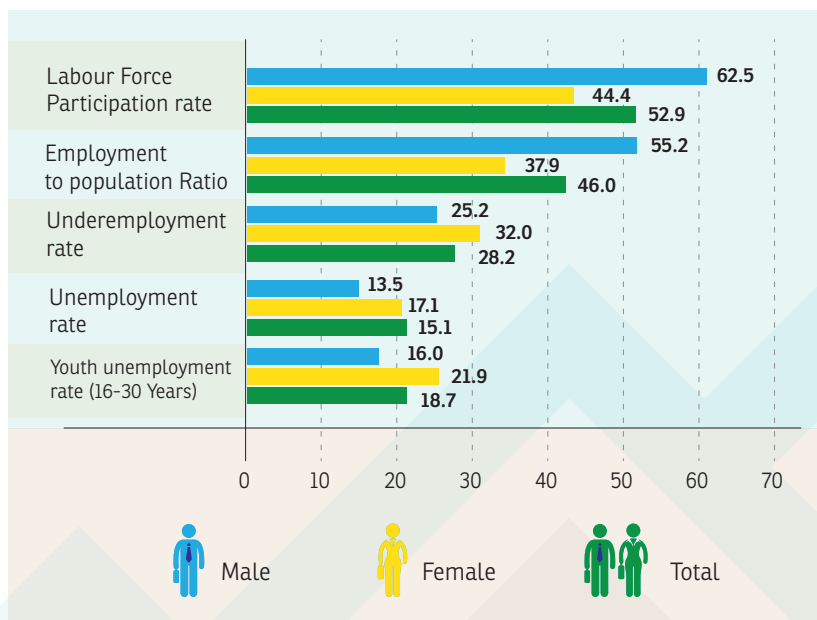
When it comes to membership in agriculture cooperatives, the number of women is low compared to that of men. This is mainly attributed to the distribution of family responsibilities which leave women with limited time to participate in other development initiatives.



## 4.1.2. EMPLOYMENT, ENTREPRENEURSHIP AND BUSINESS DEVELOPMENT

Access to employment and especially to decent and productive jobs by men and women in various sectors is critical for economic empowerment. The current Labour Force Survey (LFS) shows that the overall labour force participation stands at 52.9 percent with women's participation at 44.4% against 62.5% for men.

### 4.1.2.1. Men and Women in Labour Force Participation

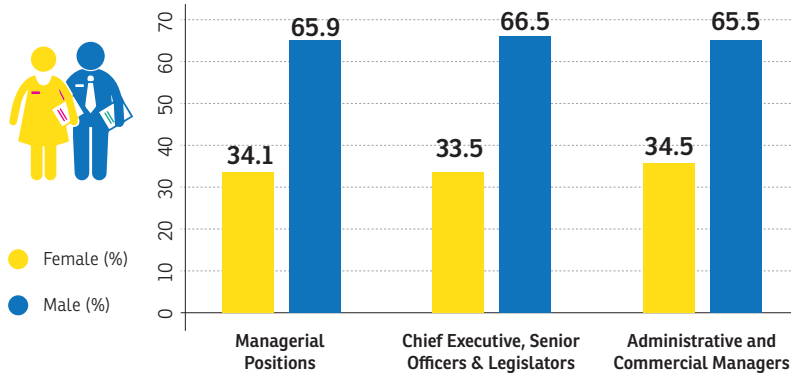


**Source:** NISR, Labour Force Survey, 2018

Males dominate the labour force due to having sufficient resources and relevant skills to engage in productive employment as opposed to females. There is thus need to devise special measures to promote job creation among youth, especially female entrepreneurs.



### 4.1.2.2 Positions Occupied by Women and Men in Labour Market

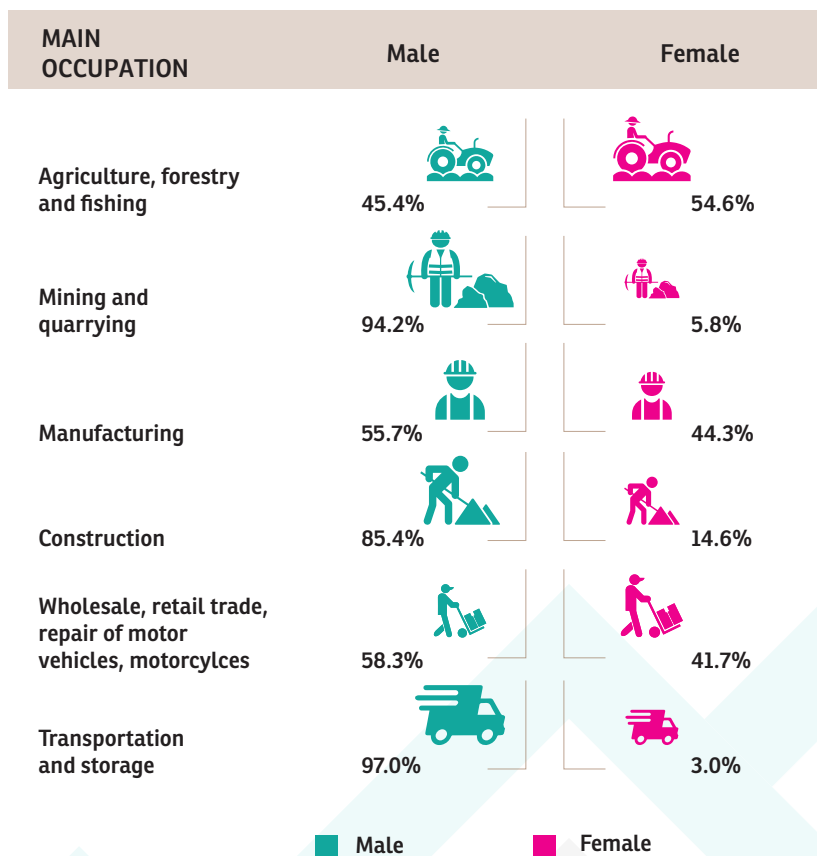


**Source:** NISR, *Labour Force Survey, 2018*

High positions are stereotypically considered by society to be more appropriate for males. However, other factors that impede women from occupying senior positions include limited mobility due to social responsibilities (unpaid care work), the educational level as well as access to and control of productive resources.



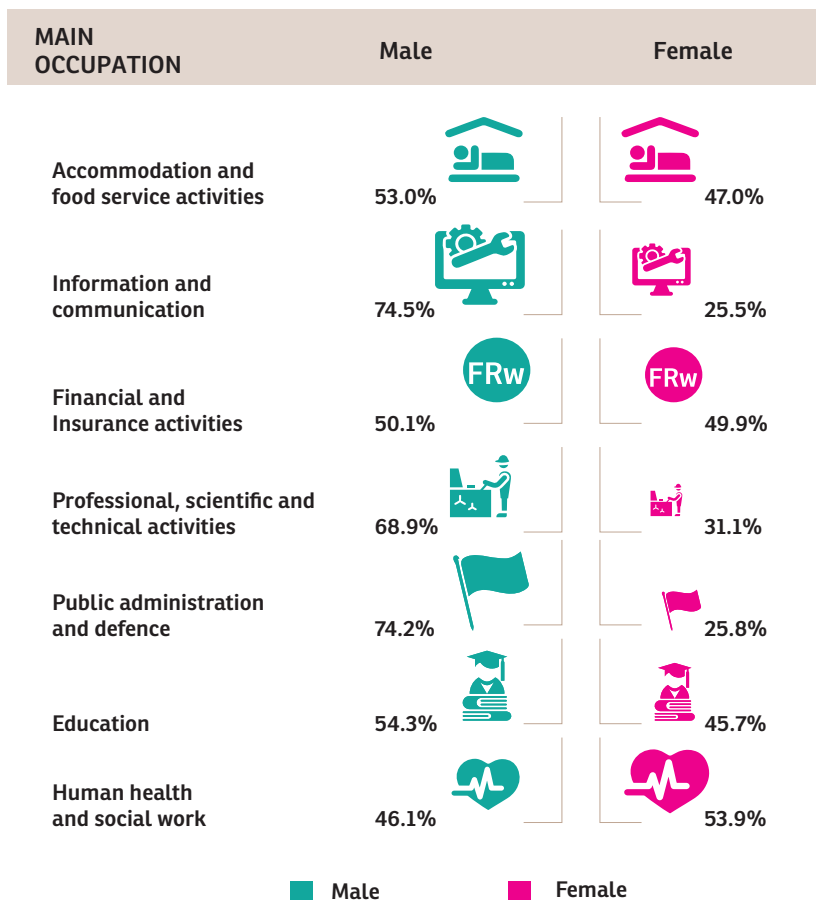
### 4.1.2.3 Employed men and women by economic activity



Source: NISR, Labour Force Survey, 2018



### Percentage of Employed Persons by Economic Activity (cont')



**Source:** NISR, Labour Force Survey 2018

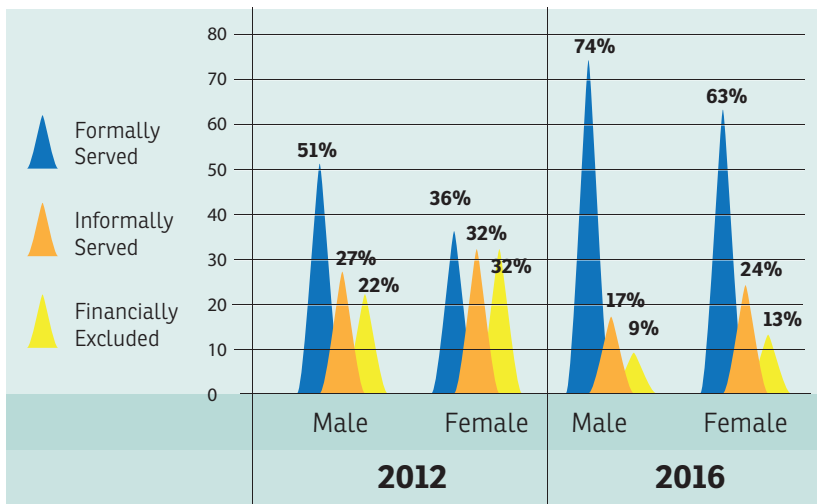
Women have also been encouraged and supported to venture into sectors previously dominated by men, including the formal trade sector, construction, manufacturing and mining. However, more efforts are especially needed to increase women participation in Mining and quarrying as well as Transportation and storage sectors.



