

#### MINISTRY OF GENDER AND FAMILY PROMOTION

Rwanda National Action Plan (2018 -2022) for the implementation of the United Nations Security Council Resolutions 1325 (2000) and subsequent resolutions

"Securing Rwanda's gains for women's effective engagement in peace and security agenda"

Tool Free Call: 2560 P.O. Box: 969 Kigali Website: www.migeprof.gov.rw E-mail: info@migeprof.gov.rw Twitter: @RwandaGender Facebook:@RwandaGender



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"It is no accident that the renewal of Rwanda was also accompanied by significant upgrades in the status, roles, and responsibilities of women. The same is true in nearly every country where gender equality has been taken seriously. Women are a cornerstone of prosperity for society as a whole. Even in situations of conflict, they are in a position to make unique contributions to peace and stability. There is still much more to do to ensure that women feel safe and enjoy equal opportunity. In pursuing this, it is important to act together. Not women on one side, and men on the other. After all, no one loses when women and girls experience equality and empowerment".

**H.E. Paul KAGAME**, The **President of the Republic of Rwanda**,

**On International Women's Day, 08<sup>th</sup> March 2018** 

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Existence of database of women trained in conflict prevention/manageme nt, peace processes and GBV case management
Map the existing knowledge and skills for Rwandese women in conflict prevention/management, peace processes and GBV case management
database to date
Database in - existence by 2022
ToRonConstithetutiondatabaseofdevelopedatabadse
tution of the databa se
1 Consti Databa PR: tution se of the availab OP: databa le MIN se T, MIC
ToRonConstiDatabaPR: CCMOncethetutionseIn fivdatabaseof theavailabOP:yearsdevelopedatabaleMINAFFEyearsdseT,T,MIGEPRdSeSe, CSOsOF, CSOsMISA
Once in five years

						documented	agenda	and Security	Women Peace	related to	experience	<b>Rwanda's</b>	Output 5.3:									strengthened	building
								building process	in peace and security	women's participation	learnt on Rwandese	documented lessons	Availability of				EASF, UN)	(EAC, AU, REC,	leadership positions	international	regional and	including civilians in	Number of women,
											in peace and security processes	Rwandese women's participation	Document and draw lessons from							regional and international levels	holding leadership positions at	number of Rwandan women	Conduct a survey to know the
								place	reports in	d and	documente	testimonies	Oral										Unknown
(						by 2020	documented	processes	in peace	experience	women's	learnt from	Lessons		2019	known by	positions	l leadership	internationa	regional and	women in	Rwandese	# of
ready	ses	proces	peace	in	ence	experi	n's	wome	tion of	menta	docu	for the	ToR						tion	collec	data	and	ToR
										ation	document	ce	Experien	available	positions	nal	internatio	and	regional	In	e women	Rwandes	Report on
ble	availa	ses	proces	peace	in	ence	experi	n's	wome	ese	Rwand	on	Report										ı
													1										I
						RCS, RPA	RNP,	RDF,	OP: MoD,		OF	MIGEPR	PR:			ILPD,	CCM,	RNP,	OP: MoD,		Т	MINAFFE	PR:
											years	in five	Once								years	in two	Once

# ACKNOWLEDGEMENTS

The second National Action Plan (NAP) is the output of the commendable efforts provided from the implementation and evaluation of the previous NAP of 2009-2012 and it builds upon the Government of Rwanda's commitments and efforts for maintaining and promoting women, peace and security agenda.

I therefore acknowledge the tireless efforts of various Government agencies, Civil Society Organizations, the United Nations, and other partnering institutions of their constructive insights, precious time and commitment to have the final second generation NAP (2018-2022).

I gratefully acknowledge the support from ONE UN through UN Women and Care International throughout the development process of this second NAP1325.

The Ministry appreciates continuous support and cooperation from Gender Machinery institutions and all the people of Rwanda especially women for their support and looking forward to strengthening our partnership.

To those who participated in one way or the other, I appreciate and thank you.

Amb. Soline NYIRAHABIMANAMinister of Gender and Family Promotion









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international mechanisms and fora for conflict prevention, management and peace

MIGEPR OF, MoD, RPA, RNP, RDF, RCS, CCM

	UP:									in regional and
	<u>D</u>							processes and operations	including civilians	
	Т							women's participation in peace	building operations	engagement
year	MINAFFE year							participating in peace basis information on Rwandan	participating in peace	Women
Every	PR:	596	546	496	I	596	446	Number of women Gather and update on regular 446	Number of women	Output 5.2:
										forums
										security
										peace and
										international
										and
										in regional
	CSOs									influencial role
	NWC and									to play an
	OP: FFRP,							priority	negotiation	strenghthened
								and negotiation, as well as needs and	speaking and	women
years	OF,							public skills in public speaking and	skills in public	Rwandan
in two	MIGEPR							number of Rwandan women with	Rwandan women with	capacity of
Once	PR:	60%	57%	55%	I	60%	52%	of Conduct a survey to identify the		Output 5.1:The Percentage

and international forums where Rwanda has been requested to share its experience related to Women Peace and Security	and security policy issues
	n peace policy
the frequency of national, regional and international settings where Rwanda shares experience in the area of women, peace and security	on various issues of national interest with a focus on peace, security and cooperation issues
, IPU,ICGR , CSW, Kigali Conventio n declaration )	
times	delegations to internationa 1 meetings for negotiations on peace and security policy issues known by 2021
times	
least 8 times	n m officia 1 delega tions to interna tional meetin gs for negoti ations on peace and securit y policy issues known
least 8 times	
MIGEPR OF, OP: MINAFFE T	OP: MIGEPR OF Immigrati on
year	1

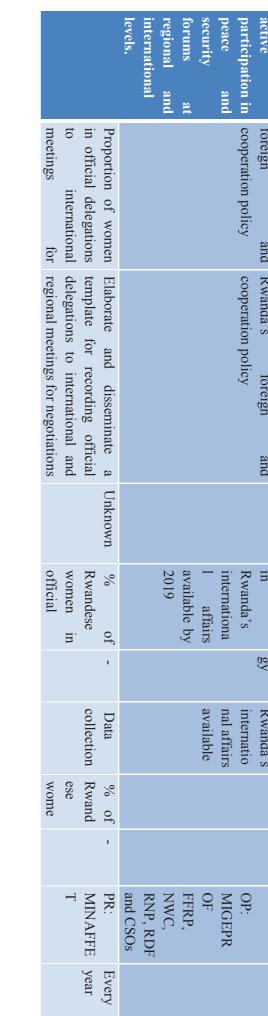
#### LIST OF ACRONYMS AND ABBREVIATIONS AfDB : African Development Bank AIDS : Acquired Immune Deficiency Syndrome AU : African Union BNR : Banque Nationale du Rwanda BPfA : Beijing Declaration and Platform for Action CAP : Common African Position CCM : Centre for Conflict Management CEDAW Women CLADHO : Collectif des Ligues et Associations de Défense l'Homme CRC : Convention on the Rights of the Child CPGL : Communauté des Pays des Grands Lacs COMESA : Common Market for Eastern and southern Africa CSOs : Civil Society Organizations CSW : Commission on the Status of Women DFID : Department for International Development EAC : East African Community EASF : Eastern Africa Standby Force EDPRS : Economic Development and Poverty Reduction Strategy FBOs : Faith Based Organizations FFRP : Forum des Femmes Rwandaises Parlementaires GBV : Gender Based Violence **GEWE** : Gender Equality and Women's Empowerment GMO : Gender Monitoring Office GRB : Gender Responsive Budgeting HIV : Human Immunodeficiency Virus ICGLR : International Conference on the Great Lakes Region ICT : Information and Communication Technology ILPD Institute of Legal Practice Development IPU : International Parliamentary Union LAF : Legal Aid Forum LGs : Local Governments MAJ : Maison d' Accès à la Justice MDGs : Millennium Development Goals : Ministry in charge of Emergency Management MINEMA MIGEPROF : Ministry of Gender and Family Promotion MINAFFET : Ministry of Foreign Affairs and East African MINALOC : Ministry of Local Government MINECOFIN : Ministry of Finance and Economic Planning MINEDUC : Ministry of Education

: Convention on the Elimination of all forms of Discrimination against

des Droits de

Community

$\sim$	
MINIJUST	: Ministry of Justice
MoD	: Ministry of Defence
MoH	: Ministry of Health
MINICT	: Ministry of ICT and Innovation
NAP	: National Action Plan
NEC	: National Electoral Commission
NGOs	: Non-Government Organizations
NEPAD	: New Partnership for Africa's Development
NIC	: National Itorero Commission
NISR	: National Institute of Statistics of Rwanda
NPPA	: National Public Prosecutor's Authority
NURC	: National Unity and Reconciliation Commission
NWC	: National Women's Council
IOSC	: Isange One Stop Centres
PFTH	: Pro-Femmes Twese Hamwe
PSF	: Private Sector Federation
RALGA	: Rwanda Association of Local Government Authorities
RCA	: Rwanda Cooperative Agency
RCS	: Rwanda Correctional Services
RDF	: Rwanda Defence Forces
RDRC	: Rwanda Demobilization and Reintegration Commission
RECs	: Regional Economic Communities
RNAP	: Rwanda National Action Plan
RNP	: Rwanda National Police
RWAMREC	: Rwanda's Men Resources Centre
RWF	: Regional Women Forum
RWN	: Rwanda Women Network
SDGs	: Sustainable Development Goals
SGBV	: Sexual and Gender-Based Violence
SACCO	: Saving and Credit Cooperative
ToR	: Terms of Reference
ТоТ	: Training of Trainers
TVET	: Technical and Vocational Education Training
TWGs	: Technical working Groups
UNSCR	: United Nations Security Council Resolution
UN	: United Nations
UNHCR	: United Nations High Commission for Refugees
UNICEF	: United Nations Children's Fund
UR	: University of Rwanda
UwA	: Umugoroba w'Ababyeyi
WDA	: Workforce Development Agency
WPS	: Women, Peace and Security



