

Agriculture Gender Strategy

Ministry of Agriculture and Animal Resources



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Foreword by Honourable Minister Dr. Agnes Matilda KALIBATA

The government of Rwanda has made a strong political commitment to gender equity and equality and is determined to see this reflected in government policies at all levels. Therefore, Rwanda is signatory to various international conventions, including, the Convention for the Elimination of all Forms of Discrimination Against Women (CEDAW), the Beijing Declaration and Platform for Action and other instruments for promoting gender equality. The commitment was also translated into action by integrating gender dimensions into the Rwanda Vision 2020 and by establishing institutional structures to address challenges of achieving gender equality, including placing it and women's empowerment at central level.

The development of the *Agriculture Gender Strategy* is in line with Rwanda's Constitution of 2003, the Economic Development and Poverty Reduction Strategy (EDPRS), the National Gender Policy and MINAGRI's Strategic Plan for the Transformation of Agriculture in Rwanda – Phase II (PSTA-II). These provide the need for equality between men and women and boys and girls in all spheres of socio-economic development. As such, gender will be mainstreamed in the implementation of the PSTA II programs.

The purpose of this gender strategy is to provide guidance to the Ministry of Agriculture and Animal Resources (MINAGRI), its agencies and development partners to be gender sensitive in their programming and interventions. This strategic document is an important lens with which to view the transformation of the agriculture sector.

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Abbreviations and Acronyms

ADB	African Development Bank
AGF	Agriculture Guarantee Fund
BCR	Banque Commerciale du Rwanda
BNR	Banque Nationale du Rwanda National Bank of Rwanda
CAADP	Comprehensive African Agricultural development program
CEDAW	Convention for the Elimination of All forms of Discrimination against women
CHH	Child Headed Household
CIDA	Canadian International Development Agency
CSO	Civil Society Organizations
CWS	Coffee Washing Stations
DDP	District Development Plan
DFID	Department for International Development (UK)
DP	Development Partner
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Households' Livelihood Conditions Survey
EU	European Union
FFS	Farmer field schools
FHH	Female Household Headed
GBV	Gender Based Violence
GDI	Gender Development Index
GDP	Gross Domestic Product
GFP	Gender Focal Points
GMO	Gender Monitoring Office
GRB	Gender Responsive Budgeting
GSC	Gender Steering Committee
HDI	Human Development Index
HIV/AIDS	Acquired Immunodeficiency Syndrome
ICT	Information and Communication Technology
IFAD	International Fund for Agricultural Development
ISAR	Institut des Sciences Agronomiques du Rwanda
JAF	Joint Action Forum
JSR	Joint Sector Review
MDG	Millennium Development Goal
MFI	Micro Finance Institution
MHH	Male Headed Household
MIGPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government, Governance, Community Development and Social Affairs
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education
MININFRA	Ministry for Infrastructures
MINIRENA	Ministry for Natural Resources
M&E	Monitoring and evaluation
NAEB	National Agricultural Export Board
NAP	National Agricultural Policy

NEPAD	New Partnership for Africa's Development
NGO	Non-Government Organization
NGP	National Gender Policy
NISR	National Institute of Statistics of Rwanda
NWC	National Women's Council
OCIR-CAFÉ	Office des Cultures Industrielles du Rwanda-Café
OCIR-THE	Office des Cultures Industrielles du Rwanda-Thé
PAIGELAC	Project d'Appui à l'Aménagement Intègre et la Gestion des Lacs Intérieurs
PAPSTA	Projet d'appui au plan stratégique de transformation de l'agriculture Support Project for the Strategic Transformation of Agriculture
PDCRE	Project de Développement des Cultures de Rente et d'Exportation
PS	Permanent Secretary
PSTA	Plan stratégique de transformation de l'agriculture Strategic Plan for Agriculture Transformation in Rwanda
RAB	Rwanda Agricultural Board
RBS	Rwanda Bureau of Standards
RADA	Rwanda Agriculture Development Authority
RARDA	Rwanda Animal Resources Development Authority
RDB	Rwanda Development Board
RHODA	Rwanda Horticulture Development Authority
RIF	Rural Investment Facility
RRA	Rwanda Authority Revenue
RSSP	Rural Sector Support Project
RWAMREC	Rwanda Men's Resource Centre
RWF	Rwanda Franc
SACCO	Saving and Credit Cooperative
SP	Sub Program
SWAp	Sector Wide Approach
SWG	Sector Working Group
TOT	Training of Trainers
UNIFEM	United Nations Development for Women
UN	United Nations
USAID	United States of America Development Agency
WGF	Women Guarantee Fund
WHH	Women Headed Household

1. Contextual Analysis

1.1 National development goal and strategies

Rwanda is an agrarian economy with over 80%¹ of the population relying on agriculture and related activities for their livelihoods. The country's population is estimated at 10.4 million (2010 mid-year projection)² and about 53%³ is female. Rwanda's population density of 373 per square kilometre is one of the top ten in the world. The country has made remarkable progress from a destructive genocide of 1994 to peace and development.

Rwanda's Vision 2020, finalised in 2002, is the key socio-economic policy document on which all national and sectoral policies and strategies are based. The bold targets of the Vision 2020 include increasing per capita GDP from USD 230 in 2000 to USD 900 in 2020, reducing the proportion of the poor from 60% of the population to 25%⁴. The Vision established the modernisation of agriculture and animal husbandry as one of six pillars supporting the aspirations of building a diversified, integrated, competitive and dynamic economy, which could raise the country to the level of middle income country status.

The Economic Development and Poverty Reduction Strategy (EDPRS 2008 - 2012)⁵ provides a medium-term framework for increasing economic growth and reducing poverty. Using 2007 as the baseline year, EDPRS aims to reduce general poverty from 57% to 46%, extreme poverty from 37% to 24% and WHH poverty from 60% to 48%. Agriculture has been identified as the key driver for economic growth.

Rwanda is committed to achievement of the MDGs, of which Goal 3 is on gender equality and women empowerment as defined in the EDPRS. MDG interventions are scaled up through the Vision 2020 *Umurenge* Program, of which major activities are related to agriculture. The targets set to achieving the MDGs by 2015 are hinged on the performance of the agriculture sector, both from a social and economic perspective.

1.2 Gender policy, legal and institutional framework

In addition to the overarching government documents, visions 2020 and EDPRS, the agriculture policy, the gender strategy in agriculture reflects on a number of key legal and institutional frameworks which have been developed including:

- Gender national policy adopted in 2010,
- Girls' education policy adopted in 2008
- Gender legal framework

Rwanda is a signatory to international and regional legal instruments that protect the rights of women including CEDAW and the African Charter on Human and People's Rights. At national level, the Government has also instituted legal instruments to protect gender equality.