### 4.1.3. ACCESS TO FINANCE

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

#### 4.1.3.1. Gender Equality and Access to Finance

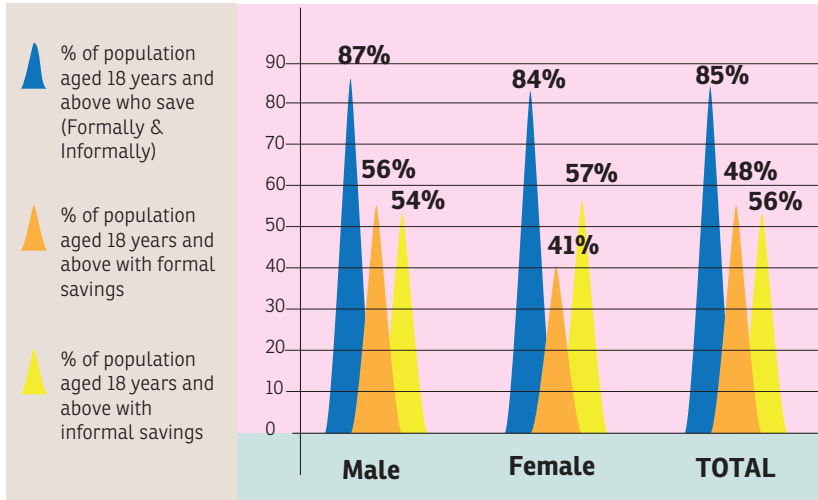


Source: FinScope 2012 & 2016

Financial inclusion looked at in terms of proximity and access to formal banking products, services needs to be accelerated to meet female consumers' aspirations. With majority of women relying on borrowing from informal groups, more efforts are needed in addressing women full inclusion.



### 4.1.3.2. Percentage of Population who Save



**Source:** NISR, Gender Statistics Report 2016



























Despite the increase in percentage of women having saving accounts, it is clear that a high percentage of female (57%) continue to save informally compared to 54% male. Initiatives designed to make men and women save in order to access different services and opportunities including loans offered by financial institutions will be ideal.

## 4.1.4. INFORMATION AND COMMUNICATIONS TECHNOLOGY (ICT)

ICT is a central engine for national economic transformation through knowledge transfer, facilitating digital financing and contributing to improved health-care services. ICT is one of global impact commitments of which Rwanda has committed to bridge the gender digital divide and attain parity in ICT access, usage and innovation by 2020.

### 4.1.4.1. ICT Financial Services

ICT has transformed the way people, women and men, boys and girls work, communicate, network, seek help and learn. The sector has dynamic effects on gender equality due to the increased transparency and quick information dissemination that comes with it, e.g. digital financial services and greater access to information.

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

















Source: Finscope, 2016.

Significant gender gap is observed in rural areas with regards to access to ATM debit cards. Extending existing ICT initiatives and developing tailored initiatives will contribute in bridging the gender gaps across the various areas.



#### 4.1.4.2. Mobile Money Transfer done by men and women (MTN & TIGO)

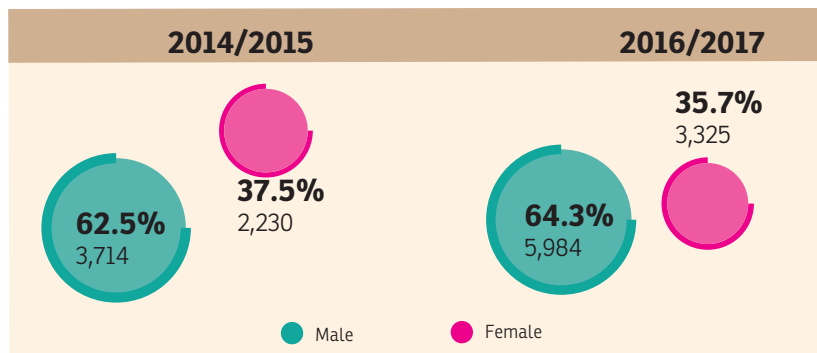
The 2016 FinScope shows that men and women use mobile money services as a channel for banking and to operate various transfers including remittances. The increase in access to mobile phones has also enabled an increase in mobile money banking and transactions.

Year		Sending Money 		Receiving 		
2012	Women	28.3%		35.0%		
	Men	71.7%		65.0%		
2013	Women	31.9%		37.4%		
	Men	68.1%		62.6%		
2014	Women	34.5%		38.7%		
	Men	65.5%		61.3%		
			 Men	 Women		

**Source:** RURA, Administrative Data, 2015.

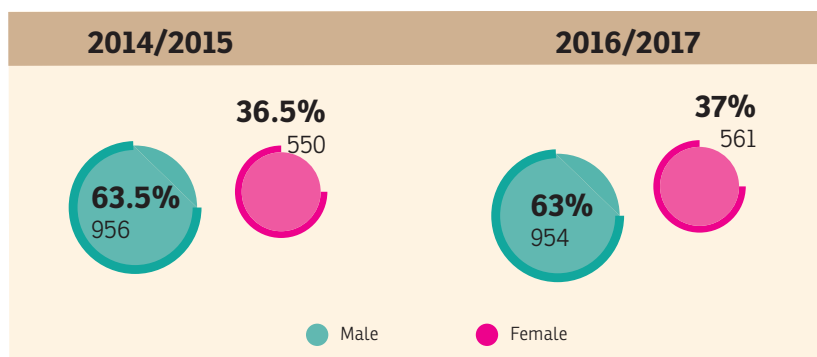
Money transfer using mobile phones among women is still very low compared to that of their men counterparts which may be explained by the differences in income generation, literacy and exposure/opportunities among men and women. Initiatives to facilitate women access to mobile phones will bridge the observed gaps.

#### 4.1.4.3 Men and women Attendance in ICT and Related Courses



*Source: MINEDUC, Statistical Yearbooks, 2015 and 2018*

#### 4.1.4.4 Men and Women Graduated in ICT and Related Courses

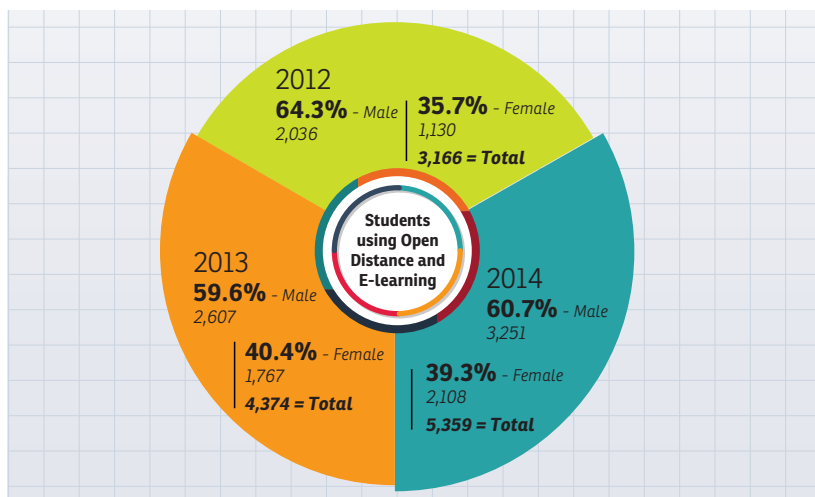


*Source: MINEDUC, Statistical Yearbooks, 2015 and 2018*

The female representation in ICT and related courses for both attendees and graduates is still very low compared to males. Responsible institutions need to raise awareness on the benefit of ICT specialised courses and encourage more young women to participate.



#### 4.1.4.6 Students using Open Distance and E-learning



**Source:** MYICT, Administrative Data, 2015

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



# PILLAR TWO

## GENDER EQUALITY IN SOCIAL TRANSFORMATION



### INTRODUCTION

As Rwanda aims to become a high-income country with high standards of living for its citizens by 2050, a laudable progress for improving the wellbeing of both men and women/boys and girls has been noticeable. This part presents the status of key achievements made in gender inclusion and social transformation sectors including education, health, social protection, energy as well as water and sanitation.





## ENERGY

- Male and Female Members of Charcoaling Cooperatives
- Distribution of Households (HH) by Main Source of Lighting (%)
- Distribution of Households (HH) by Main Type of Cooking (%)

5

## WATER AND SANITATION

- Percentage of HHs with Access to Improved Water Sources
- Percentage of HHs with Access to Improved Sanitation Facilities

4

## GENDER IN SOCIAL TRANSFORMATION

## SOCIAL PROTECTION

- Poverty Status
- VUP Beneficiaries by component (%)
- One Cow Per Poor Family Program
- Beneficiaries of Social Security Programs

3





# 1

## EDUCATION

- Number of Enrolled Students at all Levels
- Teachers Distribution at all Levels

## INDICATORS

# 2

## HEALTH

- Health Insurance Coverage
- Maternal Mortality Rate
- Women receiving Antenatal Care from a Skilled Provider
- Child Mortality
- Family Planning Use among Rwandan Married Women
- Male Engagement in Family Planning (%)

