



**MINISTRY OF GENDER AND FAMILY PROMOTION**

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

*“Securing Rwanda’s gains for women’s effective engagement in peace and security agenda”*

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2018

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Existence of database of women trained in conflict prevention/management, peace processes and GBV case management	Map the existing knowledge and skills for Rwandese women in conflict prevention/management, peace processes and GBV case management	No database to date	Database in existence by 2022	TOR on the database developed	Construction of the database	Database available	PR: CCM OP: MINAFFE T, MIGEPR OF, CSOs	Once in five years
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*“It is no accident that the renewal of Rwanda was also accompanied by significant upgrades in the status, roles, and responsibilities of women. The same is true in nearly every country where gender equality has been taken seriously. Women are a cornerstone of prosperity for society as a whole. Even in situations of conflict, they are in a position to make unique contributions to peace and stability. There is still much more to do to ensure that women feel safe and enjoy equal opportunity. In pursuing this, it is important to act together. Not women on one side, and men on the other. After all, no one loses when women and girls experience equality and empowerment”.*

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

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

**ACKNOWLEDGEMENTS**

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

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

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

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

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



**Amb. Soline NYIRAHABIMANA**  
**Minister of Gender and Family Promotion**



building strengthened	Number of women, including civilians in regional and international leadership positions (EAC, AU, REC, EASF, UN)	Conduct a survey to know the number of Rwandan women holding leadership positions at regional and international levels	Unknown	# of Rwandese women in regional and international leadership positions known by 2019	ToR and data collection	Report on Rwandese women in regional and international positions available	Report on Rwandese women's experience in peace processes available	-	-	PR: MINAFFE T OP: MoD, RNP, CCM, ILPD,	Once in two years
Output 5.3: Rwanda's experience related to Women Peace and Security agenda documented	Availability of lessons learnt on Rwandese women's participation in peace and security building process	Document and draw lessons from Rwandese women's participation in peace and security processes	Oral testimonies and reports in place	Lessons learnt from women's experience in peace processes documented by 2020	ToR for the documentation of women's experience in peace processes ready	Experience documentation	Report on Rwandese women's experience in peace processes available	-	-	PR: MIGEPR OF OP: MoD, RDF, RNP, RCS, RPA	Once in five years

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Output 5.1: The capacity of Rwandan women strengthened to play an influential role in regional and international peace and security forums	Percentage of Rwandan women with skills in public speaking and negotiation	Conduct a survey to identify the number of Rwandan women with skills in public speaking and negotiation, as well as needs and priority	52%	60%	-	55%	57%	60%	PR: MIGEPR OF, OP: FFRP, NWC and CSOs	Once in two years
Output 5.2: Women engagement and inclusion in regional and international mechanisms and fora for conflict prevention, management and peace	Number of women participating in peace building operations including civilians	Gather and update on regular basis information on Rwandan women’s participation in peace processes and operations	446	596	-	496	546	596	PR: MINAFFE T OP: MIGEPR OF, MoD, RPA, RNP, RDF, RCS, CCM	Every year



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

Outcome 5: Increased women's active participation in peace and security forums at regional and international levels.	Existence of a gender mainstreaming strategy in Rwanda's foreign and cooperation policy	Hold a national workshop to advocate for the elaboration of a gender mainstreaming strategy in Rwanda's foreign and cooperation policy	None	A gender mainstreaming strategy in Rwanda's international affairs available by 2019	ToR for the strategy	A gender strategy in Rwanda's international affairs available	-	% of Rwandese women	-	PR: MINAFFE T	Once in five years
	Proportion of women in official delegations to international meetings for	Elaborate and disseminate a template for recording official delegations to international and regional meetings for negotiations	Unknown	% of Rwandese women in official	-	Data collection	% of Rwandese women	-	PR: MINAFFE T	Once in five years	
	in refugee camps	Percentage of women who report start ups for socio-economic and livelihood support disaggregated in cash and kind	Conduct a survey on access to start up opportunities for socio-economic and livelihood support in refugee camps	0	20% of women in refugee camps acquired start up capital	5%	5%	10%	PR: MINEM A OP: MINICO M RCA, BDF	Once every 2 years	

**PILLAR V: WOMEN'S PROMOTION AND GENDER MAINSTREAMING IN RWANDA'S FOREIGN SERVICE AND INTERNATIONAL AND REGIONAL COOPERATION**

