



**JOINT PROGRAMME ON ACCELERATING PROGRESS TOWARDS THE ECONOMIC EMPOWERMENT OF RURAL WOMEN (JPRWEE) IN RWANDA**



FEBRUARY 2019

## Cover Page

<b>Country:</b>	Rwanda
<b>Programme Title:</b>	Accelerating Progress Toward the Economic Empowerment of Women in Rwanda (JP-RWEE)
<b>Joint Programme Outcomes:</b>	One UN Rwanda UNDAF II Outcomes 1, 2, 3, 5, and 6
<b>Programme Duration:</b>	5 years
<b>Anticipated start/end dates:</b>	01 July 2018 to 30 June 2023
<b>Fund Management Option(s):</b>	Combination of pooled and parallel
<b>Managing Agent:</b>	WFP
<b>Participating UN Agencies:</b>	WFP, FAO, IFAD and UN Women
<b>Total estimated budget (including both programme costs and indirect support costs):</b>	<p><b>USD 4,248, 246</b></p> <p>Out of which:</p> <ul style="list-style-type: none"> <li>Funded budget: USD 1,699,285</li> <li>Unfunded budget: USD 2,548,961</li> </ul> <p>Sources of funded budget:</p> <ul style="list-style-type: none"> <li>WFP - 277,532</li> <li>FAO - 178,844</li> <li>IFAD -164, 780</li> <li>UN Women- 178,844</li> <li>Contribution from UN agencies to coordination:</li> </ul> <p><b>USD 216,164</b></p> <ul style="list-style-type: none"> <li>Contribution from ASAP (IFAD gender desk): <b>USD 227, 275</b></li> <li>UN Women CORE budget: <b>USD 53,500</b></li> <li>Contribution from Implementing Partners (NGOs): <b>USD 57,078</b></li> <li>Additional available Government contribution (not included in total programme budget)</li> </ul> <p>Total Government Contribution: <b>USD 345,268</b></p> <p>Sources of Government contribution:</p> <p>MINAGRI: <b>USD 322,411</b></p> <p>Districts' contribution in form of agriculture land: <b>USD \$22,857</b></p>



## Signature Page

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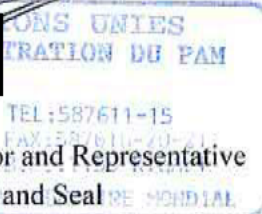
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## Acronyms and Abbreviations

AGSSWG	: Agriculture Sub-Sector Working Group on Gender
BDF	Business Development Fund
FAO	: United Nations Food and Agriculture Organization
GDP	: Gross Domestic Products
GALS	: Gender Action Learning System
GMO	: Gender Monitoring Office
HDI	: Human Development Index
IFAD	: International Fund for Agriculture Development
JP RWEE	: Joint Programme Rural Women Economic Empowerment
IGAs	: Income Generating Activities
IPs	: Implementing Partners
MFI	: Micro Finance Institution
MIGEPROF	: Ministry of Gender and Family Promotion
MINAGRI	: Ministry of Agriculture and Animal Resource
NST	: National Strategy for Transformation
PHHS	: Post Harvest, Handling and Storage
PSTA	: Strategic Plan for the Transformation of Agriculture
RCA	: Rwanda Cooperative Agency
RDDA	: Rwanda Dairy Development Project
RSB	: Rwanda Standards Board
RWEE	: Rural Women Economic Empowerment
SACCO	: Savings and Credit Cooperative
SEDO	: Social and Economic Development Officers
ToTs	: Training of Trainers
UN	: United Nations
UNDAP	: United Nations Development Assistance Plan
VSLG	: Voluntary Saving and Loan Group
WEAI	: Women Empowerment Agriculture Index
WFP	: World Food Program
YWCA	: Young Women Christian Associations

## EXECUTIVE SUMMARY

Agriculture remains central to the Rwandan economy. The sector is a priority in the government's long-term vision to transition to a middle-income country, and the focus of key Rwandan policies and strategic documents is to move agriculture from a low production, subsistence-based to a market-oriented, value-creating sector that increases rural incomes, improves the security of livelihoods and the quality of life of Rwanda's rural population. The agriculture sector employs the majority of Rwandan workers (68%), with women representing 79% of the total agricultural labour force.

A lot has been achieved in gender equality and women empowerment through various initiatives, however many gaps remain to be closed. For example; 47.0% of female-headed households are regarded as poor compared to 44.9%<sup>1</sup> of all households. Among the category of female-headed households, 45.9% are widow headed households. Illiteracy among women is high (23.1%) compared to that of men (18.1%)<sup>2</sup>, which further constrains access to already limited opportunities in terms of resources, creating and managing small businesses and participating in overall decision-making processes. However, the poverty rate for female-headed household is still higher than the national average as it stands at 44 percent compared to 38 percent for male-headed households.<sup>3</sup> Rural areas continue to have the highest poverty rate at 62 percent, compared to an average of 16.3 percent in urban areas.<sup>4</sup>

The RWEE joint programme proposal has been elaborated through a consultative process with intended direct programme beneficiaries, the Ministry of Agriculture and Animal Resources (MINAGRI), districts and sector authorities as well as participating UN agencies. As such, first-hand information from both rights-holders and duty-bearers on the on participants' priority needs was gathered, with particular focus on assessing the needs of vulnerable community members whom the joint programme targets.

This new joint programme comes to further position women economic empowerment across the NSTI and UNDP II pillars of Transformational Governance, Economic Transformation, and Social Transformation.

The overarching goal of this 5-year joint programme is to secure rural women's livelihoods and rights in the context of sustainable development and the SDGs. This is based on four result areas; (1) improved food and nutrition security to increase the productive potential of women smallholder farmers (2) rural women's increased income to secure their livelihoods, focused on supporting rural women's livelihood strategies, enhancing their income opportunities along the food value chain, supporting women-led entrepreneurship and promoting their linkages to high value markets, (3) rural women's enhanced leadership and participation in their communities and in rural institutions, and in shaping laws, policies and programmes promotes their agency in producer organizations and local governance and (4) a gender responsive policy environment for the economic empowerment of rural women, and

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<sup>1</sup> EICV 3 Report: thematic report: Gender, August 2012

<sup>2</sup> DHS Report 2010,

<sup>3</sup> National Institute of Statistics of Rwanda (2014): Integrated Household Living Conditions Survey (EICV) 4 Gender Thematic Report.

<sup>4</sup> National Institute of Statistics of Rwanda (2014): Integrated Household Living Conditions Survey (EICV) 2013 – 2014.



The joint programme duration is five years with an estimated budget of USD **4,248,246** (four million two hundred and forty-eight thousand, two hundred forty six US dollars).

In order to ensure efficiency and effective visibility of results, the agencies involved will explore joint opportunities on operations and communications in close relations with the Results Groups, the One UN Communication group and OMT.

## 1. SITUATION ANALYSIS

Agriculture remains central to the Rwandan economy. Wage-employment in farming comprised approximately 80% of the workforce by 2014 (1), more than 30% of the country's Gross Domestic Product (GDP) and nearly 50% of all exports are generated by the agricultural sector<sup>5</sup>. The sector is a priority in the government's long-term vision to transition to a middle-income country, and the focus of key Rwandan policies and strategic documents is to move agriculture from a low production, subsistence-based to a market-oriented, value-creating sector that increases rural incomes, improves the security of livelihoods and the quality of life of Rwanda's rural population. However, a persisting gender gap in agriculture threatens these goals. The agriculture sector employs the majority of Rwandan workers (68%), with women representing 79% of the total agricultural labour force<sup>6</sup>. Though an integral part of the agriculture sector, women farmers don't benefit from equal access to farm inputs, agricultural extension services and finance. Women farmers' production potential therefore remains untapped, limiting their ability to take full advantage of on- and off-farm or formal market access in the agriculture sector.

### Women's economic empowerment

A lot has been achieved in gender equality and women's empowerment in Rwanda through various initiatives, however many gaps remain to be closed. For example: 47.0% of female-headed households are regarded as poor compared to 44.9% of all households. Among the category of female-headed households, 45.9% are widow headed households. Illiteracy among women is high (23.1%) compared to that of men (18.1%)<sup>8</sup>, which further constrains access to already limited opportunities in terms of resources, creating and managing small businesses and participating in overall decision-making processes. In Rwanda poverty declined rapidly from 56.7 percent to 39.1 percent between 2005/2006 and 2013/2014. However, the poverty rate for female-headed household is still higher than the national average as it stands at 44 percent compared to 38 percent for male-headed households.<sup>9</sup> Rural areas continue to have the highest poverty rate at 62 percent, compared to an average of 16.3 percent in urban areas.<sup>10</sup>

According to the Human Development Index (HDI), the country is in the low human development category, ranking it 27<sup>th</sup> in Africa and 159<sup>th</sup> out of 188 countries globally.<sup>11</sup> Nevertheless, Rwanda has registered an increase in per capita Gross Domestic Product (GDP) from USD 206 in 2002 to USD 791 in 2017/2018<sup>12</sup> and maintained an average annual economic growth rate of 6.8 percent between 2013 and 2016<sup>13</sup>. Economic growth is mainly driven by the service sector followed by the agriculture and industry sectors<sup>14</sup>, which is consistent with the Presidential priority to transform Rwanda from an

<sup>5</sup> National Institute of Statistics of Rwanda (NISR): National Accounts 2017

<sup>6</sup> National Institute of Statistics of Rwanda (NISR): Integrated Household Living Conditions Survey 2013/2014, Thematic Report on Economic Activity.

<sup>7</sup> EICV 3 Report: thematic report: Gender, August 2012

<sup>8</sup> DHS Report 2010,

<sup>9</sup> National Institute of Statistics of Rwanda (2014): Integrated Household Living Conditions Survey (EICV) 4 Gender Thematic Report.

