



Rwanda Civil Society Platform

RCSP

REPORT ON GENDER RESPONSIVE BUDGETING 2019-2020.
Rwanda civil society analysis of Gender budget statements

December 2019

EXECUTIVE SUMMARY

Rwanda civil society seeks to actively contribute to national policy making and dialogue. In this regard, Rwanda civil society has analyzed the gender budget statements from various ministries and districts. The analysis presents findings from the budget statements, highlighting levels at which public institution and districts have undertaken gender mainstreaming. This report is presented at a time when the country is highly appreciated by the rest of the world on the efforts made towards gender mainstreaming especially at policy level.

A number of challenges emerge from the gender budget statements analyzed by the Rwanda civil society platform. First, are twin items that continue to constrain gender budgeting and mainstreaming in Rwanda — (i) the non-use of sex disaggregated data presented in survey reports and studies (ii) the limited capacity to analyse gender gaps existing in programs and subprograms of sectors. Rwanda civil society platform urges the government of Rwanda to consult widely on how to deal with these constraints as they important for gender mainstreaming in the long-run. Second, are the inconsistencies in the gender budget allocation in programs. Third, the country's main sectors are less gender budgeted for in the gender budget statements. It is doubtful that such sectors which employ majority of the population would have an impact on gender mainstreaming if they are not given due diligence on gender budgeting.

This analysis underscores the significant contribution of gender budgeting by the ministries and districts to Rwanda's economy. Rwanda civil society platform, however, notes that analytical skills to clearly identify gaps are lacking and recommends that the government further provide gender analytical skills through capacity building of the technical personnel. Further, we emphasize the need gender equality dimensions to be systematically mainstreamed in different accountability mechanisms like IMIHIGO, public hearings, umuganda and others.

The government must put in place measures to ensure that the gains made so far in gender mainstreaming are not lost as a result of the poor analysis of the gender gaps. Rwanda civil society platform believes the recommendations proposed will also provide the necessary stimulus for increased gender mainstreaming, and general improvement of the economy. Rwanda civil society therefore recommends that the executive and parliament imposes stiffer sanctions on planning officers and budget officers of the ministries, whose institutions have undermined the deep analysis of gender budget statements, and where gender budgets are inconsistent.

1. INTRODUCTION

Recognizing the critical need for gender mainstreaming and women empowerment, with an objective of streamlining the allocation of budgetary resources and meet private and public-sector demands, the Government of Rwanda (GoR) established various gender machineries whose mandate is to promote, facilitate, and guide the development of gender equality and equal benefit. This was to be achieved through a strong and dynamic coordination among the gender machineries like; Ministry of Gender and family promotion, Gender Monitoring Office, supported by international agencies such as UN-Women. As such, the GoR has developed gender budget statement as a tool, whose objective is to improve and promote gender equality and treatment among men and women, boys and girls, through the planning and budgeting process at national and local administrative levels.

Gender budget statements provide a basis to analyse the efficiency of countries in implementing gender equality and women's empowerment. It is through the gender budget statements that governments can structure their spending and taxation processes to advance gender equality. Following a policy dialogue that was held in 2018 by the Rwanda Civil society Platform, where a number of recommendations were suggested and based on the presentation of the 2019/20 government of Rwanda budget framework paper, the Rwanda civil society platform proceeded to analyze the gender budget statements annexed on the budget framework paper, and analyzed the gender budget statements of 5 districts.

In analyzing the gender budget statements in the budget framework paper, the civil society platform also referred to other policy documents, such as, the national gender policy, National Strategy for Transformation 1, as well as sectoral policies and other government reports. This report presents our analysis of the gender budget statements for the fiscal year 2019-2020 and makes proposals for future consideration by the Ministry of Finance and Economic Planning and the gender machineries to enhance gender mainstreaming.

1.1 Key achievements on Gender mainstreaming

The government of Rwanda has undertaken a holistic approach towards gender mainstreaming to ascertain inclusive growth and development. Gender equality has been considered a cross cutting sector across all development agenda and is well elaborated in nearly all key development strategies. The National Strategy for Transformation 1 is one of the key development strategies that elaborates how gender mainstreaming has to be implemented. At the helm of it, gender mainstreaming is enshrined in the Rwandan constitution. The policy and legal frameworks set a conducive environment in Rwanda, where realization of gender equality, equity and empowerment of women across different sectors has shown a positive effect.

The legal and policy frameworks that have greatly contributed to implementation of gender equality in Rwanda include some of the following:

- ***The Constitution of the Republic of Rwanda*** of 2003 revised in 2015, which enshrines the principles of gender equality and women's rights and provides for the minimum 30% quota for women in all decision-making organs. This has been abided with in many decision making levels from the lower administrative entities of the local government up to the executive.
- ***National Gender Policy 2010, which has been revised***, envisages to set the Rwandan society free from all forms of gender based discrimination and create an environment where both men and women equally contribute to and benefit from the national development goals. The various sector development strategies have included the gender mainstreaming, to facilitate the implementation of programs, sub-programs with a borrowed leaf from the national gender policy.
- ***Sector strategies*** have elaborated the implementation mechanisms of their programs in with a gender perspective and orientation. With a national gender policy as a guiding reference strategy, sectors such as agriculture, infrastructure, education, and others have developed gender mainstreaming strategies to guide their strategic interventions on the promotion of gender equality and empowerment of women and girls.
- ***Girls' education policy 2008*** provides guidance of the girls' education policy is to guide and promote sustainable actions aimed at the progressive elimination of gender disparities in education and training as well as in management structures.
- ***National Policy against Gender Based Violence 2011*** with an overall objective of eliminating gender-based violence through the development of a preventive, protective, supportive and transformative environment.
- ***Law N° 43/2013 OF 16/06/2013 Governing Land in Rwanda***, which provided basis for land reforms in Rwanda, that elaborated on how women and men should have equal rights and enjoyment over their land properties. The law has given rights for both men and women to have land titles registered in their names and this has facilitated especially women to access loans from financial institutions and engage in income generating activities such as small scale trade and off farm activities.
- ***Law N°27/2016 of 08/07/2016 Governing Matrimonial Regimes***, which emphasizes the equal accessibility to and management of family patrimony. The law provides that both boys and girls have the same rights to inherit properties from their parents. This law was revised in 2016 and is, being implemented at all levels of administrative entities.
- ***Organic Law N° 12/2013/OL of 12/09/2013*** on State Finances and Property which ensures gender commitments are realized. Gender responsive planning and budgeting programme (GRB) was adopted by the Government of Rwanda. The implementation of the programme was further reinforced by a law that stepped up accountability on financing for gender equality, providing mandatory gender responsive planning and reporting through Gender Budget Statements (GBS).