¹ National Institute of Statistics of Rwanda (NISR), Annual Report, 2009

² NISR, National Population Projection 2007 – 2022, July 2009

³ NISR, Annual Statistical Yearbook, 2009

⁴ GoR, Vision 2020 Document, 2002

⁵ The Republic of Rwanda, Economic Development and Poverty Reduction Strategy, 2008-2012, September 2007

The principle of gender equality is enshrined in the Rwandan Constitution of 2003, which not only grants equality to marginalised groups but also empowers the State and other actors to provide resources to promote gender equality. This constitutional framework provides quotas (at least 30%) for women in decision making structures. The other legal instruments for promoting gender equality include the 'Law on Matrimonial Regimes, Donations, Succession and Liberalities', enacted in 1999, the 'Civil Code' and the 'Law on the Prevention, Protection and Punishment of Gender Based Violence'. The legal instrument on gender based violence (GBV) was approved in 2008 following widespread incidences of gender based violence. In 2005, the Organic Land Law was adopted. The Law has provisions for equal rights of women and men to land ownership.

1.3 Agriculture in Rwanda

Agriculture is the most important sector in Rwanda, generating over 30% of GDP (37.4% in 2008), over 80% of employment (especially women), 70% of export revenues and 90% of national food needs⁶. However, agriculture production remains predominantly at a subsistence level because a large number of rural household's farm plots are too small to support commercial production. Although Rwandan agriculture is constrained by demographic pressures to maximise on returns from land, it has been recognised that raising agricultural productivity is critical for attaining transformation and commercialisation.

1.3.1 National Agriculture Policy

Although over 80% of the population in the country is supported by agricultural livelihoods, GDP from this sector ranges between 30 to 40% which is low compared to the number of people working in the sector. Aware of the importance of agriculture to socio-economic development and low productivity and performance, the Government of Rwanda developed a National Agriculture Policy (NAP) in 2004. It is from the NAP that the PSTA program was conceived.

1.3.2 The Strategic Plan for Agricultural Transformation in Rwanda (PSTA)

The design, planning and implementation of agricultural development interventions in Rwanda are based on the Strategic Plan for Agricultural Transformation in Rwanda – Phase II (PSTA II). This strategy is a follow up Phase from the first Phase implemented during the 2005-2008 period. The PSTA II was planned to be implemented through the 2009-2012 period. The PSTA aims at increasing the incomes of the rural population through improved agricultural productivity and facilitating transformation from a subsistence economy to one that is geared to production for both domestic and export markets⁷, thus, contributing towards achieving the national development objectives of the Vision 2020 and EDPRS. In addition, the PSTA-II is aligned to guide Rwanda in implementing and achieving the continental and global socio-economic development goals as guided by the Comprehensive African Agricultural Development Program (CAADP) of NEPAD and the Millennium Development Goals.

The PSTA-II consists of four interrelated programs, which are implemented in an integrated approach in order to enhance the transformation of the sector. These include:

1. Intensification and development of sustainable production systems
2. Support to the professionalisation of producers
3. Promotion of commodity chains and agri-business development
4. Institutional development

⁶ World Bank, Promoting pro-poor growth in Rwandan agriculture: What are the policy options, April, 2008

⁷ Republic of Rwanda, Ministry of Agriculture and Animal resources, Strategic Plan for the Transformation of Agriculture in Rwanda – Phase II, Final Report, February 2009

The PSTA-II's four programs provide the framework for planning and financing agricultural development for both the Government of Rwanda and its development partners. The programs are crosscutting in nature and lay the foundations for better performance for all agricultural enterprises, covering crops, including horticulture, livestock, fisheries and forestry.

Sensitivity to gender is part of one of the principles of the strategy. It is a requirement that gender issues be taken into consideration in all phases of planning and implementation of activities. The strategy also stresses that program design will endeavour to avoid inadvertent negative impacts, for example, upon women's nutrition and control of resources in moving to a cash economy⁸.

2. Methodology

A participatory process was used in formulating this gender strategy. The process involved:

- Building a shared understanding of gender and gender equality in the agriculture sector in Rwanda;
- An analysis of the national policies, strategies, programs and their implementation, identifying gender equality gaps;
- An analysis of the key actors and stakeholders in the agriculture sectors, identifying mandates and interest in gender mainstreaming in the agriculture sector;
- Gender analysis in the agriculture sector, from design, planning, implementation, monitoring and evaluation of agricultural development interventions, identifying the specific needs (practical and strategic) of women and men farmers to achieve the desired livelihoods outcomes;
- Development of the agriculture sector gender strategy.

Multiple data collection methods were used to collect secondary and primary data. Review of literature was used to collect secondary data, while a number of participatory tools were used to collect primary data. Data was collected from 51 representatives of institutions and organisations either financing and/or working in the agriculture sector at national level. Focus group discussions were conducted in six districts with 298 people (47% female) and in three provinces (Eastern, Southern, Western) with 66 people (24% female).

The districts consulted included Ruhango and Nyaruguru in Southern Province, Nyabihu in Western Province, Bulera in the Northern Province, Kirehe in Eastern Province and Gasabo in Kigali City. The choice of districts was to ensure fair representation of the different agro-ecological factors, agriculture enterprises and socio-economic livelihoods conditions in the gender analysis. Table 1 gives the justifications for the districts consulted.

Table 1: Rationale used to select districts for consultations

District	Rationale for inclusion in consultations
Ruhango	Central Plateau, and cassava commodity chain
Nyaruguru	Prevailing soil acidity and chronic malnutrition among children
Nyabihu	Volcanoes zone, Irish potato, wheat and climbing beans commodity value chains
Bulera	High lands, Irish potato, wheat and climbing beans
Kirehe	Eastern plateau which was among the first pilot zones for the implementation of PAPSTA and where MINAGRI is piloting new technologies such mechanization and irrigation. banana, maize and Patuli commodity value chains development
Gasabo	In District assessment focused on access to markets for agricultural produce

⁸ PSTA II report, page 20, MINAGRI, 2009

A two days national workshop was held to share the findings from the district and provincial consultations and develop a framework for redressing the gender disparities identified. The national workshop was attended by 59 people (28 female) on the first day and 33 people (14 female) on the second day. A validation workshop was held at national level to receive key stakeholders inputs to the strategy. To instil ownership of the strategy at all levels, MINAGRI will disseminate the strategy through a number of channels, including workshops/meetings, radio and print media.

3. Gender Analysis in the Agriculture Sector: Rationale, Gaps, Challenges and Opportunities

3.1 Rationale for gender equity and equality in the agriculture

As earlier indicated the livelihoods of over 80% of Rwanda's population depend directly or indirectly on the agriculture sector. Despite the huge number of people involved in agricultural related activities, the sector contributes less than 40% to GDP. Although gender equity and equality is a right as enshrined in the Rwanda Constitution, there are intrinsically related factors contributing to the poor agriculture performance, major one being the gender disparities.

