

**BUILDING RESILIENCE OF VULNERABLE COMMUNITIES TO  
CLIMATE VARIABILITY IN RWANDA'S CONGO NILE DIVIDE  
THROUGH FOREST AND LANDSCAPE RESTORATION**

**ANNEX 8 - GENDER ANALYSIS/ASSESSMENT AND GENDER &  
SOCIAL INCLUSION ACTION PLAN**

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- **EXECUTIVE SUMMARY**

Since 1994, Rwanda has made significant progress in empowering women and countering the numerous inequities and discrimination to which women were historically subjected. Today Rwanda has one of the most progressive, gender equitable policy frameworks of any country in Africa, and has established and funded the Ministry of Gender and Family Promotion and the Gender Monitoring Office to oversee the implementation of these gender progressive policies.

There is no single definition nor understanding of gender equity and women's empowerment, and the meaning, and reality of these terms differs across communities and cultures and over time. That said, the Government of Rwanda holds the simple belief in the fundamental equality of all people. In a just society, men and women of all ages, at a minimum, should have the same rights to self-determination, should be equally represented at all levels of political leadership, and should not be subject to discrimination or gender-based violence.

Today rural women continue to play a vital role in ensuring the wellbeing and security of their families. But being the caretaker of the family is getting harder for women as farmland becomes increasingly scarce, as soil erosion and declining soil fertility lowers crop yields, and as fuelwood, fodder and clean water take ever longer to find and carry home. Changes in rainfall timing and intensity, driven by climate change, will further exacerbate the challenges women will face to meet the needs of their families.

Women, youth and marginalized groups are the primary targeted beneficiaries of the Green Climate Fund (GCF) proposal "Building Resilience of Vulnerable Communities to Climate Variability in Rwanda's Congo Nile Divide Through Forest and Landscape Restoration." Empowering women, youth and marginalized groups to play an equal role in land and resource use decisions will ensure that their interests and concerns are incorporated into plans designed to increase the wellbeing and security of families in the Congo Nile Divide (CND) by helping them to evolve their livelihood strategies and practices in ways that adapt to climate change.

Investing in women's lives and strengthening their capacity to overcome existing and looming challenges will do much to implement Rwanda's progressive gender policies and help reduce the continuing inequities and discrimination that rural women, in particular, still face in their daily lives. It will also reduce poverty, the incidence of child failure to thrive, and food and income insecurity within families across the CND. By ensuring a robust integration of women and youth in programming, the resilience of households in the Congo-Nile Divide will be strengthened.

The following summarizes the primary desired outcomes for women and youth that will be generated by implementing the four components of the GCF program in the CND.

*Component 1: Mainstreaming Climate Adaptation into Integrated Land Use Planning*

- Outcome 1: Climate adaptation programs in LUPs reflect and address the priorities of women and youth
- *Component 2: Forest Landscape Management and Restoration*
- Outcome 2: Women, youth and marginalized households have improved capacity to engage in forest management and restoration
- *Component 3: Enhancing climate adaptation through resilient livelihoods*
- Outcome 3: Women, youth and marginalized households have improved capacity to engage in green jobs

#### *Component 4: Monitoring & Evaluation*

- Outcome 4: Disaggregated and specialized monitoring generates data showing whether and how women, youth and marginalized people are benefiting from adaptive management systems

- **INTRODUCTION**

Decades of project design, implementation and impact evaluation have demonstrated conclusively that gender equality and women's empowerment are necessary conditions for effective investment and action to achieve environmental conservation, economic development and climate change resilience. This program seeks to ensure that women play equal roles in determining how to improve the wellbeing and security of their families and communities in ways that maintain the agro-ecological systems, biodiversity, and environmental services essential to the economies, nutrition and safety of their families in the Congo-Nile Divide (CND) now and in the future.

Our approach goes beyond trying merely to ensure that women are no longer ignored or marginalized but seeks to empower women so that they can decide how they can best engage in determining what support would best help them and their families to increase food and income security and resilience to climate shocks. To do this we need to complete a thorough gender analysis that identifies the differences in men and women's lives, including those that lead to sociocultural and economic inequalities, and applies this understanding to project development.

This gender analysis attempts to answer four questions:

1. What roles do men and women play in determining wellbeing objectives and the allocation of labor and capital, and how do these differ in male versus female headed households?
2. What are the inequalities, discriminations and rights denials faced by men and women in different social, economic and political contexts? How do these issues intersect with other factors such as age, ethnicity, disability, wealth class, etc.?
3. How might gender inequity impact on the effectiveness and sustainability of the project investments, actions and desired outcomes?
4. What are the risks that project efforts to reduce gender inequality by empowering women, actually exacerbates inequities and further undermines the status, and agency of women?

The purpose of this gender analysis is to ensure that the project proposal design and implementation will be informed by a thorough understanding of gender roles, power relations and dynamics. This assessment provides information to address the relevant environmental and climate change critical issues from a gender perspective. Information generated during the analysis will ensure that sufficient and appropriate attention is paid to gender issues within all CND project interventions.

Furthermore, these gender inclusion methods fall in line with the GCF's gender mainstreaming guidelines, designed to involve women, youth, and the historically marginalized in all climate adaptation, mitigation, and resilience strategies. The gender assessment will provide the foundation for a credible and practical gender action plan to be implemented by the GCF CND project.

#### **1.1 Purpose of the Gender Analysis**

Increased greenhouse gas emissions linked to human activity continue to threaten the livelihoods,

safety, and wellbeing of communities worldwide. However, climatic impacts will vary based on numerous factors, including geography, socioeconomic status, age, and gender. Women experience unequal access to resources, land, and power, reducing their ability to adapt to climate change as effectively as men. Women face greater domestic responsibility to maintain the home and raise children, reducing their time for education and careers. As a result, women are more tied to their land and more vulnerable to climatic impacts, yet also represent a potential group of leaders to spur mitigation and adaptation efforts.

Given the potential of women as environmental pioneers, climate resiliency efforts require a thorough understanding of gender roles in the region. MoE recognize the inextricable link between sustainable development of communities through gender planning and the conservation of wild places. Effective conservation strategy requires working to balance gender inequity and providing opportunities for women in the conservation space. Furthermore, the high dependence of women on agriculture as livelihood in Rwanda impacts both conservation and climate change mitigation efforts. Smart conservation programs therefore target agricultural interventions to aid marginalized groups such as women and youth. Such projects offer employment opportunities and reduce the threat of illegal or paramilitary activities that threaten conservation outcomes.

Shifting the imbalance of power and access for women is not only a conservation target, but a human rights issue. Sustainable development at all levels, local, national, and international, requires the empowerment of women. When women receive higher education, they have more flexibility in careers and are more likely to escape poverty. These women strengthen economies through diversified incomes, marry and have babies later, and have greater independence (NISR, 2018). However, climate change is likely to worsen financial stressors, particularly in rural communities, and increase the risk of gender based violence (GBV). As the frequency of extreme weather events increases, understanding how climate change impacts women is essential to combatting the human rights issue of gender equality.

There are numerous international human rights agreements that provide a framework for gender equity. Rwanda has signed on to several of these commitments, including the Convention on Elimination of all Forms of Violence against Women (CEDAW), the Maputo Protocol on the Rights of Women in Africa, and the Convention on Slavery and Repression of Human Trafficking (IUCN, 2021). Participating in these commitments requires periodic progress reporting and helps hold countries accountable.

In Rwanda, the government has made significant strides to address gender disparity following the Genocide. Thirty-four percent of households became run by widows post-Genocide, demonstrating an obvious need for the Rwandan government to address the newfound elevated standing of women (Vanhees, 2014). Several laws help ensure that on paper, Rwandan women have increased access and protection under the law. Such policies include the 1999 Inheritance and Marital Property Law (Law/n<sup>o</sup> 22/99 of 12/11/1999), the 2008 Girls' Education Policy, and the 2010 National Gender Policy (IUCN, 2021). However, these policies are new and compete with a long history of patriarchal norms in Rwandan society, particularly outside of urban areas. Practice of these policies remains inconsistent, especially when women do not know their rights. Helping men and women understand gender policy is the first step to shifting cultural perceptions. But gender equality cannot be achieved by women alone, it also requires the active participation of men to accept the deconstruction of traditional gender roles and be aware of the intersectionality of women and other groups. For example, considering how to include youth and marginalized communities, especially the women in those groups, in equality strategies will

help lift up the most at-risk groups and reduce illegal activity.

## **1.2 Methodology**

This Gender Assessment uses a range of primary (24 focus groups and 18 key informant interviews) and secondary (published reports, policies and academic literature) information sources to triangulate our understanding of the gender context for climate resilience and the project design.

Key Informant Interviews (KII) were conducted, using purposive sampling, with senior decision makers in governmental organizations at local, district and national levels. Results from these interviews were validated and enriched by 24 Focus Groups (FG) with 58 men and 91 women of different age groups within 21 communities bordering Nyungwe, Gishwati and Volcanoes national parks. Originally a large number of consultations was envisioned, but because of COVID constraints, including limitations on travel between districts, a smaller sample was completed. Additional stakeholder consultations will be conducted at national, district and project site level to inform the implementation of the project and to adapt activity implementation to the local context. These consultations will include the review of Environmental and Social Frameworks included in Annex 6. A desk study of secondary data sources gleaned from government reports and published policies, grey literature produced by civil society groups, and peer-reviewed academic papers has also fed into the report.

The following desired outcomes helped guide our interviews, the desk study and the analysis of all information garnered:

- Gender roles, needs, concerns and aspirations in the context of the proposed project are well understood and documented;
- Root causes of existing gender inequalities in the context of the proposed project are identified;
- Proven options for redressing traditional power imbalances between men and women are identified;
- Increased confidence that gender focused investments and actions proposed by the project will deliver the desired results.

The information generated from the gender analysis and assessment will be considered in all stages of the CND project cycle: design, work planning, implementation, and monitoring and evaluation. In each of these stages, managers will both be enabled and encouraged to view the project through a 'gender lens' so that project investments and actions:

- Reconcile gender inequalities that pre-date and might emerge from the project;
- Ensure the differential needs and concerns of women and men are addressed;
- Ensure women and men have equal access to resources, services, and human capital development;
- Ensure equal participation of women and men in management arrangements and as beneficiaries, partners and key stakeholders; and
- Ensure women's equal participation in decision-making processes.

- **SITUATION ANALYSIS**

### **1.3 Policy framework**

The implementation of gender focused policy and legislation after 1994 has provided Rwanda with a strong legal framework for advancing women's status and rights. The high prevalence of female and orphan headed households, as a result of the Genocide, required the Rwandan government to reassess the country's property ownership laws. The 1999 Inheritance and Marital Property Law provided women with the right to own and inherit property, protecting widows and orphans from losing their land to male family members (Vanhees, 2014). However, this law only applies to formally registered, monogamous unions, and the children of such unions, denying inheritance rights to women engaged in consensual cohabitation or polygamous relationships and illegitimate children. Full equal rights to land titles and use of land for women were established by Law N° 43/2013 of 16/06/2013 Governing Land in Rwanda (IUCN, 2021). Furthermore, while the 1999 Inheritance and Marital Property Law established equal inheritance rights for male and female children, it was not mandated that all children should inherit equal amounts of property until Law N° 27/2016 of 08/07/2016 Governing Matrimonial Regimes, Donations and Successions (IUCN, 2021).

The Constitution of the Republic of Rwanda of 2003, revised in 2015, outlawed all forms of discrimination, provided legal equality within recognized marriages, and set a minimum of 30% female participation in the Senate and other public governance (East African Community, 2009). These high gender equality standards have helped propel Rwanda to both become the first country with a majority of female representation in Parliament and rank 7th out of 156 countries for the smallest gender gap (World Economic Forum, 2021). The 2010 National Gender Policy functioned to further advance gender mainstreaming and equality, confirming the Rwandan government's stance on gender as a cross-cutting issue that must be addressed for successful development (Republic of Rwanda, 2019).

This foundational principle of gender equality as a driving factor for growth is highlighted in Rwanda Vision 2020 and Vision 2050, which have been used as frameworks for Rwanda's development (Republic of Rwanda, 2000; Republic of Rwanda, 2020). While the primary objectives of these frameworks were to elevate Rwanda to a middle-income country by 2020 and a high-income country by 2050, these goals could not be accomplished without addressing gender inequality. Strategies for mitigating gender inequality included updating existing laws to account for gender aspects, increasing women's representation in decision-making positions, developing gender training programs, increasing women's involvement in associations and cooperatives, and increasing women's access to resources, such as education (IUCN, 2021). The 2008 Girls' Education Policy further aimed to increase girls' access to education by promoting elimination of gender disparities through the development of a 12 year basic education system, a school feeding program, separate girl's bathrooms, and increased infrastructure (Republic of Rwanda, 2019). Separate girl's bathrooms were introduced to limit gender-based violence (GBV) in schools, while the 2011 National Policy against Gender Based Violence aimed to progressively eliminate GBV through the development of a preventive, protective, supportive, and transformational environment (Republic of Rwanda, 2019).

To provide oversight and coordination of the gender policies, the Rwandan government established a number of gender machinery institutions. The Ministry of Gender and Family Promotion (MIGEPROF) implements national gender policy and ensures gender mainstreaming (IUCN, 2021). The main responsibilities of the Ministry are to implement and assess policies and provide resources for programs. The Gender Monitoring Office (GMO) implements gender audits in the public and private sector, and the

National Women's Council (NWC) advocates for women's rights and recruits female participation in development programs (IUCN, 2021). The National Gender Cluster is a forum of representatives from private sector, government, and development groups that meets to discuss the prioritization and coordination of gender equity efforts (IUCN, 2021). The Rwanda Women Parliamentarians oversee legal issues related to gender and help create new gender policy. Together, these groups work to ensure gender policy is not only implemented, but practiced in Rwanda.