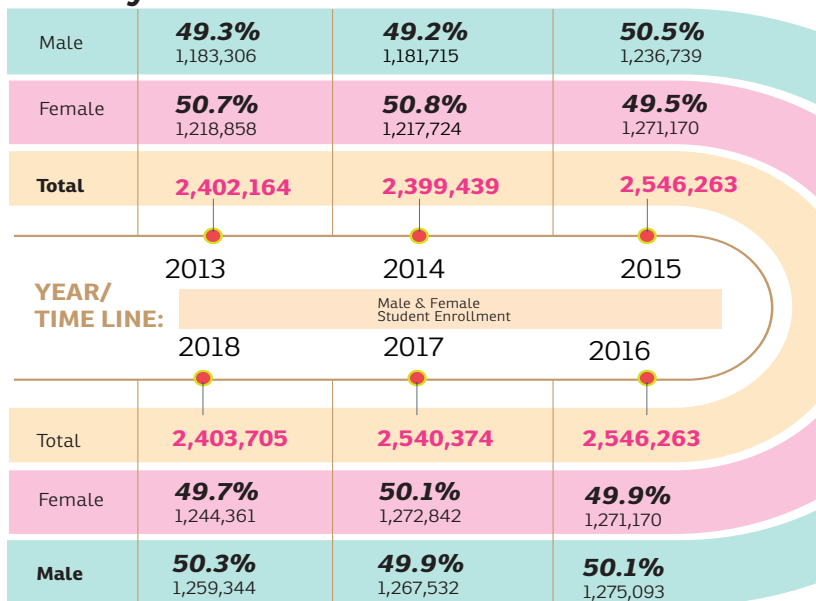


## 4.2. GENDER EQUALITY IN SOCIAL TRANSFORMATION

### 4.2.1. EDUCATION

#### 4.2.1.1. Number of Enrolled Students at all Levels

##### i. Primary Education



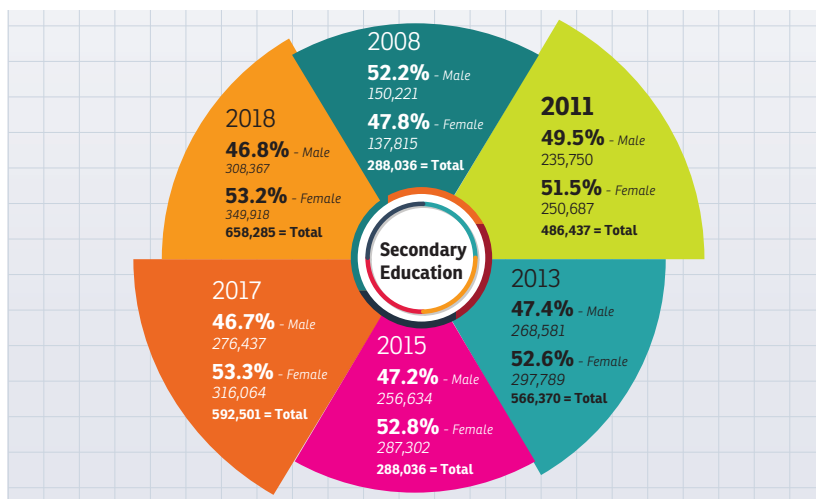
**Source:** Education Statistical Yearbooks 2011 – 2018

The number of girls and boys enrolled in primary education stands almost equal which indicates that parents now equally value the education for both girls and boys, contrary to the decades before where the community less valued girls' education. The removal of tuition fees for basic education enabled more children, boys and girls to enroll in primary education especially those from poor families. This empowers the future generations to equally realize their full potentials and contribute to the country's social economic development.

This also contributed to the reduction of adult illiteracy rate for the future generation which currently stands at 22.5% and 30.6% for male and female respectively.



## ii. Secondary Education

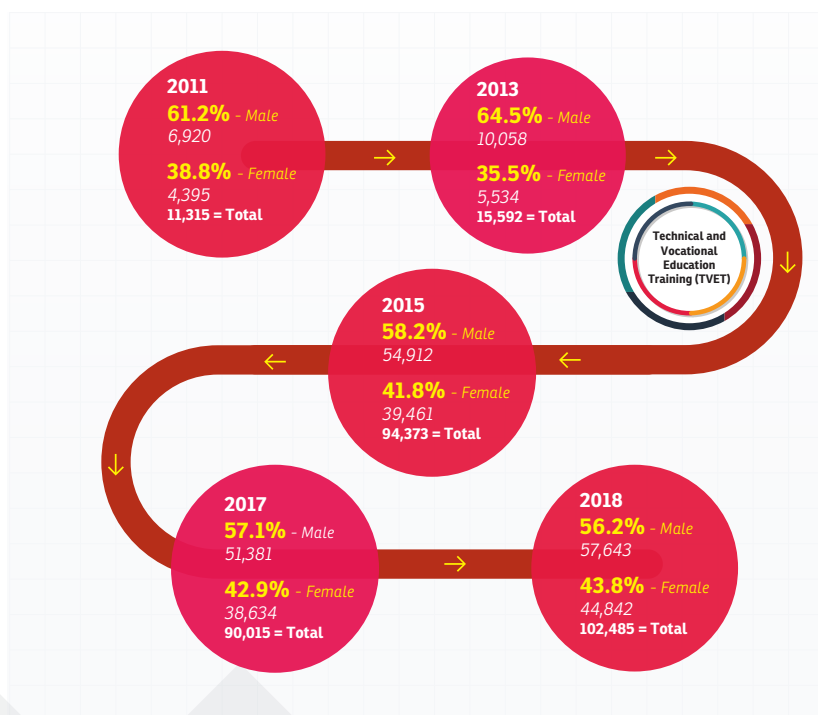


**Source:** Education Statistical Yearbooks 2011 – 2018

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



### iii. Technical and Vocational Education Training (TVET)

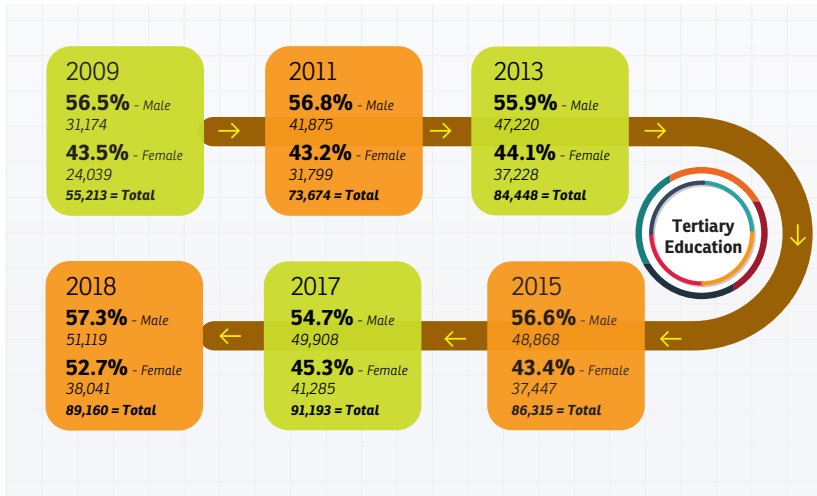


**Source:** Education Statistical Yearbooks 2011 – 2018

The enrollment in TVET has dramatically increased in the last 7 years from 11,315 in 2011 to 102,485 in 2018, as TVET provides mostly young people and the unemployed workforce with the possibilities to upgrade their skills in order to gain productive employment and also to establish their self-employment.

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

#### iv. Tertiary Education



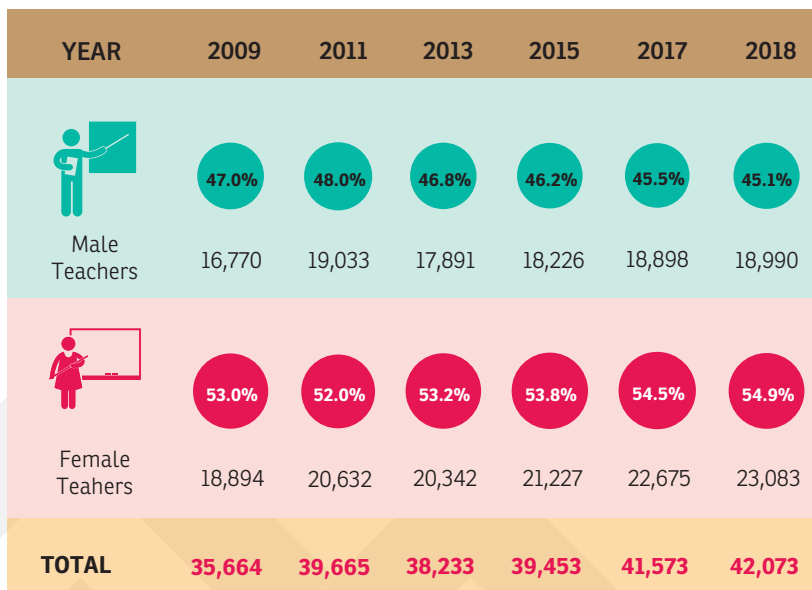
**Source:** Education Statistical Yearbooks 2011 – 2018

The tertiary student enrollment increased from 55,213 in 2009 to 89,160 in 2018. The number of females considerably increased even if it is still lower than that of males, especially in public tertiary institutions. The increase of female enrollment in tertiary education is attributed to increment of private tertiary learning institutions that facilitated more female enrollment with diversified learning programs including day, evening, week end and e-Learning.