1. The agriculture sector is worked mainly by poor women (86%) with lowest levels of schooling and highest rates of illiteracy (23.3%). As a result women remain in the subsistence agriculture, they receive low prices for their products due to lack of market intelligence, they lack capacities to participate in agri-business and are employed in lowly paid positions in secondary agriculture. All these result in a vicious cycle of poverty that transcend generations;
2. 30% of the country's households are female-headed and most of them are very poor⁹. The increasing number of female headed households in the rural areas makes agriculture vulnerable to any type of shock events because women rarely have asset stocks nor financial savings because of their foundation of being illiterate, poor and stereotyped to be subordinate to male counterparts be it at household, community and governance structure levels;
3. Women contribute immensely to the agriculture value chain by providing labour for planting, weeding, harvesting and processing in addition to reproductive activities and community work. They also produce and sell vegetables from home gardens or forest products and the income obtained is mainly used on meeting family food, health and education needs. However, this contribution is rarely recognised at household or in national statistics.

The agriculture strategy in Rwanda is focused on the transformation and commercialisation of the agriculture sector, involving such activities as intensification, land consolidation, mechanisation and valued addition to commodities. Given that the existing dominant position of men in the agriculture sector is rife even with the presence of legal and institutional frameworks for equality, modernising agriculture requires actions that do not reinforce the dominance of men. Therefore, a strategy of mainstreaming gender in policies, programs, projects and activities forms a foundation for equal rights and equal opportunities for women and men in the agriculture sector and rural development.

⁹ Analysis of economic opportunities for low-income women and the very poor in Rwanda, USAID, March 2010

3.2 Findings, analysis and gender gaps in the agriculture sector

The gender analysis was aligned on the four programs of the PSTA II focusing on five themes, crop intensification, livestock production and use, extension services, commodity value chain development and institutional set up. While agriculture development efforts by MINAGRI and its partners are contributing to food security and wider livelihoods needs, the benefits are limited by some conditions still existing in the sector and practices, one of which relates to gender disparities. The gender analysis identified a number of gaps.

3.2.1 Program 1: Agriculture intensification and development of sustainable production systems

3.2.1.1 Crop Intensification Program

One of the sub-programs (SP) in program one is crop intensification (SP 1.2.1). Agriculture intensification is a strategy used to increase productivity, especially in situations where land is a limitation. However, the challenge with intensification strategies is reliance on high external inputs, making them very high capital intensive. The crop intensification in Rwanda is associated with introduction of activities and technologies targeted at significantly increasing yields and incomes on the small land sizes which characterise the majority of Rwanda's smallholder farmers. Indeed, farmers consulted in the six districts confirmed that they have accessed new technologies in crop production in recent years as shown in the Table below:

Table 2: Technologies accessed by farmers in recent years

District	Crop	Technologies Accessed
Bulera	Irish potatoes	<ul style="list-style-type: none"> - Improved Varieties - New farming techniques, for example, planting on lines - Use of chemical fertilizers and pesticides - Knowledge and skills on calculating amount of seed required - Skills to identify appropriate harvesting time
Gasabo	Banana	<ul style="list-style-type: none"> - Varieties resistant to diseases - Varieties suitable for food
	Vegetables	<ul style="list-style-type: none"> - High yielding varieties
Kirehe	Banana	<ul style="list-style-type: none"> - Knowledge and skills in thinning, - Application of both organic and chemical fertilizers - Easy access to market - processing unit for a cooperative - Varieties suitable for food,
	Maize	<ul style="list-style-type: none"> - Hybrid varieties - Planting on lines - Land preparation knowledge and skills - mechanisation
Nyabihu	Irish potatoes	<ul style="list-style-type: none"> - Improved varieties - Use of chemical fertilisers
	Maize	<ul style="list-style-type: none"> - Improved varieties - Planting on lines - Use of chemical fertilisers
	Beans	<ul style="list-style-type: none"> - Improved varieties – climbing beans
Nyaruguru	Maize	<ul style="list-style-type: none"> - Hybrid varieties, - Station planting and on lines
	Beans	<ul style="list-style-type: none"> - Improved varieties – climbing beans - Station planting
	Sweet potatoes	<ul style="list-style-type: none"> - New production methods - mono-cropping - Use of organic fertilisers - Improved varieties - Planting on ridges

Ruhango	Cassava	- Improved varieties – resistant to cassava mosaic
	Beans	- Improved varieties - Planting in lines
	Coffee	- Use of chemical fertilisers
	Maize	- Improved varieties - Use of chemical fertiliser
	Vegetables	- New production methods introduction of kitchen gardens - Irrigation

The technologies promoted under the crop intensification program have contributed to increased yields and output. For example, some male farmers in Kirehe District who adopted the recommended husbandry in banana production confirmed yield increases from 20 kilograms to 100 kilograms per bunch. However, the technologies being promoted under the crop intensification program require a lot of financial capital and are also very labour intensive and this has some implications on gender equality. Crop intensification is also supported by other activities, including, reclamation of marshlands, radical terracing and land consolidation. While all these activities are contributing to the transformation and commercialisation of agriculture in Rwanda, there are some gender aspects requiring attention, to ensure maximum benefits for both women and men in agriculture.

3.2.1.1.1 Limited access to and control of productive resources by women and poor households

Land: While land is a major input in agriculture, most farm families in Rwanda have small fields and land fragmentation is common, limiting agriculture transformation and gender equality opportunities. The table below shows the status of land holding based on information gathered during in the districts specified.

Table 3: Average land holdings in districts consulted

District	Average land holding (hectares)
Bulera	Majority have one hectare. Some households only have 20 metres by 30 metres meant for residential purposes
Gasabo	20% of the population landless
Kirehe	Majority have one hectare. Landless people comprise about 20-30% of population mostly among the young people
Nyabihu	Majority have one hectare, but there are people with no land especially the young people
Ruhango	Landless to 0.5 ha is 20% 1 ha – 2 ha is 70% More 2 ha is 10%

The men and women farmers consulted indicated that the families with very small fields survive by selling labour to those with large pieces of land. Such families do not afford to pay for education costs resulting in children dropping out of school early, do not access medical care, quality of housing very poor, food insecure, malnourished children and children migrate to search for livelihoods opportunities. Such situations perpetuate poverty from one generation to another and are a source of conflicts at community and household levels, including gender based conflicts.