At the international level, Rwanda has ratified several humanitarian agreements in support of gender equality. The Convention on Elimination of all Forms of Violence against Women (CEDAW) is an international bill of rights for women. All signatory countries are evaluated for national issues that may conflict with the agreement. In Rwanda, GBV and lower rates of education among women are areas for concern (UN Human Rights, 2017). Almost every country in Africa has committed to the African Charter on human and peoples' rights on the rights of women (ACHPR), which provides a continental framework for human rights. Most recently, Rwanda prioritized several of the United Nations Sustainable Development Goals, namely Quality Education (4), Gender Equality (5) and Reduced Inequalities (10) (United Nations Rwanda, 2021). These international agreements provide Rwanda with a level of accountability to implement and practice national gender policies.

While the Rwandan government has made significant progress to advance women's rights under the law, a gap remains for women not engaged in formal marriages. Approximately 30% of women in Rwanda participate in consensual partnerships but are not legally married, or are in polygamous marriages; neither of which are recognized under the law (Abbott & Malunda, 2016). This creates conflicts regarding land inheritance for women in these situations. Polygamous marriages do take place in Rwanda, and the status of wives is fluid; inheritance (without official marriage) can change based on seniority or who had children in the partnership (Vanhees, 2014). However, the 2008 Gender Based Violence Law does assert that if a person in a polygamous relationship wants to officially marry one of the partners, common belongings must be divided equally between the other spouses (Vanhees, 2014). This law does establish a precedent to address the rights of polygamous women, but remains insufficient. The Rwandan government sought to increase legal protections for women by hosting group weddings in rural areas, but further legislation to recognize women's rights as human rights, regardless of marital status, are necessary (IUCN, 2021).

#### **1.4 National and international legal framework for gender equality**

The Government of Rwanda, State of Gender Equity Report (2019) provides a comprehensive summary of constitutional provisions, and national laws that support the principle of gender equality and women's empowerment in Rwanda. Information for the legislative and policy review was drawn primarily from this report. Additional information was gleaned from Rwanda Vision 2020, the National Policy against Gender Based Violence (2011) and the National Gender Policy (2010).

Rwanda is internationally recognized as a world leader in promoting gender equality principles and women's empowerment. In the aftermath of the 1994 genocide, the Government undertook radical and far-reaching reforms to address the political, social, legal, and economic status of women. Legal reforms to give women property rights, and to enable them to inherit property, including land, were especially important. The Constitution, adopted in 2003 and amended in 2015, proactively promotes gender equality. It outlaws any form of gender discrimination, and enshrines the principle of equality within

marriage.

With 53% of the Rwanda population being female, the Vision 2020 national government strategy emphasizes that Gender equality will be one of the driving factors towards achieving rapid growth and sustainable development. Vision 2020 commits to continuously update and adapt laws on gender, strategies for an increased access to productive resources by women, representation in decision-making positions and apply positive discrimination in favour of women.

The National Gender Policy (NGP) of 2010 formulated to support government programs in various sectors that are directly aimed at addressing gender inequalities and women's rights. The NGP seeks to free Rwandan society 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.

The main goal of the NGP is to contribute to reducing gender inequalities in all sectors, as a key component of sustainable development. The NGP was informed by the Economic Development and Poverty Reduction Strategy (EDPRS I) of 2007 It helped to shape the The Agriculture Gender Strategy (2010), the EDPRS II (2013), the National Strategy for Transformation (2017-2024), the Strategic Plan for the Transformation of Agriculture (PSTA3), the National Information and Communication Technology in Rural Agriculture (ICTRAg) Strategy (2016-2022), the National Policy against Gender- Based Violence (2011), the National Strategy on Climate Change and Low-Carbon Development (2011) and several others.

#### Constitutional provisions and gender

The Constitution of Rwanda of 4 June 2003, as amended on December 24, 2015, affirms the fundamental rights of all citizens of Rwanda, consistent with the United Nations Declaration of Human Rights and other human rights instruments. According to Article 11 of the Constitution: "All Rwandans are born and remain free and equal in rights and duties. Discrimination of whatever kind based on, inter alia, ethnic origin, tribe, clan, color, sex, region, social origin, religion or faith, opinion, economic status, culture, language, social status, physical or mental disability or any other form of discrimination is prohibited and punishable by law." Article 16 further enshrines the principle of gender equality, and the Government has committed to establishing equity and equality at all levels of society.

Key provisions within the constitution that relate to gender equality include the following:

- The preamble reaffirms Rwanda's adherence to human rights conventions, including the UN Convention on the Elimination of All Forms of Discrimination against Women (CEDAW 1979) and declares Rwanda's commitment to ensure equal rights between women and men;
- Articles 11 and 16 outlaw any form of gender discrimination;
- Articles 9, 76, and 82 mandate a minimum quota of 30% female representation in the Senate and other areas of public governance;
- Article 37 prohibits discrimination in employment; and
- Article 26 enshrines equality within monogamous marriage.

Since 1994, the Government of Rwanda has enacted a series of gender progressive policies. These include the following three key laws:

#### Gender equity in the right to inherit property

Enacted in 1999 Law n°22/99 (supplements book one of the civil code regarding succession) and revised

in 2016 (Law N°27/2016 of 08/07/2016 Governing Matrimonial Regimes, Donations and Successions) provides that both male and female children have the rights to inherit their parents property. This in terms of that law obviates customary practices where only sons inherit land and tangible assets.

#### Gender equity in the right to own land

Enacted in 2013, Law N° 43/2013 OF 16/06/2013 Governing Land in Rwanda, ensures that all women have equal rights to land titles registered in their name. This law enables women to secure loans from financial institutions using their land as collateral, which in turn removes a significant barrier from women engaging in commercial enterprise that require capital investment.

#### Gender-based violence

Enacted in 2008, Law n° 59/2008 of 10/09/2008 on Prevention and Punishment of Gender-Based Violence makes explicit that gender-based violence is a crime that is punishable under Rwanda law.

At the international level, Rwanda is party to key international instruments addressing women's and children's rights, including:

- The Convention on the Elimination of all forms of Discrimination against Women (CEDAW).
- The Convention on Slavery and Repression of Human Trafficking and its Additional Protocol repressing and punishing the sale and trafficking of children and women.
- The UN Convention on the Rights of the Child (UNCRC) and the Optional Protocol within the UNCRC on Child Trafficking, Child Prostitution and Child Pornography.
- The African Charter on Rights and Welfare of the Child (ACRWC)
- The African Charter on Human and Peoples' Rights and the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa.
- ILO Convention 182 on the Worst Forms of Child Labor.

The government has also ratified and/or implemented numerous international conventions and instruments. Those include:

- The Convention on Elimination of all Forms of Violence against Women (CEDAW),
- The Beijing Platform for Action, the African Charter on human and people's rights on the rights of women (ACHPR),
- The International Convention on Social and Cultural Rights (ICCPR),
- The United Nations Security Council Resolution on Peace and Security (UNSCR 1325 and 1820) and
- The UN declaration on human rights (UDHR).

Lastly, the Government of Rwanda is committed to delivering on the 17 Sustainable Development Goals (SDGs) which includes gender equality. To fast track attainment of the SDGs, the Government of Rwanda argues that policies must be in place and effectively implemented to ensure that both women and men equally participate in and benefit from development investments and processes.

### **1.5 Institutional framework for implementing gender policies in Rwanda**

Key efforts to implement the Government of Rwanda's gender progressive policies are included in the remit of the Agriculture, Justice, Health, Education, and Local Government ministries and their

executing agencies.

To help coordinate and oversee Rwanda's gender equality and women's empowerment efforts and ensure their compliance with national policies and regulations, Rwanda has established four key governmental and civil society entities. These include the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC) and Rwanda Women Parliamentarians (RWPF/FFRP).

#### Ministry of Gender and Family Promotion (MIGEPROF)

The Ministry responsible for Gender has the mandate of coordinating the implementation of the national gender policy and advocating on gender issues at local to national levels. MIGEPROF formulates regulations and its staff support gender mainstreaming across the Government of Rwanda.

#### The Gender Monitoring Office (GMO)

The GMO documents and reports the extent to which a "gender lens" influences the investments and actions of public agencies and private organizations. The GMO undertakes monitoring and evaluation to assess the implementation and social impact of public and private sector implementation of activities that seek to comply with Government gender policies.

#### The National Women's Council (NWC)

The National Women's Council is a local to national organization of women that advocates for women's rights and the promotion of gender equality. Its members help mobilize women across the nation at all social, economic and political levels to ensure that their voices are heard and acted on in development and conservation programmes and activities. The National Women's Council provides a formal structure to give voice to women and through which women can raise ideas and concerns to inform policy. Lack of financial resources remains a constraint to the active engagement of village women in this process.

#### Rwanda Women Parliamentarians (RWPF/FFRP)

The RWPF/FFRP works to build the capacity of women Parliamentarians to navigate the halls of government successfully, to represent women's voices in the formulation of all policies not just those related to gender equality, and to hold the parliament and its members accountable for redressing historical inequities in the rights of women and the power that they wield in determining the future of all Rwandans.

#### The National Gender Cluster

This is a Government convened forum in which the Government of Rwanda, development partners, the Private Sector and Civil Society meet and discuss planning, coordination and prioritization of Gender Equality interventions.

### **1.6 Poverty and labor force participation**

The poverty rate in Rwanda averages 39% (NISR, 2018). The Western (CND) region is the poorest in the nation with a poverty rate that averages 47.7% and ranges from 33.5% in Rusizi to 69.3% in Nyamasheke. Between 2013/14 and 2016/17 (NISR, 2018) 50.5% of female headed households had been poor during that time period, compared to 48.8% of male headed households. Poverty was more prevalent in households with more people and where the household head was older, had little education,

was a farmer, and was not economically active (NISR, 2018).

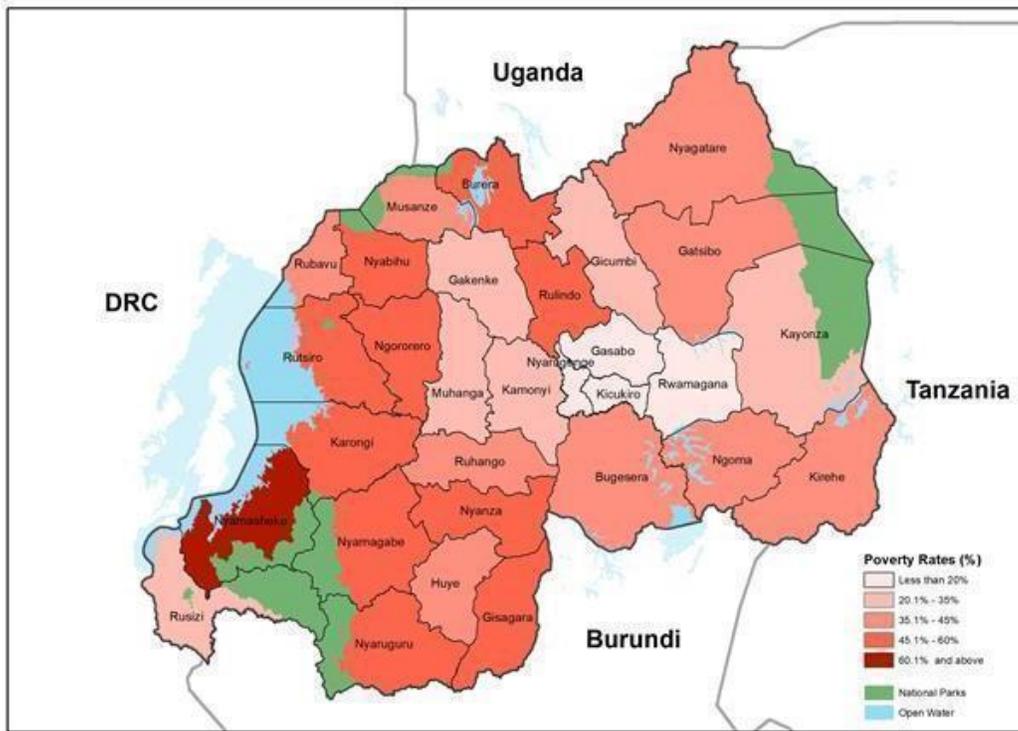


Figure 1: Poverty rates by district (Source: EICV5 NISR, 2018)

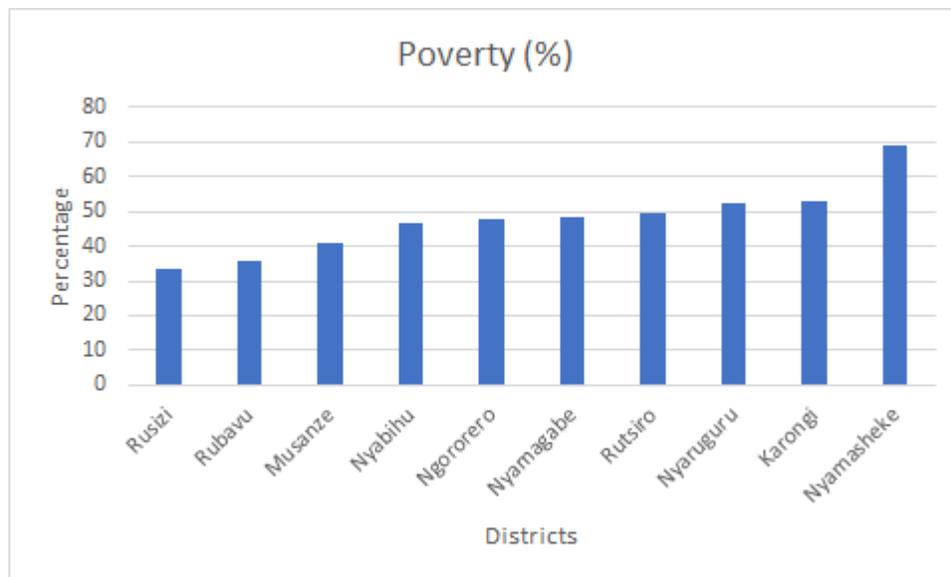


Figure 2: Poverty in districts within Congo Nile Divide (Source: EICV5 NISR, 2018)

Labor force participation is lower in women (48.2%) than in men (65.6%) 16 years and older (NISR, 2020), and unemployment is higher in women (20.3%) than in men (15.9%). Young women and men are less likely to be in the labor force and more likely to be unemployed. In 2020, women were less likely to be employees and employers, and significantly more likely to be a contributing family worker than were men.