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9	¥	Г	0		
artiva	women's	Increased	Outcome		
			:: :		
foreion ar	strategy in Rwanda	mainstreaming	Existence of a gend	PILLAR V: WO INTERNATIONAL	in refugee camps Percentage of women who report accessing start ups for socio-economic and livelihood support disaggregated in cash and kind
and Ruzanda's foreion and	strategy in Rwanda's gender mainstreaming strategy in	advocate for the elaboration of a	Existence of a gender Hold a national workshop to None	PILLAR V: WOMEN'S PROMOTION AND GENDER MAINSTREAMING IN RWANDA'S FOREIGN SERVICE AND INTERNATIONAL AND REGIONAL COOPERATION	Igee camps camps   intage of   Non Who   start up opportunities for socio-   accessing economic and livelihood support   ups for   in refugee camps   economic   livelihood   rt   rggated   in
h	in	a	to None	GENDER I ON	0
in	ng strategy strate	mainstreami for the strategy	A gender	MAINSTREAN	conducted 20% of women in refugee camps acquired start up capital
νo	strate	for the	ToR	IING	
Rwanda's	in	strategy	gender ToR A gender	IN RWAP	5%
			1	<b>JDA'S</b>	5%
			I	FOREIGN	10%
	Т	MINAFFE in five	PR:	SERVIC	A, RCA, BDF PR: MINEM A OP: OP: MINICO MINICO M RCA, BDF
	years	in five	Once	E AND	Once every 2 yearS

		Output 4.3: Response mechanisms and structures for women and girls refugees' access to socio-economic services and rights reinforced	recovery, relief and peace building programs are established
Number of trainings conducted on women's income generating and saving activities	Percentage in change in maternal mortality rate in refugees camps	Number of relief programs conducted with the participation of women	
Assess the existing skills and needs in income generating activities in refugee camps; Train women on income generating activities in refugee	Organize information exchange and awareness raising sessions on the causes of maternal mortality in refugee camps	Advocate for the establishment of GBV response structures and the inclusion of women in refugee camps; Conduct awareness raising sessions about the access to existing socio-economic services for both men and women	
0	0	1 Women opportunity center officially inaugurated in March, 9th 2017 in Mahama refugee camp	emergency actions
12 training on IGA and VSLAs manageme nt	Maintaine d zero maternity mortality rate in refugee camp	At least 2 additional women opportunit y centers constructe d in other refugee camps	emergence actions are in place by 2022
o	0	1	
4	0	1	
×	0	-	and emerge nce actions availed
12	0	-	
PR: MINICO M OP: MINEM	PR: MoH OP: MINEM A, UNHCR	PR: MINEM A OP: MIGEPR OF, UNHCR, MINEC OFIN, CSOs	RDRC
Once every two yearS	Twice a year	Annuall y	

### EXECUTIVE SUMMARY

The Second Generation Action Plan (2018-2022) of UNSCR1325 builds upon the previous experiences of implementation of NAP of 2009-2012 which provided a comprehensive post-conflict framework to the country for women's participation in peace and security processes and the fight against sexual and gender-based violence.

This NAP is inspired and aligned with national, regional and international instruments that Government of Rwanda has committed to ensure gender equality and women empowerment. At National level, laws such as Family law, matrimonial regimes, donations and successions and National Strategy for Transformation (NST1) among others have been consulted in elaboration of NAP. At regional and international level, this NAP is aligned with the Universal Declaration of Human Rights (UDHR), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), Sustainable Development Goals(SDGs), HeForShe Commitments and the Beijing Platform for Action. The UNSCR 1325 is also reinforced by six subsequent resolutions adopted by the Security Council and together they comprise the Women, Peace, and Security Agenda.

It is worth emphasizing that this NAP was developed using participatory process that included nationwide consultations with government representatives, civil society, research institutions, bilateral and multilateral partners. It was also fed by the 2015 evaluation of the previous NAP by GMO. In addition, other data collection techniques include desk review that made use of quantitative and qualitative sources from national, regional and global policy instruments, reports training materials, public statements, funding and policy directives. One-to-one and group interviews were conducted with members of the NAP Steering Committee, and a wide range of stakeholders and experts in the field.

This NAP highlighted achievements in promoting the role of women in conflict prevention, crisis management and peace building activities where a robust legal and policy framework, as well as establishment of functional national and community-based structures enabled the country to achieve tangible results for gender promotion and women's empowerment and by today Rwanda's world record of 61% of women in parliament following the 2018 legislative elections, a mandatory 30% quota system and affirmative actions in the electoral law lay a strong foundation for women's participation in public life and empowerment.

However, challenges remain. An evaluation of the first NAP clearly shows that Rwandese women are kept low in decentralized executive positions and Women are the majority is the so-called soft positions is still visible in the same entities. The same women are less represented in regional and international cooperation and security organs.

The NAP has also pointed out that though, 'Isange' One Stop Centers have been established to provide a comprehensive service package to victims of GBV, including medical, legal and psychosocial support free of charge, under the same roof, some challenges are still undermining the functioning of these centers, such as limited funds, limited training and insufficient number of

service providers. Also problematic is the reintegration of victims of sexual violence when they are back to their respective communities.

In the coming 5-year period (2018-2022), Rwanda's WPS agenda will address five overarching pillars as informed by challenges as highlighted:

#### Pillar I: Participation and Leadership of Women in Decision-Making

Ensuring women's active involvement in state building helps lay the foundations for an environment that supports women and girls' human rights and gender equality. Participation goes beyond political participation, and includes civil, social and economic participation too. Under this pillar, the Government of Rwanda will expand the potential for an inclusive society and sustainable development by continuing to champion women's active and meaningful participation in all peace and security matters. This will involve taking a longer-term grassroots perspective, addressing the underlying causes of barriers to women's formal participation, through giving them the space and opportunities to build their skills and networks and to work with men to influence decision-making.

Outcome Objective: Meaningful and increased participation of women at decisionmaking levels in all institutions and mechanisms of governance, in particular at local levels

**Output Objectives:** 

- Increased and influence of women in local governance institutions mechanisms
- Increased participation and influence of women at strategic levels in the forces (defence, police and correctional services);
- Mechanisms for women's participation in economic structures are strengthened

Pillar II: Prevention of Violence against Women and Involvement in Conflict Prevention

The Government of Rwanda committed to improve intervention strategies in the prevention of violence against women, including engaging more substantially the community and especially men as well as strengthening community institutional capacities to prevent violence.

Outcome Objective: Increased efforts in conflict and SGBV prevention at the local level

**Output Objectives:** 

- Increased public awareness on GBV issues
- Improved accountability mechanisms for GBV at the local level
- Gender responsive early warning and conflict prevention mechanisms established



Output Gender inte programs inclusion participation women humanitariar		
Output 4.2: Gender integrated programs for inclusion and participation of women in humanitarian, early		
Availability of gender mainstreaming strategies for humanitarian and emergence actions	Number of awareness sessions on government programs for returnees carried out	in refugee camps
Develop a gender mainstreaming strategy for humanitarian and emergency actions	Organize regular sessions to raise awareness of returnees on various government programs focusing on gender equality, GBV and related programs; Advocate for a comprehensive program for induction of returnees including aspects of gender equality, women empowerment and GBV	emergency funds for quick recovery of victims of GBV
Gender mainstreami ng guidelines for humanitaria n and	Unknown	
Gender mainstrea ming strategies for humanitari an and	16 awareness sessions by 2022	
1	4	
	0	
Gender mainstr eaming strategi es for humani tarian	σ	
	16	
PR: MINEM A, OP: OP: MIGEPR OF, UNHCR,	PR: MIGEPR OF OP: MoH, MINEM A, UNHCR, CSOs, MINEC OFIN, MINIJU STF	MIGEPR OF, RDRC, UNHCR, Plan internatio nal Rwanda
Once every five years	Four times a year	

for quick recovery projects of GBV victims	<u> </u>	out for neathcate access in refugee camps	programs carried	of	
access to recovery projects for victims of GBV in refugee camps; Advocate for establishment of	Document the current state of		camps	Organize outreach health visits	
	0			TBD	n settings (Nutrition and food distribution, shelter, health, wash, protection including SGBV and child abuse, education, livelihood, NFIs)
00 Frw	100,000,0	are conducted up to 2022 in each refugee camp	programs	At least 12	with considerati on to security needs and priorities of women, girls and the refugee communiti es at large.
Hrw	10M			2	
Hrw	40M			4	
HTW	50 M			4	
Hrw	$\leq$			2	
A, OP:	PR:	OF. MINEM A, UNHCR, CSOs	OD.	PR:	
two years	Every		Ŷ	Annuall	

## **Pillar III: Protection From Violence**

Under this pillar, the Government of Rwanda will strengthen and enhance multi-sectorial services at all levels that protect women and girls' safety, physical and mental health, education and economic security.