The men and women farmers consulted indicated that at the family level, conflicts arise due to competition between cash and food crops. This aspect becomes a gender issue because food crops are tendered and managed by women while men are heavily involved in cash crops. This aspect is confirmed by the results from the consultation showing the categorisation of crop by gender as in the table below:

Table 4: Categorisation of crops by gender

District	Crops for Women	Crops for Men	Crops regarded as for both
Bulera	Beans	Irish potatoes	Maize, Wheat
Gasabo	Beans, sweet potatoes, cassava, maize, traditional vegetables (amarathas)	Banana, coffee, exotic vegetables (Tomatoes, egg plants, cabbage, green pepper)	Fruits
Kirehe	Maize, Beans, Flowers	Banana, Coffee, Pineapple	Sorghum
Nyabihu	Maize, Beans Sorghum (used mainly for brewing traditional beer)	Irish potatoes Cabbage and carrots	
Nyaruguru			
Highlands	Beans		Tea – planting is men, plantation and maintenance and picking is women, selling men Irish potatoes, wheat, maize
Middle veld	beans, sorghum, sweet potatoes, cassava	Coffee	
Ruhango	Beans, sweet potatoes, vegetables	Cassava, coffee, rice	Maize

Given that culturally, land is controlled by men, men crops are allocated more land. Women have to struggle to meet family food and income needs from the little food crops that they harvest. From the table, it can be observed that crops become categorised as for men when they are marketable. For example, in Gasabo, the exotic vegetables are highly marketable due to the high demand by urban consumers. In all cases, women and youths mentioned lack of money and entrepreneurial skills as limiting their participation in high value crop production and marketing. Small land sizes also result in reduced crop diversity, as happening in Ruhango where women farmers were concerned by replacement of beans with maize, compromising food security in the process. However, women indicated a need to be trained in a number of skills that can enable them negotiate with male counterparts to be part of ongoing ventures or to access land for initiating own income generating activities. The case of women in Kirehe involved in flower production and export is enough evidence that women have the ability of managing high value crop enterprises. Such initiatives need to be up/out scaled targeting both women and men.

The Government of Rwanda recognises the challenges of land ownership and has introduced a system of land registration and being facilitated by the National Land Bureau. The land is registered in the name of both husband and wife and children are included as legal beneficiaries. This is done to ensure that all household members enjoy equal rights to land use. However, this process is taking long and it is one area requiring implementation expedition. Equal access to and control of land by both men and women is a key factor that can contribute to gender equality

Agriculture Inputs (examples: Improved seeds and chemical fertilisers): Use of improved seeds and chemical fertilisers are promoted under the crop intensification program. These technologies are promoted to increase productivity and compensate the small land sizes. Lack of money is the main limiting factor on use of improved seed varieties and chemical fertilisers. The women and men farmers consulted indicated that the improved seed varieties and chemical fertilisers are too expensive. Those most affected are the women headed households (WHH), child headed households (CHH) and very poor families headed by men.

Nyaruguru District Technology Adoption

Maize: High price of hybrid varieties was indicated as the reason for non adoption. Hybrid varieties cost RWF600 per kilogram against RWF150 per kilogram for traditional varieties. Nevertheless, adoption of maize technologies is estimated at about 80% and the other 20% cash constrained.

Virus-free Irish potato seed: Currently used by about 30% of farmers because of high prices, RWF300 per kilogram compared to RWF 100 for ordinary seed.

Chemical fertilisers: About 60% of farmers have adopted technology. Use of organic manure is limited by low livestock ownership. Poor families do not own livestock

Based on the consultations, the farmers indicated that there are three windows that a farmer can use to access crop production inputs that are provided under the government assistance program through subsidies. These include being a lead farmer, being a cooperative member and being a beneficiary of the land consolidation program. Poor families, who include WHH and CHH rarely, qualify to be lead farmers. The characteristics of a lead farmer include: owning large piece of land, good communication skills, evidence of agricultural knowledge and skills and demonstrate commitment to agriculture development. WHH, CHH and very poor households are already vulnerable given their status and miss out on opportunities to access inputs as lead farmers. These types of households also miss out on accessing inputs as cooperative members because they lack resources to join any type of cooperative and this automatically disqualifies them to access inputs through land consolidation projects. There is a need to rethink on a criterion that ensures that all women and men in agriculture have equal opportunities to access agriculture inputs, irrespective of their social background.

Access to training opportunities: Farmer crop husbandry knowledge and skills are a key resource in the crop intensification program. Lack of skills was the reason for non adoption of new technologies by WHH and poor families. Farmers indicated that they receive training on the specific technologies being promoted through MINAGRI agencies like RADA, RARDA, RHODA, OCIR The and Cafe. Due to limited resources (human and material), the Training of Trainers (TOT) and farmer field school approach is used, targeting lead farmers. The lead farmers are required to train other farmers in their geographic areas. While this approach is hailed for its ability to build local capacities, the problem is that this approach does not have strategies of overcoming power dynamics (mainly from gender relations) at community and household levels. As a result, women and youths from all types of households have limited access to trainings meant to enhance their knowledge and skills in crop production. At the household level, women farmers indicated that male members of households, attend trainings more than women because information on opportunities comes through the men, who in many cases keep the information for their benefit. In cases where men inform female members of household about training opportunities, women farmers indicated that they offer to remain home doing reproductive activities. Thus, there is need for engendering the capacity building efforts in the crop intensification program.

3.2.1.1.2 Increased workload for women and girls

Crop intensification is a labour intensive strategy, more so in Rwanda where mechanisation is not wide spread and limited by the physical terrain. Farmers consulted indicated that labour related factors of some technologies limits adoption. For example, in Nyaruguru, about 20% (mostly WHH) are still using traditional bean varieties. The climbing varieties, though high yielding require one to position trailing material for each plant and this is laborious. In the same district, farmers indicated

that the practice of planting sweet potatoes on ridges has only been adopted by 20% of farmers because the technology is time and energy consuming. They indicated that WHH have less labour, making the new technologies not appropriate for them.

In MHH, labour intensive technologies increase the burden of women and girl children. From the daily activity calendar in the table below, women perform over three hours more on farming activities than men. In addition, women spend five hours on unpaid reproductive and household work. As a result, the women have longer working hours (15.5 hours) than men.

Table 5: Women and men daily activities

Activities	Women (hours)	Men
Sleeping	7 hours	8 hours
Farming activities	10,5 hours	7 hours
Reproductive activities	5 hours	0
Rest/ Pubs	1,5 hours	9 hours (Pubs)
Working time	15.5 hours	7 hours

Women’s burden is worsened by the fact that they are involved in doing routine type of activities, which are labour intensive and time consuming. For example, in Nyaruguru, for those involved in tea production, men perform planting marketing activities while women responsible for maintaining the plantation and picking the tea. There is considerable impact on the well-being and health of women and their families as a result of long working hours as they have little time for rest or relaxation. Long working hours for girls negatively impact their long-term development because they do not have time for studies, resulting in poor performance in exams. It requires some awareness for men to understand the burden of women. In addition, some interventions to reduce the time that women are involved in both productive and reproductive activities are required.

3.2.1.1.3: Limited crop diversification

Land consolidation is one approach used in the crop intensification program. Farmers consulted expressed some satisfaction with the approach. The approach, which is a privy for members of cooperatives, is appreciated for easy access to improved seeds and chemical fertilisers, easy access to markets, increase social capital and easy access to knowledge and skills enhancement opportunities. However, those with small land sizes find the mono cropping recommended in land consolidation depriving them of crop diversity, making families vulnerable to food insecurity. This is a gender issue in that it is mostly *women* involved in household food management and approach reducing their capacities to provide balanced diets to the families. There is need for participatory planning, involving all actors when deciding on crops to plant in land consolidation projects and also plan mechanisms for meeting other food requirements.