## 4.2.1.2. Teachers Distribution at all Levels

### i. Primary Education





**Source:** Education Statistical Yearbooks 2011 – 2018

## ii. Secondary Education

YEAR	2009	2011	2013	2015	2017	2018
 Male Teachers	71.6%	75.7%	73.9%	72.5%	72.8%	71.9%
	10,324	10,000	13,076	13,607	16,006	16,569
 Female Teachers	28.4%	24.3%	26.1%	27.5%	27.2%	28.1%
	4,102	3,206	4,622	5,157	5,984	6,467
<b>TOTAL</b>	<b>14,426</b>	<b>13,206</b>	<b>17,698</b>	<b>18,764</b>	<b>21,990</b>	<b>23,036</b>

*Source: Education Statistical Yearbooks 2011 – 2018*

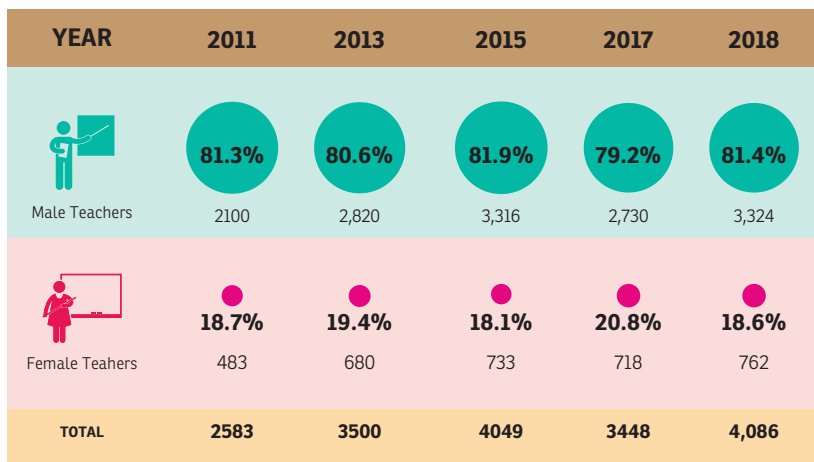
## iii. Technical and Vocational Education Training (TVET)

YEAR	2011	2013	2015	2017	2018
 Male Teachers	76.4%	79.9%	79.1%	78.2%	79.1%
	1,055	2,413	3,734	3,760	3,773
 Female Teachers	23.6%	20.1%	20.9%	21.8%	20.9%
	326	607	987	1,047	994
<b>TOTAL</b>	<b>1,381</b>	<b>3,020</b>	<b>4,721</b>	<b>4,807</b>	<b>4,767</b>

*Source: Education Statistical Yearbooks 2011 – 2018*



#### iv. Tertiary Education



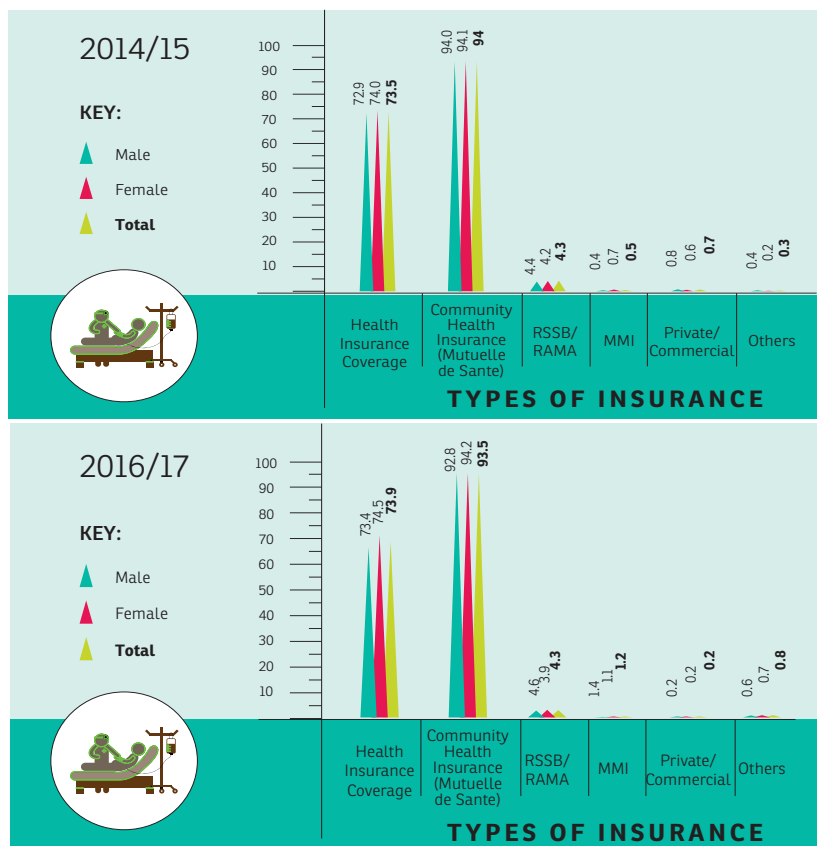
**Source:** Education Statistical Yearbooks 2011 – 2018

The trend shows that at primary education level, the number of female teachers are bigger than that of male (50.3% against 45.7%). However, the situation reverses at both secondary and tertiary education, where the number of male teachers outstrips that of female. This is due to the fact that the number of male tertiary graduates, including those who in turn join the teaching domain, is still higher than that of females.



## 4.2.2. HEALTH

### 2.2.1. Health Insurance Coverage

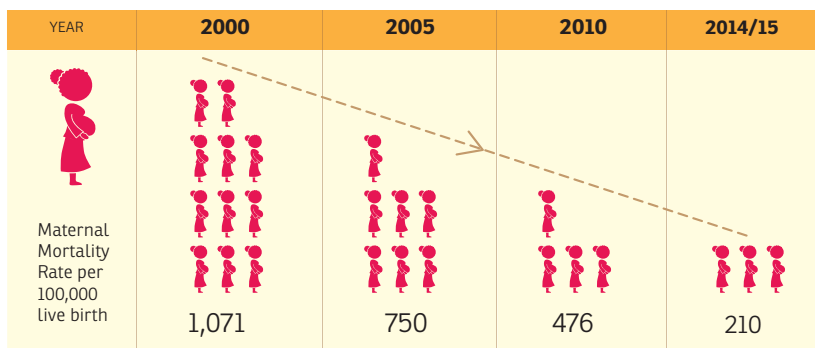


**Source:** Rwanda DHS 2014/15 and EICV5, 2016/17

Male and Female access to health insurance slightly increased from 73.5% in 2014/15 to 73.9% in 2016/17. Health insurance coverage for female outpaces men's (74.5% versus 73.4% respectively). The existence of community health insurance (Mutuelle de santé), the support provided to vulnerable people through social protection programmes and civil society efforts targeting people with special needs greatly contributed to the large health insurance coverage in Rwanda.



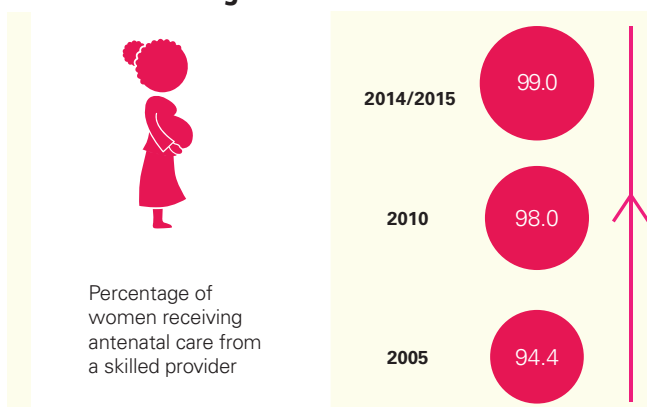
### 4.2.2.2. Maternal Mortality Rate



**Source:** Rwanda DHS 2000, 2010 and 2014/15

The maternal mortality ratio reduced from 1,071 in 2000 down to 210 in 2014/2015. This reduction is attributable to institutionalization of maternal death audits as well as strengthening the capacity of health professionals to deliver quality health services.

### 4.2.2.3. Women Receiving Antenatal Care from a Skilled Provider

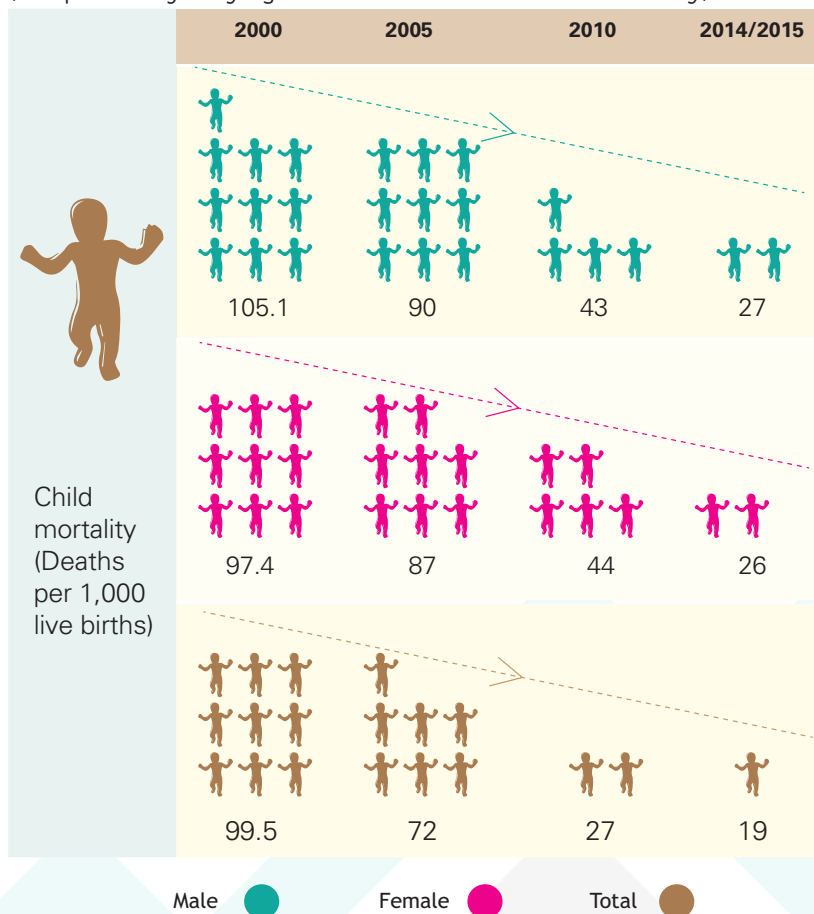


**Source:** Rwanda DHS 2010 and 2014/15

Women receiving Antenatal Care from a Skilled Provider at least once during pregnancy have kept increasing over the last 10 years. This is attributed to increased coverage in community health insurance scheme (Mutuelle de santé), increased skilled birth attendants as well as the role of community health workers who follow pregnant women from early pregnancy to delivery.

#### 4.2.2.4. Child Mortality

(The probability of dying between the first and the fifth birthday)






Source: Rwanda DHS 2005, 2010 and 2014/15

In general, the infant and child mortality decreased over the past decade. This is attributed to the implementation of integrated management of childhood illnesses in all health facilities and in community health services, as well as the introduction of new vaccines.