<sup>10</sup> National Institute of Statistics of Rwanda (2014): Integrated Household Living Conditions Survey (EICV) 2013 – 2014.

<sup>11</sup> UNDP (2016): Human Development Report.

<sup>12</sup> National Strategy for Transformation 2017 – 2024 (NSTI)

<sup>13</sup> National Strategy for Transformation 2017 – 2024 (NSTI)

<sup>14</sup> National Institute of Statistics of Rwanda: GDP Progress Report



agriculture to a knowledge and technology-based economy, opening-up tremendous opportunities for women and youth employment and entrepreneurship.

In the economic sector, access to employment and access to decent and productive jobs by women in various sectors is critical for their empowerment. The 2018 labour force survey shows that 45.4 percent of women are in the active labour force compared to 62.6 percent of men. Women's labour force participation rate has decreased by 1 percentage point between February 2017 and February 2018 while the decrease registered for men amounts to 0.1 percentage points only during the same period. The informal sector employs at least 75.5 percent of the labour force, with 56.6 percent of the informal labour force being men and 43.4 percent women.<sup>15</sup> However, within the non-agriculture informal sector the proportion of women drops to 33.6 percent and men's increases to 66.4 percent, a fact that points to unequal access to off-farm income-generating opportunities. Overall, the unemployment rate among women is slightly higher at 21 percent in 2017 and 17.3 percent in 2018, than men at 15 percent both in 2017 and 2018. Additionally, if monthly earnings are considered, women are paid around 13 percent less than men<sup>16</sup>, meaning that they either spend less time in paid work or they engage in lower paying jobs.

### **1.1. Access to – and control over – land**

This is a fundamental issue that prevents women from moving up the agriculture chain, from subsistence-farming to commercial, value-addition activities. Women's control over land is weak, mostly due to customary reasons. This also affects their ability to be agents of change for modern agriculture practices. In addition, their tenuous link with land impacts their collateral and limits the crucial access to finance required for future investment and growth. Most of the female workforce in the country is comprised of wage farmers or unpaid family farm labour. The land laws and policies in place, and reforms that have followed since the 1990s, have gradually allowed women to seek equal ownership rights as men. While legal frameworks exist, challenges emerge from other sources: Intra-family land disputes, where the women may have the weaker hand from a cultural aspect, are one of the major causes as per MINAGRI.<sup>17</sup> Women's limited control of land also reflects a lack of awareness of their rights to that land. Additionally, land ownership and control issues may be exacerbated by the fact that land size in Rwanda is very fragmented: 84 percent of households cultivate less than 0.9ha of land; within this demographic, over 45 percent cultivates less than 0.3ha while 38 percent of households cultivate between 0.3 to 0.9ha.<sup>18</sup> Women fall in the category of small farmers with very small land holding. The Land Law of 2005, revised in 2013, provides equal rights to men and women in all aspects of acquisition, management and inheritance. These laws have resulted in an increase in women's access to and ownership of land; current statistics from MINAGRI confirm the advancement: 26 percent of land was owned by women-only as compared to 18 percent by men-only, and 54 percent was owned by both spouses. The challenges listed above therefore must be tackled in a national context where national laws on land ownership and parity are relatively good but women's access is hindered mostly due to other reasons such as the prevalent social norms and a lack of awareness.

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<sup>15</sup> 2017 Labour Force Survey

<sup>16</sup> National Institute of Statistics of Rwanda (2017): Labour Force Survey.

<sup>17</sup> See Section II.1, Access to and control of Land, in DFID (2016).

<sup>18</sup> Ibid.



## 1.2. Access to inputs and extension services

Rwandan farmers, in general, have less access to – and make less use of – improved seed varieties and organic/inorganic fertilizers in relation to regional counterparts. Additionally, there is a significant gap in improved seeds' usage between the male and female workforce: as per the National Agriculture Survey (2013), 18 percent of male farmers used improved seeds as compared to only 8 percent of females; and male farmers made higher use of both inorganic and organic fertilizers than their female counterparts (20 percent and 75 percent males using the respective fertilizer categories compared to 15 percent and 45 percent respectively for women). Women lag in the indices above due to weak decision-making powers at the household level (where families operate as a farming unit). MINAGRI also observed that women farmers had limited access to/control of improved seeds due to limited land sizes. The Fertilizers' Subsidy Program necessitates a minimum holding of 0.5 ha which prevents many in the female workforce to access this facility.

## 1.3. Access to Finance

Formal financial inclusion is still low among women, even though financial inclusion increased from 72 percent in 2012 to 89 percent in 2016, with only 24 percent of women holding accounts in commercial banks, compared to 27 percent of men in 2012.<sup>19</sup> Credit is a major requirement for women farmers to obtain various agricultural inputs ranging from seeds and fertilizers to the introduction of modern technologies in production. However, women have poor access to loans and financial institutions even when there are opportunities to do so. There are different facilities established by the Government of Rwanda (GoR) that assist farmer's access credit including the Rural Investment Facility (RIF2), the Agricultural Guarantee Fund (AGF) and the Women Guarantee Fund (WGF). These are all housed under the Business Development Fund (BDF, an independent company that was created in collaboration with the Government of Rwanda and the Development Bank of Rwanda (BRD) to support implementation of the National SME Development Policy and mandated to implement the "Access to Finance" objective. Conditions to access BDF financing include; availability of collateral, business investment capability and a business case among others. BDF figures show that, there has been a continuous increase in the amount of capital provided to Small and Medium Enterprises' (SMEs) owners, who are women, as a guaranteed loan. However, the amounts received by female owners were significantly lower than their male counterparts: 70.8 percent of the loans guaranteed by BDF in 2013 were given to male SME owners as compared to 29.2 percent female owners. Structural challenges further hamper women's access to funds. Even if BDF provided 75 percent of a guarantee, women seem to fail in providing the complementary 25 percent guarantee; their family assets are commonly registered jointly with their husbands and have limited control over these due to limited decision-making power at the household level – translating into weak collaterals. The majority of women continue to rely on informal financial institutions such as voluntary savings and loans groups (VSLAs), which have lower collateral requirements and simpler administrative procedures. The high rate of women's participation in the informal finance sector suggests that greater efforts are needed to provide more targeted financial services, increase financial literacy and entrepreneurship skills for women to enable them effectively participate in the formal economy and leverage financial resources availed by guarantee funds in Rwanda.

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<sup>19</sup> "Improving SMEs access to finance and growth perspectives through venture capital financing: a case study of GroFin Rwanda" 2012



#### **1.4. Access to Markets and Entrepreneurship**

It is also important to note that poor access to agricultural and marketing information is a common theme present in all the areas discussed above. Rural women lack access to remunerative markets due to inappropriate scales and/or standards of production, as well as context-specific gender roles and norms. Gender differences in crop choice persist with lucrative cash crops termed 'male crops' while crops for home consumption are tagged 'female crops.' Women farmers need equal access to knowledge that can help optimize their benefits from the market system; there must be information equity if they are to make the most of new techniques and markets. The Made in Rwanda policy promoting industrial development and trade deficit reduction provides tremendous business opportunities for women entrepreneurs willing to take up the enterprise developments challenge by creating their enterprises or industries. The JP RWEE will ensure that Rural women have enhanced entrepreneurship skills and value chains production to access sustainable markets for their products and to create decent jobs. Efforts will be put in increasing opportunities for women farmers to undertake higher value production and engage as business entities in agribusinesses

#### **1.5. Access to climate-resilient - and other key - information by the female workforce.**

Women farmers have relatively limited access to information related to climate smart agriculture (CSA) as well as other aspects of agricultural production required to shift higher up the value chain and gain access to markets. Among other hurdles, their dual role as farm workers and household caregivers deprives them of adequate time that they could invest in obtaining information on CSA and strengthening their resilience: weather forecasts; soil management; usage of inputs such as pesticides and fertilizers; and water management (concepts, trainings, schemes). Importantly, access to information also necessitates the ability to use and apply that information. IT platforms, help by-pass the time and capacity hurdles and can do so in a significantly cost-efficient way.

## **2. STRATEGIES, LESSONS LEARNED AND PROPOSED JOINT PROGRAMME**

### **2.1. Background and Context**

The RWEE joint programme proposal was elaborated through a consultative process with intended direct programme beneficiaries, the Ministry of Agriculture and Animal Resources (MINAGRI), districts and sector authorities as well as participating UN agencies. As such, first-hand information from both rights-holders and duty-bearers on the on participants' priority needs was gathered, with particular focus on assessing the needs of vulnerable community members whom the joint programme targets. The overarching goal of this 5-year joint programme is to secure rural women's livelihoods and rights in the context of sustainable development and the SDGs. This is based on four result areas; (1) improved food and nutrition security to increase the productive potential of women smallholder farmers (2) rural women's increased income to secure their livelihoods, focused on supporting rural women's livelihood strategies, enhancing their income opportunities along the food value chain, supporting women-led entrepreneurship and promoting their linkages to high value markets, (3) rural women's enhanced leadership and participation in their communities and in rural institutions, and in shaping laws, policies and programmes promotes their agency in producer organizations and local governance and (4) a gender responsive policy environment for the economic empowerment of rural women

### **2.2. Alignment to National and international development Frameworks**

The joint programme was mainly informed by Rwanda's development priorities as outlined in the Vision 2020 and Vision 2050, the National Strategy for Transformation (NST1 2018 – 2024) - (Transformational Governance and Economic and Social Transformation pillars), the Strategic Plan for the Transformation of Agriculture (PSTA4 2018 – 2022), the Sustainable Development Goals (SDGs) and the Rwanda National Gender Policy. Furthermore, the JPRWEE proposal is aligned with the United Nations Development Assistance Plan 2018 – 2023 (UNDAP2) under the economic, social and governance pillars.<sup>20</sup> These strategic documents outline interventions aimed at moving agriculture from subsistence-based low-production sector, to a market-oriented value-creating sector that improves rural incomes addresses poverty and benefits, women and men, equally.