Population 16 years old and over by labour force status, sex, age group, and urban/rural area, RLFS 2020								
	Total	Labour force status				Labour force participation rate (%)	Employment-population ratio (%)	Unemployment rate (%)
		Labour force	Employed	Unemployed	Outside labour force			
<b>Total Population 16 yrs and over</b>	<b>7,472,601</b>	<b>4,212,972</b>	<b>3,460,860</b>	<b>752,112</b>	<b>3,259,630</b>	<b>56.4</b>	<b>46.3</b>	<b>17.9</b>
16-24 yrs	2,309,913	1,080,767	828,459	252,308	1,229,146	45.8	35.9	23.3
25-34 yrs	1,874,035	1,356,005	1,098,949	257,056	518,080	72.4	58.6	19.0
35-54 yrs	2,195,647	1,427,063	1,230,818	196,245	768,584	65.0	56.1	13.8
55-64 yrs	617,306	271,530	233,426	38,104	345,775	44.0	37.8	14.0
65+ yrs	475,700	77,605	69,206	8,399	398,095	16.3	14.5	10.8
<b>Male Pop. 16+ yrs</b>	<b>3,512,698</b>	<b>2,303,622</b>	<b>1,938,268</b>	<b>365,354</b>	<b>1,209,075</b>	<b>65.6</b>	<b>55.2</b>	<b>15.9</b>
16-24 yrs	1,132,034	573,371	456,983	116,388	558,663	50.6	40.4	20.3
25-34 yrs	905,580	755,696	631,419	124,277	149,883	83.4	69.7	16.4
35-54 yrs	1,009,973	782,467	684,302	98,165	227,507	77.5	67.8	12.5
55-64 yrs	267,154	145,126	123,234	21,892	122,028	54.3	46.1	15.1
65+ yrs	197,957	46,968	42,331	4,637	150,994	23.7	21.4	9.9
<b>Female Pop. 16+ yrs</b>	<b>3,959,903</b>	<b>1,909,349</b>	<b>1,522,592</b>	<b>386,757</b>	<b>2,050,554</b>	<b>48.2</b>	<b>38.5</b>	<b>20.3</b>
16-24 yrs	1,177,879	507,396	371,476	135,920	670,483	43.1	31.5	26.8
25-34 yrs	968,455	600,309	467,530	132,779	368,146	62.0	48.3	22.1
35-54 yrs	1,185,674	644,597	546,517	98,080	541,077	54.4	46.1	15.2
55-64 yrs	350,152	126,405	110,193	16,212	223,747	36.1	31.5	12.8
65+ yrs	277,743	30,642	26,875	3,767	247,100	11.0	9.7	12.3
<b>Urban Pop. 16+ yrs</b>	<b>1,581,477</b>	<b>1,060,077</b>	<b>867,565</b>	<b>192,512</b>	<b>521,399</b>	<b>67.0</b>	<b>54.9</b>	<b>18.2</b>
16-24 yrs	501,826	248,767	191,104	57,663	253,060	49.6	38.1	23.2
25-34 yrs	493,474	399,957	321,737	78,220	93,516	81.0	65.2	19.6
35-54 yrs	445,849	357,316	310,082	47,234	88,532	80.1	69.5	13.2
55-64 yrs	78,623	42,609	34,597	8,012	36,014	54.2	44.0	18.8
65+ yrs	61,705	11,428	10,045	1,383	50,277	18.5	16.3	12.1
<b>Rural Pop. 16+ yrs</b>	<b>5,891,125</b>	<b>3,152,894</b>	<b>2,593,295</b>	<b>559,599</b>	<b>2,738,231</b>	<b>53.5</b>	<b>44.0</b>	<b>17.7</b>
16-24 yrs	1,808,087	832,000	637,355	194,645	976,066	46.0	35.3	23.4
25-34 yrs	1,380,561	956,048	777,212	178,836	424,513	69.3	56.3	18.7
35-54 yrs	1,749,799	1,069,747	920,736	149,011	680,052	61.1	52.6	13.9
55-64 yrs	538,683	228,922	198,830	30,092	309,761	42.5	36.9	13.1
65+ yrs	413,995	66,177	59,162	7,015	347,818	16.0	14.3	10.6

Table 1: Population 16 years old and over by labour force status, sex, age group, and urban/rural area (Source: NISR Labor force survey report 2020)

Employed population by sex, status in employment, and urban/rural area, RLFS 2020			
	Total	Sex	
		Male	Female
<b>Total employed population</b>	<b>3,460,860</b>	<b>56%</b>	<b>44%</b>
Employee, Paid apprentice/intern	2,292,976	57%	43%
Employer	46,221	65%	35%
Own-account worker	968,858	57%	43%
Member of cooperative	5,792	64%	36%
Contributing family worker	147,013	22%	78%

Table 2: Employed population by sex, status in employment, and urban/rural area (Source: NISR Labor force survey report 2020)

## **1.7 Beliefs, perceptions and cultural norms**

Pre-1994 Rwandan families and society in general were characterized by a patriarchal social structure that translated into male dominance and female subordination (Mukabera, 2016). In principle, in traditional Rwandan society, women's responsibilities included raising and educating children, welcoming visitors, managing the household, advising their husbands and maintaining traditions (Mukabera, 2016). In practice, though women were allowed substantial autonomy in their roles as child bearers and food producers men remained the ultimate arbiters of most family decisions.

Traditionally, the Rwandan woman was a symbol of fertility and weakness, while the man was a symbol of strength and protection who makes all major decisions. Rwandan women were valued as child bearers and more specifically the number of boys they gave birth to (Mukabera, 2016). Boys were taught to defend the interests of the family. It was their job to build or repair a house, to engage in activities related to cattle, cut firewood, go to battle, milk the cows, make decisions on farm management, and generate income for the family. Girls were raised to help their mothers with household chores, raise children, and most importantly to be modest, reserved, silent, obedient, and present a submissive attitude toward men (Mukabera, 2016).

These traditions effectively excluded women from accumulating material wealth and participating in economic and political decision making. The Family Code of 1992 precluded women from owning land. If a male head of household died, property passed to male heirs or to the man's brothers (Uwineza, 2009). In the case of divorce or the husband's death, a woman had no claim over the family property if she had not borne children; she would be forced to return to her birth family. Likewise, 'the Commercial Code', dating back to the colonial period, required the written consent of the husband whenever a wife wanted to engage in commercial activities, take up employment outside the household, or obtain credit, or take legal action (Mukabera, 2016).

Prior to 1994 men monopolized the public and political arena. Despite this, there have been some powerful women throughout Rwandan history, particularly the Queen Mothers who held substantial influence as advisers to the King in pre-colonial Rwandan society (Uwineza, 2009). In the customary system of justice, known as *gacaca*, women were not allowed to participate directly in public deliberations. Rather, they were expected to play an indirect role lobbying their husbands (Mukabera, 2016). Women could and did hold powerful positions as high priestesses within the religious realm, but this was undermined with colonization and the introduction of christianity.

Post-1994, the Rwandan government has taken large strides in improving gender equality and women's rights policies, however these policies have yet to reach their full potential in making substantial changes in women's lives. This may be due to gaps in policy and a dearth of resources applied to ensure proper functioning of the legislation and gender machinery institutions. There is a lack of capacity-building strategies to develop gender machinery institution staff's gender based knowledge and skills, and these staff include only a limited number of gender experts that rarely occupy decision-making positions (IUCN, 2021). Strategies to mainstream gender in capacity-building strategies of these institutions are not comprehensive, which contributes to functional issues such as lack of trained staff, staff retention measures, proper orientation for new hires, and clear handover procedures. This suggests that although the Rwandan government has passed strong gender-based legislation, implementation is limited by lack of concrete guidelines and limited resources.

While setbacks to establishing fully functional gender machinery institutions limit the effective execution

of gender equality laws, the current cultural norms and belief systems in place in Rwandan society profoundly diminish the positive effects that these laws have on women's daily lives. Discrimination against women continues to exist in multiple aspects of Rwandan society including economic opportunities, agriculture, politics, and division of labor. The long history of patriarchal dominance in Rwanda has led to the development of robust cultural norms, many of which define men's and women's roles in society, limiting women from taking advantage of the full range of opportunities within their legal rights. Other societal factors, such as the high prevalence of GBV, further limit women's ability to venture outside of their perceived household roles. In a recent study 52% of women surveyed in districts within the CND agreed that men were justified in beating them if they: burned the food, argued with him, went out without telling him, neglected the children, or refused to have sex with him (Government of Rwanda, 2016). Today, male and female policymakers are quick to acknowledge that many aspects of traditional Rwandan culture repressed women and abrogated their human rights (Uwineza, 2009).

### **1.8 Gender roles, responsibilities and labor allocation**

Rwandan cultural norms divide household duties into activities that fall under either men's or women's responsibilities. Men are considered the breadwinners of the family, and engage in significantly more off-farm and wage employment than women (Republic of Rwanda, 2019). Men also hold domain over any valuable property or resources that the family owns or acquires, including cash crops, livestock, and valuable trees (IUCN, 2021; Kiyani et al., 2017). Men possess the majority of the decision-making power within the family, and are largely able to engage in any activities they desire.

Women's role in society is predominantly seen as being a mother and caretaker of both the family and the home. Primary duties include caring for children and elderly, cooking, growing food for the family, and providing labor on their husband's land. While the law allows for women to engage in other endeavors outside of their traditional duties, several factors often limit them from diverting from the cultural norm. The dominant barrier for women is lack of time, as the majority of their time is spent fulfilling their household responsibilities (IUCN, 2021). Women spend anywhere from 1 to 8 hours each day at their cookstove, not including the time it takes to collect the food, water, and fuel wood required for cooking (Campbell et al., 2012). Additionally, women are responsible for growing and tending to subsistence crops for the family, and are often required to take on other informal jobs on their husband's farms. These duties, on top of childcare, take a large toll on women's available time, preventing many from engaging in wage labor, training, and other forms of off-farm activities (Republic of Rwanda, 2019).

Innovations that reduce the time spent on these tasks, such as improved cookstoves and agricultural technologies, may increase women's ability to engage in activities outside of their traditional roles. Furthermore, male involvement in work traditionally delegated to women, such as childcare, would allow women to spend more time outside of the household. However, men are not expected, and are often unwilling to engage in what they perceive as women's work (Abbott & Malunda, 2016). As a result, some Rwandan women believe that government promotion of women's equality has increased their workload, as they are now expected to be bringing home money on top of their childcare, domestic, and farming duties (Abbott & Malunda, 2016). Furthermore, any additional income earned by women outside of traditional female tasks may be taken by the husband or result in increased domestic violence due to a perceived emasculation of the male role as breadwinner.

Violence is an issue for both men and women (30% vs 37%, respectively), but women are more prone to being victims, particularly sexual and gender-based violence (SGBV) (6% for men vs 23% for women,

DHS Survey, 2021). Although there are strong laws and policies against SGVB, trends of violence are not decreasing. Factors that impact higher rates of violence include lower education, earning money, household alcohol levels, and familial historical violence. In seeking support, both men and women turn to neighbors (32% vs 40%) and family (24% vs 33%), whilst some go to the local authorities (17%, 18%), police (17%, 11, *ibid*). Women also seek out their partners' relatives for support whilst men seek out friends. This demonstrates the importance of social networks much more than government agents.

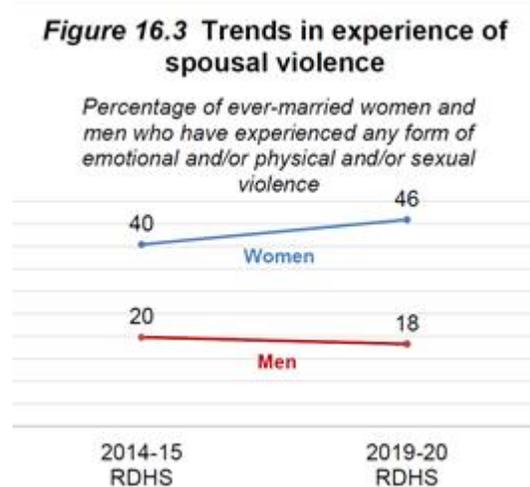


Figure 3, Trends in spousal violence over time. Source: Rwanda Demographic and Health Survey, 2021

### 1.9 Access to and control over capital and natural assets

The 1994 genocide left behind unprecedented distortions in social relations and exacerbated the already existing gender imbalances and inequalities. This is illustrated by the fact that today, 25% of households in Rwanda are headed by women. Women performing non traditional roles such as decision making, managing financial resources, constructing houses and many others have characterized the post genocide roles of women period in Rwanda.” (Gender and Community Development Analysis in Rwanda, EAC 2009).

Although collection and dissemination of credible data disaggregated by ethnicity is not available.<sup>1</sup> There has been some recognition of some ethnic minorities as Historically Marginalized People (HMPO, see Annex 6 for further details). While there is limited data based on ethnicity of HMPO, which critically impacts the baseline for monitoring activities potential impacts (positive and negative), we will refer to trends aligned with governmental policies supporting pro-poor programming, and rely on data from reports conducted by African Initiative for Mankind Progress Organization (AIMPO), Women’s Organization for Promoting Unity (WOPU) and Minority Rights Group International (MRG) leading a project titled, ‘Strengthening the Capacity of Civil Society Organizations (CSOs), Human Rights Defenders (HRDs) and Media Houses to Challenge Discrimination against HMPO and Promote their

<sup>1</sup> The project will be unable to disaggregate data based on traditionally marginalized people, however, all data collected will be disaggregated by sex and wealth category where possible

## Human Rights in Rwanda’.

Women are likely to constitute the majority of genocide survivors which informs a need for intersectional, or the interconnected nature of social categorizations’ integration of history, gender norms, social disparity, power dynamics, rural/urban divide, and most importantly access to land rights. Despite policies and initiatives implemented by the government, other entities and projects, including this project to ensure HMPO are equitably included in project design, implementation and benefits, there are potential barriers which include: (1) Inadequate disaggregated data (2) Limited capacity and resources to analyze intersectionality (3) Limited access to decision-making (women) (4) Social inequality from increased long-term poverty of HMPO (5) Lack of promotion and protection of HMPO rights, including land tenures.