3.2.1.2. Livestock value-chain

Livestock production is also promoted under Program One. Although livestock production is constrained by the small land sizes amongst other constraints, including diseases, poor support services and poor performance of indigenous breeds, the livestock value chain is recognised as key to agricultural transformation given the triple pronged benefits. Firstly, livestock is integrated with crops in that manure from livestock is used in improving soil fertility and in the process increase crop productivity. Secondly, milk from livestock is an important commodity for fighting malnutrition, contributing immensely to food security. Thirdly, livestock, especially cattle, carries an important cultural value. Different types of livestock are used in a number of cultural activities, for example, dowry, weddings and funerals. Therefore, the strategy that has been adopted for developing the

livestock value chain is that of increasing livestock ownership, improving local breeds through genetic improvement, strengthening disease control and livestock diversification.

A tool that is being used to increase livestock ownership is the ‘One Cow per Poor Family program’. The program managed to distribute 89,355 heifers from 2006 up to September 2010. There are plans to distribute heifers to 270,000 households under the PSTA II program. In addition to this program, some heifers are also distributed as credit secured by a guarantee fund operated by the BNR Central Bank¹⁰. The livestock value chain development also involves promotion of zero grazing, including supporting the construction of appropriate infrastructure and training of farmers. The farmers consulted commented the government for the program and they indicated benefits from the program as follows:

- Increased enrolment of children in schools as they no longer had to herd cattle given the introduced zero grazing practice
- Livestock diseases easily controlled/contained
- Soil erosion control through the promotion of terracing associated with plantation of grasses and agro forestry species used for animal feeding
- Saving on the amount of time on food preparation for farmers who have adopted biogas. This has also reduced the burdens on firewood collection and increased study time from the lighting
- Improved nutrition, especially amongst the children
- Improved household socio economic status, especially, amongst WHH from increased incomes from sale of milk
- Increased social capital as households who received heifers share milk with their neighbours.

Despite the benefits from the livestock value chain development efforts, there are some gender disparities in the livestock sectors in general and specifically in the implementation of the one cow per poor family program.

3.2.1.2.1 Access to and control of livestock

In Rwanda, the traditional practice is that livestock is accessed by both women and male. However, large livestock like cattle and in some districts, goats are controlled by men. Women can control small stock, like goats, chickens and rabbits as individuals or jointly with their husbands and children. The table below shows gender differentiated access to and control of livestock in the districts consulted.

Table 6: Gender differentiate access to and control of livestock

District	Livestock type	Access and control situation		
		Men	Women	Children
Bulera	Cattle and sheep	control	access	access
	Chickens	access	control	control
Gasabo	Cattle and goats	control	access	access
	Rabbits	access	control	control
	Chickens	control (urban)	control	access
Kirehe	Cattle and goats	control	access	access
	Chickens	control	control	control
	Pigs	control	control	access
Nyabihu	Cattle, goat, sheep, chickens	control	access	access
Nyaruguru	Cattle, goats, pigs, sheep	control	access	access
	chickens and rabbits	access	control	control

¹⁰ MINAGRI, Strategic Plan for the Transformation of Agriculture in Rwanda – Phase II, Final Report, February 2009.

Ruhango	Cattle, goats, sheep, pigs	control	access	access
	Chickens and rabbits	access	control	control

During the consultations, it became evident that men control large stock while women control small stock, although initial discussions men indicated that all livestock belong to the family. In Nyaruguru, women indicated that they are responsible for looking after the cattle, but were not able to make any decisions. Interestingly, in Nyabihu District, men control all livestock, including chickens. It was also learnt that, in the northern districts, women have to consult male members of the family when their husbands were away when it came to making decisions on large livestock. It is interesting to note that in Gasabo, urban based men control chickens while this does not obtain in the rural settings. The involvement in chicken production by urban based men in Gasabo, confirms that men are more proactive in entrepreneurship issues than women. The women in Gasabo indicated that lack of capital prevents them from taking part in chicken production ventures.

The implications of these arrangements on gender are two-fold. Firstly, women have no decision making powers regarding the products (manure, milk, draught power) and money (if the livestock is sold). Secondly, the women have no physical assets build-up. The small stock (chickens and rabbits) they own are easily disposed off to meet family daily food and income requirements. The inability of women to build-up physical assets means women are compromised when it comes to accessing loans because of lack of collateral. The livestock control situation in the households is a source of gender based conflicts, especially where one part is responsible for rearing, but has no control when it comes to benefiting from the benefits of the resource.

3.2.1.2.2 One cow per poor family selection criteria

While MINAGRI is very clear about the direction of the One Cow per Poor Family program, and other related activities for developing the value chain, there is no selection criterion that can be used by the implementers to ensure that both men and women benefit equally from the initiatives. The plan is that 30% of the beneficiaries will be women, but achieving this target is difficult when there is no gender sensitive selection guideline. One constraint identified during the consultations is the high costs associated with developing zero grazing infrastructures. It costs about RWF300,000 and yet there is no mention on how the poor families, especially the WHH are to be assisted on this aspect.

3.2.1.2.3 Knowledge and skills enhancement

It requires that women and men farmers' animal husbandry capacities are enhanced to achieve the planned performances. The activities associated with the PSTA II livestock development program require high level knowledge and skills in animal husbandry. For instance, succeeding in the proposed activities such as animal disease identification and control, fodder production and utilisation and artificial insemination will require that both male and female farmers have the necessary skills. While, there are plans to train farmers in the important aspects of animal husbandry, it is not clear how the farmers will be selected. There is no gender sensitive guideline to assist extension personnel when selecting farmers for training. For example, there is a target that the number of farmers' associations trained in improved animal husbandry practices will increase from 200 to 300 per annum. However, this target does not indicate the number of men and women farmers to be trained and the criterion to be used in identifying the beneficiaries ensuring that both men and women have equal access to the knowledge and skills enhancement opportunities.

Table 7: Summary of gender gaps in Program 1: Intensification and development of sustainable production systems

PSTA Program/Sub program	Gender Issues and Gaps in Document	Gaps from Gender Analysis
Program number one recognises that specific interventions will be designed in accordance with the principles of local participation and promotion of gender equality.	The strategy does not show specific interventions related to gender and how the various interventions will benefit both men and women equally In the list of opportunities, gender is not mentioned	Extensive production systems, under pressure of population growth and there is no clear strategy to address issue of population growth for sustainable production targeting both men and women
1.1 Natural resource management, Soil and water conservation, marshland development and irrigation	Lack of gender interventions related to water and soil conservation: women are still few in water conservation technologies (irrigation, environmental sciences, rural engineering, etc	Very labour intensive activities and adding workload for women and girls
1.2 Integrated development and intensification of crops and livestock		
1.2.1 Crop diversification and intensification	The gender sensitive indicators are not reflected in PSTA II document	<ul style="list-style-type: none"> • Limited access to and control of productive resources by women and poor households – land, fertilisers, seeds • Increased workload for women and girls • Limited crop diversification given that land consolidation promotes mono-cropping and families have limited access to land especially WHH
1.2.2 Livestock development	<p>Girinka program mentioned the substantial social impact on human nutrition and human health, which includes gender issues (about 30% of beneficiaries are women)</p> <p>It is not indicated how the Technicians to be trained under the artificial insemination program will be targeted to ensure gender equity</p> <p>It is not indicated how poultry distribution program will be done to target female and male farmers equally.</p>	<ul style="list-style-type: none"> • Limited access to and control of livestock by women (in MHH) and no access in general for WHH and poor households • No genderised selection criteria for the 'One cow per poor family' program • Lack of gender sensitive guideline on knowledge and skills enhancement
1.3 Marshland development		Labour intensive and increasing workload for women
1.4 Irrigation development		Capital intensive and misses WHH and poor MHH
1.5 Supply and use of agricultural inputs: Fertiliser and agrochemical supply and use	<p>It is indicated that the program will ensure that women farmers have full participation in these activities but no criteria/guideline for targeting to ensure that all farmers have equal access</p> <p>No indication on how the fertiliser and agrochemicals distribution network will target male and female entrepreneurs as input dealers</p>	