The above legal and policy frameworks have contributed tremendously to the consistent gender mainstreaming in various institutions for both men and women, girls and boys. Some of the key gender mainstreaming achievements include;

- Government has fulfilled the constitutional obligation of having a number of women in decision making organs, where the executive has more than 50 percent of the female, while the parliament has 61 percent of women. Still, this has been surely implemented in the local administrative entities like districts, provinces and other institutions. There is still lack of same connotational obligation in the private sector.
- Women have gained skills through the National Employment Program (NEP) where they have been trained on various trades like tailoring, welding, construction , mechanics, culinary and others. The implementation of the NEP has prioritized gender mainstreaming in the development of the skills development program.
- Enrollment in schools and universities has increased for the girls, compared to previous 5 years. This has been due to the school feeding initiatives and equal opportunities elaborated in the education sector strategy. More, girls' students' enrolment in science subjects has also increase from 20 percent to more than 35 percent.
- The current achievement of where that value added tax on sanitary pads has been scraped off. This shall pave way for accessibility by the girls and women, thus ensuring sustainable health. Such an initiative indicates the extent to which gender mainstreaming has advanced and taken center stage.
- The government through the Business Development Fund has facilitated women with access to finance even though the numbers are still below the expected level. Women no longer fear to engage and take risks in business activities. Women have even moved into the previously termed as “business for men” such transport, construction to venture into the available opportunities.
- The government through the Ministry of gender and family promotion has developed a reporting template (Gender Management Information System) which will be used for reporting on the gender mainstreaming status.
- Gender mainstreaming strategies are being developed by different government budget agencies and they will serve in addressing issues of the similar nature in the future for sustainability.

- Gender policy is being revised and all categories of men and women (people with disabilities, widow, elders, etc.) which will include all gender mainstreaming elements that were not elaborated in the previous policy.
- Rwanda Civil Society Platform conducted an assessment on GBS on five districts (Nyanza, Nyamagabe, Nyaruguru, Gakenke and Rulindo) as well as BFP analysis and the findings were shared with the concerned institutions. This was followed by delivering a training on Gender Budget Statements for the district officials and civil society organizations from the districts of Nyanza, Nyaruguru, Nyamagabe, Rulindo and Gakenke. It is in these districts that, an assessment was carried out on the gender budget statements.
- Pro-Femmes Twese Hamwe has delivered a training on Gender Mainstreaming for officials from the districts of Kamonyi, Muhanga, Nyanza, Ruhango and Huye.

2. METHODOLOGY AND APPROACH

The methodology used in this assessment mainly oriented to the objectives of the research, thus, the study resorted to two approaches. The desk review and the interviews. The two approaches encored on the premise that it is quite easy for one person with the necessary experience and knowledge in the policy formulation field to, analyse and carry out a fact finding on the Gender budget statements. As such, the two approaches facilitated in the review of other policies, programs and other related documents.

2.1 Desk review

The desk review technique the researchers in this study to gather and make use of various specialized reports, scientific work as well as reports of activities specifically dealing with issues related or associated to gender budget statements. In the same way, the study proceeded to analyse regulatory frameworks as well as public policies related to the theme of the study. The role of the desk review was mainly to equip the study with a general overview of the assessment, to gain a deep understanding of the issues involved and complement other research instruments. The desk review explored many documents including the National Strategy for Transformation 1, National Gender Policy, Organic Law on State finances and different previous studies on gender mainstreaming and other related documents such as previous gender budget statements from the fiscal 2014-2015 up to 2018-2019.

2.2 Key Informants' Interviews

The assessment study used key informants' interviews in order to gain some additional elements of information of explanation by identifying a number of resource persons at district level. These people, also called 'privileged witnesses' were chosen because of their expertise, their daily experience and their contact with the subject of the study, namely gender budget statements assessment. In-depth interviews (IDI) were conducted with directors of planning in the selected five districts.

2. GENDER BUDGET STATEMENTS ANALYSIS

The analysis of gender budget statements is foundational on the gender responsive planning and budgeting programme (GRB) that has been adopted by the Government of Rwanda. The implementation of the programme roots back from the established organic law N° 12/2013/OL of 12/09/2013 on state finances and property, which maintains accountability on financing for gender equality, providing mandatory gender responsive planning and reporting through Gender Budget Statements (GBS). The analysis attempts to verify whether resources allocated for gender mainstreaming through gender budget statements for the year 2019-2020 for various ministries and 5 districts¹ clearly addresses the existing gender gaps.

The report on gender budget statements analysis focused on key spending ministries² where key issues and gender gaps have been identified and highlighted for each ministry.

3.1 Ministry level analysis

Ministry of finance and economic planning (MINECOFIN)

A deep analysis of various programme and sub-program activities at the Ministry level yielded key findings. The Ministry of finance and economic planning argues that in the year 2018, a proportion of 79.44 percent of loans issued by commercial banks were directed to men than women. The advanced reason was lack of collateral by majority women, which reduced their chances of accessing loans. It is important to highlight that the ministry of finance and economic planning managed to advance a reason for the existing gap but does not clearly indicate or suggest probable interventions that will address the gender gap identified. Nonetheless, all interventions and activities indicated in the GBS of the Ministry of finance and economic planning, none of them is meant to increase control of collaterals by women for the year 2019-2020 and beyond.

The ministry of finance and economic planning highlighted that women benefited at 37.1percent from the Business Development Fund (BDF) against 62.9percent. To narrow this gap a budget of 2 billion Rwandan francs has been budgeted to train women and youth on how to prepare a good bankable projects. The allocation seems to be a pleasant one, but it is not backed by a clear gender situational analysis. The allocation sounds to be based on the percentages of accessibility, without a deep analysis of why women percentages are low compared to men. It further shows that the allocation may be due to due to the limited resources from the previous year, which we think may not necessarily be the case

¹ Nyamagabe, Nyaruguru, Rulindo, Nyanza, and Gakenke.