Outcome Objective: Effective and operational Isange One Stop Centres across the country that provide free and comprehensive services to SGBV victims

#### **Output Objectives:**

- violence cases;
- services

Women and girls face specific challenges during humanitarian settings and emergencies; they are often the main users of public services as a result of their domestic and care responsibilities, including sexual and reproductive services. In addition, women and children make up the vast majority of displaced and vulnerable populations and are particularly vulnerable to hunger, disease, sexual and gender-based violence and forced prostitution. This pillar seeks to strengthen Rwanda supported humanitarian response and efforts in accordance with security needs and priorities of women, girls and the refugee communities at large.

Outcome Objective: Increased accountability for gender in humanitarian assistance including disarmament and demobilization programs and economic reconstruction efforts in Rwanda

#### **Output Objectives:**

- refugees in Rwanda;
- established
- economic services and rights

Pillar V: Women's Promotion and Gender Mainstreaming in Rwanda's Foreign Service and International and Regional Cooperation

This pillar provides a distinctive dimension to RNAP that seeks to share with neighboring states and African regions and sub-regions some of the successful approaches as well as best practices to championing the WPS agenda. Under this pillar, Rwanda will strengthen its advocacy and diplomacy ties with the EAC, EASF, ICGLR, AU and UN forums; UNSCR work will be reflected through the work of many of its divisions including Rwanda's

• Improved capacity of the legal/justice sector in the management of sexual

• Increased accountability of IOSCs in providing timely and comprehensive

Pillar IV: Equal Access to Means of Relief, Economic Recovery and Rehabilitation

• Functional mechanisms for relief, recovery and rehabilitation of women

• Gender integrated programs for inclusion and participation of women in humanitarian, early recovery, relief and peace building programs are

• Reinforce response mechanisms and structures for women's access to socio-

Permanent Missions to the UN in New York and the AU.

Outcome Objective: Policy frameworks to support effective participation of women in regional and international peace processes are developed

#### Output Objectives:

- Institutional capacity is strengthened to ensure that commitments to UNSCR 1325 and related resolutions are incorporated and acted upon
- Inclusion and active engagement of women in regional and international mechanisms and forums for conflict prevention, management and peace building
- Strengthened responsiveness of Rwandan forces to address SGBV.
- Research and documentation carried out to understand the needs of women and girls within the WPS agenda

#### Coordination, monitoring, Evaluation and reporting of the RNAP

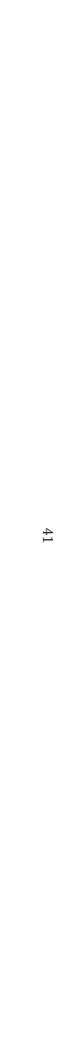
Effective coordination will be necessary for successful implementation of the RNAP at local and national levels. The MIGEPROF, as the institution responsible for the promotion of gender equality and women's empowerment in national development, will provide overall coordination of the RNAP. The Ministry will liaise with all stakeholders to ensure that the expected outcomes of the RNAP are realised.

Overall coordination of RNAP work will be carried out through the Ministry's National Working Group, under which two specific National Technical Working Groups (TWGs) fall, namely the Gender and Women Empowerment and the Child and Family Protection and Promotion.

#### **RNAP** coordination mechanism

Structure	Composition	Chair	Core Functions Assembling
The	MIGEPROF, MINAFFET,	Honorable	- Overall Twice a year
Steering	MoD, MINIJUST, MINALOC,	Minister	coordination and
Committee <sup>1</sup>	MINECOFIN, MoH, GMO,	of	monitoring of
	FFRP, NWC, NPPA, RNP,	MIGEPR	the
	RIB,RCS, NURC, NHRC,	OF	implementation
	Rwanda Demobilization and		
	Reintegration Commission		- Strategic
	(RDRC), CCM, UN Women,		direction and
	the ICGLR National		decision making
	Coordination Mechanism, Pro-		
	Femmes Twese Hamwe,		
	CLADHO and the Media High		
	Council		
Friends of	Ministries and Government	Rotating	- Assessing Quarterly
1325	Institutions including	on a	progress made,
Group	MIGEPROF, GMO, RIB RNP,	quarterly	challenges and

<sup>1</sup> The composition and functions of the Steering Committee will be the same as those of the first framework



Output	4.1:	INUMBER 01	Implement a gender assessment	1 gender 2	7 gender		-	1	-	ΓN.	OTICE III
Mechanisms	for	gender needs	of living standards in emergency	needs	needs					MINEM	three
relief, economic	omic	assessment	and humanitarian settings	assessment	assessmen					Α	years
recovery,		within	(demobilization and	conducted	ť						
rehabilitation	and	humanitarian	reintegration centers; refugee	in	conducted					OP:	
reintegration	of	settings carried	camps);	November	within					MIGEPR	
	men	out (using the		2016	humanitari					OF,	
refugees in Rwanda	anda	Gender Marker	Establish a forum bringing		an settings					RDRC,	
are functional		tool)	together various organizations		by 2022					UNHCR,	
			intervening in humanitarian							UN	
			settings and gender machinery to							Women,	
			monitor progress in a							UNICEF	
			collaborative way;							, PLAN	
										INTERN	
			Advocate for more gender							ATIONA	
			responsive humanitarian settings							L	
		Percentage of	Conduct a study on access to	100 percent	100	100	100	100	100	PR:	Annuall
		males and	means of relief, economic	, Since	percent of	percent	percent	percent	percent	MINEM	У
		females who	recovery and rehabilitation	, 1996	support	of	of	of	of	A,	
		report to have	actions during emergency and	females and	provided	support	support	support	suppor		
		access to Means	humanitarian situations	males have	to both	provide	provided	provide	t	OP:	
		of Relief,		access to	female	d to	to both	d to	provid	MIGEPR	
		Economic		basic	and male	both	female	both	ed to	OF,	
		Recovery and		response	to have	female	and male	female	both	RDRC,	
		Rehabilitation		actions	access on	and		and	female	UNHCR,	
		action during		initiated in	humanitari	male		male	and	Plan	
		emergency and		Rwanda for	an				male	internatio	
		humanitarian		emergence	response					nal	
		settings		and	and efforts					Rwanda	

programs and num economic reconstruction efforts is ensured	ation		humanitarian	gender	Accountability	Outcome										
		nce includi	itarian		ntak	E										
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				Ξ.	for	<u></u>	PILI									
la	settings	conditions	improved	who	women and men	4: Percentage	) THI				SGBV response	services	health with	Number of sector		
numanuarian	gency gs	tions	ved		en an	ntage	IV: I E RE				√ resp	es		per of		
'n	and		living	report	d me		EQU/ FUGI				onse	for	basic basic	secto		
		in ca				of Organize visits to various	PILLAR IV: EQUAL ACCESS TO MEANS OF R AND THE REFUGEE COMMUNITIES AT LARGE		m	tra						
	about the inving standards;	camps) in the country to learn	reintegration centers; refugee	settings (demobilization and	emergency and humanitarian	rganiz	CCE:		management	train selected staff in GBV case		services;	health centres of basic GBV	Elaborate an advocacy plan for		
		: ) I II	ation	(d	ncy	ze v	SS TO		ment	lected		<b>9</b> ,	centr	te an		
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							EHAI							4		
						75%	3ILI1							466		
						8	ATI							4		
						80%	PILLAR IV: EQUAL ACCESS TO MEANS OF RELIEF, ECONOMIC RECOVERY AND REHABILITATION OF WOMEN, GIRLS AND THE REFUGEE COMMUNITIES AT LARGE							466		
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Donors such as the Swedi Embassy, DFID, the World Bank, UN Women, CSOs su as PFTH, CARE and individu experts on the UNSCR 132 framework.

The RNAP is a living document; therefore yearly action plans will be developed, monitored and reported on in relation to the RNAP's five pillars. A comprehensive M&E framework will be elaborated by TWGs with clear indicators and milestones against which progress will be assessed. Regular monitoring will also enable stakeholders to update, improve and adapt the action plans as contexts change.

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lish	basis		strategies to address		
uch			challenges		
lual 325		-	Country progress reporting		
		-	Linkages with the 2 TWGs		





#### 1.1 Background

On 31 October 2000, the United Nations Security Council adopted 1325 on Women, Peace and Security. The Resolution (UNSCR 1325) recognizes the needs, rights, experiences and role of women in the areas of armed conflict, peacemaking and peacekeeping and provides for the active participation of women in all aspects of conflict prevention, peace negotiations, peace building and post-war reconstruction.

The resolution that acknowledges the disproportionate impact of conflict on women and the role they play in processes calls upon all member states to acknowledge the role of women during conflict prevention, management and resolution, peace building and reconciliation processes and take measures to develop and implement NAPs as practical and operational tools that commit and secure funding for the Women Peace and Security (WPS) agenda. Subsequent Resolutions 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106, 2122 (2013), and 2242 (2015) reinforce, renew, and supplement provisions of UNSCR 1325. In sum, these resolutions aim to strengthen women's participation in decision making, end sexual violence and impunity, provide accountability systems, affirm the centrality of gender equality and women's political, social, and economic empowerment in efforts to prevent sexual violence in armed conflict and post-conflict situations and call for greater integration by member states and the UN of their agendas on WPS in preventing and countering violent extremism, which can be conducive to terrorism.