In addition, climate change is adversely impacting CND’s landscape with increasing temperatures and changing rainfall patterns contributing to ecosystem degradation and reduced livelihoods for the most vulnerable populations. The agricultural sector in Rwanda is primarily focused on subsistence farming, and most cultivated land is rain-fed, exposing farmers to significant climate-related food security risk. In addition, Rwanda’s efforts to reduce poverty are affected by high dependence on agriculture, especially when combined with climate change, declining plot sizes, and limited investment in intensification and erosion prevention. Thus, the impacts of climate change is a risk multiplier as it has exacerbated the social, cultural, and economic conditions of HMPO communities in Rwanda. In the face of the climate crisis, culturally-based climate resilient approaches should be adopted in policies along with ways to address the potential barriers listed above.

Compared to men, women are significantly less likely to own land (productive assets), they are less often engaged in income-earning activities, have less access to higher education (Govt of Rwanda, 2018), financial services (though this is rapidly becoming more equitable), health services, employment, direct payments, and non- school training opportunities. But that is changing according to the 2019 State of Gender Equity in Rwanda report. Women-headed households are more likely to use firewood (85% vs 78%), less likely to use charcoal than male-headed households (13% vs 19%), suggesting increased labor burdens for searching for fuelwood. However, women and male-headed households have the same access to water sources (EICV 5, 2018).

There are no significant differences by household’s poverty status [between male and female headed households], education or ownership of land (Abbott 2018). However, as men receive 75% of agricultural loans, and women only 25% this strongly suggests that land owned by married couples is in reality “owned” by the husband and not jointly, and the man in a married household is still culturally considered the head of the household. For married couples it is unclear whether women, on the death of their husbands, inherit their assets or are these, according to tradition, bequeathed to the sons. In addition, should women grow crops or trees, or raise livestock on marriage land do these assets belong to her or him or both. The power of women in illegal but still common polygamous marriages is even less than those in monogamous marriages.

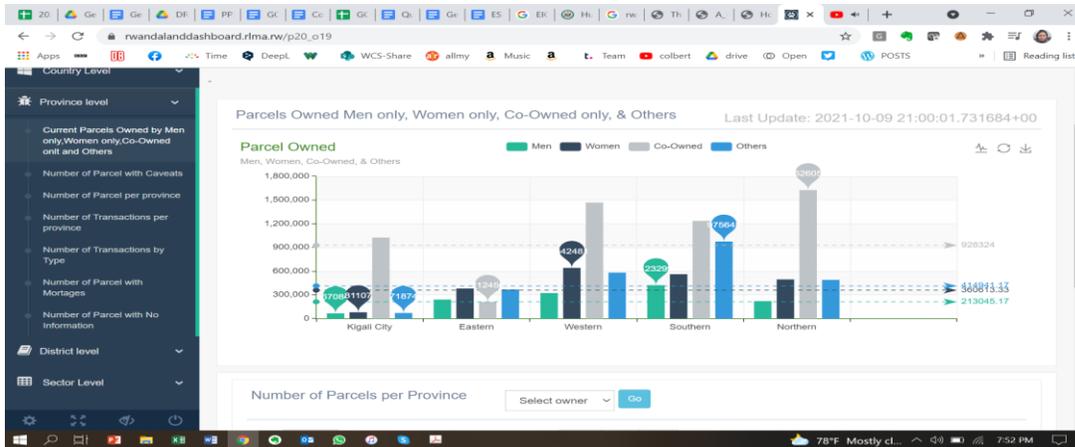


Figure 4. Land ownership by men, women, and co-owned parcels in 2021

(Source: Rwanda Land Dashboard [https://rwandalanddashboard.rlma.rw/p20\\_o19](https://rwandalanddashboard.rlma.rw/p20_o19), accessed October 10, 2021)

Though women are not the primary land or livestock owners in Rwanda they still play a key role in food production primarily to feed their family. In fact few Rwandans and almost exclusively men are involved in cash crops as land holdings are typically small and often barely enough to produce food sufficient to meet the nutritional security of the land owners' families.

Access to microloans and credit for women contributes to economic development of Rwandan society as a whole and helps women escape poverty (Mpakaniye, 2016). However, microloans remain difficult for the poor to attain for a number of reasons. Transaction fees reduce the value of already small accounts, while complicated account registration procedures, minimum balance requirements, and illiteracy all hinder access to loans, especially for women, who are more likely to be illiterate or have less experience handling money (Mpakaniye, 2016). Women typically rely on more informal loans from family because they lack collateral to access credit from a financial institution (IUCN, 2021). In 2018, of rural Rwandan women who accessed loans from a financial institution, 44.2% used saving and credits Cooperatives (SACCOs), compared to 39% of rural men (IUCN, 2021). 22% of rural men used a commercial bank, as opposed to only 16% of rural women (IUCN, 2021).

Helping women access loans from formal financial institutions will allow greater independence for women and more economic security for families. Several banks in Rwanda have already signed on to the African Guarantee Fund, aimed to reduce poverty and increase female access to loans (Mpakaniye, 2016). The fund helps those who lack collateral still receive credit (Mpakaniye, 2016). Annually, the number of microloans accessed by women in Rwanda is increasing, but additional support to enhance female financial literacy will help maintain the upward trend (Mpakaniye, 2016).

Agricultural extension services include training to innovate farming practices, and improve profitability and efficiency. The 2010 National Gender Policy (MIGEPROF), the 2018 Strategic Plan for the Transformation of Agriculture (PSTA3) and the 2010 Agriculture Gender Strategy (MINAGRI) have committed to increase extension staff in Rwanda, particularly women (IUCN, 2021). At present, women are significantly underrepresented as extension personnel, which furthers a cycle of reduced female access to extension services; 82% of extension workers are male in Rwanda (IUCN, 2021). Male extension workers are more likely to approach male farmers regarding men's crops, perpetuating the exclusion of women.

Similarly, farm promoters, village leaders who promulgate knowledge from extension services, are also dominated by men (IUCN, 2021). Women tend to be less educated than men and have greater domestic obligations that inhibit them from working with the community as promoters. Promoters are perceived as having elevated social status, leading men to more quickly jump on the opportunity than women (IUCN, 2021). By enabling more women to hold leadership positions as extension workers and farm promoters, more women can subsequently benefit from extension services, training and innovative farming practices.

This sector has vast potential for greater female involvement, but legal frameworks may be necessary to ensure more equal representation. Women represent 66% of the agricultural workforce, but only 19.7% of women in the sector occupy paid jobs (IUCN, 2021). Therefore, enabling women to become agricultural leaders through extension services and farm promoters may offer greater independence, financially and socially. Female-only extension service training may motivate women to participate and bring more attention to female crops, and establishing hiring quotas may enable more female leadership.

Women are equally likely as men to have access to a mobile phone and use mobile financial services. But are less likely to be mobile money account holders, or have access to bank services such as an ATM bank card. This is particularly true for women in rural areas, and ownership of capital goods is much less for women-headed households (see Table 3), demonstrating their marginalization across communities.

Head of household sex	Living room set	% owning at least one					Total surveyed
		Radio	TV	Computer	Mobile phone	Bicycle	
Male	19.6	78.6	11.9	3.6	71.1	16.2	2,031
Female	12.8	59.3	5.7	2.3	54.3	4.9	677

Table 3: Comparison of assets held by women and male-headed households (Data from EICV 5, 2018)

### 1.10 Women's health and access to health services

In 2010 life expectancy at birth was 71.13 years for women, and only 66.82 years for men (<https://www.statista.com/statistics/971106/life-expectancy-at-birth-in-rwanda-by-gender/>).

Based on the 2019/2020 Demographic and Health Survey report (NISR, 2020), the maternal mortality rate or ratio (MMR), which measures the obstetric risk associated with each live birth and is the age-standardized maternal mortality rate divided by the age-standardized fertility rate, declined from 10.7 per thousand live births in 2000, to 2.03 per 1000 in 2019-2020.

The mortality rate of children under 5 years of age continues to decline from 50 deaths per 1,000 live births in 2014 to 45 per 1,000 in 2020.

Women's health, proxied using Body Mass Index shows that on average 76% of women within CND districts are within the normal BMI range, 19% are considered obese and only 5% fall below 18.5 which is considered nutritionally compromised (Republic of Rwanda, 2016). The averages for Rwanda as a

whole are 73% normal, 21% obese, and 7% too thin. Similarly, only 18% of women exhibit signs of anemia, compared to 19% for the nation. Prevalence of malaria in children and women is low (0.5% and 0.4% respectively) compared to 2.2% and 0.6% for the country as a whole (Republic of Rwanda, 2016).

In 2017 74% of women had health insurance and 94% of women had access to community health services. The percentage of health insured households is lowest in Rubavu district (54%) and highest in Ngororero district (82%) according to the 2014-15 demographic and health survey (Government of Rwanda, 2016).

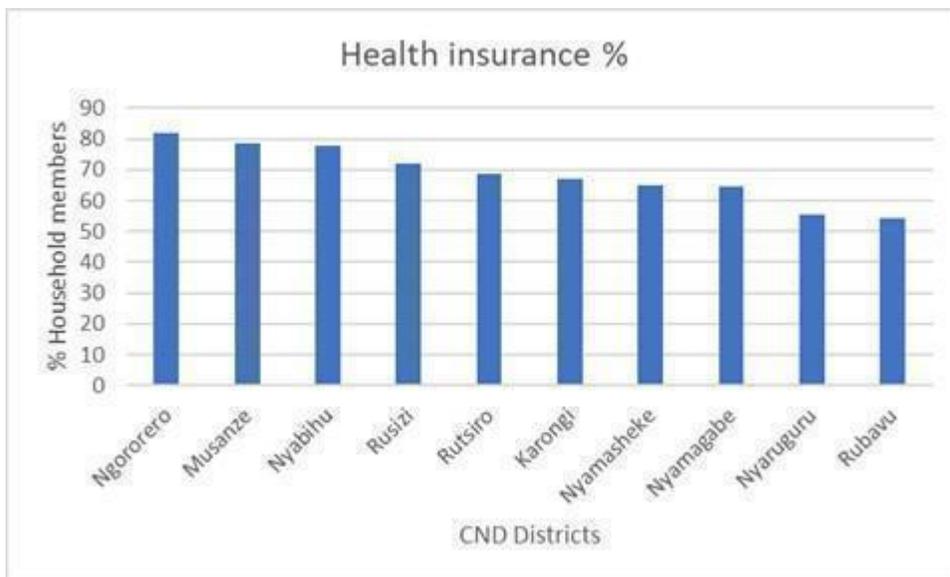


Figure 5: Percent population with health insurance by district (Source: Government of Rwanda, 2016)

Overall access to sanitation facilities is high among Rwandans (IUCN, 2021). However, due to unequal income distribution between men and women, households led by women are less likely to have sanitation access than male led households; 80.6% of female headed households have improved sanitation facilities compared to 88.0% of male headed households (IUCN, 2021). Traditional pit latrines are seen as more cost effective than modern sanitation systems, but pose risks of disease, overflow during the rainy season, groundwater contamination, mosquito breeding, and an increased risk of GBV for women due to distance from the house and night use (Tsinda et al., 2013). Lack of sanitation services poses both a serious social and environmental threat in Rwanda, particularly in informal settlements.

### **1.11 Women’s educational attainment and access to education services**

Education can lead to better health and greater access to resources (Allan et al., 2018:26). In Rwanda, the rate of people who have ever attended school is high, at 87%, but rates are higher in urban areas than rural areas (IUCN, 2021). The rates of primary education are approximately equal between boys and girls in Rwanda, and in secondary education women actually attend in higher numbers than men, 53% women to 46% men (Education Statistical Yearbooks, 2018). However, the disparity between men and women shifts with regard to technical training and tertiary education, in which men are more dominant.

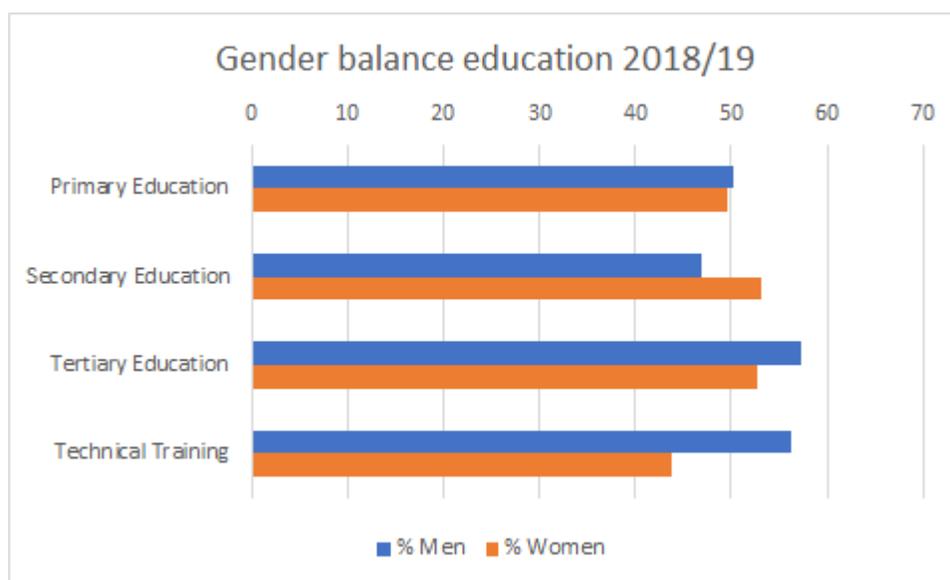


Figure 6: Gender balance in education in Rwanda (Source: State of Gender Equality in Rwanda, 2019)

In 2018, 92% of children (1.64 million boys and 1.68 million girls) were enrolled in pre-nursery to secondary education (Ministry of Education, 2018). Literacy rates continue to climb from 38.2% in 1978 to 73.2% in 2018. By this time youth literacy was at 85%. Girls and women lag behind boys and men. Only 56% of girls, 41% of women, and 28% of elderly women are literate.