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<sup>20</sup> UNDAP 2 (2018 – 2023)



Table 1 - Alignment of the Joint Programme RWEE to national and international development frameworks

JP-RWEE Result Areas aligned with National Priorities, SDGs and UNDAP 2	NST 1: Economic Transformation Pillar	SDGs related goals	Related UNDAP
Outcome 1: Rural women have improved food and nutrition security through Climate Smart Agriculture practices	Priority Area 6: Modernize and increase the productivity of Agriculture and livestock	Goal 2. Zero Hunger: End hunger, achieve food security and improved nutrition and promote sustainable agriculture	<b>Economic Transformation Pillar:</b> <b>Outcome 2:</b> By 2023 Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change.
	Priority Area 7: Sustainable Management of Natural Resources and Environment interventions:	Goal 13. Climate Action: Take urgent action to combat climate change and its impacts	<b>Social Transformation Pillar:</b> <b>Outcome 3:</b> By 2023 people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition and WASH services.
		Goal 3. Good Health and Well-Being: Ensure healthy lives and promote well-being for all at all ages	
Outcome 2: Rural women have increased income to secure their livelihoods	Priority Area 5: Increase domestic savings and position Rwanda as a hub for financial services to promote investments	Goal 8. Decent Work and Economic Growth: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	<b>Economic Transformation Pillar:</b> <b>UNDAP Outcome 1:</b> By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.
Outcome 3: Rural women have enhanced leadership and participation in their communities and rural institutions, and in shaping	Cross-cutting area Gender and Family Promotion Gender and Women empowerment is a cross-cutting issue in all sectors	Goal 5. Gender Equality: Achieve gender equality and empower all women and girls  Goal 10. Reduced Inequalities:	<b>Transformational Governance Pillar:</b> <b>Outcome 5:</b> By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.

laws, policies and programmes:	of the National Strategy for Transformation (NST1), sector strategies and District Development Strategies (DDS)	Reduce inequality within and among countries	
<b>Outcome 4:</b> A more gender-responsive policy environment is secured for the economic empowerment of rural women	<p><b>Transformational Governance Pillar:</b> Priority area 1: Reinforce Rwandan culture and values as a foundation for peace and unity:</p> <p>Priority area 5: Strengthen capacity, service delivery and accountability of public institutions</p>	<p><b>16. Peace and Justice Strong Institutions:</b> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</p>	<p><b>Transformational Governance Pillar:</b></p> <p><b>Outcome 6:</b> By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services</p> <p><b>Social Transformation Pillar:</b></p> <p><b>UNDAP Outcome 4:</b> By 2023 people in Rwanda, particularly the most vulnerable have increased resilience to both natural and man-made shocks and enjoy a life free from all forms of violence and discrimination.</p>



### 2.3. Rural Women Economic Empowerment

Rural women are leaders, decision-makers, producers, workers, entrepreneurs and service providers. They represent one-fourth of the world population, account for a great proportion of the agricultural labour force, and perform most of the unpaid care work in rural areas. Therefore, they are at the forefront of food production, processing and distribution. Available data suggest that agriculture provides a livelihood for 86 percent of rural women and men and employment for about 1.3 billion smallholder farmers and landless workers, of whom 43 percent are women.<sup>21</sup> An estimated two-thirds of the 400 million poor livestock keepers worldwide are women.<sup>22</sup> The contribution of rural women to the well-being of families and communities, local and national economies, and sustainable development is vital. Nevertheless, rural women have restricted access to productive resources, such as land, agricultural inputs, finance and credit, extension services, and technology, which in turn limits their agricultural output. They face more difficulty than men in gaining access to public services, social protection, employment opportunities, local and national markets and institutions, due to cultural norms and security issues

Agriculture is a major component of the Rwandan economy. Food crops such as common beans, potato, banana, maize and cassava comprise most of the production while tea and coffee, commodities highly susceptible to international trade and price fluctuations, make up more than 80 percent of the country's exports.<sup>23</sup> Most farmers in Rwanda can be classified as smallholder farmers and 80 percent of them have less than one hectare (ha) of cultivable land.<sup>24</sup> In line with NSTI strategy and the UNDAF2, the overall objective of the joint programme is to economically empower rural women farmers to increase their production potential, access to and control over productive resources and services critical to food security and nutrition, and enable them to gain greater access to high-value markets while strengthening their resilience to climate change.

### 2.4. The Joint Programme Stakeholders

This programme document outlines a results-oriented collaborative programme among FAO, IFAD, WFP and UN Women to promote the economic empowerment of rural women. The JP RWEE is the first multi-agency programme between the three Rome-based Agencies (RBAs) and UN Women. It builds on each agency's comparative advantage for improving the status of women in rural areas:

Each agency brings a distinct comparative advantage to this subject: for improving the status of women in rural areas. **FAO's** specialist technical knowledge and policy assistance on agriculture and food security; **IFAD's** co-financing of rural investment programmes and strong presence in the rural areas, and innovative tools to measure economic empowerment and to promote equitable intra-household relations; **WFP's** gender-sensitive food assistance innovations for food insecure populations like "Purchase for Progress" or "Food for Assets" and strong presence in rural areas; UN Women with its global mandate on gender equality and empowerment of women and girls; expertise on gender equality and rural women; strong links with gender equality advocates and women's rights organizations at global, regional, and country levels; and country and programme office presence around the world with convening power for both government and civil society institutions. By bringing together their know-how, resources, experiences and constituencies, the four agencies will

<sup>21</sup> [www.fao-ilo.org/ilo-dec-employ/en/?no\\_cache=1](http://www.fao-ilo.org/ilo-dec-employ/en/?no_cache=1)

<sup>22</sup> FAO (2011 (b)), opt.cit.

<sup>23</sup> Ibid.

<sup>24</sup> National Institute of Statistics of Rwanda, NISR (2010).



have the potential to greatly enhance the relevance, efficiency, effectiveness, impact and sustainability of their work on rural women's economic empowerment.

Although the agencies have participated in many bi-lateral initiatives, this joint programme is the first occasion in which the four agencies have directly collaborated with the specific aim of empowering rural women in a joint field programme. Together, focusing on a limited number of field sites, this coalition is expected to generate synergies that capitalize on each agency's mandate, comparative advantage and institutional strength to generate more lasting and wider scale improvements in the livelihoods and rights of rural women. UNDAPII and the SDGs agenda provide great opportunities to the four agencies to reaffirm the role of rural women in sustainable development, strengthen their collaboration and end hunger through knowledge exchange, advocacy, policy dialogue and joint initiatives on the ground to end zero hunger.

The JPRWEE will continue to engage and collaborate with Ministry of agriculture and animal resources (MINAGRI), Rwanda Cooperative Agency (RCA), district and sector authorities to ensure their ownership and support of the joint programme. Some planned activities (including the revision of the Agriculture Gender Strategy, the WEA Index and others) shall be implemented in collaboration with the ministry.

At sub-national level, key partnerships and collaboration are established with local level authorities in the framework of District Development Strategies (DDSs) and Joint Action Development Forum (JADF), the sector Executive Secretaries and the sector agriculture officers have pledged to engage and provide technical and strategic support to the farmers' groups in the next phase.

The Joint programme will be implemented in collaboration with non-state actors composed of Private Sector and Civil Society Organizations (CSOs) to reach the expected results for all intended programme beneficiaries. Implementing partners that have been pre-identified by the participating UN Agencies for the delivery of JPRWEE under the parallel funds management modality are listed under Annex E.

## **2.5. Lessons Learned**

The JP proposal draws important lessons from the previous implementation phase of the Rural Women Economic Empowerment joint programme as follows:

- Involvement of government entities in the planning process and their strong commitment to support the JPRWEE at district and sector level is necessary to influence the achievement of programme results. The previous phase was marked with increased involvement of District officials in the programme through the Joint Action Development Forum (JADF) and sector Agriculture Officers as well as the Cooperative Officers.
- Establishing strong partnerships with different stakeholders (civil society implementing partners, private sector actors etc.) is important for the success of JP RWEE interventions in Rwanda. The JP RWEE will continue to collaborate with implementing partners from civil society organizations to deliver on its planned targets.
- Identifying and addressing the needs of most vulnerable groups in programme planning, implementation and reporting through the use of disaggregated data is critical to ensure the proper use of programme funds. This proposal builds on this lesson of addressing needs of vulnerable groups for its beneficiary targeting



- Reinforcing capacity development efforts for local authorities and implementing partners, to ensure that the capacity building benefits, and other interventions through the joint programme are sustained beyond the programme's duration.; The joint programme will ensure longer-term utilization and sustainability of new knowledge and abilities resulting from programme support.
- Developing a joint programme results framework that clearly articulates SMART indicators, baselines, targets and means of verification is critical to measuring success and sustainability of capacity development efforts. The JP RWEE will support Capacity building initiatives in the districts of operation through Training and coaching rural women on cooperative leadership and management and provide advice towards formal/legal cooperative status. Legal registration of farmers' groups to allow them benefit from existing government initiatives, providing agriculture technologies such as greenhouses, farm inputs, PHHS facilities, water harvesting tanks, compost and drip irrigation as well as provision of advisory services on access to markets and finance. A results-based management approach will continue to be employed during the new joint programme phase.
- It is critical to address the JP RWEE funding issues more sustainably by ensuring that the roles and responsibilities for resource mobilization are clearly outlined and understood by the four participating UN Agencies. This proposal is part of the country resource mobilization efforts
- Proper planning and beneficiary targeting from the start of each programming phase are critical for the effective implementation of the joint programme. JP RWEE in Rwanda was initially implemented in 8 districts with each UN agency having districts of focus and with support to specific groups. However, it was ascertained that for the four UN agencies to work more jointly and create synergy, they needed to concentrate their efforts on fewer beneficiary groups, notably those most vulnerable. The new joint programme phase will continue to target the most vulnerable in 5 districts of (Kirehe, Ngoma, Gatsibo, Kamonyi and Nyaruguru) and 25,000 (17,500 women and 7500 men) direct beneficiaries are envisaged.