#### **1.2 Normative basis of RNAP**

Prior to UNSCR 1325, there were many other resolutions, treaties, conventions, statements and reports on: women, children and armed conflict, the protection of civilians in armed conflict; and the prevention of armed conflict - all of which formed the basis for the United Nations Resolution on Women, Peace and Security. These previous conventions, though not directly addressing women, became an integral part of the Women, Peace and Security policy framework. Subsequent UNSC resolutions and declarations and the Sustainable Development Goals (specifically Goal 5 and Goal 16) clarified the critical link among gender equality, security, development, and human rights. Since the adoption of UNSCR 1325, six other relevant resolutions on Women, Peace and Security have been adopted: UNSCR 1820 (June 2008); UNSCR 1888 (September 2009); UNSCR 1889 (October 2009); UNSCR 1960 (December 2010); UNSCR 2061 (June 2013) and UNSCR 2122 (October 2013). The subsequent resolutions, among other things, address the issue of sexual or other violence against women in conflict, either when used systematically to achieve military or political ends or opportunistically arising from cultures of impunity. UNSCR 1889 calls for the establishment of global indicators on UNSCR 1325 and reiterates its mandate to increase women's participation. It also amplifies calls for mainstreaming gender perspectives in all decision-making processes, especially in the early stages of post-conflict peace building.

At regional level, the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa (2003) is the regional instrument most relevant to the implementation of UNSCR 1325. The protocol identifies African women's right to peace, inclusion in peace processes, and protection from violence during situations of conflict. The protocol calls upon

Operational GBV MIS for data collection and analysis available	Number of safe houses that are operational	Availability of Assess functional referral current mechanism mechan (which includes challen) Standards Update Procedures) referral develop the Procedu
Set a clear roadmap for the finalization of a GBV MIS; Train potential district relevant staff and local GBV duty bearers on how to use the GBV MIS	Assess the functionality of the existing safe houses for victims of GBV; advocate for their scaling up and devise strategies to raise awareness of the population about their existence	or Assess the functionality of the eferral current GBV referral mechanism, and identify ludes challenges; Update and upgrade the GBV referral mechanism by developing and disseminating the Standards Operating Procedures
HMIS for GBV data collection for only health services available	2 safe houses constructed	system available
Operation al GBV MIS by 2020	10 safe houses	A functional referral system as per SOP in place
HMIS for GBV data collecti on for only health	Ν	develop ed and approve d
GBV MIS develope d	S	A function al referral system as per SOP availed
Operati onal GBV MIS	7	A functio nal referral system as per SOP availed
Operat ional GBV MIS	10	A functio nal referral system as per SOP availed
PR: GMO OP: MIGEPR OF, MoH, NISR,	PR: NPPA OP: MINIJU ST, MoH, RNP, RNP,	MIGEPR OF OP: MoH, MINUU ST, RNP, NIPPA and CSOs
Once every five years	Annuall y	two years

Output 3.2: Accountability of IOSCs in providing timely and comprehensive services improved	
Number of service providers trained in their areas of work	Percentage of men and women who report receiving satisfactory legal aid
Map the functioning services in the Isange One Stop Centers and special skills for different staff members per service	Conduct a satisfaction survey about legal aid among the victims of GBV; Produce advocacy papers from the satisfaction survey findings
196 staff trained on Multi- disciplinary Treatment of victims of GBV and child abuse	68.4%
322	services targeting particular rural areas 85% of 72% women and men having reported satisfactio n of legal aid
196	72%
301	75%
315	80%
322	aid service 85%
PR: MoH, OP: MIGEPR OF, MINIJU ST, RNP	PR: MINIJU ST, OP: ILDP, School of Law/UR, Bar Associati on, LAF and other CSOs
Annuall y	Every two years

member states of the African Union to ensure women's participation in conflict prevention, management, and resolution at local, national, regional, continental, and international levels. Article 11 addresses issues pertaining to various forms of violence, rape, and other forms of sexual exploitation. The African Women's Decade 2010-2020 is the AU's implementation framework, which envisages to advancing gender equality through the fast tracking of the implementation of global and regional decisions on gender equality and women's empowerment. Related to that is the AU five- year (2015-2020) Gender, Peace and Security Program, which serves as a framework for the development of effective strategies and mechanisms for women's increased participation in the promotion of peace and security. It is also designed to enhance protection of women in conflict and post-conflict situations in Africa.

At the sub-regional level, women's role in peace processes and protection from violence are provided for by the Pact on Security, Stability, and Development in the Great Lakes Region (2006) of the International Conference on the Great Lakes Region (ICGLR), the Protocol on the Prevention and Suppression of Sexual Violence against Women and Children (2006) and the Kampala declaration on Sexual and Gender Based Violence (2011) among other instruments.

In October 2015, the world celebrated the 15th anniversary of the UNSCR 1325. While this event noticed encouraging progress, it also showed that women participation in peace processes is still low. Overall, women represent 4% of peace negotiators, 2,4% of mediators 9 % of peace accords witnesses.

making organs;

- spouses have equal rights on Management of the household;
- punishment of Gender-Based Violence (GBV) in all its forms;
- sectors of development;
- environment.



At the national level, RNAP takes basis for the following core instruments on equality and the prevention and response to GBV:

 $\checkmark$  The Constitution of the Republic of Rwanda of 2003 as revised in 2015 provides for equal right between women and men; guarantees women at least 30 percent of the posts in decision-

✓ The Law No 32/2016 of 28/08/2016 governing Persons and Family stipulates that the

✓ The Law №68/2018 of 30/08/2018 determining offences and penalties in general provide

✓ National Gender Policy (2010) that focuses on promotion of gender equality and equity through a clearly defined process for mainstreaming gender needs and concerns across all

✓ National Policy against Gender Based violence (2011) that provides for elimination of GBV through the development of a preventive, protective, supportive and transformative

#### 1.3 Need for a new action plan for UNSRC 1325

Fifteen years after the adoption of UNSCR 1325, women in peace play little role in peace processes worldwide due to persistent structural and conjectural factors. In 2009, Rwanda developed a 3 year country specific National Action Plan (NAP) for the implementation of the UNSCR 1325. The NAP provided a comprehensive post-conflict framework to the country for women's participation in peace and security processes and the fight against sexual and gender-based violence

The NAP framework was in line with various conventions, treaties and protocols of the African Union and the International Community that Rwanda has ratified.

This second action plan is recognition that further efforts should be deployed to ensure improved participation of Rwandese women in peace processes. RNAP also is a tool to consolidate existing efforts to enhance women's position and role as decision-makers in conflict prevention, crisis management and peace building activities. It gives additional value to these activities in a more concrete, consistent and unambiguous manner and is in conformity with the implementation of the Beijing Platform for Action strategy objective on Women Peace and conflict resolution and management.

#### 1.4 Anticipated factors of success of RNAP

The effective implementation of RNAP is dependent on the following factors:

- ✓ Continued political will towards compliance with Rwanda's gender equality and human rights commitments at international, regional and sub-regional levels;
- ✓ Specific capacity building activities to ensure Rwandese women are conceptually equipped and skilled to effectively prevent and respond to gender based violence and consistently pursue the principle of zero-tolerance of cases GBV;
- Specific training to empower Rwandese women in conflict analysis, conflict prevention, conflict management and peace processes;
- ✓ Specific policies to increase the number of females in security and justice organs;
- ✓ Regular review of national security and defense sector policies to ensure alignment with global and national commitments;
- ✓ Ownership of the RNAP by relevant stakeholders to ensure its incorporation in their individual action plans;
- ✓ Allocation of human, financial and material resources towards the implementation of RNAP as well as effective coordination.



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										victims of GBV	non legal aid for GBV;	funded program	effective state-	Existence of				
		victims of GBV	to provide legal aid to vulnerable	functioning of the pro-poor fund	Advocate for effective		vulnerable victims of GBV;	necessity of legal aid to	Produce policy briefs on the		GBV;	aid to vulnerable victims of system	effective state- practices on provision of legal legal aid	of Document existing good				
				15%)	are stand at	recipients	legal aid	where most	rural areas	advocates in	(ratio of	system	legal aid	good Rudimental				
	of	procedures	and	policies	to develop rural	designed	m	mechanis	on	coordinati	ent of a aid	establishm	for the	Advocate				
	legal	most	where	areas	rural	es in	advocat	of	(ratio	system	aid	Legal	ntal	Rudime				
of 150/V or much docion	located	s are	recipient	legal aid	most	where	areas	s in rural	advocate funding	(ratio of	system strategy	legal aid cy	ntal	Rudime				
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											years	five	every	Once				

					at grass-root level	case management	response to GBV	system for rapid	ã	Availability of	equipment, etc)	rooms,	available safe	services,	efficiency of			functional	staffad and fully	adequately	that are	Number of IOSC				and sexual abuse	evidence of rape	preservation of	programs aired on
						level	cases of GBV at the grass-root	legal aid) for a rapid response to	to existing system (including	Analyze the situation pertaining		of Isange One Stop Centers	Advocate for better equipment	One Stop Centers' staff;	_	•	starr,	the Isange One stop centers	the James One Stan Contary	Conduct needs assessment for	all the Isange One Stop Centers;	Conduct a situation analysis for							
				trained	initially	NGOs	legal from	level, Para-	ict	MAJ at												28							
				conducted,	annually	training	based	practice	s best	Continuou												46					per year	programs	5 media
	ed,	conduct	У	annuall	training	based	practice	best	ous	Continu												44							5
			d,	conducte	annually	training	based	practice	ous best	Continu												44							S
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								years	two	Everv									·	vears	two	Every							

#### **II. BRIEF SITUATIONAL ANALYSIS**

The UNSCR 1325 has been acclaimed as a landmark with respect to its recognition of and promise to address women's experiences of armed conflict. Building and making reference on international human rights and humanitarian law relevant to peace and security as well as women's human rights, UNSCR 1325 attends to the rising targeting of girls and women during armed conflict; the impact of armed conflict on girls and women, including internally displaced persons and refugees; the roles of women in the prevention and management of armed conflict; and the effective participation of women in decision-making and all peace processes. Additionally, UNSCR 1325 notes the need for data; institutional arrangements; and training focused on protection, women's special needs and human rights. In relation to UNSCR 1325 and subsequent resolutions, Rwanda has achieved commendable progresses, but there still challenges as summarized below per pillar.