² Ministry of Finance and Economic planning, Ministry of Agriculture and animal husbandry, Ministry of education, Ministry of Trade and Commerce, Ministry of Education and Ministry of Justice

in point. MINECOFIN might not address the issue because the situational analysis did not attempt to explain why there is gender gap or factors contributing to this difference in benefiting the BDF resources. This should have been the basis to define the appropriate activities, inputs and budget needed to address the gap identified.

The ministry of finance and economic planning indicated a low number of women subscriptions in the long term savings scheme “ejo Heza” which is estimated at 28.14 percent compared to men who have subscribed at 71.86 percent. The main reason advanced is for the low participation of women is the limited number of women participating in income generating activities. Much as this might be true, activities planned to address this gap are not ambitious enough to change the narrative. In other words, the proposed planned activities seem to have less impact interventions against a big defined gender gap.

In order to reduce the gender gaps identified, we suggest that the ministry of finance and economic planning clearly indicate the mechanisms and activities that would reduce the gender gaps in various programs and sub-programs.

Ministry of agriculture and animal husbandry (MINAGRI)

The analysis of gender budget statements under the ministry of agriculture and animal husbandry indicated a lack of facts to support the figures and percentages given for any identified and stated gender gap. Gender gaps are only shown in terms percentages or numbers without clearly giving arguments of these numbers and percentages. Percentages aren’t enough basis to allocate optimal budgets to deal with the gender gap identified. For instance, MINAGRI indicated that 68 percent of men and 32 percent women are involved in coffee farming and acknowledges that women’s access to jobs in 301 coffee washing stations are still few at 34 percent compared to 66 percent of men. The analysis by the ministry does not clearly back the percentages with facts and the reasons as to why these differences occur. A budget of Frw 6.3 billion has been allocated mainly to the purchase of mineral fertilizers, that will be used indifferent coffee plantations. Budget meant to purchase mineral fertilizers has nothing to do with increasing the number of women accessing more jobs in coffee washing stations.

As gender gaps have been highlighted in figures and percentages, indicating differences between men and women in the agriculture programs and sub-programs, we recommend that the ministry of agriculture and animal husbandry provides deep an analysis of the variation by highlighting the causes of the differences, and allocate the budgets based on the identified causes of the gender gaps. The members of the budget analysis team should be given more trainings and develop their levels of knowledge, their expertise in gender budgeting and situational analysis.

Ministry of Education (MINEDUC)

The ministry of education in its gender budget statement indicated that girl's enrollment in science fields in secondary schools is a high 55.1 percent but a few of these join higher learning institutions especially in science domains. The ministry argues that the main reason relates to insufficiency of laboratories which has negatively affected student's performance in national examination. This reason is considered unjustified because lack of laboratories does not only affect girls, it also affects boys. Increasing laboratories may increase performance in national exams but may not guarantee enrollment in higher learning institutions. The argument of laboratories seems to respond to the gender gap between boys and girls in relation of performance in national exams. Thus, the argument raised to justify the gap seem unconvincing for the situational analysis.

We, however, urge that such gender gaps identified should be given due diligence in understanding the causes and provide appropriate mechanisms with budget allocations to narrow the gaps.

Ministry of Trade and Commerce (MINICOM)

In the analysis of the gender budget statements for the ministry of trade and commerce, it was observed that the ministry carried out a gender situational analysis of one subprogram (Domestic Trade Promotion) and applied it on another different subprogram (External Trade Promotion). The activities to address the identified gender gaps are however different for the two subprograms. More so, the gender situational analysis conducted did not indicate similar gender gaps in these two subprograms.

In order to unlock the potential in trade for women as well as men, civil society therefore recommends that the ministry of trade should give importance, focus and attention to the situational gender analysis for different subprograms, as they play different roles and serve the same people. This will facilitate coming up with clear budgeted activities to narrow the gender gaps identified, thus increasing gender mainstreaming in trade. should set aside funds in this and coming years' budgets for the development of SMEs

Ministry of Justice (MINIJUSTE)

Under the ministry of justice, the analysis of gender statements indicate that over 3 years cases received by Abunzi increased mainly for females (54%) compared to their male counterparts (46%). Gender situational analysis suggests strengthening the capacity of Abunzi to cut down the rate of social and family related incidences in formal courts. This intervention can only help to address long processes to getting cases dealt with but does not address the number of females being affected. In addition, the ministry did not indicate any budget to deal with this issue in their Gender Budget Statement. This analysis indicates a lack of a clear link and relationship between the identified gender gaps and proposed interventions.

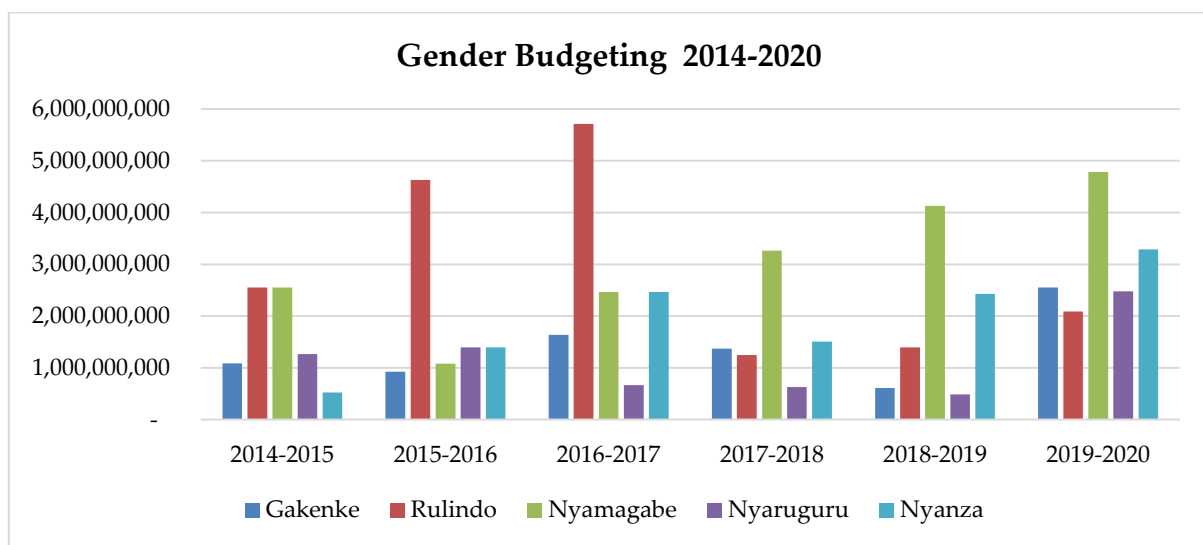
Rwanda civil society recommends that the prescription of proposed interventions match with the gender gaps identifies. We recommend that the identified gaps should be backed up with

detailed information to facilitates design interventions. These interventions should also be allocated a budget