Levels	Schools	Males	Females	Total	Percent
Pre-Nursery	96	3,199	3,292	6,491	0.2%
Nursery	3,210	112,044	114,662	226,706	6.3%
Primary	2,909	1,259,344	1,244,361	2,503,705	69.0%
Secondary	1,416	264,782	314,115	578,897	16.0%
TVET	360	57,643	44,842	102,485	2.8%
Tertiary	30	41,458	34,255	75,713	2.1%
Adult literacy	4,991	51,220	81,145	132,365	3.7%
Total	13,012	1,789,690	1,836,672	3,626,362	

Table 4: Levels of schooling in Rwanda (Source: Ministry of Education, 2018 Education Statistics)

The equal rates of primary education for boys and girls in Rwanda suggest a cultural value of education for all children, not only prioritization for boys. A lack of tuition fees for childhood education enables poor families to send boys and girls to school, and increasing rates of education contributes to falling illiteracy rates in Rwanda (IUCN, 2021). Higher levels of girls in secondary education may be attributed to Rwandan policies such as the 2008 Girls' Education Policy and the implementation of a school meal program (IUCN, 2021). Despite lower rates of women enrolled in tertiary education, the percentage is increasing due to flexible programming, such as online learning or night school, which enables women with domestic responsibilities to participate. According to the IUCN, the higher level of education men and women receive, the less likely they are to work in the agriculture sector (IUCN, 2021). In comparison, 92% of women with no education work in agriculture (IUCN, 2021).

Strong gender stereotypes in Rwanda still push girls into "traditional" soft trades including hairdressing, secretarial work and nursing (IUCN, 2021). 87% of women with a university degree work in the service sector (IUCN, 2021). Though women are more likely to be primary school teachers than men, they are rarely secondary, tertiary or technical/vocational teachers. In agriculture, women predominantly occupy informal roles, such as unpaid farming for the family, whereas the men typically hold higher paying positions or manage higher value products such as timber (IUCN, 2021). As a result, the majority of agroforesters are male in Rwanda (Anastase & Nahayo, 2020).

One of the greatest challenges to achieving economic stability lies in challenges in achieving quality educational attainment by female youth which leads to their lower literacy, especially in rural areas. Overall, social factors including traditional gender roles such as domestic chores and family care, historic marginalization of girls and women, patriarchal social traditions, and gender-based violence entrench girls' underperformance throughout their schooling which has a cyclical effect, as low performance in the primary leaving exam results in girls being admitted to lower quality secondary schools, and ultimately into higher education institutions (HIEs) in lower numbers (Huggins & Randell, 2007).

This results in limited access to paid labor and employment in sectors such as services or public government. Similarly, lower literacy has put them at a greater disadvantage in agriculture, as commercialization of farming has made it more difficult to feed families. While there are national laws and policies to protect employment, there is little protection for the vast majority of women who work in informal sectors which significantly affects women's rights within the country (Abbott et. al., 2008). Women in rural areas are primarily care-providers for children and the elderly, which is unpaid labor and invisibilized due to gender norms (Abbot, 2015). Thus, understanding these barriers and challenges and how to overcome them will inform interventions at project-level.

### **1.12 *Patterns of power and decision-making***

Rwanda is internationally acclaimed for being the first nation to have a majority female Parliament, with 61% of these positions held by women from 2018-2022 (Republic of Rwanda, 2019). The Constitution of the Republic of Rwanda established a minimum of 30% female representation in public governance, and this high level of female participation in upper levels of governance far exceeds this minimum (East African Community, 2009). However, female participation drastically decreases in many communities'

level governing bodies.

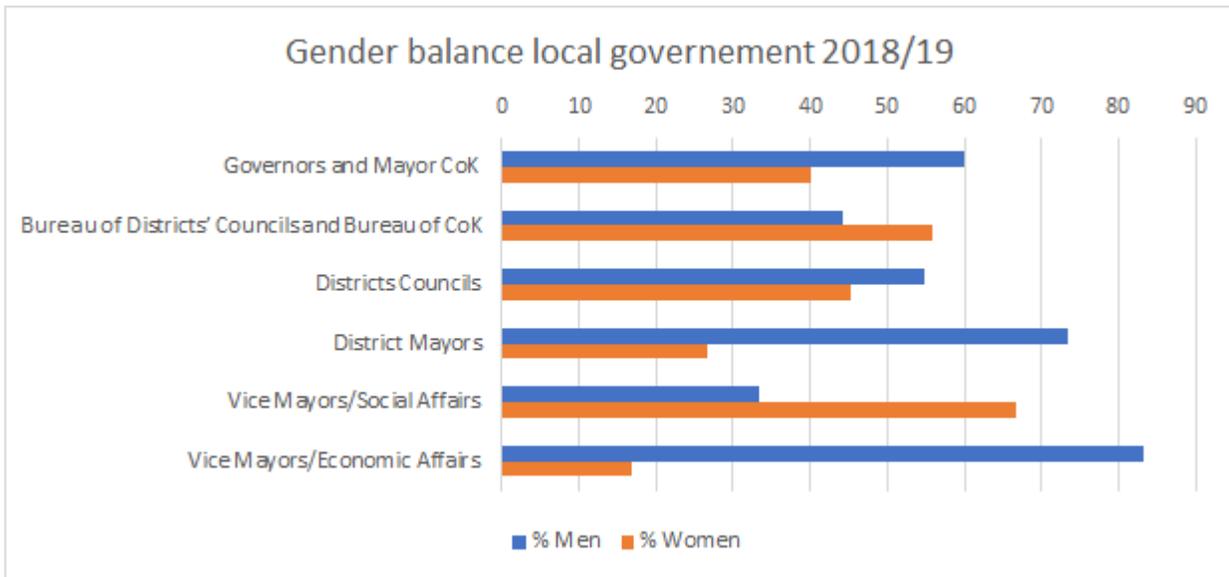


Figure 7: Female and male representation in different levels of local government in Rwanda in 2018-2019 (Republic of Rwanda, 2019)

Although overall female representation in the Rwandan government is increasing, higher levels of female representation in upper levels of governance mirror the disparity between gender equality policy and practice in the country. In higher levels of governance, these policies are implemented well and appear effective, but at community levels, larger gender gaps in prominent roles are clearly evident. Comparable gender gaps exist in central government roles that undergo recruitment processes, with many of these positions not reaching the 30% female representation minimum (Republic of Rwanda, 2019). Furthermore, female participation in the police force is extremely low, although representation is high in most other areas of the justice sector.

Similarly, in the private sector, women hold very few high level positions, particularly at the provincial level. Nationally, 30% of executive committee presidents are women, but there are 0 female presidents at the provincial level (Republic of Rwanda, 2019). Women have high levels of representation in second vice presidency in the private sector, with 70% of national and 80% of provincial second vice presidential roles occupied by women, but have low levels of representation in more powerful executive positions (Republic of Rwanda, 2019). In more local organizations, such as cooperatives, men hold the majority of the decision-making positions, while women tend to hold stereotypically female roles, such as secretary, vice president, and treasurer (IUCN, 2021).

At the household level, women have very little decision-making power. Although under the 1999 *Inheritance and Marital Property Law* women are legally allowed to own land, cultural barriers still inhibit their ability to control how this land is used. These barriers are predominantly based in the belief that men are the head of the household, and thus are the primary owners of all of the family's land and assets (IUCN, 2021). Women's lack of power within their households limits their ability to make decisions about the planting of crops and the use of land as collateral for credit, which would allow increased female engagement in other economic activities. Based on female reports, the majority of households (70%) make decisions jointly, while in 25% of households the husband makes the majority of the decisions

(IUCN, 2021). However, even in households that make joint decisions, women's decisions tend to revolve around day-to-day issues, while men's decisions are primarily focused on productive assets and income.

Women's ability to make decisions within both their own households and broader Rwandan society is further hampered by GBV. The effects of a longstanding patriarchal regime in the country has created and perpetuated the notion that men must be dominant and women must be submissive. Women break these gender norms by asserting their right to be involved in decision-making, and this can be seen as diminishing their husband's masculinity, which can result in violent retribution. In 2010, around 57% of Rwandan women reported experiencing GBV from their partner, and women who bring in more money tend to experience higher levels of GBV (RWAMREC, 2010). This suggests that increasing women's opportunities to make decisions and earn their own income will have a very limited effect on female empowerment until GBV is addressed. Engaging men and boys in gender equality advocacy and action highlights that GBV is not only a women's issue, and is believed to be successful in reducing the prevalence of GBV (UNDP, 2018).

### ***1.13 Social service and support systems that contribute to gender empowerment, wellbeing, and security***

Government mandated and running social support programs have reduced the percentage of extremely poor households from 23% and 26% in 2010 to 15% and 18% in 2017 for MHHs and FHHs respectively. Three state managed social support systems have contributed significantly to these observed reductions in poverty and increasing wellbeing and security.

The Girinka Program (One Cow per Family Program) of the Ministry of Agriculture (MINAGRI) started in 2006. By 2017 over 290,000 cows have been provided to vulnerable male and female headed households (approximately 6% of all Rwandan families) as a way to reduce child malnutrition, increase the productivity of agricultural labor, generate a new stream of income through surplus milk sales and strengthen social cohesion amongst Rwandan families and communities as cow owners pass on surplus calves to other needy families. Male headed households were, however, more likely than female headed households to receive a cow through this government program.

The largest social support program of the Government of Rwanda is the Vision 2020 Umurenge Programme (VUP) which was started in 2008 and is managed by the Local Administrative Entities Development Agency (LODA) within the Ministry of Local Government (MINALOC). VUP has four components: wage labor through public works, direct cash transfers, financial services and awareness raising. The majority of public works support agricultural production, land conservation and the maintenance of physical infrastructure. A review by FAO showed that VUP wages paid to women were often captured by men. Retaining control over VUP income was easier for women who owned an individual savings account (e.g., within a Savings and Credit Cooperative - SACCO), though most women only had accounts in Village Savings and Loan Group or informal tontines. Rural women were more disempowered than men through cultural constraints to speaking in public meetings, workloads that limited participation in community meetings and self-help associations, and limited access to credit and savings accounts. The FAO study also found that the majority of both MHHs and FHHs were unaware of the existence of a VUP GRM, or were skeptical about the effectiveness of this complaint process. The most important recommendations were to a) enable women to open their own formal bank accounts to increase their control over their incomes and strengthen their decision-making capacity, and

b) redirect households with high dependency ratios and/or low labor capacity away from public works wage labor and toward VUP direct cash transfers.

MINAGRI further supports poor rural families by offering subsidies for agricultural inputs, improved seeds and irrigation as well as offering credit through the Agriculture Guaranty Fund which provides specific opportunities for women.

## ● **CONCLUSIONS - ONGOING CHALLENGES TO GENDER EQUITY IN THE CONTEXT OF THE GCF CND PROJECT**

Despite tremendous efforts from the policy and legal perspectives, a patriarchal culture and persistent disparities continue to characterize gender relations in Rwanda. Disparities persist in post-primary education; in access to and control of property including land and economic resources; in employment opportunities and entrepreneurship; in decision-making at household and community levels; in family responsibilities and unpaid care work; and in the experience of violence, harassment, conflict, and insecurity. Sexual and gender-based violence persists at high levels in Rwanda. While women have made impressive political progress, especially at the national level, their progress in terms of local political representation and engagement remains unequal. Economic opportunities remain markedly gender-differentiated.

In Rwanda and in the Congo-Nile Divide, structural barriers to economic and political equity and female empowerment have significantly impeded measures to adapt to climate change impacts. In Rwanda, these structural inequalities are at a lower level compared to other countries in the world, because of leading gender-considerate policies across sectors. However, the point remains that women's ability to access, use and control natural resources, infrastructure and services differently is still low compared to men. This means the degradation of natural resources and new infrastructure will affect women and men differently, and will generally result in greater vulnerability of women. Women are vital agents of change and can be powerful leaders from the community to global level in mitigating and adapting to climate change.

### **1.14 Afforestation, agroforestry and tree tenure**

Kiptot et al (2012) noted that an ICRAF survey conducted across countries in eastern Africa concluded that women rarely have tenure over trees unless they exclusively have tenure over the land. Moreover, they stated that "Women's rights to tree products are usually limited to products that are considered to have little or no commercial value. These products are mainly indigenous fruits....fodder and mulch." They also noted that: a) the survivorship of trees and fodder shrubs planted by men and women was effectively the same, b) low cost/input agroforestry techniques for replenishing soil fertility were attractive to women farmers given that they are both labor and capital limited. Fuelwood, fodder, green manure, and coppicing shrub production substantially increases benefits to women that cannot be captured by men. Women appear to grow trees/shrubs for domestic consumption (fuelwood, fodder, bean poles, fruit) and sell the surplus in local markets. It is unclear whether women who sell wood products from land that is owned by their husbands are able to capture that revenue stream.

Agroforestry offers multiple benefits to Rwandan farmers, in particular, women. Planting trees within farms represents a low effort pathway to high reward. To enhance climate resilience of communities, agroforestry practices sequester carbon, prevent erosion, and enhance soil quality for sustainable

farming. For women, trees provide additional income to elevate socioeconomic status and reduce the risk of GBV by eliminating the need to walk far distances for fuel wood (Anastase & Nahayo, 2020). Despite the majority of farms under female management in Rwanda, women are often excluded from agroforestry, as trees traditionally fall under male domain, women lack the necessary training and have less access to the retail market (Kiptot & Franzel, 2012). In order to better include women in agroforestry, training on forestry and marketing should be targeted to women. Tools and practices that reduce labor requirements for women, such as shorter trees (which decrease the need for male labor) or more modern processing techniques, will save women time and make the field more accessible (Kiptot & Franzel, 2012).