#### 2.1 Participation and leadership of women in decision-making

Participation of women in leadership and decision-making organs is enshrined in the Constitution of the Republic of Rwanda, of June 2003 as revised in 2015. The Constitution represents a turning point for more gender equality in Rwanda. It provides for a minimum 30% quota for women in all decision-making organs. Following this provision, women's participation has kept improving over the years. For instance, following the 2018 parliamentary elections, Rwanda is currently leading the world with61.3% of members of parliament (low chamber) being women. This representation stood at 56.4% between 2008 and 2013. In the Senate, women constitute 38%. In the executive branch, women's representation in decision-making organs looks as follows: they represent 50% in ministerial positions; 41.1% of Permanent Secretaries and 37.2% of Director Generals/Chief Executive officers/Executive Secretaries of public institutions.<sup>2</sup>

At the provincial and decentralized level, women presence in leadership positions has increased in some positions while it decreased in others. Women governors have shifted from 60% in March 2016 to 20% in September 2017. Women represent 45.2% of the district Consultative Councils, 40.9% of district Councils Executive Secretaries and only 23.3% of district Mayors. At the district level, there is a tendency for women to find themselves is so-called "soft positions", perpetuating therefore the biased beliefs that women are good at some responsibilities while they are not at others. For instance, women represent 20% of the district Vice-Mayors in charge of economic affairs and 76.7% of those in charge of social affairs. In additional, the overall trend is that women's representation in decision-making positions lowers as we go from central level to decentralized one. Women represent respectively 7%, 11% and 35% of the district, sector and cell Executive Secretaries.

While women representation has remained high in the Parliaments and cabinet positions, it went fluctuating in the judiciary and kept low in decentralized executive positions. Women are the majority is the so-called soft positions are still visible in the same entities.

<sup>2</sup> National Institute of Statistics of Rwanda, National gender statistics report, September 2016.
<sup>3</sup> Judiciary Annual Report 2016-2017

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In the judicial sector, women's representation presents a fluctuating trend. Whereas Women Court Presidents represent 26%, Female courts Vice President Represent 28%, Female Judges and clerks represent 50%,<sup>3</sup> Female represent 48% of other

staff under secretariat general in Judiciary courts. Female Career prosecutors in National Public Prosecution Authority represent 62.5% while in Ombudsman staff, female represent 55.7%

## 2.2 Prevention of violence against women and involvement in conflict prevention and peace processes

Rwanda has made significant progress in relation to the prevention of SGBV. In addition to laws and policies mentioned above, the country has established an institutional framework designated for the implementation of legal and policy provisions. Legal and policy changes in place in Rwanda represent themselves a decisive step towards gender creating a more conducive environment for the prevention of and fight against SGBV.

At the national level, a fourfold institutional structure, known as "Gender machineries", having well-defined and complementary responsibilities has been put in place to ensure translation of legal provisions and policy objectives into effect. At the grass root level, community structures have been established, including the community policing and the Child Protection Committees (CPC) from the village to the district level. Their main purpose is to raise awareness among the population on equal rights between men and women, boys and girls, on the forms of SGBV and its consequences and on the reporting and referral process in case of rape or any other SGBV related abuse. Further initiatives bringing together men and women to discuss issues of interest, including SGBV, and the protection of children are in place at the community level. The 'Parent's evening',

Legal and policy frameworks to prevent GBV are in place. Community structures such as *Umugoroba w'Ababyeyi* and *Inshuti z'Umuryango* are increasingly gaining reputation. But their effectiveness requires more ownership by men and capacity building for their members.

or *Umugoroba w'Ababyeyi* in national language, and the *Inshuti z'Umuryango* (IzU) or friends of family, are becoming a prominent mechanism to prevent violent family conflicts, including those related to SGBV, protect children and report abuses and discuss ways to handle them.

Despite remarkable efforts, GBV is still a serious issue. The Rwanda Demographic Health survey 2014/15 shows that domestic violence is prevalent and that it has several consequences to the victims, their families and the society at large. Violence cases have increasingly been reported in the recent past and one can attribute that awareness raising activities. Rwanda DHS 2014/15 indicates that 35% of women and 39 % of men aged between 15-49 have ever experienced physical violence while respectively 22% women and 5% men have ever experienced sexual violence. In total, 20.7% of women have experienced sexual violence from a current of former intimate partner the 12 months that preceded the DHS.

Rwanda DHS further highlights other forms of violence for example, economic related issues where women do not have control over their own hard earnings where only 20 percent of women decide for themselves how to spend their earnings, 68 percent make joint decisions with their husbands and only 12 percent reported that decisions on how to spend earning are mainly made by their husbands.



	Violence Improved	Capacity legal/justi in the ma	Output	Center Service ensured	Outcome Isange	
	nce oved	Capacity ( legal/justice in the mana of Gender	ut		ome e One	
		Capacity of the legal/justice sector in the management of Gender Based	3.1:	quanty Delivery	e Stop	Pil
Number of awareness raising community meetings and radio/TV	evidence	training geared in collecting, preserving and interpreting GBV	Number of specialized	expressing satisfaction about IOSCs services		lar III: Protection fro
Air radio and TV programs on GBV evidence preservation targeting particularly rape and other forms of sexual abuse	Conduct trainings for lawyers, prosecutors, and judges in GBV and related instruments, GBV investigation, evidence preservation, interpretation and case management	equipment, and case management of the judicial chain;	Analyze the situate of GBV unders	selected SGBV victims	satisfaction e delivery in	Pillar III: Protection from Sexual and Gender Based Violence
Unknown		collection (ToT)	1 (Forensic evidence		65.7	ICe
At least 1 communit y meeting per cell	Forensic evidence collection, judicial psycholog y)	interview techniques , medical- legal.	4 (in- depth		80% by 2022	
200	trained)	evidenc e collecti on (120			by 67%	
1032		w (90)	In-depth intervie		70%	
1590		(90)	Medica l- legal		75%	
2148		psycho logical (90)	Judicia 1		80%	
PR: MINIJU ST OP:	OF, GMO, CGS, NPPA, ILPD	ST OP: MIGEPR	PR: MINIJU	OP: MoH, MINIJU ST, RGB, NISR, CSOs	PR: GMO	CSOs
Annuall y			Annuall y	years	Every two	

			Output 2.3: Gender responsive early warning and conflict prevention mechanisms strengthened
Number of women and men trained on conflict prevention at local level		Number of women and men trained on GBV prevention and response	Availability and functionality of database for grass root early warning mechanism
of Train local leaders and men community members in conflict on analysis, prevention and management; at		Train local leaders and community members in GBV prevention and response	Establish a gender responsive data base for effective conflict prevention at local level
Unkown		446	O
2148 (1 Per 200 cell)		150 annually	Database for grass root early warning mechanism
200		596	0
1032		746	O
1590		968	-
2148		1046	-
PR: CCM OP: MIGEPR OF, MINAL OC, NWC,	CSOs	PR: MIGEPR OF OP: NWC	ST, CSOs PR: MIGEPR OF OF: OP: MINAL OC NURC, RGB
Annuall y		Annuall y	Once every five years

coverage of some areas of the country, particularly remote rural areas. of the total MAJ staff. increased 16 % in 2014 to 21% in 2018. In 2015, Rwanda was the second highest contributor of female police peacekeepers. However, women are still under-represented in national security organs. There is a need to engender recruitment, retention and advancement policies within security organs in order to increase the role of women in national and international peace and security agenda.

police officers in Africa. In Rwanda Correctional Services (RCS), the numbers of women went fluctuating. In 2008, RCS' personnel was made of 71% of men for 29% women compared to 88% of men for 22% women in 2011; 66% of men for 34% of women in 2012 and 87% of men for 13% of women in 2013. In 2017, RCS totals 1694 staff of whom 419 (24.7%) are females. From the start to December 04<sup>th</sup>, 2017, a total of 70 RCS personnel were involved in UN peace missions of whom 21 are female (30%) and women represent 28.7% of those in peace missions in 2017.<sup>6</sup>

### 2.3 Protection of women from violence

Rwanda has adopted a comprehensive approach of protection that aims strengthening access to justice while promoting gender equality. This approach is a fundamental element to break the circle of poverty and ensure the protection and promotion of human rights. The evaluation of the first NAP found that GoR's approach to protection of women from violence strives to remedy structural causes of gender inequality and discrimination. The approach focuses on addressing gaps in policy, legal frameworks and practices that have traditionally made it difficult for women to

Despite an increase in reporting cases GBV, studies unanimously show that reporting of GBV; particularly sexual violence is still low due to economic and cultural factors and ignorance.<sup>4</sup> In addition, the coordination of GBV prevention efforts has remained problematic, leading to under-

The involvement of Rwandese women in conflict prevention and peace processes is very active at the grass root and lower levels while it has remained less visible at regional and international levels. In this regard, women represent 50% of the total community mediators (Abunzi) and 48%

With regard to security and peace, women representation is still low though efforts to increase their numbers are under way. In the army, women represent over 4.6%<sup>5</sup> of the total. For the participation in peace keeping missions, the rate of women's participation increased from 0.4% to 3% between 2010 and 2016. The proportion of women in Rwanda National Police (RNP)

female Rwandan Some peacekeepers have been engaged in peace support operations (PSO) in South Sudan, Darfur, the Central African Republic, Mali and Haiti, among others. In 2015, the government of Rwanda the second highest was contributor of female police officers worldwide and the first highest contributor of female

<sup>4</sup> See for instance Pro-Femmes Twese Hamwe, Situational awareness on services delivered to the victims of GBV and services provided in Isange One Stop Centers in Rwanda, Kigali, 2014; Care International Rwanda, Sexual and gender based violence baseline study in Gakenke and Gatsibo districts, Kigali, February 2014.