3.2 District level analysis

The analysis of the gender budget statements from the budget framework paper was extend to five selected districts³. The selection of the five districts was merely based on the financing support of Trócaire’s program of involvement of citizens particularly women in local governance, policy and budget monitoring in agriculture. The analysis was primarily oriented to the 2019-2020 budget framework paper, but then extended to previous years 2014-2015, to analyse the level of consistency from the selected regarding gender budgeting.

Figure 1. Gender mainstreaming budget allocations



Source: MINECOFIN-Budget Framework Papers 2014- 2019

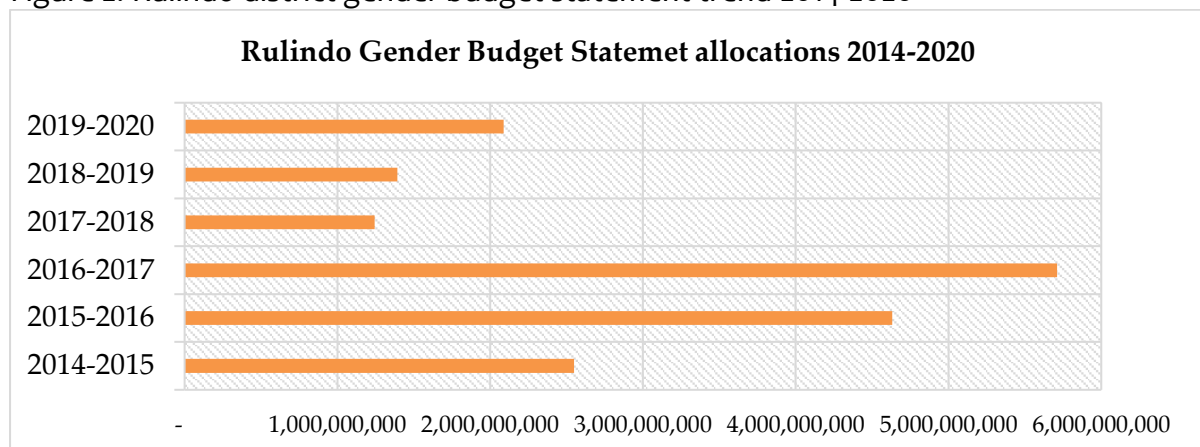
Figure 1 presents the budget for each district that has been earmarked to finance gender mainstreaming activities. Observation from the figure and the details of the budget allocations indicate inconsistencies in annual budget allocations intended for gender mainstreaming. Analysis of GBS for the five districts show that gender mainstreaming in these districts for a period of 4 years has variations. For instance, Rulindo district the first 3 years gender budget was on a rise but for the last 2 years, the budget declined sharply. Similarly, the budget allocation for Nyaruguru district has been declining for the last 3 years. This indicates the dynamics of the budget allocation, which may affect the implementation of gender mainstreaming through gender budgeting. It is only Nyamagabe, that shows a consistent increase the budget allocations intended to mainstream gender in its programs and sub-programs.

The government should consider developing a mechanisms of ensuring districts provide consistent budget framework papers with details of key gender gaps identified. In addition, districts should be consistent in mainstreaming gender through progressive budget allocations.

³ Gakenne, Rulindo, Nyamagabe, Nyanza and Nyaruguru.

The study extended the analysis to individual districts, in order to find out the status and key challenges in the gender budget statements. Rulindo district which one of the districts selected for the analysis, indicates an improved performance in budget allocation in the gender budget statement over a period of 6 years. However, a decline in allocation is observed for the years 2016-2018 and 2018-2019 and an increase realized in 2019-2020. The discrepancies in allocations are likely not to guarantee the effect on gender mainstreaming in various programs and sub-programs.

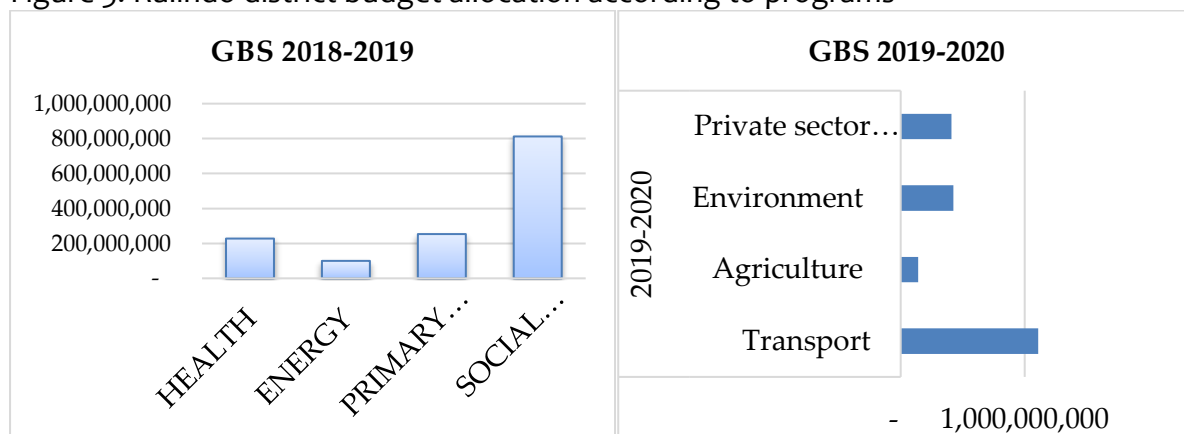
Figure 2. Rulindo district gender budget statement trend-2014-2020



Source: MINECOFIN-Budget Framework Papers 2014- 2019

The Rwanda civil society platform extended the analysis of the gender budget statements to the program level. This was intended to analyse the extent to which gender is mainstreamed at program level.