Afforestation and reforestation on public lands should include measures where women and youth formally have the right to capture a proportion of the value of the trees at harvest time. Assuming a harvest cycle of 15-20 years this will provide women with a long-term asset that could be used as retirement income, and/or given as gifts or bequeathed to children. Young men could use the trees as savings to be used to build or buy a house when they marry.

Investments in agroforestry on private farmlands should reflect the different interests and concerns of women and men. During focus groups women reported shortages of fuelwood, fodder and wood suitable for bean poles. They were also concerned about soil erosion on their steeply sloped farmland, and declining soil fertility and crop yields. On-farm tree planting, to address the concerns of women, should focus on fast growing, nitrogen fixing, coppicing species that can be planted in contours between rows of crops. The nutrient rich leaves of leguminous species can be used as fodder for livestock, and as green manure. Cutting the stems to ground level before planting ensures that the trees do not compete with the crops for sunlight and soil nutrients, but the tree roots that remain intact help stabilize the soil and prevent erosion caused by heavy rains. The cut stems can be dried for fuelwood or used as bean poles. Surplus fodder, fuelwood and bean poles can be sold to neighbors or at local markets. Coppicing species readily re-sprout from the roots allowing an annual harvest.

### **1.15 Improved cook stoves**

In rural areas of Rwanda, 98% of households rely on wood as their main cooking fuel. The GoR completed a comprehensive report on Gender in the Energy Sector. The report noted that almost 60% of FHHs spent 1-3 hours per day collecting firewood compared to 36% of MHHs. The latter purchased fuelwood twice as often as FHHs who primarily rely on gathering fuelwood. Over 50% of both Rwandan FHHs and MHHs still cook using the three-stone method, and only 13.5% use efficient cookstoves. Over 50% of FHHs are unaware of the health benefits of improved cookstoves. The report argued for supporting women to transition from fuelwood to Liquid Petroleum Gas (LPG) primarily to reduce smoke inhalation and respiratory disease. The report did not address the fact that in higher altitude areas cooking fires also provide a heating source for the home. The use of clean cookstoves has major positive impacts on gender equality, by reducing household work for women and providing opportunities for women to engage in paid work.

Poor rural families, particularly FHH, are unlikely to be able to afford LPG stoves. Moreover, LPGs do not remain warm after the gas is turned off and thus do not provide a heat source for the home during the night or during cold spells. Tier 1 Canarumwe clay stoves are relatively inexpensive, substantially reduce woodfuel use, and provide a thermal mass that keeps radiating heat long after cooking is

completed. Though imperfect they are an improvement in efficiency compared to the 3 stones cookfire method. As men do not gather firewood nor do they cook they are often unwilling to spend “their” money to purchase an improved stove even though it substantially reduces fuelwood use and the time women must spend gathering fuelwood. Efforts to introduce improved cook stoves into MHHs in the CND must address this barrier.

### **1.16 Honey production and marketing**

The Rwandan government has identified beekeeping as a potential source of additional revenue for farmers (Mushonga et al., 2019). The European demand for honey far outpaces the production in Rwanda, indicating a market incentive to raise bees beyond subsistence level (Mushonga et al., 2019). Furthermore, global decline of bee populations reflects a high biological need for more apiarists in Rwanda. Despite the economic and environmental benefits, along with low startup costs, beekeeping is perceived as a vocation for poor people. Out of 83,000 beekeepers in Rwanda, 86% are adult males and 71% lack primary education (Mushonga et al., 2019). To overcome the negative stigma around beekeeping, materials and training for modern hives need to be provided to women and youth. Modern hives produce a higher yield of honey, have lower risk of causing fires, and do not need to be placed as high up in trees as traditional hives, which deters some women due to cultural restrictions barring women from climbing trees (WCS, 2018). In a WCS study, 83% of beekeepers used traditional hives in Rwanda, demonstrating a need for more modern tools (WCS, 2018). Additionally, marketing training may help women to better sell the honey, as women still have relatively low market and distribution access in Rwanda. Despite the stigma, beekeeping remains a strong potential source of income, which could reduce reliance on more harmful forest livelihoods, such as deforestation and poaching (Fakhry et al., 2010).

A study by Mushonga (2019) suggests that people consider beekeeping for the poor and illiterate are largely the domain of older men no longer able to labor in agricultural production. Women do appear to be engaged in the production and marketing of honey beer. ADF provided \$343,000 in 2017 to strengthen the honey production sector in Rwanda. Production remains relatively low because of dependence on traditional hives rather than modern hives such as Kenya Top Bar or Langstroth (CODIT, 2009). The CODIT report funded by the SNV noted that in 2009, of the estimated 30,293 beekeepers in Rwanda only 23% were women. The report recommended that the GoR do away with subsidies to beekeepers and their co-operatives, focus on addressing the root causes of the prevailing problems not the effects, encouraging beekeepers to actively participate in their own development and advocating for the replication of knowledge and skills from common to individual apiaries.

During focus groups both women and marginalized groups noted that the cost of modern hives and other beekeeping equipment such as smokers was a barrier to entry as was lack of access to credit. A big concern was farmers’ use of pesticides that kill bees, making it impossible to locate apiaries near farmland.

### **1.17 Coronavirus (COVID-19) implications in advancing gender equity**

The global coronavirus (COVID-19) pandemic left no country untouched from its impacts. While research is still emerging, the severity of the pandemic is clear; struggling economies, vast unemployment, and threats to health and wellbeing continue to affect the global community. Women in particular are already

vulnerable to socioeconomic inequity that is currently exacerbated by COVID-19. Therefore, the impact of the pandemic must be considered in gender planning into the future.

Rafaeli and Hutchinson (2020) compared the secondary impacts of COVID-19 to the Ebola crisis on women and girls in Africa, finding that women and girls are more likely to experience higher poverty and school dropout rates, an increase in unintended pregnancies, reduced income and financial empowerment, greater domestic responsibility (increased childcare due to school closures), and food insecurity due to the pandemic. In times of crisis, school closures and financial stress also lead to increased rates of gender based violence (Rafaeli & Hutchinson, 2020). Women face greater exposure to COVID through their roles as caretakers in families and in healthcare, and have less decision-making power, rendering their needs unmet during COVID-19 (Parry & Gordon, 2020). Yet few countries have enacted policies to address the gendered impacts of the pandemic.

In Rwanda, the Ministry of Gender and Family Promotion (MIGEPROF), in partnership with UN WOMEN and UNFPA, conducted a 2020 study on the gendered impacts of COVID-19. The report indicates that 44.2% of female respondents completely stopped their economic activities due to the pandemic, compared to only 17% of men (Bayisenge, Lo & Schreiner, 2020). In rural areas, the percentage was higher for women; 50% stopped their work and thus sources of income, compared to 17.7% of rural men (Bayisenge, Lo & Schreiner, 2020). As women occupy more informal and unsecured jobs in Rwanda, they are at greater risk of income loss than men.

The use of health care and maternal services in Rwanda considerably declined during the COVID-19 outbreak (Wanyana, Wong & Hakizimana, 2020). Declines in child health care services, particularly vaccinations, could be detrimental to avoiding future outbreaks of vaccine-preventable diseases (Wanyana, Wong & Hakizimana, 2020). Many women feared contracting the virus while attending regular checkups, which contributed to the decline of health services in Rwanda (Wanyana, Wong & Hakizimana, 2020).

Recommendations to mitigate the impacts of COVID-19 on women in Rwanda include (Bayisenge, Lo & Schreiner, 2020):

- Implement programs that offer employment or financial security in spite of COVID-19.
- Provide online or socially-distant courses to prevent school dropouts.
- Establish women-specific financial packages in the national economic recovery plan.
- Strengthen the mobilization of men and boys in childcare and domestic responsibilities to offset increased labor caused by the pandemic in parallel with on-going “Men engage” national programmes.
- Accelerate government interventions to address elevated levels of GBV.

### **1.18 Promoting gender equity within the CND GCF project**

Gender equality and women’s empowerment should be considered in all stages of the CND project cycle: design, formulation, implementation, and monitoring and evaluation. In each of these stages, project managers should keep a ‘gender lens’ in mind, looking at ways the project can:

- Address gender inequalities that emerge from the project;
- Ensure the differential needs of women and men are addressed;
- Ensure women and men have equal access to resources, services, and capacity development;
- Ensure equal participation of women and men in management arrangements and as

beneficiaries, partners and key stakeholders; and

- Ensure women's equal participation in decision-making processes.

Based on key expected outcomes, this gender assessment provides the foundation for a realistic gender action plan to be implemented in the CND project.

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## ● GENDER, YOUTH AND SOCIAL INCLUSION ACTION PLAN

The goal of the programme is to increase climate resilience of vulnerable rural communities in the CND, reduce CO2 emissions, build capacity for integrated spatial planning and increase the extent and integrity of forest ecosystems in the CND. The programme has three components directly targeting vulnerabilities within climate impact chains. Component (1) *Mainstreaming Climate Adaptation into Integrated Land Use Planning and Management* will lead to enhanced adaptive capacity of both ecosystems and rural populations, by strengthening coordination among sectors and integrating climate resilience considerations into planning and development. Component (2) *Landscape Management and Restoration* will implement high priority actions to enhance the resilience of vulnerable communities by increasing the extent and integrity of forest ecosystems and landscapes and by reducing demand for wood fuel. In addition, component (2) is designed to reduce the time women spend collecting and preparing fuelwood, and simultaneously to empower women to provide input to local-level decision making (see also Component (1)). As a co-benefit, greenhouse gas emissions will be reduced through restoration of natural forests, agroforestry, reduced fuelwood demand and fuel efficient cookstoves under components (1 and 2) are expected. Component (3) will focus on *Enhancing climate adaptation through resilient livelihoods*.

Women, youth and marginalized groups, including women-headed households in the CND are key stakeholders in the success of this project, and are the primary target beneficiaries of the project. The project will be implemented across various sectors along the CND, particularly focusing on communities around Nyungwe National Park and Gishwati-Mukura National Park--critical for Rwanda yet highly vulnerable forests due to high population and increasing demography who depend upon fuelwood, and actions taken by poor households that illegally use forests to improve income streams.

### 1.19 Methods

This Action Plan operationalizes the findings from the Gender Assessment, the ESIA, and youth-based information collected during the feasibility studies and stakeholder engagement during the Project Preparation Facility (PPF) phase. The Assessment used five standard lenses (USAID 2017<sup>[1]</sup>) to conduct the analysis:

1. Institutions, Laws and Policies that influence the context in which men and women act and make decisions.
2. Beliefs, Perceptions, and Cultural Norms that shape how men and women, youth and elders are able (or expected) to practice activities, particularly those to be developed by this GCF project.
3. Gender Roles, Responsibilities, and Time Use in reproductive, productive, and community work.
4. Access to and Control over Assets and Resources are different between young and old, men and women.
5. Patterns of Power and Decision-making focused on how individuals are able to be represented and be in decision-making positions.

Based upon this framework of five lenses, the Gender Analysis identified and analyzed the gender risks and impacts of the program and climate change through four main steps:

**Scoping:** The GYA included a scoping process to review relevant literature and data for the project area, including local reports and data, consult with government and other partners, and conduct field visits to understand the project, identify and characterize the project area, and identify stakeholders,

including program-affected parties and other interested parties, who may have different concerns and priorities about project and climate change impacts, mitigation mechanisms and benefits.

**Legislative and policy review:** The GYA conducted a review of (1) Rwanda's applicable policy framework, national laws and regulations and institutional capabilities relating to gender and youth, (2) variations in country conditions and program context across the affected area, (3) relevant gender and youth studies, (4) Rwanda's obligations and commitments under relevant international agreements and treaties, (5) applicable requirements under GCF standards and (6) internationally accepted best practices.

**Stakeholder consultation and analysis:** Based on the identification of stakeholders identified in the scoping exercise, the GYA conducted initial consultations with stakeholders to gather information on concerns and priorities about the project and climate change, analyze the outcomes of the consultations and develop a strategy for continuing stakeholder engagement.

**Baseline analysis:** Drawing on the scoping exercise, the GYA assembled and analyzed existing information. The information was analyzed in light of the stakeholder consultation and analysis and legislative and policy review, to identify information gaps and ways in which these may be filled.

This information was then used to guide the Gender Youth Social Inclusion Action Plan. The details of the stakeholders consulted, including key informant interviews (18), focus group discussions (24), and district workshops (4) can be found in Annex 7. A literature review is available in the Gender Assessment (above) and ESIA (Annex 6).

## 1.20 Gender Issues

There are three key gender-based themes that influenced the design of the Gender Action Plan:

a. **Change negative gender and social norms.** The most profound barrier for this project is rural norms about the roles of men and women. Whilst the Government of Rwanda has made many advances and has implemented many policies (see Section 3 of the Gender Assessment) to achieve gender equality, particularly in national-level representation and inclusion, patriarchal privilege and decision-making remains embedded in rural society (IUCN, 2021). The consequences of this for this project is far-reaching. Men are generally seen as the head of household with the decision-making powers over all assets, resulting in male appropriation of household and farm-based assets (IUCN, 2021; Kiyani et al., 2017). Though female headed households face the same issues and challenges as male headed households, they are disproportionately impacted because of prevalent gender inequality issues (GMO 2017). Men in the CND are positioned to be significantly more involved in programs that result in monetary benefits, such as fern clearing, casual labor, and plantation projects. Although under Rwanda law, sons and daughters receive equal inheritance rights (Law/n<sup>o</sup> 22/99 of 12/11/1999) the PPF focus groups highlighted that due to cultural practices, parents favor sons in land inheritance, leaving young women in a position where they depend on marrying a man to gain access to farmland; without a formal marriage, these women have no land tenure. Broadly, these gender and social norms leave most women with little decision-making power and no real control over assets. The threat of sexual and gender based violence (SGBV) at the household level where women try to assert independence and achievement is high. For this project, the implications are that trees planted by women become men's property; money gained in employment (tree planting, nursery maintenance) or through farmland production (fruit trees, honey, etc) are ultimately controlled by men; and women shouldn't participate in activities without a

husband's permission. Although this seems bleak, this situation is not universal. The 24 CND community focus groups held in the PPF highlighted that many households decide together on how money should be spent; land tenure is broadly seen as joint ownership; and men realize the impact of dwindling fuelwood resources on women and girls. Gender equity is not yet universal and rural culture has a long trajectory to achieving it.