## **2.6. Joint Programme RWEE Strategies**

### **Comparative advantage and building Synergies:**

The joint RWEE programme in Rwanda will build on and consolidate individual initiatives of the four participating agencies, underlined by a shared log frame. The joint programme will develop synergies across the four outcomes of the joint programme by addressing gender and socio-economic constraints impeding women's access and control over productive resources and assets. By systematically building on the gender dimension into the ongoing response, the joint programme will highlight solutions to seemingly intractable problems, increasing the resilience of rural women and communities to external shocks. The four UN agencies will foster the relationship with the stakeholders to ensure effective and productive collaboration while implementing the joint programme, creating synergies and addressing increasing needs. All activities will be implemented through joint implementation modalities, including joint efforts in planning, beneficiaries targeting, implementation and M&E, based on each Agency's comparative advantages and institutional strength to generate more lasting and wider scale improvements in the livelihoods and rights of rural women

**The accountability framework of the programme focuses on the following:**



- Status, including improved nutrition security and higher productivity and income, enhanced skills for entrepreneurship, and better working conditions.
- Rights, addressing the areas of inequalities in social, economic, cultural and political positioning of rural women which prevent them from being part of transformative change in agricultural development and accessing productive resources and assets such as land, services, skills, infrastructure and social protection.
- Resources, looking at value chain development and access to financial services and products, high value markets, and decent wage employment, and control over the financial returns of their activities.
- Agency, focusing on participation and leadership of rural women in key policy spaces, processes and rural institutions so that their needs and priorities are adequately addressed in rural development and agricultural policies and financing.

**Capacity development strategy:** It is articulated around three levels:

- Strengthening individual capacities of rural women producers to address their supply side constraints, strengthen their productive capacities in agricultural production, harvesting, storage, processing and marketing, and access remunerative markets. Other key areas of individual capacity strengthening such as; boosting rural women and girls' confidence and capacity to participate in local governance; and facilitating the entrance of young women in the agro-sector.
- Developing collective capacities of POs, cooperatives and farmers' groups to make their corporate governance more transparent, effective, accountable, gender equitable and age inclusive, as well as supporting informal rural women's groups to affiliate with formal organisations. This also involves strengthening the capacities of rural women's constituencies to demand accountability to their government for greater access to capabilities, assets, opportunities and agency.
- Enhancing system/institutional capacities as duty bearers to respond effectively to rural women's needs and priorities, through policy interventions that can advance rural women's full access to productive resources, assets, services and decent wage employment, and ensure their equal participation in decision making. This involves capacity development for both decentralized officials such as agricultural extension workers.

**Tailor made approach for programme design and implementation:** participatory approaches involving consultation with government officials, rural women's group, youth groups, farmers' organisations, implementing partners, other UN agencies, and Civil Society Organisations (CSOs) will continue to be used in shaping and implementing the JP RWEE interventions in Rwanda. Considering the diversity of the field sites, the following factors will be considered in both the design and implementation phases:

- Factors affecting the position of rural women, including age, religion, ethnicity, social, economic, political and ecological status.
- Formal and informal local gender norms (i.e. ideas about the appropriateness/safety of women in public spaces, etc.) and the constraints they may present to the successful implementation of the programme.
- Social dynamics, with particular attention to tensions or conflicts between men and women that may be triggered by any improvements in women's economic status (i.e. spikes in domestic violence that may accompany any gains made by women in terms of economic agency).



To manage the shift of power relations within communities and households and avoid potential conflicts, capacity-building and gender equality training for implementing partners and beneficiaries will be provided. It will emphasize and demonstrate that gender inequality, social norms and stereotypes are a key cause of poverty and important to the men and women in the communities where they work, thereby fostering their motivation and commitment to the programme. Men will be engaged actively to promote gender equality. Through the gender action learning system (GALS) men will be encouraged to take up parental leave, share childcare and housework, engage their peers and encourage behavioral change where needed – in the street, in the workplace, in the community where they live, in churches and by speaking about the ways in which gender inequality limits the opportunities also for men. It is well documented that men engagement is an important approach in the joint programme because they result in a higher achievement of gender equality, women empowerment, ownership of the successes of the joint programme and its achievements and harmony at household level tends to increase.

**Positioning the joint programme in UN interagency Coordination processes**, such as UNDAF, existing joint programmes, One UN and other coordination mechanisms. Efforts will be made to continue building support for the programme within the UN country teams and to link it with existing relevant joint programmes and country strategic plans.

## **2.7. Sustainability**

The sustainability of the JP RWEE will be achieved through a number of initiatives at different levels:

### **Beneficiaries:**

Capacity building activities have been planned to empower both rights holders (Cooperatives, individual women and men) and duty bearers (local authorities, and implementing partners, to ensure that the benefits from training, equipment, materials, technology, and other interventions through the joint programme are sustained beyond the programme's duration.

**Some of the major activities aimed at the sustainability of the joint programme results are:**

- Training and coaching rural women on cooperative leadership and management and provide advise towards formal/legal cooperative status.
- Legal registration of farmers' groups, which will allow them to benefit from existing initiatives from the government such as agriculture equipment, advisory services, access to farm inputs, storage facilities, markets and finance<sup>25</sup> and,
- Capacity development programs from development partners such as CLE<sup>26</sup> aimed at professionalizing the governance structure of farmers' associations and cooperatives.

Furthermore, the availability of agriculture technologies such as greenhouses, farm inputs, storage facilities, water harvesting tanks and drip irrigation from previous phases support as well as planned capacity support in this phase, will provide a firm foundation for the joint programme participants and

<sup>25</sup> In Rwanda cooperatives are increasingly being used as tools to reduce exclusion and alleviate poverty, which may increase the country's prosperity if cooperatives are effectively supported

<sup>26</sup> Cooperative leadership event (CLE) supports local cooperatives to professionalize the governance structure of farmers' associations and cooperatives and create an enabling environment to minimize side-selling by farmer members



cooperatives to continue performing and reach their full livelihood potential after the programme closure.

### **Community Level;**

Rwanda's social and cultural norms slow down rural women empowerment, the JP RWEE will intervene at the community level through gender-focused training sessions, awareness campaigns, and community mobilization for local leaders, faith-based organization leaders and opinion leaders. The interventions will aim at changing the norms and attitudes of the entire community including household members, local leaders, youth, and young people, female and male alike.

Specific capacity building programs targeting local authorities (village and cell level) and mediators on the practice of land laws and rights as well as other policies that affect women will also be organised.

**Male engagement:** It is estimated that on average, women work 11 hours a week more than men, mainly because of their responsibility for domestic work in addition to their other work role<sup>27</sup>. This stems from the gender roles and relationships that influence the division of work, the use of resources, and the sharing of the benefits of production between women and men. The JP RWEE will, therefore, continue to engage male, 403 men have been considered in this work plan as a strategy to address the individual and community level social and cultural barriers and ensure that their active engagement benefits rural women in various ways including mainstreaming gender in the agricultural value chain, gender equality, and women's empowerment as a whole.

### **Government level;**

The JP RWEE will continue to engage and collaborate with the Ministry of Agriculture and Animal Resources (MINAGRI), the Rwanda Cooperative Agency (RCA), and district and sector authorities to ensure their ownership and support of the joint programme. Some planned activities (including the revision of the Agriculture Gender Strategy, the Women's Empowerment in Agriculture Index – WEAI, and others) shall be implemented in collaboration with the ministry.

At the sub-national level, key partnerships and collaboration are already established and will be strengthened with local level authorities in the framework of District Development Strategies (DDSs) and Joint Action Development Forum (JADF). The JADF office has been more involved in the first phase of the joint programme and will continue to do so, the sector Executive Secretaries, as well as the sector agriculture officers, have pledged to continue engaging and providing technical and strategic support to the farmers' groups in the next phase.

### **Governance:**

The existing JP RWEE governance structure will also foster sustainability. A national steering committee (NSC) chaired by the permanent secretary (PS) of MINAGRI and co-chaired by the WFP Country Director is expected to oversee the programme implementation and guide its sustainability and will continue its operation. A National Program coordinator (NPC) will play an important role to strengthen the programme coordination and support results achievement, and a technical working group (TWG) shall play an active role through the regular technical meeting to plan and discuss any implementation issues as well as monitor the joint programme delivery.

### **Resource Mobilization:**

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<sup>27</sup> (NISR, 2012)



There are concerted efforts to mobilize resources at country level, initial discussions have been made with the district authorities where the joint programme shall be implemented. The Permanent Secretary of MINAGRI has also been contacted to expand the joint programme area and to allocate more agriculture land for the joint programme beneficiaries as well as land for food processing.

### **3. RESULT FRAMEWORK**

The proposed joint programme is informed by the evaluation of the UNDAF I, stakeholder consultations as well as the results, lessons learned, and challenges observed from the implementation of the previous implementation phase of the JP RWEE in Rwanda. More so, the programme is aligned to national, regional and international development frameworks, including the Rwanda NSTI, Agriculture sector strategy (PSTA4), the gender equality strategy, the SDGs and the Africa Agenda 2063. The programme targets the most vulnerable to embrace the core principles of Leaving No One Behind outlined in the Agenda 2030 by continuing to enhance Women's Economic Empowerment (WEE) while at the same time employing a right-based approach and sustainable prevention and response mechanisms to address gender-based violence and enhancement of leadership and participation in decision making.