Figure 3. Rulindo district budget allocation according to programs



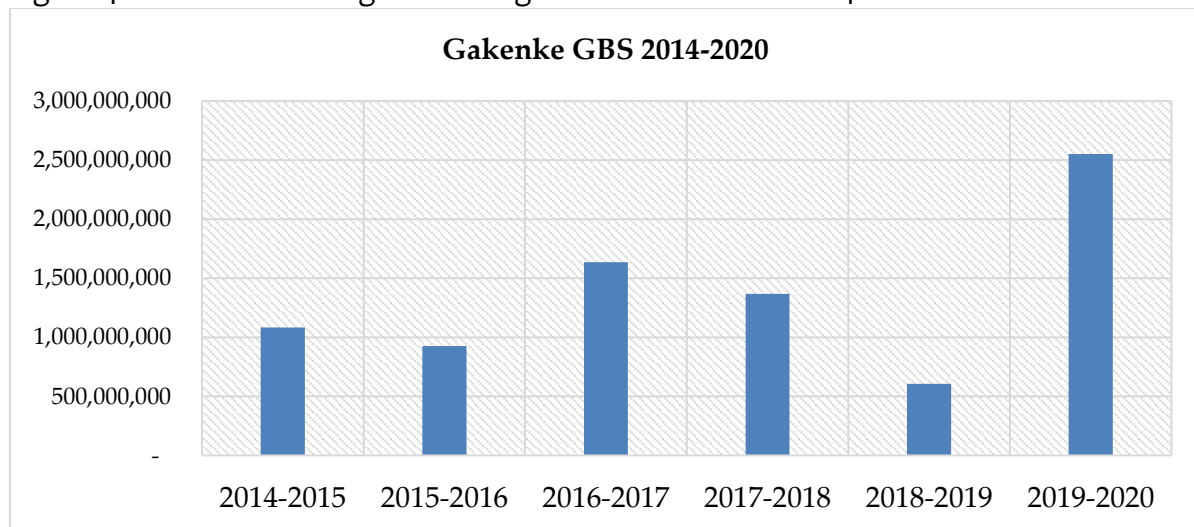
Source: MINECOFIN-Budget Framework Papers 2014- 2019

The analysis of the programs and their corresponding budget allocations in a gender perspective, showed some of the issues pertaining gender mainstreaming. There are inconsistencies in gender budgeting in Rulindo district as per figure 3 above. In 2018/19 the district focused on social protection but in 2019/2020 the focus is now on transport. The rationale is not clear. It's not easy to know whether gender gaps identified in 2018 under social protection are now dealt with so that they can focus on transport. It has been observed that nearly all the subprograms in which gender budgeting focused in the fiscal

year 2018/19 have all changed and now the focus is on other programs. This leaves unanswered questions, whether the identified gender gaps have been narrowed in one year, or whether the districts has identified other gender gaps in other programs that are more demanding.

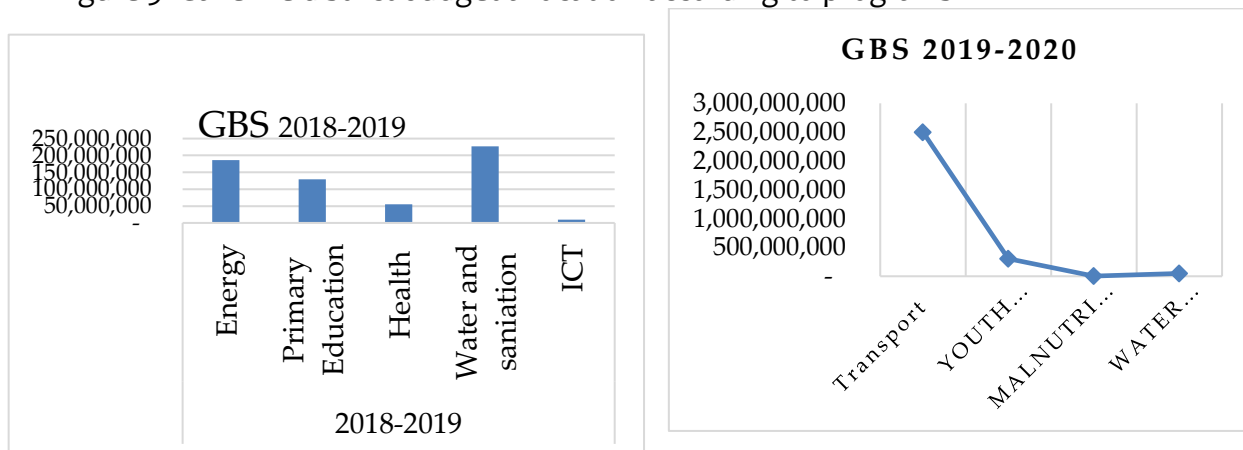
The district of Gakenke has also indicated some inconsistencies in gender budget allocations as analyzed from their gender budget statements for the last 6 years. Severe reductions in gender budget allocations are observed in fiscal year 2018-2019, with increases in fiscal year 2019-2020.

Figure 4. Gakenke district gender budget statement trend-2014-2020



Source: MINECOFIN-Budget Framework Papers 2014- 2019

Figure 5. Gakenke district budget allocation according to programs



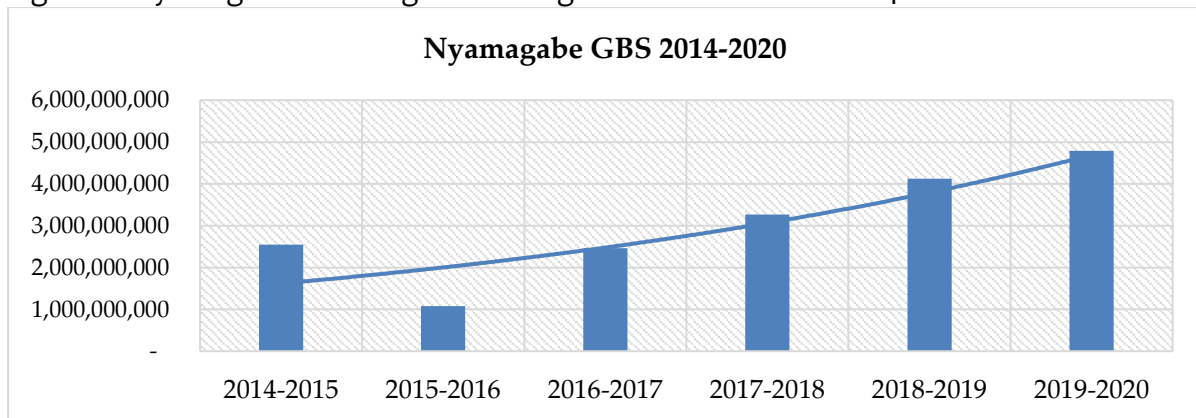
Source: MINECOFIN-Budget Framework Papers 2014- 2019