PSTA Program/Sub program	Gender Issues and Gaps in Document	Gaps from Gender Analysis
	It is very good that the program mentioned reducing fertiliser packaging units for easy of transportation by women given the sloping terrains	
1.5 Supply and use of agricultural inputs: Certified seeds and other inputs	<p>No mention of how both male and female entrepreneurs will be targeted for the seed multiplication ventures</p> <p>No indication on how both male and female local entrepreneurs will be targeted to access finance to acquire tractors and other machinery and rent the machinery or sell mechanisation services to farmers under the</p> <p>Agriculture Mechanization and animal traction initiative Also does not mention how mechanisation will benefit women in relation to energy and workload</p>	<p>MINAGRI developed a mechanization strategy which comprises of good number of gender sensitive indicators to support uptake of the technology</p>
1.6 Food security and vulnerability management	<p>Does not mention how men and women will be targeted when implementing strengthening of household nutrition and health practices (kitchen gardens, educational campaigns on nutrition, maternal and child health, campaigns on HIV/AIDS)</p> <p>Develop and implement a plan for promoting and protecting gender-friendly crops and livestock (for banana wilt control, mushroom development, and poultry dissemination. Very good</p> <p>Develop and implement a campaign to install more efficient fuel wood stoves that utilize less wood and that discharge smoke outside kitchens through chimneys. Very good</p> <p>Ensure that all rural households have access to a safe well for drinking water and institute a monitoring program to ensure the water is potable.</p>	

3.2.2 Program 2: Support to the professionalization of the producers

3.2.2.1 Extension services

The aim in facilitating interventions in the agriculture sector as the case with the PSTA II Program is to increase effectiveness of crop production and animal husbandry. It requires a vibrant extension system to maximise on the benefits from best bet technologies and best practices in crop and animal husbandry and post-harvest management and marketing. In a bid to develop a vibrant extension system, Rwanda has taken three bold steps. Firstly, the policy thrust on decentralisation is being implemented to empower partner organisations, including farmer organisations to provide extension services. Secondly, Rwanda is making some efforts towards the privatisation and commercialisation of extension services. Thirdly, the country has institutionalised community cohesion through *UMUGANDA*. Community meetings held after *UMUGANDA* activities provide a platform for information sharing on agricultural activities among members of the community.

3.2.2.1.1 Gender gaps in extension services

There are a number of problems with the interface of extension personnel and farmers, more-so women farmers and poor households. As a result both male and female farmers have limited access to knowledge and skills, technologies, market information and other important agricultural services.

Lack of gender related knowledge and skills: In general, extension personnel lack understanding of gender and not well equipped with gender related skills. Given that there is no gender sensitive manual to guide extension personnel, both male and female farmers' practical needs and gender interests in farming are not considered in designing and planning activities. The lack of gender related knowledge and skills by extension personnel results in low uptake of agricultural knowledge and skills by farmers, especially women and poor male farmers along the whole value chain.

Few female extension personnel: There are very few women who take up science subjects and this also affects agriculture. Male extension workers find it easy relating to male farmers and as a result, male farmers (especially the well to do ones) mainly benefit from agricultural extension activities.

High illiteracy levels: Many farmers, especially, women are illiterate with no basic skills to read, count or write. This poses a challenge for extension personnel whose approaches of training are modelled to benefit literate farmers. Also, illiterate farmers (women) feel ashamed and embarrassed to attend meetings and trainings where they will not have opportunities to actively participate.

Limited research on gender sensitive technologies: Research institutions rarely focus on developing gender sensitive technologies. Women in agriculture often find themselves with technologies that are not gender sensitive, for example, sizes of some agricultural machines are too big for women. Practical needs and gender interests are also not researched on, for example, energy efficiencies, access to clean water, proximity of water sources, nutrition enhancement, food processing and storage.

High workload for extension personnel: Each extension worker has to provide agricultural extension services to many farmers. As is always the case in situations where with scarce resources, the influential and powerful ones have more access. In this situation, an extension worker is forced to work with highly resource endowed farmers, leaving out the poor, who in many cases are women headed households and poor households. For example, some extension workers in Gasabo District indicated that they have to provide services to over 3500 families versus best practices of one extension worker to 600/700 households. Due to decentralisation, extension workers are recruited by the Ministry of Local Government, Community Development and Social Affairs (MINALOC). This

means Veterinarians and Agronomists are not only responsible for agricultural related work, reducing the time for advising farmers. This further increases the scarcity of extension services, making them only accessed by highly resourced farmers.

Extension approaches favour well to do farmers: The lead farmer approach has been adopted as an effective tool to extend new agricultural knowledge and technologies and to manage the high number of farmers that an extension work has to work with. While this approach may be cost effective, poor farmers, most likely WHH, CHH and poor families fail to access extension services, including subsidised inputs, such as seeds and fertilisers. Another approach being used for extension is cooperatives. While cooperatives are a very good tool for increasing social capital and economic power (market oriented cooperatives), again poor households, especially, women headed and child headed households fail to meet the requirements of joining cooperatives and in the process fail to access public services which at planning are meant for poor households.

Proximity and location of services: Some services are not in close proximity to farmers and sometimes located in places not easily accessible. For example, tele-centres are located at service centres which in many cases are far away and affecting access to market information.

Designing of meetings and trainings do not consider other women duties: In many cases, women miss training opportunities because of the manner in which the training is planned. Women's access to training opportunities is also limited by the way trainings are organised. Meetings and trainings are planned to begin very early, competing with women's reproductive work; training centres have no child care facilities, thus women with children, even when they attend meetings are distracted from paying attention and facilitators are mostly men who do not understand the practical needs of women. Again, women are impaired to attend trainings or seminars organized far from their communities because they have first to get approval from their husbands for staying overnights.