As a result, this program will focus heavily on social and behavior change communications (SBCC) as a means to positively change perceptions towards gender equity. Community members, including community leaders and women and men community influencers specifically will be targeted for sensitization on gender equity in order to shift their attitudes and to build a conducive environment for women and HMPO to be able to participate in project activities. Women have been engaged in the development of this project to ensure time constraints, work burden and reproductive responsibilities do not impede their ability to engage in the various activities designed by the project. Women will be regularly consulted throughout project implementation to ensure they are able to actively participate in project activities and activities take place at times which are convenient for them and at locations that are safe and contextually appropriate. At project start, once communities are selected for implementation, barriers faced by women and HMPO to participate in project activities will be reviewed and solutions to overcome barriers incorporated into programming through an additional screening process outlined in Annex 6. The project ESS Coordinator and Gender Officer will provide support to ensure all project staff understand barriers faced by women and HMPO and programming works to address barriers to ensure their active participation in activities. The project will also get support from NGOs that help men on masculinity and addressing SGVB which will include targeted outreach to mobilize their participation in household and parental responsibilities to ease women's responsibilities and sensitization on the importance of fair access and control of resources, including income. The engagement of community leaders and women and men community influencers to further promote equal and fair control of resources between men and women will further mitigate the risk of men taking over control of incomes earned and targeted for women. Lastly, the project will clearly explain participant selection, intended benefits and how participants can help monitor benefits and risks and reduce risks if necessary, including reducing the risk of men taking over control of incomes targeted for women. The program will have a safe, accessible Grievance Redress Mechanism (GRM) for all project stakeholders, particularly women, to access to pursue redress as needed. The project will also collaborate with existing Isange One Stop Centers in the project area in GBV prevention and immediate assistance to victims. All project staff will be trained and project beneficiaries informed on the purpose and use of the GRM, including reporting gender-based violence. The project will ensure confidentiality of the information and identity of the complainant. The grievance process will include options for victims to remain anonymous which will add a layer of protection for individuals who may be subject to gender-based violence. Throughout project implementation, project staff will disseminate information to beneficiaries on how they can use the GRM and solicit feedback on how the mechanism can be improved if needed.

b. **Provide access to skills building, leadership and programmatic inclusion.** Because of existing gender norms, there is much to do to build technical skills of rural women to be able to participate in the project. In addition to that, finding women leaders and building their leadership skills to be at the forefront of rural gender equity is crucial for addressing the root causes of women's exclusion in land use planning and decision-making. This project however will not just focus on rural women. Ensuring

that women play a strong role at all levels of climate programming in the country is important. Thus developing professional networks and internships to provide opportunities to strengthen leadership and technical skills will be incorporated into the program.

c. **Facilitate women’s financial autonomy.** In order to support rural women to capture financial benefits of this project, this project will incorporate three activities: financial skills building, support in joining cooperatives; and facilitating access to entrepreneurship through financial/entrepreneurship training, access to village savings/loans and small grants, and mentoring. The project will ensure all trainings are gender-responsive and inclusive. Gender considerations will be integrated into training curriculum, content and delivery methods. Flexible training schedules and convenient venues will be selected to accommodate women's needs. Staff in charge of gender aspects will ensure gender mainstreaming and ensure the project addresses barriers to women's participation. Training will also use participatory approaches to create an inclusive learning environment and incorporate components on women's empowerment and leadership development, promoting gender equality and active participation. By facilitating independent access to financial services, women’s income can be managed independently until shifting norms and household situations reach gender equity for households in adapting to climate change. Within the program, microenterprise, access to finance, beekeeping, and agroforestry/cookstove value chain support were chosen as key activities because they are feasible livelihoods within the target rural households and help strengthen resiliency of the rural economy. Further information on women in the value chains targeted by the project, including gender characteristics, composition of workforce and ownership etc. is detailed in the project Feasibility Study where possible and will be refined during project implementation.

### 1.21 Youth Analysis and Key Issues

Rwanda is a young country; 82% of the population is under the age of 40 and 51.5% are 19 or under (NISR, EICV5 2018, see Table 5). The sex ratio for youth, classified as people from 14-35 years old, is 92 males for every 100 females. The literacy rate for youth is quite high; averaging 91% in urban areas and 82% in rural areas (ibid). Numeracy rates are linked to wealth, with poorer families having lower capacity (72.4% vs 92.7%). Larger urban-rural discrepancies are found in computer literacy (28.5% vs 7%) and mobile phone ownership (70% vs 41%).

Table 5: Youth population in Rwanda by district. (Source: NISR EICV5 2018)

<b>Youth Population in Rwanda (Source: NISR EICV5)</b>			
<b>District</b>	<b>Youth</b>	<b>Non-Youth</b>	<b>Total Population (000s)</b>
Kigali City	36.5	63.5	1,631
South	24.3	75.7	2,739
West	25.1	74.9	2,685
North	26.8	73.2	1,841
East	24.6	75.4	2,998
<b>All Rwanda</b>	<b>26.6</b>	<b>73.4</b>	<b>11,893</b>

Table 6. Youth Usual Economic Activity by Sex and Province. Source: (NISR EICV5 2018).

Activity Type	Youth Usual Economic Activity by Sex and Province (Data source: EICV5)												
	Kigali City		Southern Province		Western Province		Northern Province		Eastern Province		Total		
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	All
Worker	70.4	66.5	76	78	78.1	81.8	78.2	81.2	80.5	79.8	76.8	77.6	77.2
Seeking work	5.5	11.7	1	2.3	1.5	1.5	0.9	1.9	0.7	0.9	1.9	3.5	2.7
Student	21.7	15.9	18	14.7	16.8	12.1	17.5	14.6	15.2	14.9	17.7	14.4	16
Domestic	1.8	4.1	2.6	3.5	1.5	2.4	1.2	1.4	1.9	3	1.8	2.9	2.4
Disability	0.3	1	1.4	0.8	0.9	1.3	1.1	0.6	1.2	1.1	1	1	1
Other	0.4	0.7	1	0.7	1.2	0.8	1.2	0.3	0.5	0.3	0.8	0.6	0.7
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>
Usually	75.9	78.2	77.1	80.3	79.6	83.3	79.1	83	81.2	80.6	78.6	81.1	79.9
Inactive	24.1	21.8	22.9	19.7	20.4	16.6	20.9	17	18.8	19.4	21.4	18.9	20.1
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>	<b>100</b>

Employment figures for rural youth indicate that 54.7% are engaged in agriculture, and 32.9% in elementary activities. The rest are in services (7.8%), and very few in managerial, professional etc jobs. According to a recent analysis, youth “envision self-sufficiency achieved through economic independence and the ability to provide for and support their families, and they see this path as most available to them through self-employment (USAID 2019)”. The Youth Assessment highlighted key priority areas that youth identified for achieving their goals:

- Livelihoods and skills development for productive self-employment activities
- Education and skills for entering into the formal work sector
- Reproductive autonomy and health to avoid early pregnancy which is a key hurdle towards economic self-sufficiency

Poverty amongst youth has remained stable between EICV4 and EICV5, with about 30% of all youth below the poverty level, and 11.3% in extreme poverty. There are substantial gender differences, with young women increasingly vulnerable as they age (see Figures 7 and 8 with data from NISR’s EICV 5, 2018). Thus, programming ensuring attention on both young men and young women is vital for rural climate resiliency.

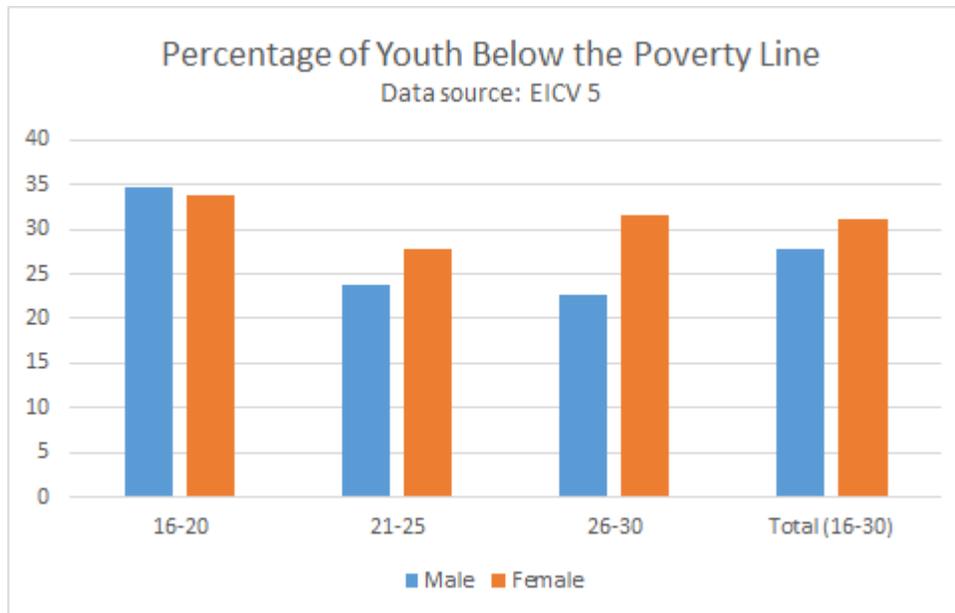


Figure 8: Percentage of youth below the poverty line by age (Source: NISR EICV5 2018)

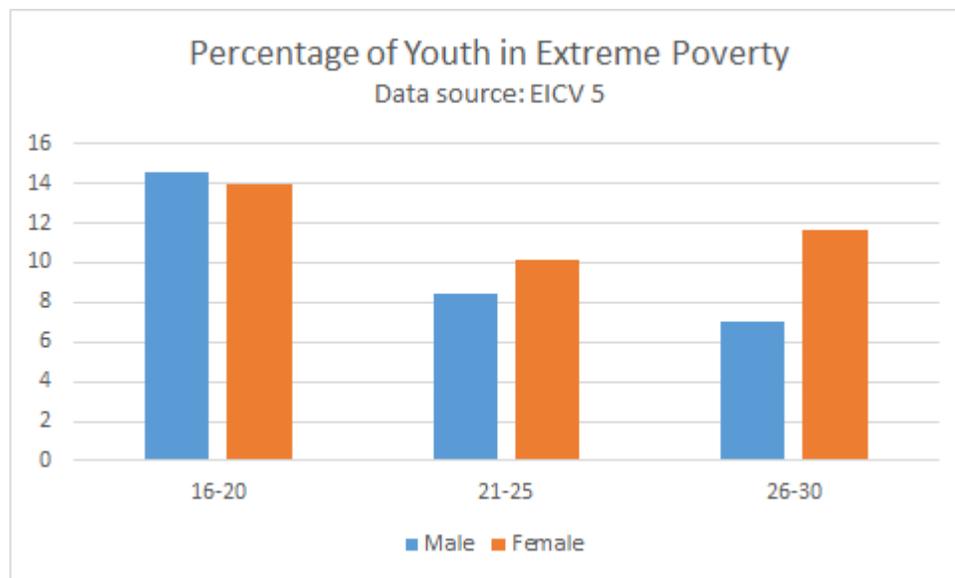


Figure 9: Percentage of youth in extreme poverty line in Rwanda by age. (Source: NISR EICV5 2018)

Translating this information into a climate adaptation program that supports young men and women in the CND, three key topics influenced the action plan:

- a. **Diversified opportunities.** With over 51.9% of the Rwandan population under the age of
- b. 15 and 18% between the ages of 15-24, youth make up a significant percentage of the population. There is already a scarcity of arable land, with many households owning less than what is needed for their subsistence. With the Rwandan population expected to increase from 12 million in 2019 to 20 million in 2042. The future for the upcoming generation of rural youth is worrisome--agricultural

lands will continue to grow scarcer and demand for resources and land increase. The youth interviewed are very cognizant of these constraints, and many are keen to diversify their livelihoods yet they are most interested in short-term gains. This GCF program intends to seek out vulnerable youth in critical areas of the CND to support entrepreneurship and diversified opportunities to reduce pressure on highly marginal lands.

c. **Access to skills building.** Many youth attend schools, but training in practical agroforestry, financial management, and forestry is lacking. This program intends to target youth for diversifying their skill sets and strengthening their resilience to adapt to climate change.

d. **Youth leadership and Programmatic Inclusion.** Many youths voiced their concerns over not being included in decision-making processes and programming, resulting in key stakeholders not being engaged in civil society. In order to engage the new generation of rural farmers and consumers, this project will identify and work with youth leaders in the CND to use SBCC to engage youth to benefit and support long-term tree initiatives. With youth involved in decision-making processes, innovative ideas to involve youth with best practice on government lands and to get youth to appropriate long-term thinking through tree planting as future investments.