The analysis provides a glimpse of observations, where inconsistencies in gender budgeting in Gakenke districts are non-disputable. In 2018/19 the gender budget allocation focused on water and sanitation but, only after one year, in 2019/2020 the focus shifted to transport program. Further, 4 out of 5 programs for which GBS focused on for the fiscal year 2018/19, were dropped and new subprograms included.

It remains unclear whether the gaps identified in the last fiscal year were tackled effectively or whether they have only been minimized under the dropped subprograms. It is understood such gender gaps would require a long term plan to be reduced drastically and achieve the main objective of gender mainstreaming in programs.

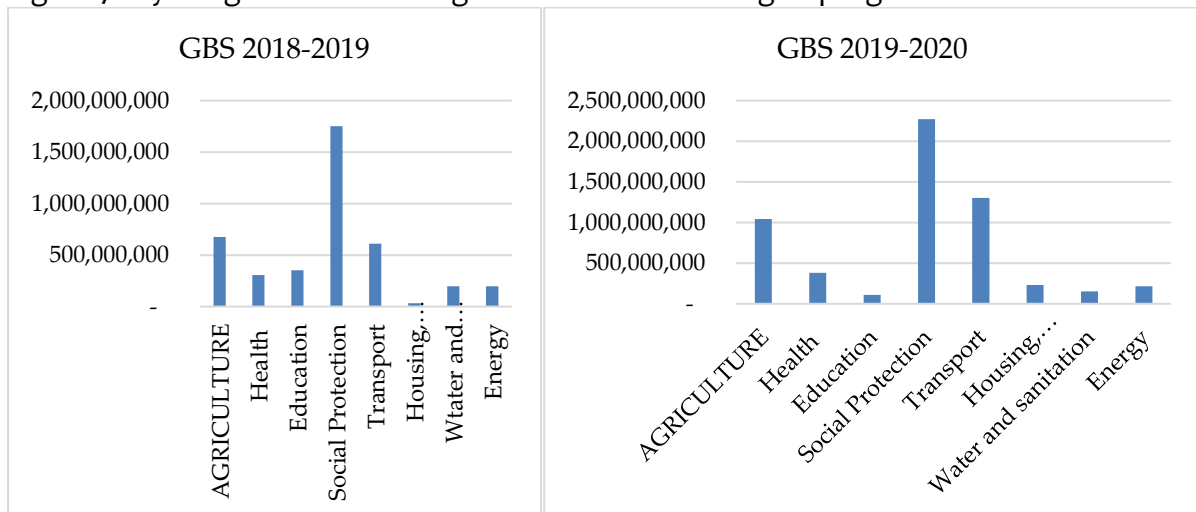
The district of Nyamagabe has shown consistency in gender budget allocations, since 2014 with a slight decline in allocations for the fiscal year 2015-2016. The district provides a good example of GBS where at least they are consistent in GBS allocations over a period of time. Figure 7 below, shows that earmarked programs for GBS are the same and the trend of budget allocation is consistent and increasing. This consistence is a signal of good practice and focus on gender mainstreaming in sub-programs.

Figure 6. Nyamagabe district gender budget statement trend-2014-2020



Source: MINECOFIN-Budget Framework Papers 2014- 2019

Figure 7. Nyamagabe district budget allocation according to programs

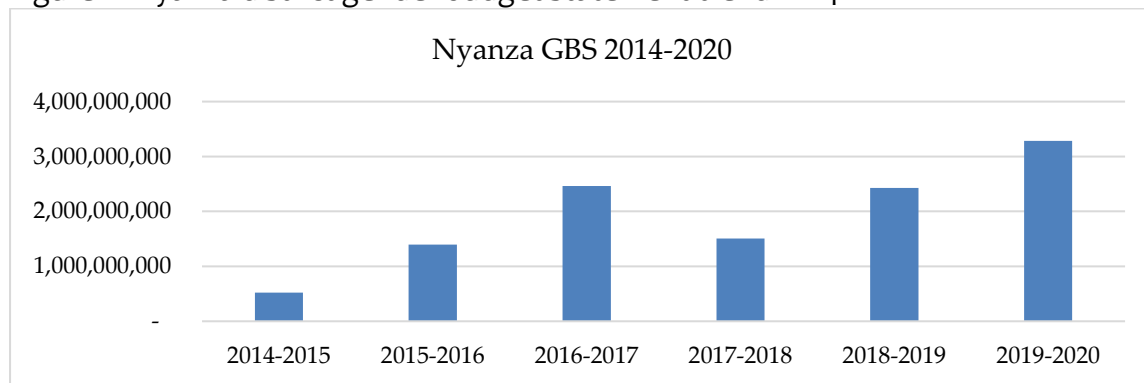


Source: MINECOFIN-Budget Framework Papers 2014- 2019

The analysis of the GBS for Nyanza district for the last 6 years shows that there are somehow consistent allocations on gender budgeting. The high budget allocations had been seen in the fiscal year 2019-2020, with the lowest being in 2014-2015. This consistency