#### 4.2.2.5. Family Planning Use among Rwandan Married Women

 Women aged 15-49 using <b>any</b> contraceptive method	51.6	53.2
 Distribution of women aged 15-49 using <b>modern</b> contraceptive method	45.1	47.5
 Distribution of women aged 15-49 using <b>traditional</b> contraceptive method	6.4	5.8
YEAR	<b>2010</b>	<b>2014/15</b>

**Source:** Rwanda DHS 2010 and 2014/15

Use of modern contraceptive methods among all women has increased from 15.2% percent in 2005 to 27.8 percent in 2015. This has given women more opportunities to comfortably perform income generating activities and other responsibilities.

#### 2.2.5. Male Engagement in Family Planning

















YEAR	2012	2013	2014	2015	2016
Use of Condom 	 29,553	 37,706	 39,374	 36,284	 39,398
Vasectomy 	 2,394	 3,120	 3,090	 2,955	 2,394

**Source:** Ministry of Health, HMIS

The involvement and participation of men in family planning services remains marginal; especially for the use of vasectomy.

## 4.2.3. SOCIAL PROTECTION

### 4.2.3.1. Poverty Status

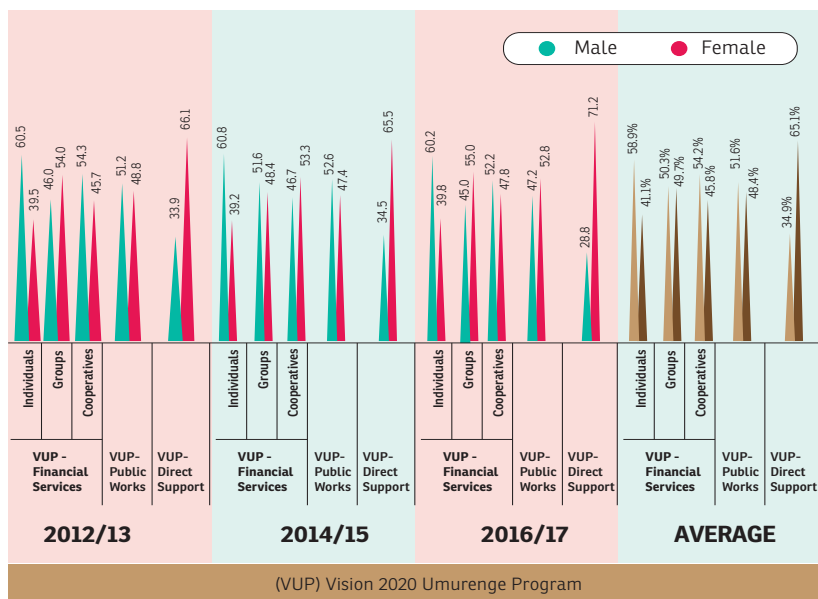
YEAR	2010/11	2013/14	2016/17
Male 	 21.1	 22.3	 22.6
Female 	 21.0	 24.4	 21.7
Poverty Status	21.0	24.4	21.7
Male 	 22.5	 14.6	 15.0
Female 	 26.0	 19.5	 17.8
Extreme Poverty Status	26.0	19.5	17.8

**Source:** NISR, EICV 3, 4 and 5

The extreme poverty among male and female HHHs has dramatically reduced from 22.5% and 26.0% in 2010 down to 15.0% and 17.8% respectively in 2017. This is attributed to various poverty reduction initiatives and programmes including Vision 2020 Umurenge and other social protection interventions initiated by the Government and partners, the introduction of cooperatives like SACCOs and agriculture programmes like Climate Change, Agriculture and Food Security, among others.



### 4.2.3.2. VUP Beneficiaries by component (%)



Source: LODA, Annual Reports from 2009-2017

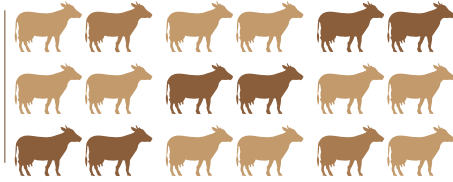
Started in 2008, the program greatly contributed to improving the livelihoods and poverty reduction among male and female beneficiaries by helping them respond to daily life needs, working with financial institutions, and starting income generating activities.

However, the trend shows that more female Headed HHs have been benefiting from VUP Direct support than male Headed HHs. As per the program beneficiaries' selection criteria, this shows that poverty is more observed in female headed HH than ones headed by males.

### 4.2.3.3. One Cow Per Poor Family Program

Initiated by the GoR in 2006, One Cow Per Poor Family Program has greatly contributed to reducing poverty among vulnerable male and female headed HHs, fighting malnutrition, increasing crop productivity and household income through surplus milk sales and promoting social harmony/cohesion among the Rwandan community through pass on the gift (Kwitura).

As of 2017, 296,230 cows have been distributed to poor male and female headed households since the implementation of the programme (*Evaluation Report of the Seven-Year Government Program, 2017*).



# 296,230

Cows distributed to MHHs & FHHs as of 2017 in the framework of Girinka programme

Generated data on Girinka beneficiaries needs to be engendered to inform future planing on the programme especially from a gender perspective.

### 2.3.4. Beneficiaries of Social Security Programs

Number of contributors of pension insurance	Female	86,374	94,943	104,508	106,942
	Male	212,002	231,263	247,577	253,342
	Total	<b>298,376</b>	<b>326,206</b>	<b>352,087</b>	<b>360,284</b>
Number of beneficiarie of pension	Female	14,738	14,616	14,862	15,057
	Male	18,747	18,698	19,040	19,290
	Total	<b>33,485</b>	<b>33,314</b>	<b>33,902</b>	<b>34,347</b>
Number of beneficiaries of occupational hazard pension	Male	1,168	1,168	1,132	1,149
	Female	1,003	1,017	985	999
	Total	<b>2,171</b>	<b>2,185</b>	<b>2,117</b>	<b>2,148</b>
YEAR		<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>

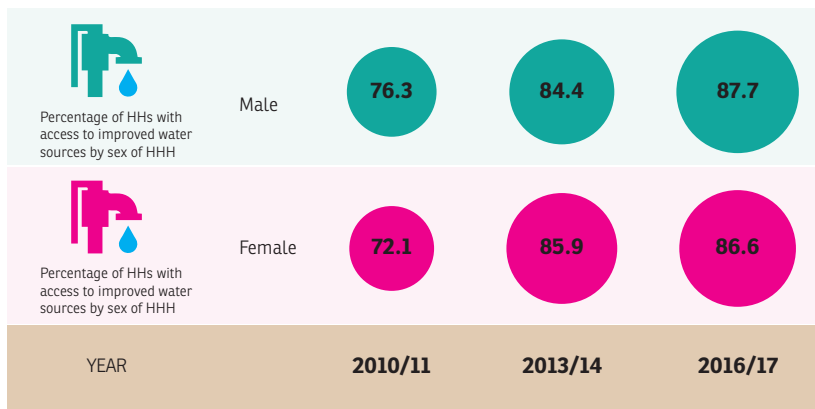
**Source:** RSSB, Administrative Data, 2015

The trend shows that number of males that contribute to pension fund is twice that of females. The reason to this is that most people who contribute to the fund are those that have formal jobs whose large majority are men. A considerable number of women are still involved in the informal sector which most of time do not contribute for pension scheme. The newly introduced pension scheme (EjoHeza LTSS) will also contribute to the increased number of social security programs' beneficiaries.



## 4.2.4. WATER AND SANITATION

### 4.2.4.1. Percentage of HHs with Access to Improved Water Sources



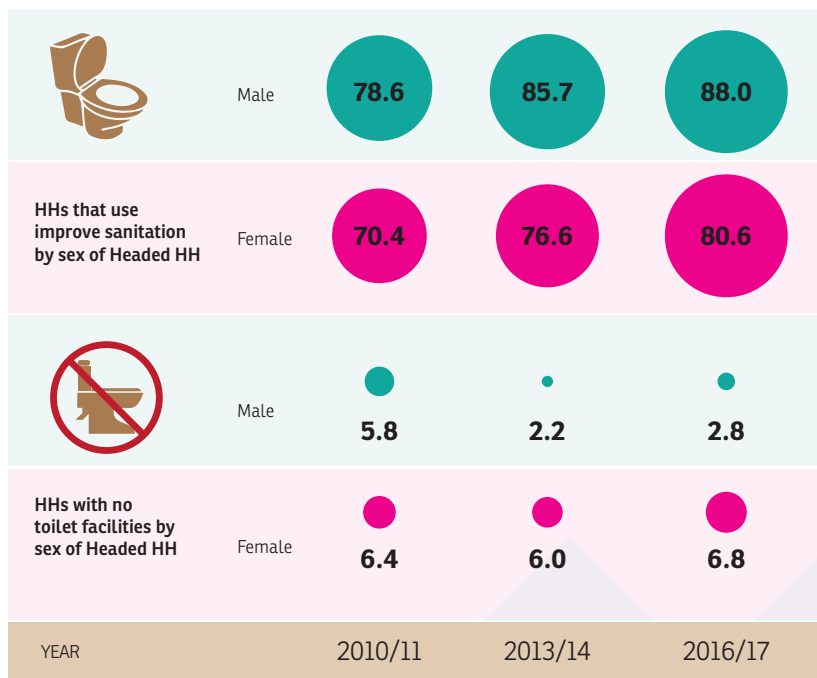
**Source:** NISR, EICV 3, 4 and 5

Access to improved water sources by male and female headed households tremendously increased between 2010 and 2017 from 76.3% to 87.7% and from 72.1% to 86.6% respectively. This is attributed to efforts by the government and stakeholders in expanding water and sanitation infrastructures across the country. This increase has contributed to releasing women and children from the domestic burden of collecting water and hence giving them time and opportunities to engage in other tasks such as education and other economic activities.