## EXECUTIVE SUMMARY

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

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

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

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

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

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

recovery, relief and peace building programs are established	4.3: Response mechanisms and structures for women and girls refugees' access to socio-economic services and rights reinforced	Number of relief programs conducted with the participation of women	Advocate for the establishment of GBV response structures and the inclusion of women in refugee camps;	1 Women opportunity center officially inaugurated in March, 9th 2017 in Mahama refugee camp	At least 2 additional women opportunity centers constructed in other refugee camps	-	-	1 and emergence actions availed	1	RDRRC	Annual
Percentage change in maternal mortality rate in refugees camps	Organize information exchange and awareness raising sessions on the causes of maternal mortality in refugee camps	0	Maintain zero maternal mortality rate in refugee camp	0	0	0	0	0	0	PR: MoH OP: MINEM A, UNHCR	Twice a year
Number of trainings conducted on women's income generating and saving activities	Assess the existing skills and needs in income generating activities in refugee camps;	0	Train women on income generating activities in refugee camps	12 training on IGA and VSLAs management	0	4	8	12	PR: MINICO M OP: MINEM	Once every two years	



Availability of funds allocated for quick recovery projects of GBV victims	Document the current state of access to recovery projects for victims of GBV in refugee camps; Advocate for establishment of	Number of outreach programs carried out for healthcare access in refugee camps	Organize outreach health visits to improve access in refugee camps	TBD	humanitarian settings (Nutrition and food distribution, shelter, health, wash, protection including SGBV and child abuse, education, livelihood, NFIs)	with consideration to security needs and priorities of women, girls and the refugee communities at large.	At least 12 such programs are conducted up to 2022 in each refugee camp	2	4	4	2	PR: MoH, OP: MINEM A, UNHCR, CSOs	Annual
0								10M Frw	40M Frw	50 M Frw	100 M Frw	PR: MINEM A, OP: A,	Every two years

### Pillar III: Protection From Violence

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

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

Output Objectives:

- **Improved capacity of the legal/justice sector in the management of sexual violence cases;**
- **Increased accountability of IOSCs in providing timely and comprehensive services**

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

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

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

Output Objectives:

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

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

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



	Donors such as the Swedish Embassy, DFID, the World Bank, UN Women, CSOs such as PFTH, CARE and individual experts on the UNSCR 1325 framework.	basis	strategies to address challenges - Country progress reporting - Linkages with the 2 TWGs	
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The RNAP is a living document; therefore yearly action plans will be developed, monitored and reported on in relation to the RNAP's five pillars. A comprehensive M&E framework will be elaborated by TWGs with clear indicators and milestones against which progress will be assessed. Regular monitoring will also enable stakeholders to update, improve and adapt the action plans as contexts change.



PILLAR IV: EQUAL ACCESS TO MEANS OF RELIEF, ECONOMIC RECOVERY AND REHABILITATION OF WOMEN, GIRLS AND THE REFUGEE COMMUNITIES AT LARGE										
Outcome 4: Accountability for gender in humanitarian assistance including disarmament and demobilization programs and economic reconstruction efforts is ensured	Percentage of women and men who report improved living conditions in emergency settings and humanitarian	Organize visits to various emergency and humanitarian settings (demobilization and reintegration centers; refugee camps...) in the country to learn about the living standards;	Unknown	80%	70%	73%	75%	80%	PR: MINEMA OP: MIGEPR OF, UNHCR, Immigration office	Annually
	Number of sector health centres with basic services for SGBV response	Elaborate an advocacy plan for the establishment in the sector health centres of basic GBV services; train selected staff in GBV case management	462 health centers provide basic services for SGBV	466	462 services available	466	466	466	PR: MoH OP: MIGEPR OF NWC and CSOs	Annually