The five JP-RWEE outcomes are aligned to UNDAF II outcomes as follows; 2 and 3 (Transformational Governance), 1 and 2 (Economic Transformation), 3 and 4 (Social Transformation). The detailed Results and Resources Framework can be found in Annex A. 3, 5, 6 and 8. The detailed Results and Resources Framework is found in Annex A. Specifically, the JP - RWEE contributes to rural women economic empowerment within the following UNDAF Outputs:

**Table 2: Overview of Joint Programme Results Framework and Alignments to UNDP Outputs**

<b>Goal: to secure rural women's livelihoods and rights in the context of sustainable development and the Sustainable Development Goals (SDGs)</b>						
<b>UNDP II Outcomes</b>	<b>Outcome 1</b> By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.	<b>Outcome 2:</b> By 2023 Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change.	<b>Outcome 3:</b> By 2023 people in Rwanda, particularly the most vulnerable, enjoy increased and equitable access to quality education, health, nutrition, WASH and services.	<b>Outcome 4:</b> By 2023 people in Rwanda, particularly the most vulnerable have increased resilience to both natural and man-made shocks and enjoy a life free from all forms of violence and discrimination.	<b>Outcome 5</b> By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace, and security.	<b>Outcome 6:</b> By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence-based policies and deliver quality services
	<b>JP Outcome 2:</b> Rural women have increased income to secure their livelihoods	<b>JP Outcome 2:</b> Rural women have a greater capacity to enhance and control local food security reserves and their production	<b>Outcome 1</b> Rural women have improved food and nutrition security	<b>Outcome 5:</b> Increased access to climate-resilient - and other key - information by the female workforce.	<b>JP Outcome 3:</b> Rural women have enhanced leadership and participation in their communities and in rural institutions, and in shaping laws, policies and programmes	<b>JP Outcome 4:</b> A more gender-responsive policy environment is secured for the economic empowerment of rural women
<b>Joint Programme RWEE Outputs and UNDP Outcome Alignment</b>	<b>Output 1.1:</b> Rural	<b>Output 2.1:</b>	<b>Output 3.1:</b> Rural	<b>Output 5.1:</b>	<b>Output 5.1:</b> Rural	<b>Output 4.1:</b> Rural women,



women have increased access to and control over resources, assets and services critical for their food and nutrition security.	Rural women cooperatives and women groups in targeted women have enhanced capacity to access innovative food processing units and energy saving technologies	women have improved food and nutrition security	Increased women farmer's capacity to interpret and apply climate and business information, CSA techniques, and adjust farming practices	women, including young women have enhanced confidence and leadership skills to take an active part in local governance systems.	including young women, have increased capacity to engage in and influence relevant policy forums at national and regional levels.
<b>Output 1.2:</b> Rural women have greater capacity to enhance and control local food security reserves and their production.	<b>Output 2.1</b> Rural women have enhanced entrepreneurship skills and value chains to access markets for their products	<b>Output 3.2:</b> Rural women have increased access to and control over resources, assets and services critical for their food and nutrition security.		<b>Output 3.3</b> Rural women, including young women, have increased capacity to engage in and influence relevant policy forums at national and regional levels	<b>Output 4.2:</b> Policy makers and parliamentarians have enhanced capacities to effectively mainstream gender into land, food, agriculture, nutrition and rural employment policies, laws and budgets.
<b>Output 1.3:</b> Rural women, including young women, have enhanced awareness on their rights in a more supportive community/local environment.	<b>Output 2.2:</b> Rural women have increased access to decent wage employment opportunities.	<b>Output 3.3:</b> Rural women have a greater capacity to enhance and control local food security reserves and their production.	<b>Output 4.3</b> An enabling environment is promoted to reflect rural women's priorities in regional policy processes		<b>4.3:</b> An enabling environment is promoted to reflect rural women's priorities in regional policy processes

## **Joint Programme Outcome on Economic Transformation (UNDAP Outcome 1 and 2)**

The RWEE Joint Programme aims to secure rural women's livelihoods and rights in the context of sustainable development and the Sustainable Development Goals (SDGs).

### **3.1. Joint Programme Targeting**

With the additional SDF funding, JPRWEE will continue to target the most vulnerable individuals while progressively graduating the existing beneficiaries with the potential to sustain their livelihoods. Regarding district focus, the joint programme will target the existing three districts of Kirehe, Ngoma, and Nyaruguru and will also continue to build capacity at community and institutional levels. Beneficiaries that are meeting the criteria of high vulnerability, notably those in UBUDEHE category 1 and 2 in Ngoma, Kirehe and Nyaruguru districts who are already in small informal groups shall be selected. It is proposed that with the additional SDF funding, the joint programme shall be scaled up to at least 4 more districts of Gatsibo, Kamonyi, Rubavu, Musanze, targeting will be done based on the above criteria.

The beneficiaries will benefit from activities needed to achieve sustainable and diversified income sources and employment creation, such activities include but not limited to; agriculture processing, entrepreneurship, and access to finance and markets. The new beneficiaries will benefit from capacity building activities such as GALs, postharvest handling, and water harvesting among others. Where materials and equipment such as farm inputs, seedlings, tools, water harvesting materials, post-harvest handling materials, and labour saving technologies have to be distributed, an assessment will be made in consultation with local authorities at village, cell and sector level to ascertain those most in need, in any case, new beneficiaries shall be facilitated more than the existing ones to improve their current vulnerable state. Gender equality and women empowerment approaches shall be applied throughout the phase. The proposal will build on the lessons and achievements of the previous phase by working towards sustainability of achievements, and putting more efforts in closing the existing gaps, for example, women's access to land, financial inclusion, and climate-smart planning among others.

### **3.2. Joint Programme Outcome on Social Transformation (UNDAP Outcome 3 and 5)**

To cope with climate change, and as part of the JP RWEE Climate Smart Agriculture plans, this activity is also in line with the GoR policy to use small scale irrigation techniques; this will increase production and improve food security as production will continue even during the dry seasons. The technology will also reduce the women's work burden as irrigation will replace the manual watering of crops that women currently use and time will be used for more productive activities.

### **3.3. Joint Programme Outcomes on Transformational Governance (UNDAP Outcomes, 6)**

In Rwanda, laws, and policies grant equal access to and control over land to women and men. However, a policy-practice gap persists. During the previous programme phase, beneficiaries were informed on land and property laws applicable in Rwanda and rendered aware of their rights. Building on this, during the new phase, the authorities with a stake in matters of land rights will be trained on a



gender-responsive implementation of the laws. As such, authorities' capacity to enforce laws related to women's land rights and ownership will be strengthened.

#### **4. MANAGEMENT AND COORDINATION MODALITIES**

A national steering committee (NSC) chaired by the permanent secretary (PS) of MINAGRI and co-chaired by the WFP Country Director will oversee the programme implementation and guide its sustainability. A National Program coordinator (NPC) will be responsible for programme coordination and smooth implementation, in close coordination with technical working group (TWG) who will continue to meet regularly and provide backstopping support.

In Rwanda, the lead agency is WFP due to its strong field presence and experience with smallholder farmers, its food assistance innovations also provide an operational space for promoting rural women's access to market opportunities and income.

The UNRCO will be responsible for ensuring alignment between the JP and the UNDAF II, ensuring quality assurance of the programme as well as coordinating timely reporting of the results including the financial aspects of the joint programme.

#### **5. FUNDS MANAGEMENT ARRANGEMENT**

The joint programme will use a Multi-Donor Trust Fund (MDTF) modality to ensure transparency, accountability, and efficiency. UN Women, FAO, IFAD, and WFP will continue to use the UNDP Multi-Partner Trust Fund Office (MPTF Office) to serve as their Administrative Agent (AA) for this Joint Programme. The AA will be responsible for a range of fund management services, including:

- Receipt, administration, and management of donor contributions;
- Transfer of funds approved by this Joint Programme to Participating Organizations;
- Consolidation of statements and reports, based on submissions provided to the AA by each Participating UN Organization;
- Synthesis and consolidation of the individual annual narrative and financial progress reports submitted by each Participating Organization for submission to donors through the Steering Committee.

All documentation related to the programme including narrative and financial reports and other statements will be made available on the website of the MPTF Office online gateway to ensure transparency and accountability. Each agency will be responsible for its own fund's accountability, but reports shall be consolidated at the lead agency level.

Under the pooled funding modality, participating UN agencies and donors pool their resources under the management of the Managing Agent, which will be accountable programmatically and financially for the utilization and management of these funds as well as for narrative and financial reporting. The Rwanda Sustainable Development Fund (Rwanda SDF 2018 - 2023) established under UNDAF II is one of the proposed vehicles for new resources pooled by donors to support the Joint Programme.

#### **Role of the UN Resident Coordinator's Office**

The Resident Coordinator will strengthen authority and leadership of this joint programme by providing strategic guidance, advocacy and resource mobilization strategy to implement the programme. The Resident Coordinator will ensure that operational activities for development are focused on advancing sustainable development and that communication and advocacy are done to

achieve the SDGs in a way that leaves no one behind and ensures respect for and protection of, human rights and gender equality.

The Resident Coordinator's Office (RCO) will ensure alignment between the UNDAP II result framework and the Joint Programme. RCO will also be responsible for the quality assurance of the programme as well as coordinating timely reporting of the results including support in data and financial aspects, results management and reporting to account for the UNDAP II.

The Lead Agency will share strategic meetings related to the Joint Programme that require the Resident Coordinator to participate and give leadership orientation.



## **6. MONITORING, EVALUATION, REPORTING AND KNOWLEDGE MANAGEMENT**

The monitoring, evaluation and reporting of the joint programmes will be done under the overall UNDAF implementation arrangements including the results groups, the results framework and through UNINFO. The monitoring will also take into account operations and communications related aspects.