#### 4.2.4.2. Percentage of HHs with Access to Improved Sanitation Facilities



**Source:** NISR, EICV 3, 4 and 5

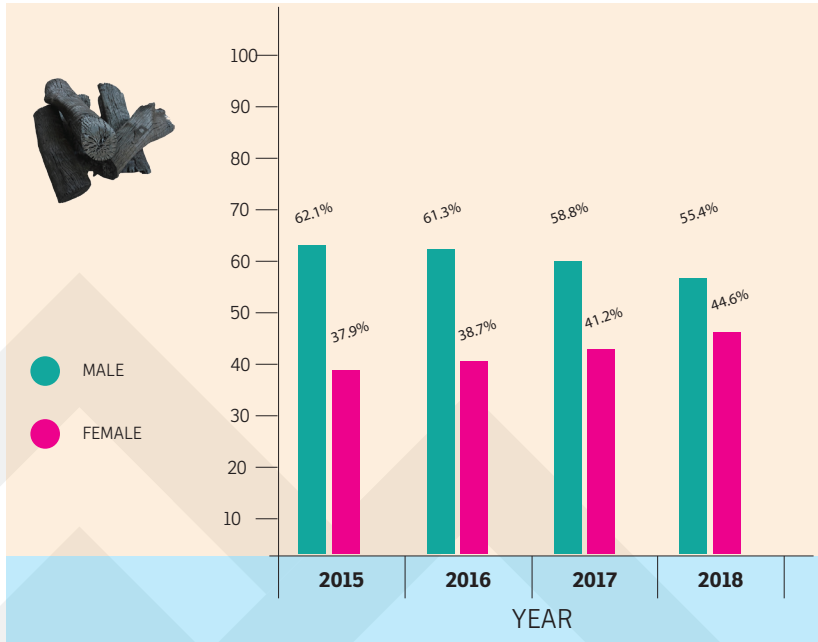
Generally, the overall access rate to improved sanitation facilities is high among Rwandan population.

However, the proportion of female HHs with access to improved sanitation facilities (80.6%) is low compared to that of male HHs (88.0%). This is related to unequal income distribution between men and women headed HHs where women HHs mostly have low income compared to men headed HHs. The recent efforts to improve human security have tremendously increased the status of sanitation in general.



## 4.2.5. ENERGY

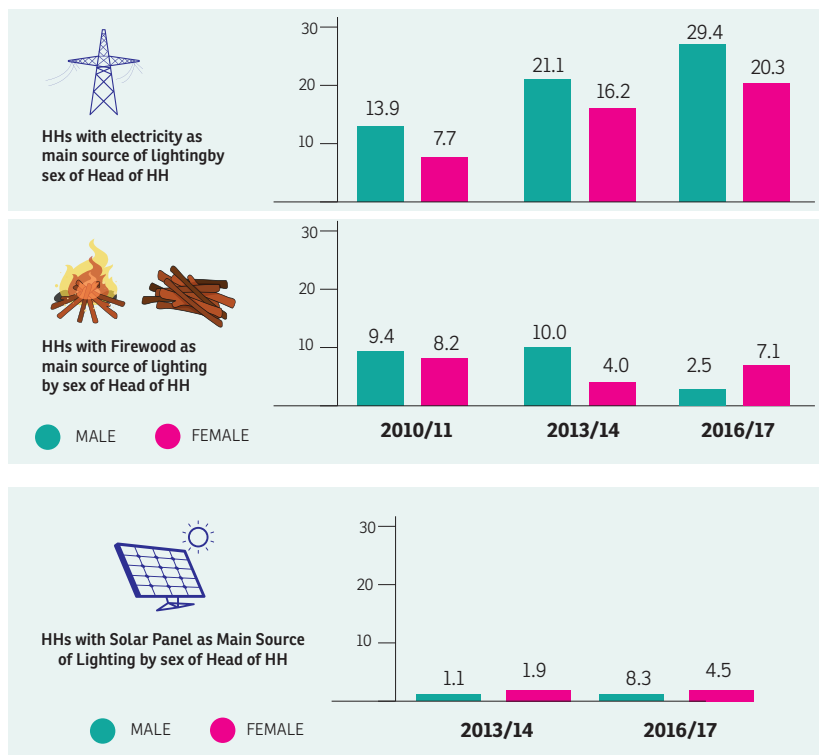
### 4.2.5.1. Male and Female Members of Charcoaling Cooperatives



**Source:** RCA, Administrative Data, 2018



#### 4.2.5.2. Distribution of Households (HHs) by Main Source of Lighting (%)

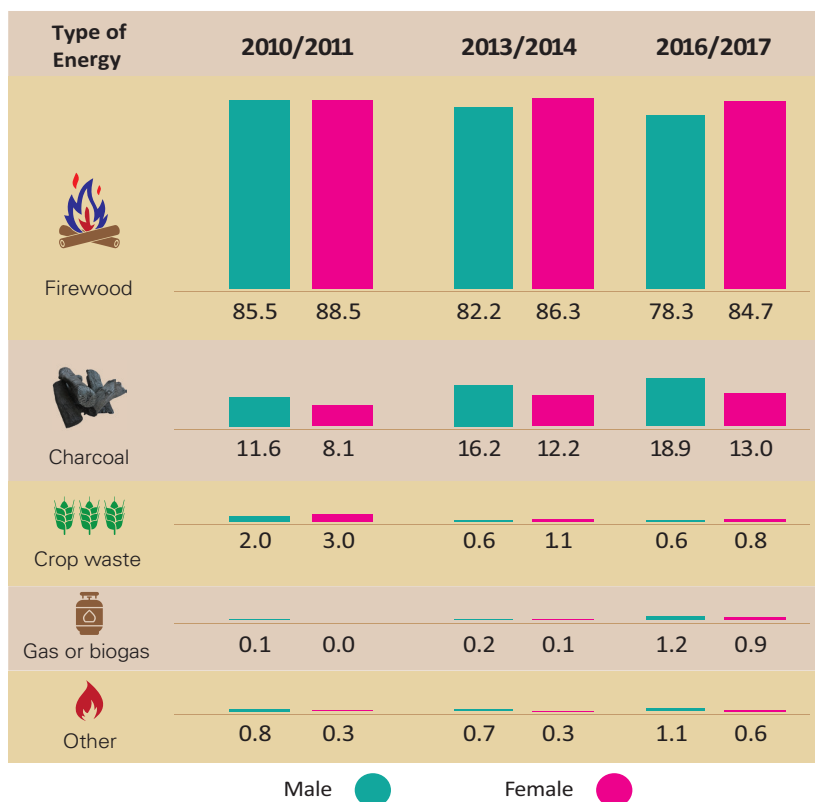


**Source:** NISR, EICV 3, 4 and 5

Utilization of electricity for lighting among Female Headed Households greatly improved from 7.7% in 2010 to 20.3% in 2017 while the number of users of firewood as main source of lighting reduced from 9.4 in 2010 down to 2.5 in 2017 for men headed HHs and from 8.2 in 2010 to 7.1 in 2017 for women headed HHs.



### 4.2.5.3. Distribution of Households (HHs) by Main Type of Energy for Cooking (%)



**Source:** EICV4, 2013/2014 and EICV5 2016/2017

The use of Biomass (Firewood and Charcoal) remains predominant among male and female headed households as source of cooking energy. Comparing these data with the EICV4, it is noticeable that there has been a slight decrease in the use of firewood for female and male headed households.

There is need to increase awareness targeting female headed households on the availability of LPG as an alternative source of clean fuel for cooking, provide incentives for the private sector to invest in storage and filling facilities across the country to improve LPG availability and reliability.



## PILLAR THREE

# GENDER EQUALITY IN TRANSFORMATIONAL GOVERNANCE



### INTRODUCTION

Transformational Governance includes the role of men and women and their participation in governance and justice in order to build a secure and stable nation, which provides a platform for economic and social transformation.

The Gender constitutional quota of 30% as provided by the Rwandan constitution, combined with a strong political will, gender responsive policies and legal environment as well as enhancement of capacity and mentorship for women led to increased representation of women in decision making organs and improved gender responsiveness of development programmes.





4

### **GBV SERVICE DELIVERY**

- Number of GBV Cases Received at Isange One Stop Centers
- Teenage Pregnancy and Motherhood

**GENDER IN TRANSFORMATIONAL GOVERNANCE**

3

### **MEN AND WOMEN REPRESENTATION IN MEDIA SECTOR**

- Representation of Men and Women in Media Sector



1

## REPRESENTATION OF MEN AND WOMEN IN PUBLIC DECISION MAKING ORGANS

INDICATORS

- Women representation in Parliament
- Men and Women Representation in Decentralized Local Government
- Men and Women Representation in Central Government
- Men and Women Representation in the Justice Sector

2

## MEN AND WOMEN REPRESENTATION IN THE PRIVATE SECTOR

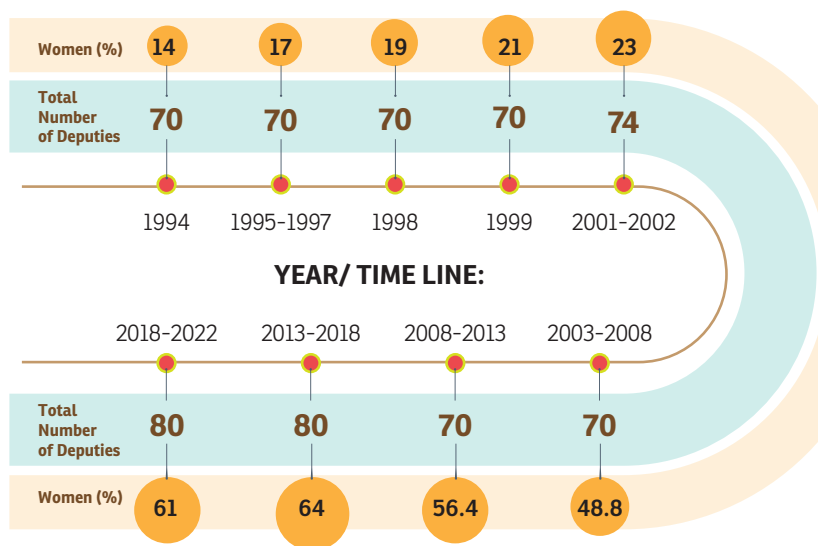
- Men and Women in Executive Committees of PSF Chambers at National Level
- Men and Women in Executive Committees of PSF at Provincial Level
- Men and Women in Executive Committees of PSF at District Level



## 4.3. GENDER EQUALITY IN TRANSFORMATIONAL OVERNANCE

### 4.3.1. REPRESENTATION OF MEN AND WOMEN IN PUBLIC DECISION MAKING INSTITUTIONS

#### 4.3.1.1. Women representation in Parliament



**Source:** Parliament Administrative Data, 2018

The increased participation of women in parliament is a result of Rwanda's conducive environment that allowed equal participation of both males and females in decision making organs. Further to this, women's representation in parliament has influenced and positioned the adoption of gender responsive laws and oversight on their effective implementation.