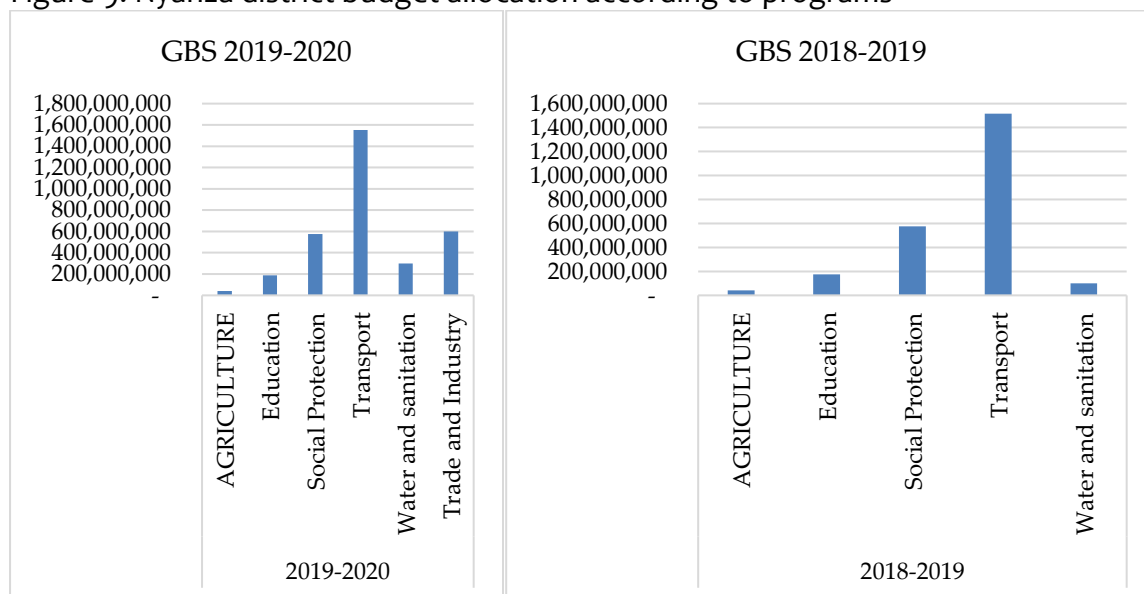
provides some hope that gender mainstreaming in Nyanza district may be on the verge of being implemented with efficiency.

Figure 8. Nyanza district gender budget statement trend-2014-2020



Source: MINECOFIN-Budget Framework Papers 2014- 2019

Figure 9. Nyanza district budget allocation according to programs



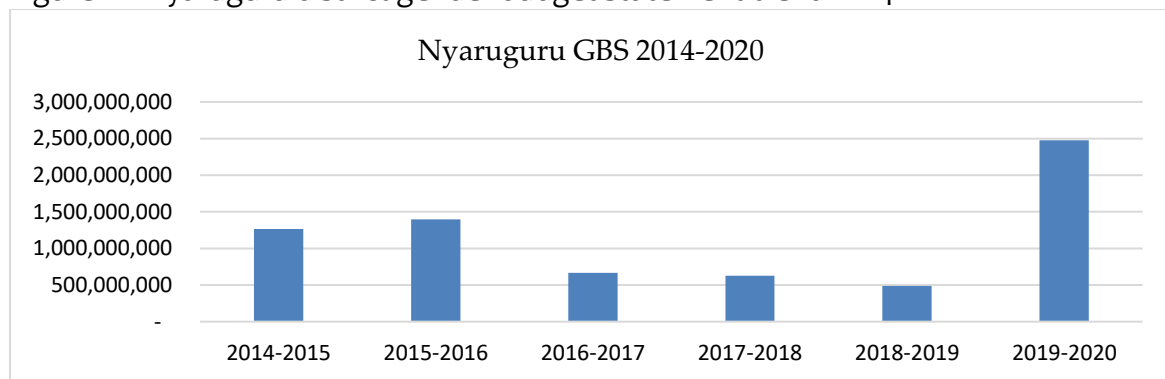
Source: MINECOFIN-Budget Framework Papers 2014- 2019

At the program level, the districts seems to have the same programs that are being implemented with a gender mainstreaming perspective. However, one query that has not been elaborated in the gender budget statements of the district remain. Nyanza is one of the rural districts with majority of the people are employed and engaged in agriculture

sector. It is therefore, not clearly explained how GBS for Nyanza considers Agriculture the least in terms of GBS budget allocation for two consistent years and allocate more to transport sector. There could be reasons for this, but civil society believes, gender mainstreaming should as well be emphasized in sector that employ the majority of the populations.

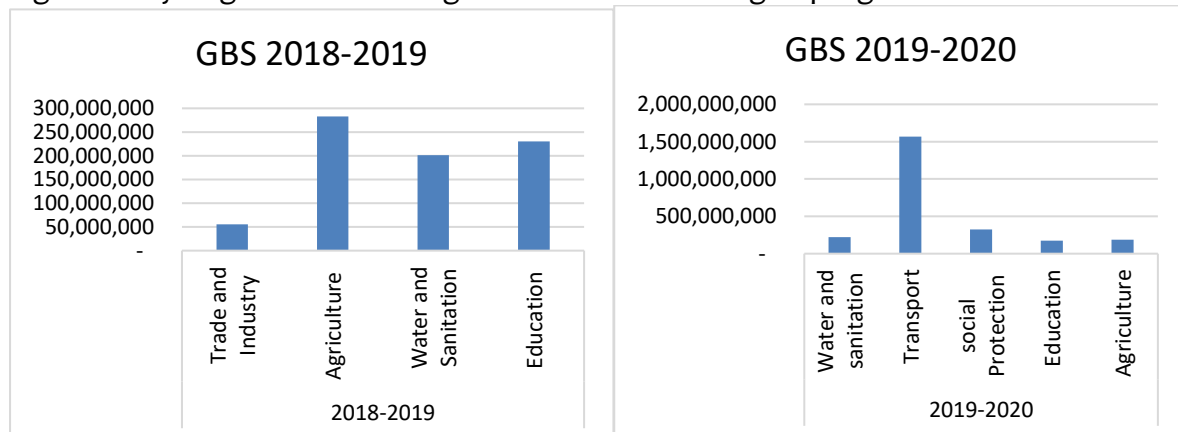
The analysis of the gender budget statements for Nyaruguru district highlight decreases in budget allocation for the fiscal years 2016-2017 to 2018-2019. An increase in gender budget allocation has been improved for the fiscal year 2019-2020 with more allocation in the transport sub-program (Figure 11).