<sup>&</sup>lt;sup>5</sup>RDF administrative data 2018 <sup>6</sup> RCS, Official records on correctional officers, Kigali, December 2017.

perform to their full potential in social, economic and political spheres. There are policies, laws, and institutions to protect women's rights.

In this regard, Rwanda has ratified a number of key international instruments on protection of women from violence.

Key instruments include, but are not limited to:

- ✓ Universal Declaration of human Rights (1948);
- ✓ International Covenant on Economic, Social and Cultural Rights (1966);
- ✓ International Covenant on Civil and Political Rights (1966);
- ✓ Convention of the Elimination of All Forms of Discriminations Against Women (CEDAW, 1979);
- ✓ Convention on the Rights of the Child (CRC, 1989).
- ✓ United Nations Declaration on the Elimination of Violence Against Women (1994).
- ✓ Beijing Platform for Action (1995);
- ✓ United Nations Convention against Transnational Organized Crime (2000);

Rwanda is also signatory to many regional commitments, such as The African Charter on Human and People's Rights (1986), the Maputo Protocol, (2003);

The ICGLR Protocol on violence against women and children (2006), the Goma Declaration (2008) and Kampala Declaration on SGBV (2011). At the international level, similar progress has been made.

- ✓ The Constitution of Rwanda (2003) as amended to date enshrines the country's adherence to the principle of equal rights between men and women. For instance, it provides that women should occupy for at least 30% of positions in decision-making organs,
- ✓ Accordingly, the Organic law N° 10/20/2013/OL of 11/07/2013 governing political parties and politicians and Organic law N 001/2018 of 25/03/2018 governing elections ensure that in decision making structures of the government at least 30% of position should be reserved to women.
- Law N°32/2016 of 28/08/2016 governing persons and family and Law N°27/2016 of  $\checkmark$ 08/07/2016 governing matrimonial regimes donations and successions equally provide for gender equality in property and inheritance rights between men and women, boys and girls...(art. 54 of succession law and art .218 of family law);
- ✓ Law N° 43/2013 of 16/06/2013 governing land in Rwanda sets equal land right between men and women; boys and girls;
- ✓ The Law №68/2018 of 30/08/2018 determining offences and penalties in general

The approach of Rwanda to protection from violence focuses on addressing gaps in policy, legal frameworks and practices that have traditionally made it difficult for women to perform to their full potential in social, economic and political spheres.

article 133, 137 &134 provide punishment of Gender-Based Violence in all its forms including sexual violence.

33

conflict SGBV prevention nflict rvice 1,324 3322 by 2022 1,936 single villag 2,398 2,8603,322 MIGEPR Every

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HeForShe campaign	and boys that participate in the	Number of men						boys carried out	targeting men and	camnaione	Number of outreach				radio/TV per year	programs aired on	prevention	Number of GBV
	the HeForShe campaign to promote positive masculinity	Sensitize boys and men to join 120, 336					Umugoroba w'Ababyeyi	GBV structures, including	participate in community anti-	encourage them to actively	Organize specific sensitization campaigns for boys and men to			to effectively prevent GBV	from each community member			Number of GBV Air radio programs on the
		120, 336									0						year	100 per 70
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	336	220,									-							170
		320,336									2							240
	6	420,33									ι. L							310
	0	500,00									4							380
OP: MINISP OC NWC, CSOs, Media	MIGEPR OF	PR:	Media	FBOs,	CSOs,	KNP,	EPROF,	<b>OP:MIG</b>		00	PR: MINAL	F, Media	FBOs,PS	CSO,	RNP,	OF,	MIGEPR	PR:
	year	Every								ţ	Every year							Every

#### 2.4 Equal access to means of relief, economic recovery and rehabilitation

Relief, recovery and rehabilitation apply to vulnerable groups, including ex-combatants, refugees and victims of GBV. In all these areas, the GoR has made encouraging progress despite persistent challenges.

The Rwanda Demobilization and Reintegration Commission (RDRC) is mandated to ensure that all the demobilized ex-combatants (XCs) are socially and economically reintegrated successfully into their communities of return. The RDRC's approach is noticeably gender sensitive. Female excombatants are screened by fellow women. Exclusive safety and sanitation facilities are provided to female ex-combatants during their stay at the demobilization centers. During the Pre-discharge Orientation Program (PDOP), a special session is held exclusively for female ex-combatants on specific issues concerning women. Female ex-combatants receive similar and equal benefits like their male counterparts.

The demobilization and reintegration programme has further provided Vulnerability Support window Grants to all female ex-combatants. RDRC provides a disability allowances to the disabled ex-combatants and a specialized reinsertion support to child ex-combatants, including psychosocial support, recreational opportunities, literacy and numeric education to mention abut a few. The GoR approved a monthly subsistence allowances for vulnerable ex-combatants living with disability. The allowance varies according to the category and therefore gravity of disability. Female ex-combatants living with disabilities have been receiving the allowance every month and supported with shelter for those belonging to category 1&2 (described as most vulnerable). On top of mandatory reintegration benefits, 100% of female ex-combatants receive vulnerability support for education, vocational training or income generating projects.

With regard to Refugees, Ministry in charge of Emergency Management in Rwanda has developed, since its establishment in 2010, a gender sensitive strategy that aims at deploying "efforts to minimize the vulnerability of disadvantaged groups like women, children, and elders, the physically and mentally challenged. The Ministry has also developed guidelines to mainstream gender in disaster management. The Ministry recognizes the differential needs of women and children during disasters. In response, it has developed a special training module for women and girls in order to build their capacity in responding to natural disasters. The module covers a range of topics, including the role of women in managing disasters. The specific needs of women are catered for during distribution of food and non-food items.

In terms of education, the refugee students (boys and girls) have been integrated into national school following the same program as national students up to 12Year Basic Education (12YBE). Currently, in 2018, 49,366 <sup>7</sup>(25,336 boys and 24,030 girls) refugee children were enrolled in schools, 5,030 boys and 4,909 girls in ECD program, 14,671 boys and 14,444 girls in Primary while 5,635 boys and girls 4,677 are in secondary school. The Refugees students were assisted with scholastic material, school fees, and benefit from the school feeding program, sharing with nationals the same program and related advantages.

<sup>7</sup> Administrative data from Ministry in Charge of Emergency Management 2018 19



In collaboration with its partners, including Plan International and UNICEF, the ministry has created anti-GBV clubs within Kiziba, Nyabiheke and Ngarama refugee camps. Victims of SGB are also provided with rehabilitation.

In order to address the rights and needs of victims of GBV, since 2009, Rwanda has established recovery centers known under their Kinyarwanda name, the 'Isange' One Stop Centers (feel at home; feel most welcome) provide a comprehensive service package to victims of GBV, including medical, legal and psychosocial support free of charge, under the same roof. As of to date, there are 44 Isange One Stop Centers in all district hospitals throughout the country. However, some challenges are still undermining the functioning of these centers, such as limited funds, limited training and insufficient number of service providers. Also problematic is the reintegration of victims of sexual violence when they are back to their respective communities.

## 2.5 Women's promotion and gender mainstreaming in Rwanda's Foreign Service, regional and international cooperation

The evaluation of the implementation of the first NAP for the UNSCR 1325 suggests that little has so far been done to mainstream gender in Rwanda's Foreign Service, particularly the involvement of women in regional and international peace processes. Similarly, it is not clear whether there is a plan to constitute a data bank of women with special training and skills for conflict prevention and management while this is a core dimension of the UNSCR 1325.

However, representation of women in diplomatic sector, at the high commissioners stands at 17percent and 32% Female Ambassadors in 2018. In its current state, Rwanda's foreign policy appears gender neutral.

The evaluation of the implementation of the first NAP for the UNSCR 1325 suggests that little has so far been done to mainstream gender in Rwanda's Foreign Service. Today, it is not clear whether there is a strategy to increase the number of women in regional and international peace processes. The Rwandan foreign and cooperation policy appears gender neutral. With regard to the Civil Society, an encouraging move has been taken. Rwandese women organizations have actively participated in the creation and the development of the Regional Women Forum (RWF). The RWF has been able to secure space for advocacy and to voice women's issues in all ICGLR key events.

In particular the RWF has successfully advocated for women representation in the ICGLR regional committee on fighting illegal exploitation of natural resources; the organization of a special session on SGBV at the 4<sup>th</sup> Ordinary Summit of the Heads of State; the launch of the Zero Tolerance Campaign on SGBV; and the institutionalization of the Gender Unit. Interviewed stakeholders also agreed that the RWF has allowed women in the Region to develop a common vision and agenda, and to keep an open door for dialogue, despite the conflicts in the Region.