### 4.3.1.2. Men and Women Representation in Decentralized Local Government

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














● Male
 ● Female

**Source:** MINALOC administrative data, 2018

In line with the gender commitment as enshrined in the decentralization policy, participation of women in some leadership positions at the local levels has kept improving. However, more efforts are needed to address the existing gender gaps and ensure that strategies to improve women/ men's participation are established.
















### 4.3.1.3. Men and Women Representation in Central Government




	2016/2017		2017/2018		
	Number	Percentage	Number	Percentage	
 Ministers	Male	10	<b>52.6</b>	10	<b>47.6</b> 
	Female	9	<b>47.3</b>	11	<b>52.3</b> 
	<b>Total</b>	19		21	
State Ministers	Male	8	<b>80</b>	8	<b>72.7</b> 
	Female	2	<b>20</b>	3	<b>27.7</b> 
	<b>Total</b>	10		11	
Permanent Secretaries in Ministries	Male	11	<b>64.7</b>	14	<b>70.0</b> 
	Female	6	<b>35.3</b>	6	<b>30.0</b> 
	<b>Total</b>	17		20	
Heads of public institutions	Male	140	<b>80.5</b>	144	<b>80.0</b> 
	Female	34	<b>19.5</b>	36	<b>20.0</b> 
	<b>Total</b>	174		180	

● Male    ● Female    ● Total

*Source: MIFOTRA, Administrative Data, 2018*

## Men and Women Representation in Central Government (Cont')

	2016/2017		2017/2018			
	Number	Percentage	Number	Percentage		
 Head of Departments & Equivalent	Male	58	<b>73.4</b>	65	<b>73.9</b>	
	Female	21	<b>26.6</b>	23	<b>26.1</b>	
	<b>Total</b>	79		88		
Director Generals in Ministries	Male	21	<b>60.0</b>	21	<b>65.6</b>	
	Female	14	<b>40.0</b>	11	<b>34.4</b>	
	<b>Total</b>	35		32		
Equivalent of DG's in Ministries	Male	162	<b>79.8</b>	145	<b>74.4</b>	
	Female	41	<b>20.2</b>	50	<b>25.6</b>	
	<b>Total</b>	203		195		
Directors of Units	Male	521	<b>78.6</b>	587	<b>75.5</b>	
	Female	142	<b>21.4</b>	190	<b>24.5</b>	
	<b>Total</b>	663		777		

 Male
  Female
  Total















**Source:** MIFOTRA, Administrative Data, 2018

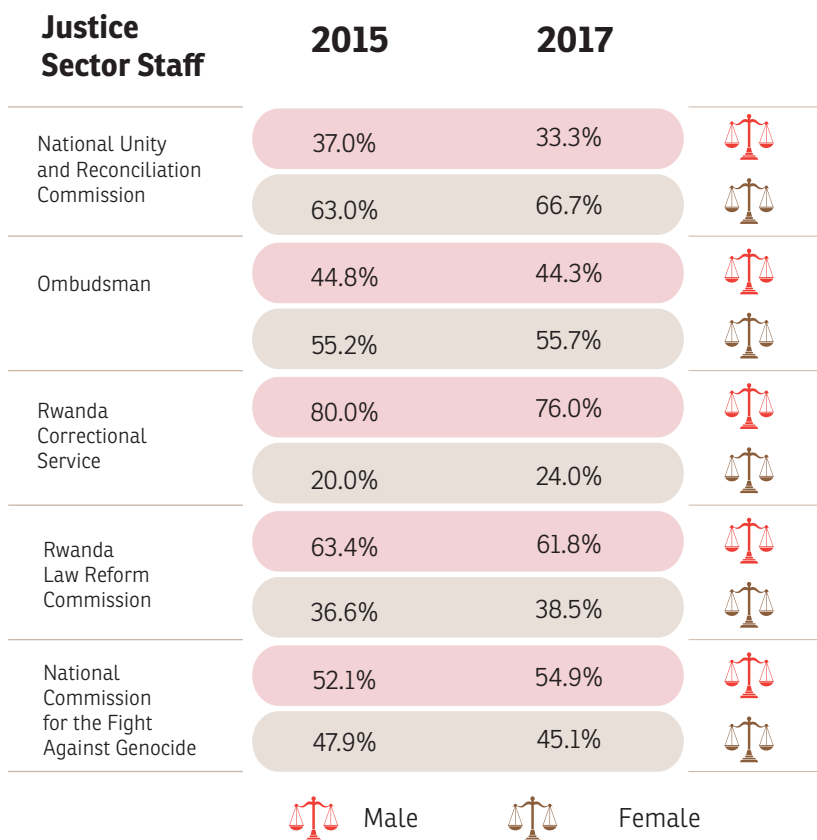
There is progressive increase of women's participation in the country's leadership with noticeable gaps in some positions especially those that undergo recruitment processes. Further assessment on the underlying causes and measures to address them is very critical.

It is also important to note that increased gender inclusion in governance contributed to fast-track the implementation of gender equality and women's empowerment programs and increased gender responsiveness in service delivery.



#### 4.3.1.4. Men and Women Representation in the Justice Sector

Justice Sector Staff	2015	2017	
Ministry of Justice	49.7%	52.6%	
	50.3%	47.4%	
Judiciary	56.4%	50.3%	
	43.6%	49.7%	
Institute of Legal Practice and Development	77.1%	76.9%	
	22.9%	23.1%	
National Commission for Human Rights	29.6%	29.6%	
	70.4%	70.4%	
Rwanda National Police	80.0%	79.0%	
	20.0%	21.0%	
National Public Prosecution Authority	53.5%	53.5%	
	46.5%	46.5%	
	 Male	 Female	

**Men and Women Representation in the Justice Sector (Cont')**

**Source:** MINIJUST, Gender mainstreaming strategy in the JRLS, 2017

Though women's representation in the police stands to be low, a gender policy was developed by Rwanda National Police to guide gender responsive interventions including efforts to mobilize more women to join the police.




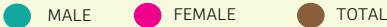
In addition, Rwanda is among the leading contributors of female police officers in peace keeping missions.



## 4.3.2. MEN AND WOMEN REPRESENTATION IN THE PRIVATE SECTOR

The Private Sector Federation (PSF) has made progress in establishing the institutional and coordination framework through the 10 Chambers including Chamber for Women Entrepreneurs. In addition, a gender accountability programme (Gender Equality Seal) initiated by PSF, GMO and UNDP is striving to promote gender accountability in the sector.

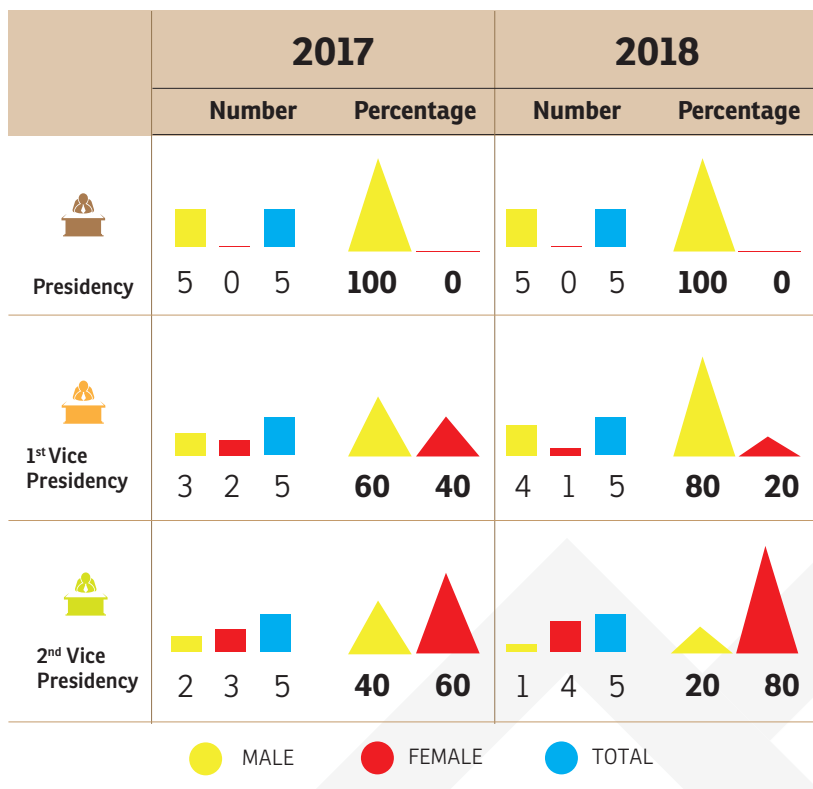
### 4.3.2.1. Men and Women in Executive Committees of PSF Chambers at National Level

	Number	Percentage
 <b>Presidency</b>	7	70
	3	30
	<b>10</b>	<b>100</b>
 <b>1<sup>st</sup> Vice Presidency</b>	9	90
	1	10
	<b>10</b>	<b>100</b>
 <b>2<sup>nd</sup> Vice Presidency</b>	3	30
	7	70
	<b>10</b>	<b>100</b>
		