Table 8: Summary of gender gaps in Program 2: Support to the professionalization of the producers

PSTA Program/Sub program	Gender issues and gaps in document	Gender gaps identified from consultations
<p>2.1 Promotion of farmers' organizations and capacity building for producers SP2.1a develop and implement a long-term program of capacity building in village organisations, cooperatives, rural women's organisations and other farmer organisations, with emphasis on those that are dedicated to input purchase and output marketing and those that are linked to processing facilities.</p> <p>SP2.1b Strengthen local points for training and sharing experiences regarding innovations</p> <p>S2.1d: In collaboration with coffee growers' cooperatives and washing stations, extend the program of training farmers in producing high-quality cherries and generally understanding the agronomic and quality issues that affect their incomes: women in particular, should be trained in cupping so that quality differences begin to be perceived at the local level</p>	<p>In defining tailored training package for cooperatives and farmers organization, gender is not mentioned among the package. High Illiteracy among women farmers. Not indicated how women's knowledge and skills will be developed to participate equally in decision making processes</p> <p>Strategy does not show how men and women will access and benefit from community Innovation Centres and Training Centres</p> <p>Very Good</p>	<ul style="list-style-type: none"> • Lack of gender related knowledge and skills by extension personnel • Limited access to training opportunities • Limited research on appropriate technologies • Limited access to technologies for women and poor households • Proximity of services limits access to information • Few female extension personnel • Planning of extension activities do not consider other duties for women
<p>2.2 Restructuring proximity services for producers P2.2a Work with farmer organisations to develop and promote a system through which farmers contract with the farm advisors (extension agents)</p> <p>SP2.2b Establish a permanent training service for extension agents, including district agronomists</p>	<p>It is not mentioned how the low female extension agents will be dealt with in the contracting process</p> <p>It is not clear how the low women representation in the extension system will be resolved</p>	
<p>2.3 Research for transforming agriculture SP2.3e Continue and augment programs of international cooperation and staff exchange and secondment</p>	<p>It is not mentioned how women and men researchers will benefit equally from this opportunity. Again, the number of women in agriculture research is still few</p> <p>The sub program does not mention interventions on research on appropriate technologies, especially for rural women</p>	

3.2.3 Program 3: Promotion of commodity chains and agribusiness development

Sustaining livelihoods require that households have diversified sources of income. Thus, the PSTA II Program 3 is focused on improving the performance of agriculture value chains to increase rural household incomes from a variety of sources. This program is also aimed at increasing employment opportunities and reducing rural poverty. Key to the development of commercial value chain is access to finance, knowledge, skills and technology and markets.

3.2.3.1 Gender gaps regarding access to finance

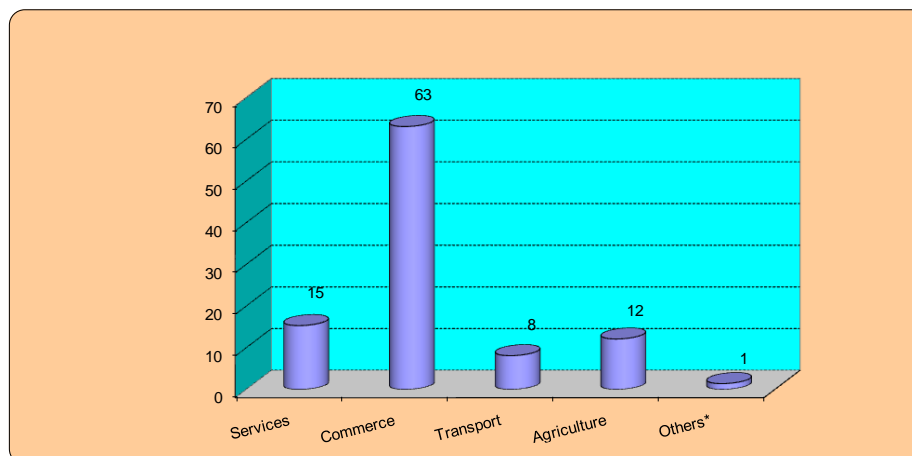
The Government of Rwanda has established systems, facilitating farmers to access finance to develop cash crop value chains and development of other agribusiness ventures. Financial facilities such as the second Rural Investment Facility (RIF2), the Agricultural Guarantee Fund and Women Guarantee Fund (WGF) are meant to be accessed by farmers to develop commercial agriculture and to boost rural investment in the agriculture sector.

Although the laws and national policies in Rwanda endorse equal rights for women and men in access to credit, there remain significant gender gaps in the application of these laws and policies. Women have greater difficulty fulfilling the criteria required to access formal credit than men. Women usually fail to provide collateral because both moveable and immovable properties are registered in the name of the husband. For women headed and poor households accessing credit is limited by merely low resource endowment. During the consultations, women headed and poor households were found to have very small pieces of land and do not own cattle that can be used as collateral. The 2005 land law provides opportunities for rural households to access credits using land titles as collateral. Therefore, there is need to accelerate the land administration process to for households to secure land titles.

While the AGF can be accessed by farmers with no collateral, women's access to credit is further affected by the procedures required to access the funds. Farmers are required to develop business plans and complete a number of application forms. Women farmers indicated that their applications were still rejected even after hiring recommended Consultants to develop plans for them. The statistics provided by BNR shows that the available financial services offered by the Government are not accessed by men and women farmers equally. An evaluation done by BNR showed that only 8% of the beneficiaries of RIF1 were women. Again statistics provided by BNR also shows that by 20th May 2010, only 9% of the beneficiaries of RIF2 beneficiaries were women. Although statistics on utilisation of the AGF is not disaggregated by gender, access by women is expected to be the same as with the RIF. The lack of gender awareness of staff in financial institutions coupled with lack of gender sensitive systems and procedures in these institutions results in gender disparities in access to credit. During the consultations, both women and men farmers were unhappy about the behaviour and attitude of the way Banque Populaire du Rwanda (BPR) conducts its business. In situation where women access loans, the amounts are too small to support meaningful business ventures and the repayment periods are too short, thus women end up being locked in small enterprises with no propensity to take them out of poverty.

The long gestation period of agricultural activities is also a challenge when accessing credit. Statistics on WGF provided by BNR indicates that only 12% were utilised in the agriculture sector by March 2010 compared to 63% in commerce. In addition, women in the agriculture sector are mostly illiterate and this limits their capacity to access such opportunities as the WGF. Women complained of limited skills in developing project plans. Below is a graph showing the WGF by sector.

Figure 1: Utilisation of Women Guarantee Fund by sector



Source: National Bank of Rwanda

The issues that limit access to credit by women are confirmed by a study by the African Development Bank¹¹ which showed that socioeconomic and cultural practices hinder women from fully benefiting from the available financial services. Some of the challenges identified include: (i) many women still see taking credit as a risk; (ii) women's lack of control (decision-making power) on intra-household resources in general and on the use of loans in particular, creates greater risk for them to take loans; (iii) lack of collateral; (iv) low capacity of MFIs in developing flexible product design to meet women's needs; (v) women's low status in society and the cultural burden that discourages their economic ambitions; and (vi) a preference for grants, an attitude that stem from post-conflict grant programs. It is also important to note that while men have better access to credit compared to women, in general access to credit in the farming communities is limited. In general, although women access a lot of micro-credit through formal and informal arrangements, progress on livelihoods improvement is hampered by the fact that the interest rates are very high and the amounts of money accessed are too little to induce any meaningful development.