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GBV programs) Educate community meetings and prosecutors Frain aw and policy; a and pool the on judges committing population media wyers GBV legal were 2015/2016 prosecutec yeai the every year ILPD other

GBV

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GBV

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8

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	in GBV ( ported to I e s	Ň	
reporting; cases Conduct air radio programs on 2015 GBV reporting process and	change in GBVdata collection, analysis and5.3%cases reported toreporting process; conductdecreasethe policesensitization campaigns on thecomparedadvantages of effective GBVtoGBV	and   instruments;     of   Image: Construction of the second	
cases reported in 2015	5.3% decrease compared to GBV	In 2016,	
	per year	increase	
		5%	)))(
		10%	
		15%	
		20%	
OF, GMO, NISR, CSOs	& NPPA OP: MIGEPR	ST, RBA, CSOs PR: RNP Annuall	
	У	Annuall	

		issues at all levels	awareness on GBV	Increased public	Output 2.	level	prevention at local	and SGBV	violence mitigation	management,	women in conflict	and involvement of	Increased efforts	Outcome						increased	economic structures	leadership	representation	Output1.3 women's
disaggregated by	community level	conducted at	3V sessions	lic awareness	2.1: Number of		al sex and age	W disaggregated by	on SGBV	violence and	ict on spousal	of changed attitude	rts people who	2: Percentage of	PILLAR II: PREVE PREVENTION					structures	es of economic	of strategic positions	in women in	Number of
	community radio stations and	Air programs on national and	instruments;	targeting GBV and related	Organize community meetings					local level	in conflict management at the	SGBV and on the role of women	attitudes on spousal violence,	Conduct a research on people's	PILLAR II: PREVENTION OF VIOLENCE AGA							positions in economic structures	women holding strategic	Conduct a survey to identify
					21	Males: 56.4%	43.6%	Females:	violence:	husband's	their	ation to	accommod	Women's	AGAINST WOMEN		PSF: 38.6%	positions	and board	managerial	Women in	SMEs: 27%	owners of	Women
	campaigns	awareness	community	wide raising	5 national-			60%		48%			increase	4% annual	AND				PSF: 42%	positions		managerial	Women in	SMEs: 30%
					26			64%		52%					INCREASE									I
					31			%89		56%					SE THEIR				40%					28%
					36			72%		60%									41%					29%
					41			76%		64%					INVOLVEMENT IN				42%					30%
MINIJU	OP:		OF	MIGEPR	PR:		NWC	NISR,	OF,	MIGEPR		CGS	CCM &	PR:		Rwanda	Finance	to	Access	BNR,	RCA,	OP:		PR: PSF
				year	Every							years	five	Every	CONFLICT							years	two	Every

## **III. OVERVIEW OF RWANDA NATIONAL ACTION PLAN FOR THE UNSCR 1325** (2018-2022)

The evaluation of the First NAP highlighted a number of challenges that still need to be addressed. The most commonly referred to were:

- Out-dated evaluation;
- stakeholders;
- not.

Rwanda's second Plan for the implementation of the UNSCR 1325 and subsequent resolutions aims at achieving on five outcome-objectives:

- ✓ Effective prevention of SGBV at the local level
- and comprehensive services to SGBV victims;
- countries;
- international peace processes are in place.

As Rwanda moves into the second generation of the NAP, these lessons observed in the previous phase need to be taken into consideration. The proposed result framework as well as ecordination and monitoring mechanisms take into account all the above-mentioned shortcomings.

## 3.1 Overview of the RNAP Development Process

The development of RNAP began in 2015 and used a participatory process that included nationwide consultations with government representatives, civil society, research institutions, bilateral and multilateral partners. The result is a comprehensive document that takes into account the lived realities of Rwandan women and men, as well as the current country situation. A number of recommendations stemmed from this consultative process that has shaped the RNAP. It was also fed by the 2015 evaluation of the Plan by GMO. In addition, other data collection techniques include desk review that made use of quantitative and qualitative sources from national, regional and global policy instruments, reports training materials, public statements, funding and policy directives. One-to-one and group interviews were conducted with members of the NAP Steering



Limited and irregular follow ups and measurements of the NAP related activities;

Inconsistent and sometimes inexistent documentation of activities by a number of

• Non-integration of the NAP in stakeholders' action plans which made it difficult to distinguish between achievements that are attributable to the NAP and those which were

✓ Meaningful and increased participation of women at decision-making levels in all institutions and mechanisms of governance, in particular at local levels;

✓ Effective and operational Isange One Stop Centres across the country that provide free

✓ Increased accountability for gender in humanitarian assistance including disarmament

and demobilization programs and economic reconstruction efforts in post-conflict

✓ Policy frameworks to support effective participation of women in regional and

Committee, and a wide range of stakeholders and experts in the field. In addition, participants' observation method was used also, particularly two roundtable discussions organised by MIGEPROF to discuss the WPS agenda, documentary analysis and analysis of findings against review.

#### **3.2 RNAP Pillar Objectives**

In the coming 5-year period (2018-2022), Rwanda's WPS agenda will address five overarching pillars: (1) Participation and Leadership of Women in Decision-Making; (2) Prevention of Violence against Women and Involvement in Conflict Prevention; (3) Protection from Violence; (4) Equal Access to Means of Relief, Economic Recovery and Rehabilitation and; (5) Women's Promotion and Gender Mainstreaming in Rwanda's Foreign Service and International and Regional Cooperation.

#### Pillar I: Participation and Leadership of Women in Decision-Making

Women are essential partners in building peace and creating stable and peaceful societies. They play a powerful role in preventing violence from occurring. Yet, women's contribution is often overlooked in formal conflict prevention activities. Ensuring women's active involvement in state building helps lay the foundations for an environment that supports women and girls' human rights and gender equality. Participation goes beyond political participation, and includes civil, social and economic participation too. Under this pillar, the Government of Rwanda will expand the potential for an inclusive society and sustainable development by continuing to champion women's active and meaningful participation in all peace and security matters. This will involve taking a longer-term grassroots perspective, addressing the underlying causes of barriers to women's formal participation, through giving them the space and opportunities to build their skills and networks and to work with men to influence decision-making.

Outcome Objective: Meaningful and increased participation of women at decisionmaking levels in all institutions and mechanisms of governance, in particular at local levels

**Output Objectives:** 

- Increased and influence of women in local governance institutions mechanisms
- Increased participation and influence of women at strategic levels in the forces (defence, police and correctional services);
- Mechanisms for women's participation in economic structures are strengthened



security sector E are tema positi 2022 leasi Ŷ n. of 15% 18% 22% 25%

Percentage of women in leadership	Number and percentage women with special skills to participate meaningfully in peace keeping missions	
ofCreate a database and updateRNP:16%Atleastinfigures on women in leadershipof the total26%of the18%positions in security organspoliceforcetotalpolice	Number and Map the existing special skills percentage with and GBV) to meaningfully special skills to participate in peace keeping meaningfully in peace keeping missions	
RNP:16%Atleastof the total26%of thepoliceforcetotalpolice	446 (Police) 650	
At least 26% of the total police	650	
	480	
20%	550	
22%	000	
26%	650	
PR: Ai MoD & Y	PR: MIGEPR OF, OP: MoD, MINIJU ST, RDF RNP, RCS, CCM and RPA	RCS, CCM
Annuall y	Every two years	



				enhanced	peace and security	in leadership,	Women's capacity	Output1.2											levels strengthened	central and local	mechanisms at	structures and	governance	strategic	representation in	Women's increased	Output 1.1:		
		,	security matters	peace and	women experts in	the pool of	functionality of	Existence and									below 30%)	who are currently	(targeting those	governance	central and local	positions in	appointed	elective and	government	women in	Percentage of		
	,	and security matters	women with expertise in peace	establish a national pool of		national level;	and security among women at	Map existing expertise in peace																		administrative data and records;	Review and compile relevant		
								None	%	Abunzi:: 45	17%	VMEco:	7%,	Mayors:16.		government	Local	Elected:		s:22.6%	Ambassader	PSs:31.6%	cabinet:40%	Appointed:		government	Central		
				operational	and	established	experts	The pool of		%	Abunzi:50	25%	VMEco:	30%	Mayors:	LGs:	Elected:						30%	Ambas:	PSs:31.6	50%	Cabinet		
7								I																		I			
								I															28%	Ambas:	PS:40%	45%	Cabinet		
				hed	establis	experts	pool of	The																			I		
				onal	operati	experts	pool of	The	: 50 %	Abunzi	25%	0::	VMEc	s: 30%	Mayor	d LGs:	Electe					: 30%	Ambas	4%	PS:43.	t: 50%	Cabine		
SI, KUF	OT RDE	MINIJU	MoD,	OP:		OF,	MIGEPR	PR:												RALGA	RGB,	NISR,	NEC,	OP:		GMO	PR:	CSOs	RLRC,
						years	five	Once in																	year	five	Every		

Prevention

Peacebuilding requires an awareness of how men and women together can better contribute to sustainable peace and security. Taking action to promote the role of women in peace and security requires that they are prevented from SGBV. The Government of Rwanda will seek to improve intervention strategies in the prevention of violence against women, including engaging more substantially the community and especially men as well as strengthening community institutional capacities to prevent violence.