**Source:** PSF, Private Sector Structures Elections, Executive Report, 2018



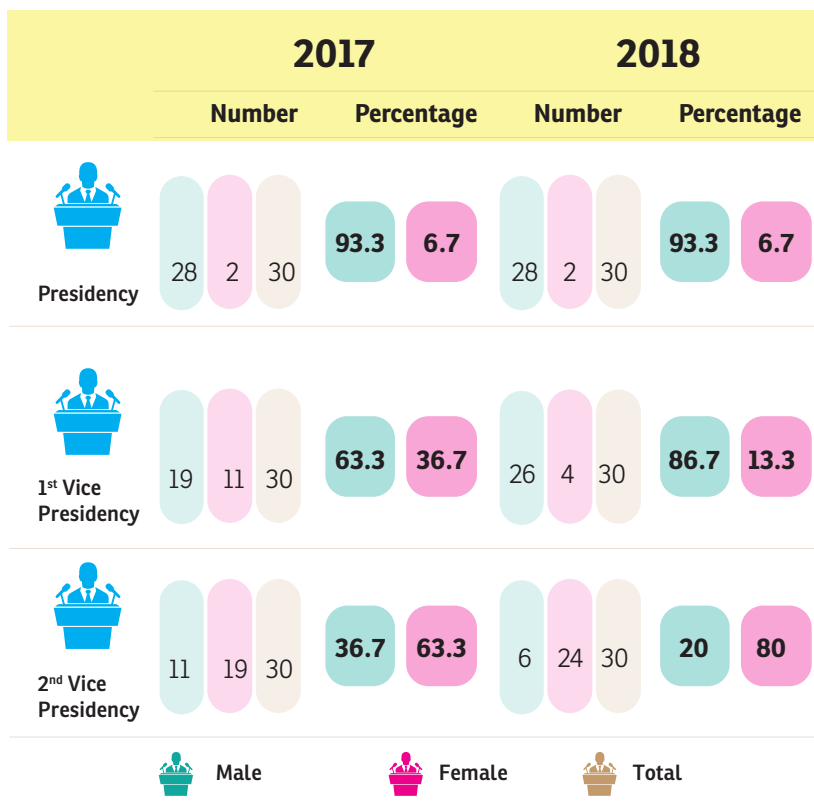
### 4.3.2.2. Men and Women in Executive Committees of PSF at Provincial Level



Source: PSF, Private Sector Structures Elections, Executive Report, 2018



### 4.3.2.3. Men and Women in Executive Committees of PSF at District Level


















**Source:** PSF, *Private Sector Structures Elections, Executive Report, 2018*




There is a noticeable trend of having more women as the second president at almost all levels, and this has to be looked into and assessed to identify impact on women participation in the private sector. In addition, much more efforts are needed to bring more women on board especially in strategic positions including those in PSF chambers



### 4.3.3. MEN AND WOMEN REPRESENTATION IN MEDIA SECTOR

#### 4.3.3.1. Representation of Men and Women in Media Sector

	2018					
	Numbers			Percentage		
Accredited Journalists	 690	 224	 914	 75.5%	 24.5%	
Chief Editors	 149	 21	 170	 87.6%	 12.4%	
Owners or Managers of Media Houses	 146	 24	 170	 85.9%	 14.1%	
<b>TOTAL</b>	<b>985</b>	<b>269</b>	<b>1,254</b>	<b>78.5%</b>	<b>21.5%</b>	

 Male
  Female
  Total

**Source:** Rwanda Media Commission (RMC), Administrative Data, 2018

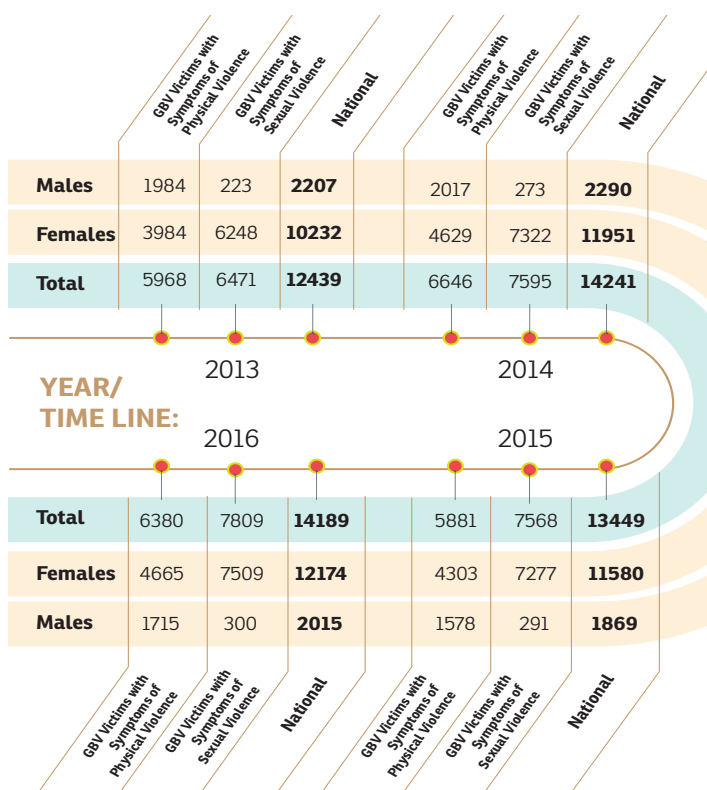
The trend above shows that women's participation in the media sector is still at a narrow pace and concrete strategies are needed to encourage the participation of more women in the sector. This will also influence and impact the content on gender equality and the fight against gender based violence and related injustices.



### 4.3.4. GBV SERVICE DELIVERY

The existence and scale up of Isange One Stop Centres (IOSCs) have played an important role in addressing GBV in general and improving service delivery to victims of GBV. Government efforts to extend IOSC services to health Centres will increase the reach to GBV victims and contribute to improve prevention and response in this area.

#### 4.3.4.1. Number of GBV Cases Received at Isange One Stop Centers

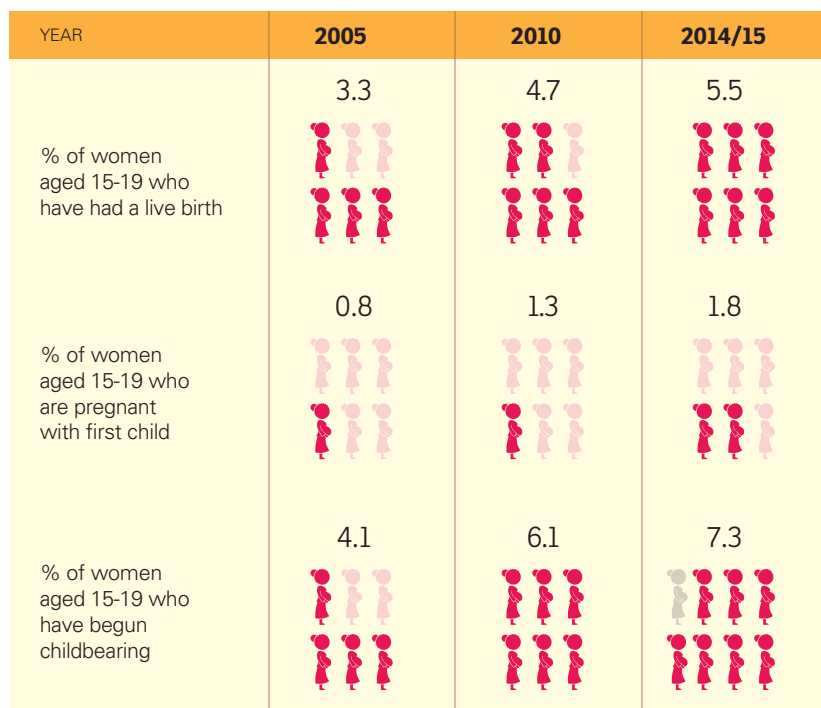


Source: NISR, Statistical Yearbook, 2017

With existing Isange One Stop Centres in 44 District Hospitals and increased community awareness, reporting on GBV cases have kept increasing for both male and female.



### 4.3.4.2. Teenage Pregnancy and Motherhood



**Source:** RDHS 2005, 2010 and 2014/2015

Teenage pregnancy and motherhood has been on the increase in the last 10 years and is undermining national development efforts. This is attributed to defilement, domestic violence, poverty and low knowledge of reproductive health. The situation requires urgent response such as improving knowledge and skills of parents and youth on sexual reproductive health. This can be achieved through synergy among various actors ranging from public, private sector, civil society and faith based organizations.



## 5. STRATEGIC RECOMMENDATIONS

- A comprehensive review of existing gender strategies and development of new strategies to align with the 2030 Agenda for Sustainable Development , Rwanda's Vision 2050 and the New Strategy for Transformation need to be undertaken to ensure gender responsiveness in implementation of planned targets.
- Capacity development for collection of sex-disaggregated data, gender analysis at various levels and in all sectors has to be enhanced to inform and strengthen policy, strategy and programming for gender equality and women's empowerment.
- Increasing opportunities to access and utilize formal financial schemes such as the Women's Guarantee Fund and the Agricultural Guarantee Fund; strengthening women position in the labor market especially in the private sector as well ensuring improvement of technical skills could accelerate women engagement in the formal sector and leverage their contribution to the national economic and social transformation.
- The implementation of the comprehensive sexuality education in the new revised Competence-based Curriculum, along with education on HIV and AIDS, gender-based violence and reproductive health will add value to efforts deployed to prevent gender based violence and teen pregnancies. In the same vein, the introduction of gender equality in the education curricula from primary level could prevent negative mindset and ensure attitude change towards the principle of gender equality in the community.
- The strong engagement of men in gender equality dialogues and participation in activities traditionally seen as women's issues like family planning, child care etc., could play an important role in accelerating implementation of gender equality in Rwanda
- Ensuring that gender equality dimensions are systematically mainstreamed in different accountability mechanisms like IMIHIGO, public hearings, etc., will ensure that different sectors pay attention to the gender responsiveness of planned interventions.



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