## 1.22 Internal program considerations

In addition to programmatic activities with women and youth, this program will also have an internal focus to ensure best practices. These include:

a. **Avoid perpetuation of gender inequalities** and women's exclusion in the agro/forestry sector. SBCC will be used heavily to shift norms towards inclusivity and skills building to facilitate women and youth to join the sectors. In addition, women need to be engaged in the decision-making bodies of the project itself, including a Steering Committee, which will be at least 50% women, and the Project Management Unit with targets to achieve 50% women by the end of the program as mentoring and training increase capacity. The Gender Monitoring Office will be a part of the Steering Committee and along with the The National Women's Council and The Ministry of Gender and Family Promotion were consulted during proposal development and will continue to be involved at project implementation stage at the national and local level. There will be comprehensive consultation and feedback processes with these stakeholders through meetings and workshops to ensure perpetuating gender inequalities is avoided.

b. **Build partnerships.** This GCF project provides a unique opportunity to engage civil society at national and local levels. The team will work with men's, women's, and youth organizations to build their capacity and facilitate their engagement with project beneficiaries and local government actors.

c. **Gender and Diversity training.** Training will be an important component of a large, 5-year program. Building online training modules that can be viewed across the CND, and using new platforms like WhatsApp to communicate with urban and rural project staff will ensure that static, one-off training is avoided.

d. **Staffing.** Diversity and inclusion are important for the project, and hiring practices at all levels of the program will be reflected in hiring policies. The program management unit will hire a full-time dedicated gender expert and a full-time dedicated youth focal point (both AE staff) and associated costs are included in the project budget. These two staff will participate in all management meetings to support inclusion goals across the project, and will lead and oversee the implementation of the Gender, Youth, and Social Inclusion Action Plan. Another key role of these two positions will be to engage civil society

partners, particularly women's, men's, and youth groups to build capacity and increase the sustainability of achievements during this five-year project. Along with these positions, RFA staff will include a Community Mobilization Specialist and a Community Engagement Specialist who will be in charge of and support project gender mainstreaming. Their responsibilities include reviewing site specific barriers faced by women to participate in project activities, ensuring these barriers are addressed in order to support full participation of women, ensuring gender equity in all project activities and where needed help women access the Grievance Redress Mechanisms to pursue redress and connect women with Isange One Stop Centers in the project area to prevent gender-based violence and provide immediate assistance to victims.

e. **M&E.** Many stakeholder meetings highlighted the lack of community engagement as a key reason for project failures in the past. This project will incorporate suggestions from our stakeholder engagement meetings to ensure best practice is followed. This includes not only deeper local government engagement but also using a rights-based approach to ensure that communities are at the heart of planning our interventions. Targets for youth and gender are incorporated into the Gender and Youth Action Plan below and are set to ensure women and youth are equally targeted where possible and encouraged to actively participate. Exceptions include situations where group composition, such as government agents or community leaders, are outside the project's control or the activity solely targets men, such as masculinity sessions held with men to improve gender equity in program participation and benefits or assisted natural regeneration activities inside the park far from villages that will take male participants several weeks away from their homes. Overall targets for key activities (i.e., G4. 4.1.1.5, G4. 4.1.1.6) have not been set as the target will depend on the number of villages/sites where project activities take place, however disaggregated targets per village/site have been set. A project baseline will be conducted and baselines for all targets will be determined at project onset.

## 1.23 Gender and Youth Action Plan

### Component 1: Mainstreaming Climate Adaptation into Integrated Land Use Planning

**Impact 1: Climate adaptation programming is successfully implemented because it is fundamentally informed by rural women and youth stakeholders**

*Indicator: Equal participation by gender groups in contributing to expected outcomes*

**Gender/Youth Outcome 1: Climate adaptation programs in LUPs reflect and address the priorities of women and youth**

*Indicator: % of men, women and youth participating in LUP processes who feel LUPs incorporate their needs as they relate to climate programming*

Activity	Gender/Youth Outputs	Indicators	Targets	Timeline	Responsible	Costs
<b>G1. 1.1.1.7</b> Conduct climate literacy seminars for local government and civil society organizations, aimed at increasing women and youth participation	Local institutions are trained to build capacity of rural people, specifically women and youth, to participate in climate adaptation processes	# of CSOs and government agencies trained	60 people (50% male, 50% female) from CSOs/Local institutions trained in Y1 and Y3 to increase participation of women/ youth/ marginalized in stakeholder consultations & activities	Y1,3	PMU/RFA	\$10,187
<b>G1. 1.1.1.8</b> Provide financial and logistical support to trained organizations in grassroots mobilization to increase women and youth participation in climate adaptation planning	Trained institutions hold meetings to train women, youth and marginalized people on forests and mobilize them to participate in planning processes	# of meetings held by trained organizations with local communities on climate adaptation programming	At least 10 grassroots meetings per district are held in Y1 and Y3 in the CND	Y1,3	PMU/RFA/ Local CSOs (TBD)	\$12,262

<p><b>G1. 1.1.2.4</b> Develop and rollout a series of trainings (virtual sessions and online modules) on gender sensitivity and mainstreaming women and youth into planning</p>	<p>Program Staff and government officials understand gender barriers, understand how to mainstream gender equality principles into planning and are strong facilitators to support women, youth and marginalized participation in meetings</p>	<p># of people trained (disaggregated by gender) # project staff trained in social inclusion</p>	<p>- 65 government agents trained per year. - 100% project staff trained</p>	<p>Y1-5</p>	<p>PMU + Local Women's NGO (TBD)</p>	<p>\$40,523</p>
<p><b>Component 2: Forest Landscape Management and Restoration</b></p>						
<p><b>Gender/Youth Impact 2: Sustainable gains in restoration and landscape management are made because women and youth are enabled and motivated to adopt best practice</b> <i>Impact Indicator: Targeted women and youth report an improved enabling environment for their participation in forest management and restoration</i></p>						
<p><b>Gender/Youth Outcome 2: Women, youth and marginalized households have improved capacity to engage in forest management and restoration</b> <i>Outcome Indicator: Equal participation by gender groups in forest landscape management and restoration</i></p>						
<p><b>G2. 2.2.2.15 &amp; 3.1.1.11</b> Develop and implement strategy (including social marketing) to ensure that women and youth benefit from forest restoration projects</p>	<p>Women and youth have the capacity, motivation, and opportunity to participate and benefit equitably in restoration programs. Programs will actively seek out direct participation of and benefits for women and youth through paid labor and direct involvement.</p>	<p>% Women beneficiaries % Youth beneficiaries</p>	<p>50% of beneficiaries are women 50% of beneficiaries are youth<sup>2</sup></p>	<p>Y1 Strategy Y2-5 Implementation</p>	<p>PMU, Women/Youth NGOs (TBD)</p>	<p>\$37,735</p>
<p><b>Component 3: Enhancing climate adaptation through resilient livelihoods</b></p>						

<sup>2</sup> The total number of beneficiaries will be determined at project onset

**Gender/Youth Impact 3: Women, marginalized and youth are empowered to actively participate in green jobs**  
*Impact indicator: Target groups perception of economic empowerment*

**Gender/Youth Outcome 3: Women, youth and marginalized households have improved capacity to engage in green jobs**  
*Outcome Indicator: Number of new women, youth and marginalized households that have engaged in green jobs*

<p><b>G3. 3.2.1.2</b> Develop and implement strategies to ensure that women,youth, and other marginalized groups benefit from rural livelihoods and financial services</p>	<p>Women and youth have the capacity, motivation, and opportunity to participate and benefit equitably in rural livelihoods and financial services</p>	<p>% Women beneficiaries % Youth beneficiaries</p>	<p>50% of beneficiaries are women 50% of beneficiaries are youth<sup>3</sup></p>	<p>Y1 &amp; Y2</p>	<p>RFA &amp; CORDAID</p>	<p>\$53,053</p>
<p><b>G3. 3.2.3.2</b> Organize Microenterprise training and develop and implement green grants programs targeting landless youth and poor, as well as women who are unable to access direct benefits from land-based project activities.</p>	<p>Landless poor, youth, and women have enterprise skills and grants to engage in green value chains</p>	<p># of enterprises formed, beneficiaries disaggregate d by gender and social class</p>	<p>5,600 beneficiaries of which at least 50% are women 500 off-farm jobs created in production quality control</p>	<p>Y2,3 &amp; 4</p>	<p>RFA &amp; CORDAID</p>	<p>\$66,398</p>
<p><b>G3. 3.3.2.2</b> Provide organizational/technical/financial capacity building to women, youth, and CSOs (such as cooperatives or VSLA) with focus on financial literacy and provide long-term coaching to beneficiaries</p>	<p>Women and youth groups have the organizational, technical and financial skills to receive support from project</p>	<p># CSOs/VSLAs trained # beneficiaries receiving coaching</p>	<p>300 CSOs/VSLAs 6,900 of which 40% youth 50% women</p>	<p>Y2,3 &amp; 4</p>	<p>RFA &amp; CORDAID</p>	<p>\$30,040</p>

<sup>3</sup> The total number of beneficiaries will be determined at project onset

<b>G3.3.3.2.3.</b> Support women, youth, other marginalized groups strengthen savings and loan groups and register for MFI accounts	Men, women and youth have access to thriving financial services	# people with new bank/MFI accounts	50% women	Y2,3,4	RFA & CORDAID	\$13,713
<b>Component 4: Monitoring and Evaluation</b>						
<b>Gender/Youth Impact 4: Women and youth benefit from an adaptively managed program</b> <i>Impact indicator: Reported attitudes, confidence, and a sense of empowerment towards engaging in climate programming</i>						
<b>Gender/Youth Outcome 4: Disaggregated and specialized monitoring generates data showing whether and how women, youth and marginalized people are benefiting from adaptive management systems</b> <i>Outcome indicator: Gender and youth disaggregated participation data</i>						
<b>G4. 4.1.1.4:</b> Develop an overarching gender and youth program unit within the GCF Project to ensure the project uses adaptive management to ensure strong inclusion of women, youth, and marginalized households such that equitable benefits are shared across the communities.	Gender/Youth program unit provides oversight and support to ensure gender/ youth targets are met	N/A	N/A	Y1-5	PMU	\$3,380
<b>G4. 4.1.1.5:</b> With the local government, project partners, and Youth CSO leaders, identify key male and female youth leaders in each project village to be project champions	Key youth leaders are identified and engaged	Youth leaders identified	2 Youth leaders (50% male, 50% female) per targeted village. <sup>4</sup>	Y1	PMU, Youth NGO (TBD)	\$88,683

<sup>4</sup> The number of targeted villages will be determined at project onset and will determine the total number of youth leaders to be reached. 50% male and 50% female youth leaders will be targeted per village.

<p><b>G4. 4.1.1.6:</b> With local government, project partners and women's civil society, identify key women leaders amongst project beneficiaries to be project champions</p>	<p>Key women leaders are identified and engaged</p>	<p>Women leaders identified</p>	<p>2 women leaders per village <sup>5</sup></p>	<p>Y1</p>	<p>PMU, Women's NGO (TBD)</p>	<p>\$87,903</p>
<p><b>G4. 4.1.1.7:</b> Engage Youth &amp; Women's NGOs to build leadership and coaching skills of identified project champions and facilitate their project involvement in order to advance project goals of greater participation amongst marginalized groups amid greater community-wide support for their participation</p>	<p>Leaders are equipped with skills and financial resources to build empowerment and facilitate women and youth engagement in the project</p>	<p># of women and youth trained in coaching and leadership skills</p>	<p>200 (50% women, 25% male youth leaders, 25% female youth leaders) women and youth leaders trained as trainers</p>	<p>Y1-2</p>	<p>PMU</p>	<p>\$6,660</p>
<p><b>G4. 4.1.1.8:</b> Overarching social behavior change communications strategy and materials are developed to overcome barriers and enhance motivations for women, youth and marginalized people to participate in program activities</p>	<p>Gender sensitive and responsive communications programming supports new norms for social inclusion in project activities</p>	<p># programs/materials delivered in communities</p>	<p>At least 10 materials developed and distributed annually</p>	<p>Y1-5</p>	<p>PMU</p>	<p>\$97,552</p>

<sup>5</sup> The number of targeted villages will be determined at project onset and will determine the total number of women leaders to be reached. 100% of women leaders will be female

<b>G4. 4.1.1.9:</b> Informational campaigns on equity (land rights, access to resources, and decision-making) and programmatic opportunities to showcase the benefits of everyone (women, young men/women, marginalized) participating in programming to improve lives	Gender sensitive and responsive campaigns and informational material on inclusion of different social categories is developed and disseminated	# of people reached by campaigns	At least 200,000 (50% female, 50% male) people reached by campaigns over 5 years	Y1-5	PMU	\$17,030
<b>G4. 4.1.1.10</b> Engage men's NGO to roll out programming for men as allies in women's economic empowerment and sexual/gender based violence reduction programming	Men in target areas participate in masculinity sessions to improve gender equity in program participation and benefits	# men participating in training sessions	At least 200 men participate in masculinity sessions each year from Y2-5	Y2-5	PMU Men's NGO	\$115,574
<b>G4. 4.1.2.2</b> Identify and train men and women (adults and youth) to implement key M/E tools in their communities	Women and youth are active participants in M/E at central, sectoral, and community level	# Women and Youth trained on M/E tools	At least 5 women, 5 men and 5 youth (15 people total) per district are trained <sup>6</sup>	Y1-5	PMU	\$3,380
<b>G4. 4.1.3.2</b> Engage youth leaders in designing and monitoring targets for youth engagement, participation, and outcomes	Youth targets are identified and incorporated into M/E system	N/A	N/A	Y1-5	PMU	\$ 16,533
<b>G4. 4.1.3.3</b> Engage women leaders in designing and monitoring targets for women engagement, participation, and outcomes	Women targets are identified and incorporated into M/E system	N/A	N/A	Y1-5	PMU	\$ 16,533

<sup>6</sup> The number of targeted districts will be determined at project onset and will determine the total number of women, men and youth to be trained. The target for the number of individuals trained overall is 50% female, 50% male.

<b>G4 .4.1.3.4:</b> Monitor program using Gender Checklist to ensure gender is integrated in programming, HR, policy, and activity performance	Project has a strong gender monitoring program	- Project gender checklist developed - Annual checklist scores	Project scores on gender checklist increases yearly	Y1-5	PMU	\$ 16,533
<b>G4. 4.2.2.1</b> Project partners (government and NGOs) are trained on gender-sensitive approaches	Project staff have skills to monitor inclusion of youth and women into programming	# staff trained	100% of M/E focal points from participating organizations/entities are trained	Y1-5	PMU	\$25,780
<b>Project Gender and Youth staff time is incorporated into each activity cost</b>						
<b>Total Estimated Cost for Implementation of GAP: \$759,452</b>						