Figure 10. Nyaruguru district gender budget statement trend-2014-2020



Source: MINECOFIN-Budget Framework Papers 2014- 2019

Figure 11. Nyaruguru district budget allocation according to programs



Source: MINECOFIN-Budget Framework Papers 2014- 2019

Similar to other districts, there are inconsistencies in gender budgeting allocations in Nyaruguru district. The district focused on agriculture and education in the fiscal year 2018/19 and changed the allocation over a period of one year to transport in 2019/2020 fiscal year. It remains unclear, how the main sector of the economy (agriculture) that was the most gender budget allocated program in 2018, is allocated the lowest amount in the fiscal year 2019/2020. Some programs earmarked for GBS in 2018/19 have been dropped in 2019/2020 such as trade and industry. It's not explained whether the gender gaps identified previously have been total eliminated.

Whereas Rwanda civil society platform welcomes government's efforts towards improving gender mainstreaming through the gender budget statements for government institutions and districts, we feel that districts and government ministries aren't analysing deeply the gender gaps in various programs and sub-programs.

These institutions need to raise measures that would enhance efficiency and effectiveness in the allocation of gender budgets from the public resources. There is need to maintain specific sectors that provide the majority of the population livelihood such as agriculture sector, across the fiscal years. Agriculture is the most important sector in Rwanda's economy, contributing more than 43 percent of the country's Gross Domestic Product (GDP) and employing more than 80 percent of the active population⁴ which 52.2 percent are female⁵. According to NSIR (2018), 57 percent of women in Agriculture are in subsistence farming⁶ and therefore earn low incomes. Despite the significant contribution to the economy, gender budget allocations continues to be constrained with low percentages. The high non-allocation levels to agriculture continue to limit gender mainstreaming the biggest sector. Gender mainstreaming in agriculture does not only lead to better results from the sector, but also provides an impetus for the population to mainstream gender and increase productivity. Rwanda civil society platform is concerned that the leading sector employing majority of women is under-funded with gender budget.

4. RECOMMENDATIONS

The civil society platform highly commend government's initiative introduce gender responsive budgeting mechanisms as a measure of the mainstreaming gender. One of the tools mainly is the gender budget statement. The analysis of the gender budget statement from the budget framework paper for the fiscal year 2019-2020 has highlighted some gaps, that Rwanda civil society platform has presented in this report and would wish to recommend the following;

Recommendation 1: The government should create on structures, a position of gender planning specialist in each planning unit of all government institutions. The gender planning specialist will be the focal person for gender mainstreaming in all sectors. This will facilitate the achievement NST I target of gender mainstreaming across all sectors by analysing the sector gender gaps and providing mechanisms for reducing the same gaps through gender budget statements.

Recommendation 2: Rwanda civil society proposes that government increases capacities of planning and budgeting specialists in various budget agencies to equip them with analytical skills regarding gender situational analysis. This will help to define the appropriate interventions that address the identified gender gaps. While we appreciate government efforts to provide trainings, and other capacity building skills for technical personnel, due to inadequate gender analytical skills, it has been extremely very difficult

⁴ National Institute of Statistics of Rwanda, 2018.

⁵ National Institute of Statistics of Rwanda, 2018.

⁶ National Institute of Statistics of Rwanda, 2018

to analyse gender gaps existing in programs and sub-programs. We therefore urge the government to increase the funding for capacity building specifically for gender analysis.

Recommendation 3: The government should enforce the production and implementation of the Gender budget statements by ministries and agencies. Currently, ministries and districts are lightly proving gender budget statements that do not elaborate the key gaps. One may not hesitate to mention that most GBS are substandard with no deep analysis of the gaps, and with no clear outline of how such gaps will be tackled appropriately. The government should emphasize the importance of Gender budget statements and how important they are to the development of the people through gender budgeting.

Recommendation 4: Rwanda civil society recommends that gender budget allocations to key programs, subprograms and sectors be increased progressively. This should focus on the identified gaps, so that they can be reduced sustainably in the long run.

Recommendation 5: We recognise that currently the government's effort to support research and carrying out surveys on various important aspects of the economy. We note that the current published information is not used by government institutions in the analysis of gender budgeting. We recommend the use of labour force surveys and other gender and sex-disaggregated data reports during planning sessions. This will help to allocate resources in sectors where gender gaps have been properly identified and strengthen policy, strategy and programming for gender equality.

Recommendation 6: We recommend that the government establishes a strong monitoring and controlling mechanism to ensure budget allocated for gender mainstreaming is actually spent on desired activities to achieve the planned and needed outcomes. Budget allocation to mainstream gender is of paramount importance to the development of girls and women, boys and men.

Recommendation 7: Rwanda Civil Society recommends that gender equality dimensions are systematically mainstreamed in different accountability mechanisms like IMIHIGO, public hearings, etc. This will ensure that different sectors pay attention to the gender responsiveness of planned interventions

Recommendation 8: Rwanda civil society, recommends that planning and budget process especially the call circular should be given enough time to give space for comprehensive analysis of sex disaggregated data but also to consult extensively all stakeholders for proper identification of gender gaps. Moreover, a revision of the analysis by stakeholders is needed to ensure that gender gaps are clearly agreed on by all stakeholders, including citizens themselves.

5. CONCLUSION

This report presents the consolidated response and proposals from Rwanda civil society platform on the analysis carried out on the budget framework paper specifically the gender budget statements. It presents the Rwanda civil society platform views in regard to the budget framework paper, with the emphasis on the gender budget statements of selected ministries and districts. The analysis focused on key ministries with higher budget allocations whose programs have been deemed necessary in the efforts to accelerate and mainstream gender as well as reduce gender gaps in Rwanda.

The analysis reveals that there was a significant reduction in the budget for major sub programs like agriculture and there was no consistency in gender budgeting allocations. Further, the analysis reveals limited analysis of the gender gaps in the programs and sub-programs, and the remedial measures to curb the identified gaps. The government must put in place measures to ensure that the gains made so far in gender mainstreaming are not lost as a result of the poor analysis of the gender gaps. Rwanda civil society platform believes the recommendations proposed will also provide the necessary stimulus for increased gender mainstreaming, and general improvement of the economy. Rwanda civil society therefore recommends that the executive and parliament imposes stiffer sanctions on planning officers and budget officers of the ministries, whose institutions have undermined the deep analysis of gender budget statements, and where gender budgets are inconsistent.