The JP RWEE programme activities have been designed in line with the programme result areas, and indicators have been developed to help track the results. It is planned that the joint programme will build on and enhance previous phases' practices to ensure regular data collection on key indicators and the production of quality M&E reports. A midterm evaluation and end line evaluation are anticipated to assess the results achievement, the programme effectiveness, efficiency, and sustainability.

### **6.1. Monitoring**

An inter-agency M&E team comprised of the JPRWEE focal points from the four participating UN agencies has been proposed to conduct joint monitoring and evaluation, in collaboration with the Lead Agency Country Representatives. Key monitoring and evaluation activities outlined in JPRWEE proposal and include; (i) Quarterly JPRWEE reviews at which the four UN agencies and stakeholders will review the progress made against targets set in this joint work plan; each agency shall be allocated specific indicators to track and report on; (ii) joint field monitoring of activities and interventions by the steering committee and the technical working group; (iii) support to national quantitative and qualitative data collection and analytic studies including the bean value chain study, the finance value chain study, the agriculture gender strategy revision and the women Empowerment in Agriculture Index (WEAI); (iv) Support evaluation of the JPRWE interventions planned.

As a lesson from the previous JP-RWEE phase, the lack of dedicated data to track JPRWEE indicators that inform the Performance Monitoring Framework will be solved by an evaluation and data collection and monitoring activities have been planned. PMF JPRWEE indicators are aligned to, NST1 and upcoming UNDAF2 results and correspond to specific SDGs, activities aim to increase technical and financial capacity to generate, disseminate and use quality disaggregated data aligned to the national frameworks (NST1 & PST4) to inform policies and programs in development and specifically gender equality and women empowerment in agriculture.

### **6.2. Reporting**

M&E reports will provide lessons and good practices to scale up the programme. The current proposal targets have been designed based on the data and information from the previous phases. A results framework with a set of indicators has been annexed to this proposal, which will be used to track evidence-based results on output and outcome levels. Regular quarterly, bi-annual and annual reports shall be prepared and submitted to relevant partners.

JP RWEE technical team will document participants' human interest stories, success stories and major achievement to ensure that the capacity building benefits, and other interventions through the joint programme are sustained beyond the programme's duration. Furthermore, implementing partners and



participating agencies quarterly progress reports will be analysed to inform biannual and annual progress reports.

It is planned that qualitative data will be collected through focus groups discussions (FGDs), human interest stories, observations at the field, semi-structured interviews with government stakeholders, and district level partners, key informant interviews with

The monitoring, evaluation and reporting of the joint programme will be done under the overall UNDAF implementation arrangements including the results groups, the results framework and through UNINFO. The monitoring will also take into account operations and communications.

### **6.3. Communication and Knowledge management**

Communication and knowledge management are very critical initiatives to M&E; hence special considerations have been made in this plan to improve these two areas to complement M&E data with qualitative data. As a result; knowledge management and communication activities have been planned to support the visibility of the joint programme on a regular basis; this is envisaged to support resource mobilization for the future of the joint programme. Communication and knowledge products such as human-interest stories, good practices, success stories, small booklets, documentary videos, newsletters and supplements in newspapers shall regularly be prepared and disseminated to relevant stakeholders (Donors, JPRWEE YouTube channel, websites of participating agencies and the media houses, etc...).

Both the communication and Knowledge Management (KM) activities will generate and disseminate qualitative data of the joint programme. WFP will take the lead in coordinating KM and communication activities with other agencies and implementing partners.

### **6.4. Evaluation**

Evaluations for the joint programme are planned with the support of external consultants, which will provide insights on the status of results achievement at impact, outcome and output level and inform and provide lessons learned and good practices for a possible scale-up of the joint programme. The evaluation will also foster resource mobilization efforts. A budget is also allocated to support MINAGRI's launch of the Women Empowerment in Agriculture Index (WEAI) this has been planned jointly and in partnership with MINAGRI. It is envisaged that the WEAI will provide data on a regular basis to inform monitoring and evaluations of the joint programme, but most importantly it will provide baseline values on the status of women in agriculture, and track the women empowerment responsiveness of different agricultural programmes with disaggregated data. The index will help in identifying key areas in which empowerment for both women and men needs to be enhanced across the five key domains of empowerment namely: decisions about agricultural production, access to and decision-making power about productive resources, control over the use of income, leadership in the community and time allocation. Results from the WEAI will be used to also inform the JP RWEE final evaluation.

## **7. LEGAL CONTEXT**

The Government of Rwanda represented by the Ministry of Finance and Economic Planning (MINECOFIN) and the United Nations in Rwanda represented by the UN Resident Coordinator and Heads of participating agencies signed the United Nations Development Assistance Plan 2018 - 2023



on 31 July 2018. The UNDAF II is the One UN's commitment to the implementation of the Rwandan National Strategy for Transformation (NST1). The UNDAF II is implemented through Joint Programmes, including the present Joint Programme on accelerating progress towards rural women economic empowerment in Rwanda (JP RWEE).

All UN agencies participating in the Joint Programme will sign the United Nations Standard Memorandum of Understanding for the Rwandan Sustainable Development Fund (SDF). Additional cooperation or assistance agreements may be required between UN Agencies and national implementing partners, especially within the framework of the parallel funding modality. Agreements may vary based on the UN agency concerned.

JP RWEE implementing partners agree to undertake all reasonable efforts to ensure that none of the SDF funds received pursuant to this Joint Programme are used to provide support to individuals or cooperatives associated with women empowerment and that the recipients of any amounts provided by participating UN organisations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).

## 8. WORK PLANS AND BUDGET

The joint programme work plans will detail the activities to be carried out within the Joint Programme as well as the responsible implementing partners, timeframes and planned inputs from the participating UN organizations. The applicable workplan format is provided under Annex C.

The workplan will form the basis of resource transfers to implementing partners and will be agreed upon between the implementing partners and participating UN organizations. An annual work plan of six months (July 2018 to June 2019) will be aligned to the Government of Rwanda fiscal year (July to June). The work plans will be presented to and are subject to approval by the joint programme Steering Committee and will be subject to regular reviews. Any significant revision of the joint work plans is subject of approval by the joint programme Steering Committee. Based on the annual Joint Programme workplace, implementing partners will submit quarterly work plans to the respective participating UN agencies. These work plans form part of the agreements signed between the UN agencies and the implementing partners. Implementing partners will report to UN agencies against these quarterly work plans. The detailed work plan is on annex B.

### 8.1. Work Plan Format

8.1. WORK PLAN FORMAT

UNDAP Outcome 1:										
UN organizati on-specific Annual targets	UN organizatio n	Activ ities	TIME FRAME				Implementi ng Partner	PLANNED BUDGET		
			Q 1	Q 2	Q 3	Q 4		Sourc e of Funds	Budget Descriptio n	Amount
JP RWEE Output 1.1:										
WFP										
FAO										
IFAD										

UN Women										
Planned Budget Output 1 (including programme cost and indirect support cost)										
Total budget WFP										
Total budget FAO										
Total budget IFAD										
Total budget UN Women										
JP Output 1.2:										
WFP										
FAO										
IFAD										
UN Women										
Total Planned Budget Output 2 (including programme cost and indirect support cost)										
Total budget WFP										
Total budget FAO										
Total budget IFAD										
Total budget UN Women										
WFP										
FAO										
IFAD										
UN Women										
Total Planned Budget Output 2 (including programme cost and indirect support cost)										
Total budget WFP										
Total budget FAO										
Total budget IFAD										
Total budget UN Women										



## 8.2. Budget

**Budget:** The budget below excludes budget contributions from the government (MINAGRI) and Implementing partners (NGOs)

PROGRAMME BUDGET					
CATEGORY	FAO	IFAD	WFP	UN WOMEN	TOTAL (\$)
1. Staff and Other Personnel Cost (cannot exceed 10%)	10,000	7,000	53,000	10,000	80,000
2. Supplies, Commodities, Materials	64,157	-	-	-	64,157
3. Equipment, Vehicles and Furniture including Depreciation	7,900	-	10,000	3,000	20,900
4. Contractual Services	41,839	-	60,000	5,536	107,375
5. Travel	12,000	-	15,079	1,992	29,071
6. Transfers and Grants Counterparts	58,087	203,250	93,462	132,500	487,299
7. General Operating and Other Direct Costs	15,000	-	29,052	14,116	58,168
Total Programme Costs	167,144	154,000	260,593	167,144	748,881
8. Indirect Support Costs (cannot exceed 7%)	11,700	10,780	16,939	11,700	57,985
<b>TOTAL</b>	<b>178,844</b>	<b>164,780</b>	<b>277,532</b>	<b>178,844</b>	<b>800,000</b>

**NOTE:** MINAGRI Contribution = \$321,178

IPs (NGOs) contribution = \$57,078

ASAP Contribution = \$227,275

UN Women Core funds = \$50,000

Districts (Land) = \$22,857

Contribution of agencies to coordination = \$216,164

Total funds = \$1,644,552

## Annex 1. Results and Resources Framework

## Annex 2. Workplan Format

VS

**Abstract**











Output 1.4: Rural women have greater capacity to enhance and control local food security reserves and their production.	Technical assistance to support JPRWEE rural women smallholder farmers benefiting from BFW to expand and apply their business development and business management skills to boost their agri-business performance and productivity and ensure their protection from income shocks and risks	FAO & IFAD	Scale up the water harvesting Technology (water harvesting tanks)	INADES	JPRWEE	\$ 53,250			
	Train trainers on Labour Saving Technologies (LST) construction, utilization and maintenance; such as Energy Saving Stoves/furnaces	FAO	Facilitate the construction of model Labour Saving Technologies and sensitize all members to construct energy saving stoves/furnaces	INADES	JPRWEE	\$ 15,000			