**Output Objectives:** 

- Increased public awareness on GBV issues
- Improved accountability mechanisms for GBV at the local level
- established

#### **Pillar III: Protection From Violence**

Protecting the human rights of women and girls is essential to building states that are responsive to all of their citizens, ensuring everyone is included in economic and social development, and to creating more equal societies. Furthermore, the vast majority of casualties in today's wars are among civilians, mostly women and children. Under this pillar, the Government of Rwanda will strengthen and enhance multi-sectorial services at all levels that protect women and girls' safety, physical and mental health, education and economic security.

Outcome Objective: Effective and operational Isange One Stop Centres across the country that provide free and comprehensive services to SGBV victims

**Output Objectives:** 

- violence cases;
- services

Pillar IV: Equal Access to Means of Relief, Economic Recovery and Rehabilitation

Women and girls face specific challenges during humanitarian settings and emergencies; they are often the main users of public services as a result of their domestic and care responsibilities, including sexual and reproductive services. In addition, women and children make up the vast majority of displaced and vulnerable populations and are particularly vulnerable to hunger, disease, sexual and gender-based violence and forced prostitution. This pillar seeks to strengthen Rwanda supported humanitarian response and

Pillar II: Prevention of Violence against Women and Involvement in Conflict

Outcome Objective: Increased efforts in conflict and SGBV prevention at the local level

• Gender responsive early warning and conflict prevention mechanisms

• Improved capacity of the legal/justice sector in the management of sexual

• Increased accountability of IOSCs in providing timely and comprehensive

efforts in accordance with security needs and priorities of women, girls and the refugee communities at large.

Outcome Objective: Increased accountability for gender in humanitarian assistance including disarmament and demobilization programs and economic reconstruction efforts in Rwanda

Output Objectives:

- Functional mechanisms for relief, recovery and rehabilitation of women refugees in Rwanda;
- Gender integrated programs for inclusion and participation of women in humanitarian, early recovery, relief and peace building programs are established
- Reinforce response mechanisms and structures for women's access to socioeconomic services and rights

**Pillar V: Women's Promotion and Gender Mainstreaming in Rwanda's Foreign** Service and International and Regional Cooperation

This pillar provides a distinctive dimension to RNAP that seeks to share with neighbouring states and African regions and sub-regions some of the successful approaches as well as best practices to championing the WPS agenda. Under this pillar, Rwanda will strengthen its advocacy and diplomacy ties with the EAC, EASF, ICGLR, AU and UN forums; UNSCR work will be reflected through the work of many of its divisions including Rwanda's Permanent Missions to the UN in New York and the AU.

Outcome Objective: Policy frameworks to support effective participation of women in regional and international peace processes are developed

Output Objectives:

- Institutional capacity is strengthened to ensure that commitments to UNSCR 1325 and related resolutions are incorporated and acted upon
- Inclusion and active engagement of women in regional and international mechanisms and forums for conflict prevention, management and peace building
- Strengthened responsiveness of Rwandan forces to address SGBV.
- Research and documentation carried out to understand the needs of women and girls within the WPS agenda

3.3 Coordination, monitoring, Evaluation and reporting of the RNAP

#### Coordination

Effective coordination will be necessary for successful implementation of the RNAP at local and national levels. The MIGEPROF, as the institution responsible for the promotion of gender equality and women's empowerment in national development, will provide overall coordination of the RNAP. The Ministry will liaise with all stakeholders to ensure that the expected outcomes of the RNAP are realised.

Overall coordination of RNAP work will be carried out through the Ministry's National Working 24

Once every two

PR: NWC

82%

73%

72%

70%

least

At 80%

62.1%

community

Conduc

wome

legitimacy

PILLAR 1: PARTICIPATION AND LEADERSHIP OF WOMEN IN DECISION-MAKING

IV. RNAP RESULTS FRAMEWORK (2018 - 2022)

civic understanding	women as equally	civic understanding women as equally hold leadership positions;							OP:	years	
of women's	women's legitimate and								RGB,		
credibility in	effective leaders	in effective leaders Document and broadcast gains							MIGEPR		
leadership positions as men	as men	originating from women's role							OF,		
		in leadership roles							CSOs		
	Level of women's		0.3	At leas	least 31%	32%	36%	40%	PR:	Once	
	perception on the	perception on the among women on the quality		40%					GMO	every	
	quality and	and impact of gender legal,								two	
	impact of gender	impact of gender policy and institutional							MIGEPR	years	
	related legal	related legal frameworks in Rwanda							OF		
	instruments and								MINIJU		
	institutional								ST		
	frameworks								RGB,		
<sup>10</sup> PR stands	s for Primary responsibl	<sup>10</sup> PR stands for Primary responsible while OS stands for Other Partners									

such as the Swedish	address
Embassy, DFID, the	challenges
World	- Country
Bank, UN Women, CSOs	progress
such as PFTH, CARE and	reporting
individual experts on the	- Linkages with
UNSCR 1325 framework.	the 2 TWGs

#### **Monitoring and Evaluation**

The RNAP is a living document; therefore yearly action plans will be developed, monitored and reported on in relation to the RNAP's five pillars. A comprehensive M&E framework will be elaborated by TWGs with clear indicators and milestones against which progress will be assessed. Regular monitoring will also enable stakeholders to update, improve and adapt the action plans as contexts change.

A standardized tool for collection and reporting of disaggregated data will be developed and shared with stakeholders to enable them to feed their data into the tool and provide progress of their activities on a quarterly basis. Online software will be an effective and speedy tool for reporting by stakeholders. MIGEPROF will be in charge of collating the reports and managing the software. Once data is collated, Friends of 1325 Group will meet on a quarterly basis to analyze progress against the set targets.

Achievements, challenges and recommendations will be recorded on a semi-annual basis and presented to the Steering Committee for policy actions where necessary. Other tools shall also be used, such as an online newsletter posted on MIGEPROF website and other relevant online platforms for mobilization, awareness raising and gathering momentum for collective action. An external consultant will be hired on an annual basis to document achievements, challenges and lessons learned against the annual action plan. The report will be written using UN reporting formats and index to comply with the global reporting standards. The report produced will serve as an accountability and advocacy tool by both Government and civil society at the national, regional and global levels.

The TWGs and will meet once every quarter to discuss progress made by all actors, identify bottlenecks and suggest timely corrective measures based on RNAP progress reports. The Gender Monitoring Office, a member of the National Gender Machinery and an organ responsible for monitoring the implementation of international and regional commitments, will oversee the regular and systematic review of progress against the stated pillar objectives as set out in the Plan, including the publication of independent progress reports two years after the adoption of the RNAP and at the end of Plan timeline. Lessons and challenges learnt will be shared with other countries, regional forums such as the East African Community, the International Conference on the Great Lakes Region, the African Union among others with the aim to contribute to the advancement of frameworks for the women, peace and security agenda.

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Group, under which two specific National Technical Working Groups (TWGs) fall, namely the Gender and Women Empowerment and the Child and Family Protection and Promotion. These two are the major organs of the Ministry that ensure overall coordination of the work under the Ministry. In order to avoid duplication of roles, the two TWGs will also oversee the coordination of RNAP related activities and provide overall guidance to RNAP actors. The following are the core functions of the TWGs related to RNAP:

- to all RNAP stakeholders;
- 2) Resource mobilization towards the implementation of the RNAP;
- 3) Developing and guiding all processes in the design of the mechanisms to implement the RNAP, including stakeholders' individual action plans;
- 4) Developing monitoring and evaluation frameworks and tools;
- 5) Monitoring and evaluating the implementation/progress of the RNAP by all stakeholders.

The coordination mechanism seeks to address three major challenges observed during the implementation period of the previous NAP (2009 - 2012), namely (i) irregular follow up and outdated evaluation; (ii) insufficient and sometimes inexistent documentation of activities by a number of stakeholders which makes it difficult to measure the progress achieved over the NAP period; and (iii) limited integration of the NAP in stakeholders' action plans.<sup>8</sup> From a visual perspective, coordination of the RNAP is made of two complementary and inclusive structures as displayed in the table below.

#### **RNAP** coordination mechanism

Structure	Composition	Chair	Core Functions	Assembling	
The	MIGEPROF,	Honorable	- Overall	Twice a year	
Steering	MINAFFET, MoD,	Minister of	coordination		
Committee <sup>9</sup>	MINIJUST, MINALOC,	MIGEPROF	and monitoring		$\leq$
	MINECOFIN, MoH,		of the		2
	GMO, FFRP, NWC,		implementation		
	NPPA, RNP, RIB,RCS,				$\sum$
	NURC, NHRC, Rwanda		- Strategic		-
	Demobilization and		direction and		
	Reintegration		decision making		_
	Commission (RDRC),				2
	CCM, UN Women, the		-		
	ICGLR National				2
	Coordination Mechanism,				~
	Pro-Femmes Twese				
	Hamwe, CLADHO and				
	the Media High Council				
Friends of	Ministries and	Rotating on	- Assessing	Quarterly	
1325	Government Institutions	a quarterly	progress made,		
Group	including MIGEPROF,	basis	challenges and		
-	GMO,RIB RNP, Donors		strategies to		

<sup>8</sup> The Gender Monitoring Office, 2015, Evaluation of the Implementation of the 2009-2012 National Action Plan for UNSCR 1325.

<sup>9</sup> The composition and functions of the Steering Committee will be the same as those of the first framework 25



1) Providing strategic direction and ensuring result-oriented management and accountability