## I. INTRODUCTION

### 1.1 Background

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

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

### 1.2 Normative basis of RNAP

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

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

Availability of functional referral mechanism (which includes Operating Procedures)	Assess the functionality of the current GBV referral mechanism, and identify challenges;	Referral system available	A functional referral system as per SOP in place	SOP developed and approved	A functional referral system as per SOP available	A functional referral system as per SOP available	A functional referral system as per SOP available	PR: MIGEPR OF OP: MoH, MINJUU ST, RNP, NPPA and CSOs	Every two years
Number of safe houses that are operational	Assess the functionality of the existing safe houses for victims of GBV;	2 safe houses constructed	10 safe houses	2	5	7	10	PR: NPPA OP: MINJUU ST, MoH, RNP, RHA	Annual
Operational GBV MIS for data collection and analysis available	Set a clear roadmap for the finalization of a GBV MIS; Train potential district relevant staff and local GBV duty bearers on how to use the GBV MIS	HMIS for GBV data collection for only health services available	Operational GBV MIS by 2020	HMIS for GBV data collection on for only health	GBV MIS developed	Operational GBV MIS	Operational GBV MIS	PR: GMO OP: MIGEPR OF, MoH, NISR,	Once every five years







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

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

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

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

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

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

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

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

Pillar III: Protection from Sexual and Gender Based Violence										CSOs	
Outcome 3: Isange One Stop Center Service Delivery ensured	One Stop quality Delivery	Percentage of targeted beneficiaries expressing satisfaction about IOSCs services	Conduct a satisfaction survey about service delivery in Isange One Stop Centers among selected SGBV victims	65.7	80% by 2022	67%	70%	75%	80%	PR: GMO OP: MoH, MINIJU, RGB, NISR, CSOs	Every two years
Output 3.1: Capacity of the legal/justice sector in the management of Gender Based Violence cases Improved	Number of specialized training geared in collecting, preserving and interpreting GBV evidence	Analyze the situation pertaining to GBV understanding, skills, equipment, and case management of the judicial chain;	1 (Forensic evidence collection (ToT))	4 (in-depth interview techniques, legal, forensic evidence collection, judicial psychology)	Forensic evidence collection (120 trained)	In-depth interview (90)	Medical-legal (90)	Judicial psychological (90)	PR: MINIJU ST OP: MIGEPR, OF, GMO, CGS, NPPA, ILPD	Annually	
	Number of awareness raising community meetings and radio/TV	Air radio and TV programs on GBV evidence preservation targeting particularly rape and other forms of sexual abuse	Unknown	At least 1 community meeting per cell	200	1032	1590	2148	PR: MINIJU ST OP:	Annually	

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

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

With regard to security and peace, women representation is still low though efforts to increase their numbers are under way. In the army, women represent over 4.6%<sup>5</sup> of the total. For the participation in peace keeping missions, the rate of women's participation increased from 0.4% to 3% between 2010 and 2016. The proportion of women in Rwanda National Police (RNP) increased 16 % in 2014 to 21% in 2018.

In 2015, Rwanda was the second highest contributor of female police peacekeepers. However, women are still under-represented in national security organs. There is a need to engender recruitment, retention and advancement policies within security organs in order to increase the role of women in national and international peace and security agenda.

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

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

### 2.3 Protection of women from violence

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

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

<sup>5</sup>RDF administrative data 2018

<sup>6</sup> RCS, *Official records on correctional officers*, Kigali, December 2017.

Output 2.3: Gender responsive early warning and conflict prevention mechanisms strengthened	Availability and functionality of database for grass root early warning mechanism	Establish a gender responsive data base for effective conflict prevention at local level	0	Database for grass root early warning mechanism	0	0	1	1	ST, CSOs	Once every five years
Number of women and men trained on GBV prevention and response	Train local community members in GBV prevention and response	446	150 annually	596	746	896	1046	PR: MIGEPR OF OP: MINAL OC, NURC, RGB	Annual	
Number of women and men trained on conflict prevention at local level	Train local leaders and community members in conflict analysis, prevention and management;	Unknown	2148 (1 cell)	200	1032	1590	2148	PR: CCM OP: MIGEPR OF, MINAL OC, NWC,	Annual	

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

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

Key instruments include, but are not limited to:

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

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

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

- ✓ The Constitution of Rwanda (2003) as amended to date enshrines the country's adherence to the principle of equal rights between men and women. For instance, it provides that women should occupy for at least 30% of positions in decision-making organs;
- ✓ Accordingly, the Organic law N° 10/20/2013/OL of 11/07/2013 governing political parties and politicians and Organic law N 001/2018 of 25/03/2018 governing elections ensure that in decision making structures of the government at least 30% of position should be reserved to women.
- ✓ Law N°32/2016 of 28/08/2016 governing persons and family and Law N°27/2016 of 08/07/2016 governing matrimonial regimes donations and successions equally provide for gender equality in property and inheritance rights between men and women, boys and girls...(art. 54 of succession law and art .218 of family law);
- ✓ Law N° 43/2013 of 16/06/2013 governing land in Rwanda sets equal land right between men and women; boys and girls;
- ✓ The Law N°68/2018 of 30/08/2018 determining offences and penalties in general article 133, 137 &134 provide punishment of Gender-Based Violence in all its forms including sexual violence.