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**JP Outcome 2: Rural women have increased income to secure their livelihoods.**

Output 2.1: Rural women have enhanced entrepreneurship skills and value chains to access markets for their products	UN WOMEN	Empower rural women to run viable micro businesses through training on business planning, financial management, marketing skills facilitate market linkage and access to other information on business development.						IMBUTO FOUNDATION	JPRWEE		\$ 66,500
	UN WOMEN	Facilitate beneficiaries' access to markets for horticulture and artisanal products through entrepreneurship trainings and the establishment of linkages to interested buyers or market locations.						IMBUTO FOUNDATION	JPRWEE		
	UN WOMEN	Training women's groups and supporting them to set up and manage functioning saving schemes (VSLAs) for increased access to finance for creating or strengthening existing micro businesses						CARE International	JPRWEE		

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	UN WOMEN	Train on financial literacy to empower rural women access micro credit from Micro Finance, SACCOs and financial institutions to start/run micro enterprises at the community level.					CARE International	JPRWEE			
	FAO	Build the capacities of women farmers in agricultural techniques and technology transfer through Farmer Field Schools						JPRWEE			\$ 31,394
Output 2.2: Rural women have increased access to decent wage employment opportunities.	UN WOMEN	Train and facilitate targeted women on how to secure contract farming						JPRWEE			\$ 50,000
		Organize information-sharing workshops to carry out mobilization through awareness-raising sessions on agri-business.					IMBUTO FOUNDATION				

	<b>UN WOMEN</b>	Organize and support the participation of rural women agricultural producers and processors into agricultural supply chains that will link them to agro- inputs dealers, agro-service providers, aggregators and marketers and other actors in the value chains fit for the RWEE project.				<b>IMBUTO FOUNDATI ON</b>	<b>JPRWEE</b>		
	<b>UN WOMEN</b>	Provide toolkits to Vocational Training graduates identified among targeted beneficiaries to start income generating activities				<b>IMBUTO FOUNDATI ON</b>	<b>JPRWEE</b>		
	<b>UN WOMEN</b>	Promote Gender mainstreaming into VUP programs in rural areas.				<b>IMBUTO FOUNDATI ON</b>	<b>JPRWEE</b>		
	<b>UN WOMEN</b>	Support the implementation of Gender Agriculture Strategy.				<b>IMBUTO FOUNDATI ON</b>	<b>JPRWEE</b>		



Outcome 3: Rural women have enhanced leadership and participation in their communities and in rural institutions, and in shaping laws, policies and programmes.									
Output 3.1: Rural women have enhanced leadership and participation in their communities and in rural institutions, and in shaping laws, policies and programmes	WFP	Train and coach rural women on cooperative leadership and management and advise towards formal/legal cooperative status.  Organize Study tours and Benchmarking visits (RWEE Cooperatives to learn from more advanced WFP supported Cooperatives and others elsewhere in the country).					INADES	JPRWEE	\$ 25,010
	UN WOMEN	Promoting and/or strengthening women leadership and participation in the management and governance of rural communities and productive institutions/organizations					IMBUTO FOUNDATION	JPRWEE	\$ 15,000
		Capacity-building and training to rural women in leading roles supported by coaching, mentoring and exposure visits.					IMBUTO FOUNDATION	JPRWEE	

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		to promote the participation and leadership of women in Producer Organizations through better governance and structures							
Output 3.2: Rural women, including young women have enhanced confidence and leadership skills to take an active part in local governance systems.	WFP	Train and coach rural women on cooperative leadership and management and provide advise towards formal/legal cooperative status.			INADES	JPRWEE		\$ 10,200	
	UNWOM EN & FAO	Organize Study tours and Benchmarking visits (RWEE Cooperatives to learn from more advanced WFP supported cooperatives and others elsewhere in the country).			IMBUTO FOUNDATI ON	JPRWEE		\$ 10,000	
		Organize panel discussions to sensitize and mobilize women to build their confidence and take up local leadership roles.			IMBUTO FOUNDATI ON	JPRWEE			
Outcome 4: A more gender responsive policy environment is secured for the economic empowerment of rural women									

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# Annex C – Budget

PROGRAMME BUDGET						
CATEGORY	FAO	IFAD	WFP	UN WOMEN	TOTAL (\$)	
1. Staff and Other Personnel Cost (cannot exceed 10%)	10,000	7,000	53,000	10,000	80,000	
2. Supplies, Commodities, Materials	64,157	-	-	-	64,157	
3. Equipment, Vehicles and Furniture including Depreciation	7,900	-	10,000	3,000	20,900	
4. Contractual Services	41,839	-	60,000	5,536	107,375	
5. Travel	12,000	-	15,079	1,992	29,071	
6. Transfers and Grants Counterparts	58,087	203,250	93,462	132,500	487,299	
7. General Operating and Other Direct Costs	15,000	-	29,052	14,116	58,168	
Total Programme Costs	167,144	154,000	260,593	167,144	748,881	
8. Indirect Support Costs (cannot exceed 7%)	11,700	10,780	16,939	11,700	51,119	
TOTAL	178,844	164,780	277532	178,844	800,000	
NOTE:						



MINAGRI Contribution = \$ 322,411  
IPs (NGOs) contribution = \$57, 078  
ASAP Contribution = \$227,275  
UN Women CORE Budget = \$53, 320  
Districts (Land) = \$22,857  
Contribution of agencies to coordination = \$216,164  
Total funds = \$1,699,105

### Annex 3. Implementing partners pre-identified under the parallel funds management modality

UN Agency	Implementing Partners
WFP	INADES Formation
	Rwanda Cooperative Agency (RCA)
FAO	INADES Formation
	Ministry of Agriculture and Animal Resource (MINAGRI)
IFAD	SAFE
	Duhamic ADRI
	Young Women Christian Association (YWCA)
	ADEPE
UN Women	Imbuto Foundation
	CARE International

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#### Annex 4. Joint Programme Result Framework

The JP RWEE Performance Monitoring Framework is aligned to the UNDAPII results framework and its outcome and output indicators, baselines and targets. The joint programme reporting and monitoring will therefore follow UNDAPII instruments, including UNINFO. The UNDAPII review foreseen for June 2019 and the midterm review will offer an opportunity to review UNDAPII indicators and, where indicated, propose adjustments to ensure that the indicators measure the full scope of the proposed programme. Relevant indicators from the NSTI have been added to the performance monitoring framework to measure the Joint Programme's contribution to the achievement of the set targets

Results (O/C & O/P)	Alignment to UNDAPII II /NSTI	Indicators	Baseline (2017)	Target (2023)	Data source	MoV	Risks & Assumptions
UNDAPII Outcome 2: By 2023 Rwandan institutions and communities are more equitably, productively and sustainably managing natural resources and addressing climate change.		% of public and expenditure in environment, natural resources, biodiversity, climate change, as part of total public expenditure.	2.5% (2013)	5% (2023)	Public environment expenditure report (2013), Biodiversity expenditure review.	Annual sector budgets with funds on climate change and natural resources	Green growth and climate change continue to be GoR priority. International conventions continue to keep the issue prominent.
		% of households using biomass as a source of energy for cooking. (Disaggregated by sex of HH).  % change in agricultural production by	83.3% (2014)	42%	NST Draft (Pg. 27).	Field reports on biomass usage  Production records of women farmers	Climate change and other natural disasters. Global leaders' policies and influence on thematic funding and availability of resources.

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		women farmers in targeted areas disaggregated by crop production and livestock							Absence of production records by rural women
Outcome 1: Rural women have improved food and nutrition security	N/A	% change in agricultural production of women farmers in targeted areas disaggregated by crop production and livestock	30%	50%	Food Annual Program report 2015	Records from Agronomies at the sector office and Production (Harvest) records from women cooperatives and women groups	Fluctuation of market prices and tight competition leading to reduced profit for rural women; WFP market highly dependent on external funding flows taking not seasonality into account.		
		1.2: Households food consumption pattern (Dietary diversity) disaggregated by meals per day and food composition (% change over baseline)	Consumption Score Southern and Eastern Province is 5 & 6 Respectively 61% have 2 meals/day	"Consumption Score of 8		Food Consumption Score	Animal disease outbreak affecting circulation of livestock and acquisition of new stock due to health issues.		
Output 1.1: Rural women have increased access to resources, assets and services critical for their food		1.1.1: Number of rural women in targeted areas accessing credit disaggregated by	300 women 24% (Women in Cooperatives) 35% (individual	55%	FINSCOPE 2016 & FAO Baseline report	Implementation Progress reports	Weak governance among FOs undermining collective marketing efforts.		

and nutrition security	individual, women groups and women cooperatives (% change over baseline)	women) 10 % of cooperatives started the process of asking for loans				
	1.1.2: Number of rural women accessing extension services (% of increase over baseline)	974 30%	2604 70%	FAO (Base des données) & Action plan for targets	Field Visits	Limited willingness of financial institutions to lend to agriculture sector
	1.1.3: Number of rural women in targeted areas utilizing improved production techniques (% change over baseline)	30%	60%	FAO reports Programme's progress report	Field Visits	Resistance against rural women's leadership and participation
	1.1.4: Number of households with kitchen gardens and small livestock in targeted areas	167	1574 HH Kitchen gardens & 754 HH Livestock	Baseline report for FAO targets and field visits	RWEE Progress reports from Implementing Partners	Gender disaggregated data are not available to compute the women's empowerment in agriculture index Low capacity within Participating UN