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

Output 2.2: Accountability for GBV prevention by local leaders and community members improved	Number of Umugoroba (UwA) w'ababyeyi effectively functional	Assess the functioning of Umugoroba w'Ababyeyi in all the villages of Rwanda	9025 by 2015/16	14,837	14,837	14,837	14,837	14,837	14,837	14,837	PR: MIGEPR OF	Every year
Increase of men's participation in UwA	Conduct specific sensitization campaigns targeting men to increase their participation in and ownership of Umugoroba w'Ababyeyi	Low men's participation on	Increase in men's participation in UwA every year in every single village	Increase in men's participation in UwA every year in every single village	Increase in men's participation in UwA every year in every single village	Increase in men's participation in UwA every year in every single village	Increase in men's participation in UwA every year in every single village	Increase in men's participation in UwA every year in every single village	Increase in men's participation in UwA every year in every single village	PR: MIGEPR OF	Every year	
Number of service providers with skills on SGBV and conflict prevention	Conduct capacity and needs assessment of SGBV service providers in SGBV case management and conflict prevention and management									OP: MoH; MINIJU	Every year	

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

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

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

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

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

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

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

Number of GBV prevention programs aired on radio/TV per year	Air radio programs on the various forms of GBV, their impact and the role expected from each community member to effectively prevent GBV	100 per year	70 programs annually	170	240	310	380	PR: MIGEPR OF, RNP, CSO, FBOs, PS F, Media	Every year
Number of outreach campaigns targeting men and boys carried out	Organize specific sensitization campaigns for boys and men to encourage them to actively participate in community anti-GBV structures, including Umugoroba w'Ababyeyi	0	4	1	2	3	4	PR: MINAL OC OP: MIGEPR, EPROF, RNP, MAJ, CSOs, FBOs, Media	Every year
Number of men and boys that participate in the HeForShe campaign	Sensitize boys and men to join the HeForShe campaign to promote positive masculinity	120,336	500,000 by 2022	220,336	320,336	420,336	500,000	PR: MIGEPR OF OP: MINISP OC NWC, CSOs, Media	Every year

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

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

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

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

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

The evaluation of the implementation of the first NAP for the UNSCR 1325 suggests that little has so far been done to mainstream gender in Rwanda’s Foreign Service. Today, it is not clear whether there is a strategy to increase the number of women in regional and international peace processes. The Rwandan foreign and cooperation policy appears gender neutral.

With regard to the Civil Society, an encouraging move has been taken. Rwandese women organizations have actively participated in the creation and the development of the Regional Women Forum (RWF). The RWF has been able to secure space for advocacy and to voice women’s issues in all ICGLR key events.

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

sex, age and residence of beneficiaries	instruments;											
Percentage of change in GBV cases reported to the police	Train local duty bearers on GBV data collection, analysis and reporting process; conduct sensitization campaigns on the advantages of effective GBV reporting;	In 2016, 5.3% decrease compared to GBV cases reported in 2015	5% increase per year	5%	10%	15%	20%	PR: RNP & NPPA	Annual			
Percentage of GBV cases prosecuted	Compile and analyze cases of GBV prosecuted to draw relevant lessons for a better response; Train a pool of lawyers, prosecutors and judges on GBV law and policy; Educate the population (community meetings and media programs) on the legal consequences of committing GBV	2798 cases from 2811 cases received (99%) were prosecuted in the fiscal year 2015/2016	100% of GBV cases referred to courts prosecuted every year	100%	100%	100%	100%	PR: RNP & NPPA OP: ILPD, MAJ, Bar Association, LAF and other CSOs	Annual			

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

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

- Limited and irregular follow ups and measurements of the NAP related activities;
- Out-dated evaluation;
- Inconsistent and sometimes inexistent documentation of activities by a number of stakeholders;
- Non-integration of the NAP in stakeholders' action plans which made it difficult to distinguish between achievements that are attributable to the NAP and those which were not.

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

- ✓ Meaningful and increased participation of women at decision-making levels in all institutions and mechanisms of governance, in particular at local levels;
- ✓ Effective prevention of SGBV at the local level
- ✓ Effective and operational Isange One Stop Centres across the country that provide free and comprehensive services to SGBV victims;
- ✓ Increased accountability for gender in humanitarian assistance including disarmament and demobilization programs and economic reconstruction efforts in post-conflict countries;
- ✓ Policy frameworks to support effective participation of women in regional and international peace processes are in place.

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

#### 3.1 Overview of the RNAP Development Process

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

PILAR II: PREVENTION OF VIOLENCE AGAINST WOMEN AND INCREASE THEIR INVOLVEMENT IN CONFLICT PREVENTION										
Output 1.3 women's representation in leadership of economic structures increased	Number of women in strategic positions of economic structures	Conduct a survey to identify women holding strategic positions in economic structures	Women owners of SMEs: 27% Women in managerial and board positions PSF: 38.6%	SMEs: 30% Women in managerial and board positions PSF: 42%	-	28%	29%	30%	PR: PSF OP: RCA, BNR, Access to Finance Rwanda	Every two years
Outcome 2: Increased efforts and involvement of women in conflict management, violence mitigation and SGBV prevention at local level	Percentage of people who changed attitude on spousal violence and SGBV disaggregated by sex and age	Conduct a research on people's attitudes on spousal violence, SGBV and on the role of women in conflict management at the local level	Women's accommodation to their husband's violence: Females: 43.6% Males: 56.4%	48% 60%	52% 64%	56% 68%	60% 72%	64% 76%	PR: CCM & CGS MIGEPR OF, NISR, NWC OP: MINJU	Every five years
Output 2.1: Increased public awareness on GBV issues at all levels	Number of awareness sessions conducted at community level disaggregated by	Organize community meetings targeting GBV and related instruments; Air programs on national and community radio stations and TV on GBV and related	21	5 national-wide raising community awareness campaigns	26	31	36	41	PR: MIGEPR OF OP: MINJU	Every year

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

### 3.2 RNAP Pillar Objectives

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

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

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

**Outcome Objective: Meaningful and increased participation of women at decision-making levels in all institutions and mechanisms of governance, in particular at local levels**

Output Objectives:

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

Percentage of women in leadership positions in security organs	Create a database and update figures on women in leadership positions in security organs	RNP: 16% of the total police force are females RCS: 419 (24.7%); 12.5% in leadership positions	At least 26% of the total police force are females by 2022	18%	20%	22%	26%	RNP, RCS, CCM	Every two years
Number and percentage of women with special skills to participate meaningfully in peace keeping missions	Map the existing special skills (conflict analysis, prevention and GBV) to meaningfully participate in peace keeping missions			480	550	600	650	PR: MIGEPR OF, OP: MoD, MINIJU ST, RDF RNP, RCS, CCM and RPA	



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

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

Output Objectives:

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

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

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

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

Output Objectives:

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

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

#### Coordination

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

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

#### IV. RNAP RESULTS FRAMEWORK (2018 - 2022)

Objective Hierarchy	Indicators	Activities	Baseline Value	Target	2018/19	2019/2020	2020/2021	2021/2022	Responsible for data collection & other responsible (PR and OP) <sup>10</sup>	Frequency of Reporting
<b>Outcome 1: Improved community and civic understanding of women's credibility in leadership positions</b>	Percentage of men and women who perceive women as equally legitimate and effective leaders as men	Conduct sensitization sessions targeting men on women's legitimacy to hold leadership positions;	62.1%	At least 80%	70%	72%	73%	82%	PR: NWC OP: RGB, MIGEPR OF, CSOs	Once every two years
	Level of women's perception on the quality and impact of gender related legal instruments and institutional frameworks	Document and broadcast gains originating from women's role in leadership roles Conduct a perception survey among women on the quality and impact of gender legal, policy and institutional frameworks in Rwanda	0.3	At least 40%	31%	32%	36%	40%	PR: GMO MIGEPR OF MINIJU ST RGB,	Once every two years
<b>PILLAR 1: PARTICIPATION AND LEADERSHIP OF WOMEN IN DECISION-MAKING</b>										

<sup>10</sup> PR stands for Primary responsible while OS stands for Other Partners

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

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

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

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

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

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

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

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

RNAP coordination mechanism

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

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

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