<p><b>Output 1.2: Rural</b> women have greater capacity to enhance and control local food security reserves</p>		1.2.1: Number of women-led and managed local food security reserves in target groups disaggregated by household level and cooperatives levels	30	1000	Field visit reports and progress reports	Cooperative records and Progress reports	Limited access to food reserves materials,  Low uptake level of PHHS equipment and materials	agencies at C country level to train Oversight Institutions.
		1.2.2: % of rural women accessing innovative food processing units	29.58%	30%	FAO Baseline study	Field Visit reports	Limited funds to provide food processing units to all beneficiaries	
<p><b>UNDAP Outcome 1:</b> By 2023 people in Rwanda benefit from more inclusive, competitive and sustainable economic growth that generates decent work and promotes quality livelihoods for all.</p>	N/A	% Post harvest crop losses.	30% (2016)		Labour force survey.	Survey reports	Continued government buy-in and support to the results articulated. Successful UN reform leads to more efficient implementation.	
		Indicator 1.3: Agriculture value added as % of GDP.  Unemployment rate by sex and age. % of population living in urban areas.  Total Investment (disaggregated by	34.63% (2014)  "Total: 16.7% (Youth: 21% Male: 16.1% Female: 17.5%) " 17% (2013/14) Total Investment /GDP 25.5%	5% 2017)  35%  85%	Private Sector Backward Looking Exercise, National Statistics. Labour force survey.	National statistics (data)	Rwanda is landlocked and is susceptible to political instability in the region which	



	FDI / domestic) as % of GDP.	(FDI/ 0.006% (2016), Domestic 13.5% 91% (2017)				may lead to a loss of trading partners and FDI.
	% of Total employment with main job in informal sector.					Unpredicatable financial resources to facilitate implementation.
Outcome 2: Rural women have increased income to secure their livelihoods	2.2: -Proportion of rural women in targeted areas with financial independence over their agriculture production incomes (income domain of the WEAI)	31%	62%	Information from field visit to targeted areas	Survey report and meeting records	Limited resources (finance and human) to undertake a successful WEAI survey with quality data
	2.1.1: Number of rural women trained in Entrepreneurship skills and value chains	0	90	Field reports and programme report 2015	Training Reports	Limited application of acquired entrepreneurship skills
Output 2.1: Rural women have enhanced entrepreneurship skills and value chains to access markets for their products	2.1.2: Number of rural women's cooperatives and women groups with agriculture production sales to markets	2	51	Annual report and 2 out of 4 Cooperatives visited sell part of their produce to WFP	Rwanda Cooperative Agency database Joint Field Reports by RWEE partners	Failure to meet market requirements, Limited production to sell to markets, Limited market access

Output 2.2: Rural women have enhanced capacity and opportunities to play an active role in agribusiness	2.2.1: Number of women employed who entered the formal labour market or initiated self-employment activities	1000	2500	Women Economic Empowerment documents	Field reports	Presence of employment opportunities
	2.2.2: Number of women involved in agro-processing, and other value adding or innovative agribusiness activities.	71	920	Program reports	Field report	Access to agro processing units, Enough production to meet processing activities
Outcome 5: By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.	5.5: Gender Gap Index (GGI).	0.82	0.85	survey	GGI	Delays in adopting policies and strategies
	5.6: % of women holding positions in decision making organs.	July 2018 (1) Parliament lower chamber: 63.7% (2) Parliament - Senate: 38% (3) Cabinet:	(1) 63.7% (2) 40% (3) 45%	Secondary data review and analysis	National Institute of Statistics of Rwanda (NISR), National Gender Statistics Report.	Political will from the Government of Rwanda

<sup>28</sup> The July 2018 baseline data corresponds to the baseline referenced in the UNDP II monitoring framework. Since October 2018, women occupy 50 percent of ministerial portfolios, 61 percent of the seats in the Parliament Chamber of Deputies, 38 percent of the seats in the Senate, and 43.5 percent of councilors' seats at local government level.





	<b>3.3: % of rural women who are members of land committees</b>	-		40%	Cooperatives records	Cooperative reports	Absence of land committees in the programme areas
	<b>3.4: Proportion of rural women in targeted areas with active leadership and decision making roles</b>	43.30%		50%	NEC and GMO records	District and Sector level leadership records	Failure to speak out and contribute to decisions even as leaders
<b>Outcome 5: By 2023, people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.</b>	<p>% of women aged 15-49 who have ever experienced violence (by type).</p> <p>0.82</p> <p>(1) Parliament lower chamber: 63.7%</p> <p>(2) Parliament - Senate: 38%</p> <p>(3) Cabinet: 40%</p> <p>(4) Districts Mayors: 20%</p> <p>% of women holding positions in decision making organs</p>	<p>July 2018</p> <p>July 20182023</p> <p>(1) 63.7%</p> <p>(2) 40%</p> <p>(3) 45%</p> <p>(4) 30%</p>	% of women aged 15-49 who have ever experienced violence (by type).	<p>National Institute of Statistics of Rwanda (NISR),</p> <p>National Gender Statistics Report.</p> <p>Delays in adopting policies and strategies / Political will from the Government of Rwanda</p>			
<b>Output 3.1: Rural women, including young women have enhanced confidence</b>	<b>3.1.1: Proportion of rural girls enrolled in secondary education</b>	42.50%	-		MINEDUC year book and district reports	Records from the MINEDUC reports and districts reports	Sensitization of girls to enrol and stay in secondary education

and leadership skills to participate in local governance	3.1.2: Number of women candidates in rural councils' elections	30%	50%	National Election Commission database	NEC database	Limited confidence by some women to aspire for local council elections
Output 3.2: Rural women have greater organisational capacities to form, sustain and participate into POs, cooperatives and unions	3.2.1: Number of informal rural women's groups who join formally registered POs, cooperatives and unions (% change from baseline)	4 10%	7.6 15%		POs and Cooperatives records	Limited advocacy for the women to join formal POs  Lack of pro-activeness by rural women
	3.2.2: Number of POs, cooperatives and unions that adopt a gender policy/strategy and/or a women's quota for their board	12	51	Within 12 cooperatives implementing greenhouse project, 94% of participating farmers are women and 90% holding top leadership positions	Policy/Strategy documents on gender equality	Low adoption rate
Output 3.3: Rural women including young women have increased capacity to engage in and influence relevant policy forums at	3.3.1: Extent to which rural women's coalitions adopt common positions to influence national and regional policy forums on the new	0	45% of Women Coalitions	UN Women reports	Meeting Minutes (Meeting Resolutions)	Lack of information about national policy for a for rural women participation



national and regional levels	SDGs and Rio+20 follow up						
<b>Output 3.4:</b> Rural women, including young women have enhanced awareness on their rights in a more supportive community/local environment	<b>3.4.1:</b> Proportion of rural women and young women participating in community listening clubs	30%	60%	The Community Listening campaign report reached	Field reports and progress reports	Absence of active community listening clubs in implementing districts	
<b>Outcome 6:</b> By 2023, people in Rwanda participate more actively in democratic and development processes and benefit from transparent and accountable public and private sector institutions that develop evidence based policies and deliver quality services	% of citizen satisfaction in their participation in elections.  % of citizens satisfied with holding leaders accountable.	87%  81.60%	90%  85%	RGB/RGS, CRC.  RGB/RGS, CRC.	Election reports  Satisfaction survey report	Political will and stability in the region.  A conducive environment for CSOs to influence policies / strategies.	
<b>Outcome 4:</b> A more gender responsive policy environment is secured for the economic empowerment of rural women	<b>4.1:</b> Total budget and donor funds allocated to programmes benefitting rural women per year	RWF163.2 billion	RWF 212.2 billion (30% increment)	Gender related action plans and budget	The Gov. of Rwanda allocated RWF163.2 billion (US\$212.6 million) for	Limited or lack of budget allocation to rural women related programmes	



<p><b>Output 4.1: Policy makers and parliamentarians have enhanced capacities to effectively mainstream gender into land, food, agriculture, nutrition and rural employment policies, laws and budgets</b></p>							Rural Development in 2015.	
		4.2: Number of countries with special measures to guarantee women's equal rights to landownership and control	-	-	-	-	Existence of special measures to guarantee women rights	
		4.1.1: Number of laws to secure rural women's ownership over productive resources	3	-	-	Victims to leading Actors, Rwanda's Gender Dividends	Limited laws and policies and Poor implementation of the policies, or enforcement of the laws	
		4.2.1: Number of national policies and laws that make provisions for gender equality and women's empowerment	9 policies and laws	-	-	Victims to leading Actors, Rwanda's Gender Dividends	Non-implementation of the policies/strategies	
		4.1.3: Extent to which national land, food, nutrition, agricultural and rural development policies and laws make	3 laws on land rights have been enacted and do favour agriculture and rural	-	-	Victims to leading Actors, Rwanda's Gender Dividends	Limited advocacy for the development policies on land, food and nutrition	

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	provisions for gender equality and women's	development					
<b>Output 4.2:</b> Availability of Gender tools and data to track progress in the economic empowerment of rural women		<b>4.2.1:</b> Number of countries where the "Women's empowerment in agriculture index" (WEAI) is piloted or mainstreamed in National Statistics	3 Countries piloted (Bangladesh, Guatemala and Uganda) in 2012 and WEAI conducted 13 countries in 2014		Piloting the Women's Empowerment in Agriculture Index 2012 & Women Empowerment Global Synthesis Report 2014	Survey report (Domains to assess include; Production, Resources, Income, Leadership, and Time,	Limited resources (finance and human) to undertake a successful WEAI pilot with quality data
		<b>4.3.1:</b> Participation rate of rural women in dialogues on agriculture, rural development and land disaggregated by national, regional and global	75% of governmental institutions and national mechanism	95% of governmental institutions and national mechanism	Review of existing policies and strategies; The GoR promotes enabling environment and the policies on Rural women development	Policy documents and Laws	Lack of confidence by rural women to actively participate in dialogues, A risk of excluding rural women in national and regional level dialogues
<b>Output 4.3:</b> An enabling environment is promoted to reflect rural women's priorities in regional policy processes							