3.2.3.2 Gender gaps in the coffee and tea value chains

The key traditional cash crops grown in Rwanda are coffee and tea. Coffee and tea have played a considerable role in Rwanda's economic development and remains one of the country's most important official sources of foreign exchange. Export revenues from coffee and tea for the 2009/10 marketing year were about US\$36 million and US\$ 57 million respectively. Currently, MINAGRI is promoting improvements in the coffee and tea value chains through the 'Smallholder Cash and Export Crops Development Project (PDCRE)' with funding from IFAD. A report on a study on 'Gender and Youths in the Coffee and Tea Value Chains'¹², commissioned by PDCRE and IFAD highlights the gender disparities in coffee and tea production and marketing as:

- Few women involved in coffee and tea production activities
- Women have fewer trees than men because of smaller plots and also that women prioritise food crops to benefit the family

¹¹ African Development Bank Group, Rwanda Gender Assessment: Progress Towards Improving Women's Economic Status, 2007

¹² Gender and Youth in the Tea and Coffee Value Chains, PDCRE and IFAD, August 2010

- Pronounced division of labour between men and women with women spending more time in activities than men
- Men control benefits from coffee and tea
- Men benefit more than women from employment in coffee and tea value chains
- Men access agricultural extension services more than women

The situation in the coffee and tea value chains confirms that women have limited access to and control of productive resources, have no control of household benefits from farming, have more agriculture workload than men, their low literacy levels reduces access to lucrative employment opportunities. Such situations manifest poverty in women in agriculture and are reinforced by lack of capacities in gender sensitive programming and empowerment.

3.2.3.3 Gender gaps in the commercialisation drive

MINAGRI also supports value chains development of such commodities as bananas, soybeans, wheat, milk, maize, Irish potatoes, vegetables, fish, hides and fruits. The idea is to build market-oriented rural infrastructure for post-harvest handling, processing and distribution. The strategy to transform and commercialise agriculture is aimed at optimising productivity and increasing the competitiveness of Rwanda's agriculture products. These efforts are expected to provide agri-business opportunities for farming households.

While commercialisation is noble, there is also a danger that women farmers suffer and poor households, especially WHH do not benefit at the same level as men headed households. There are already gender disparities in the value addition and marketing of agricultural commodities where more economic commodities are controlled by men as the case with coffee and tea. During the consultations, it was also established that women are associated with marketing small quantities of produce while larger quantities are marketed by men who also control the income from the sales. Households with small land sizes may not benefit from the commercialisation drive as they rarely produce marketable surpluses.

One aspect of concern from commercialisation is use of income from sales. While women provide most of the labour in farming activities at household level, of concern are disparities in the sharing of income. From the consultations, women in the southern districts indicated that men are generally responsible for marketing family produce. While the women are the custodians of the income, a greater percentage is used by the men on personal issues. Women indicated that it requires a woman who is very strategic and highly confident to manage the husband so that income is used on family affairs. In the northern districts, men prophesied that women are not to be trusted with money, thus, men are responsible for marketing large quantities of produce and keep the money. Families rarely discuss about how the income from farm produce sales is to be used on family issues. Northern women are responsible for selling small quantities of farm produce and the income is injected into the family economy to meet food and other livelihoods requirements. In all districts, it was reported that women headed households are characterized by effective communication on income use and sharing among household members.

The commercialisation drive for both men and women farmers is impeded by limited access to market information, limited knowledge, skills and technologies for processing and storage, limited access to credit to support secondary agri-business and lack of entrepreneurship skills. There are opportunities for improving access to information by using modernised channels as mobile phones, internet and tele - centres. The commercialisation drive can also be enhanced by increasing awareness on cross border trading for both women and men, through which Rwanda exported goods valuing RWF27,680,139,149 (approx. US\$46,560,000) from May 2009 to April 2010 of which 58.4% of the exports were agricultural products¹³.

¹³ Evaluation Report for the Joint Agriculture Sector Review for the Financial Year 2009/2010, MINAGRI, September 2010

Table 9: Summary of gender gaps in Program 3: Promotion of commodity chains and agri-business development

PSTA Program/Sub program	Gender issues and gaps in document	Gender gaps identified from consultations
<p>3.1 Creating a conducive environment for business and entrepreneurship development and market access</p> <p>SP3.1a Develop and implement a Young Entrepreneurs Training Program: Students would be selected on the basis of ability and motivation from the pool of applicants, with special emphasis on recruiting female students</p> <p>SP3.1b Design and implement a program for training members of women’s farming organisations in entrepreneurship</p>	<p>It is not mentioned how male and female youths will benefit equally from the opportunity. Criteria for selection not mentioned.</p> <p>How will men benefit from this opportunity?</p>	<ul style="list-style-type: none"> • Access to finance – lack of awareness on available schemes • Limited knowledge and skills in business planning and market intelligence • Limited participation of women in traditional high value crops – coffee and tea • Limited participation of women in emerging high value enterprises • Limited access to market information • Limited knowledge and skills in agro-processing • Limited access to agro-processing and storage technologies •
<p>3.2 Development of traditional exports: coffee</p>	<p>There is no mention of how the different types of farmers will benefit from the proposed activities, despite the known gender disparities in the enterprise</p>	
<p>3.2 Development of traditional exports: tea SP3.2.2a Privatised the State-owned tea estates with tea farmers as partial shareholders in the new private enterprise</p>	<p>No mention on how the different types of farmers, especially, will benefit from the opportunity, knowing that men own most of the tea plantations</p>	
<p>3.2 Development of traditional exports: pyrethrum</p>	<p>No indication of how this initiative will be targeted to men and women</p>	
<p>3.3 Development of non-traditional high-value export products SP3.3a Through RHODA or a unit devoted to value addition and product quality, provide a specialised technical assistance to develop value chains or targeted products</p>	<p>The intervention does not mention the Off farm activities to reduce the % of women involved in farming and also to maximize time use especially in dry season</p>	
<p>3.4 Production and value addition for domestic staple products</p>	<p>No mention on how the different type of farmers will benefit.</p>	
<p>3.5 Market-oriented rural infrastructure</p>	<p>Who will be targeted, women, men, boys or girls?</p>	
<p>3.6. Strengthening rural financial systems</p>	<p>Does not show how the different needs of men and women will be catered, currently women have limited access to financial services</p>	

3.2.4 Program 4: Institutional development

Program 4 of PSTA II is to strengthen the institutional framework through which the public sector supports agricultural development. The private sector has also been identified as the engine of growth in the sector and the public sector has to define a clear framework within which private initiatives can play their role.

3.2.4.1 Institutional arrangements in the agriculture sector

3.2.4.1.1 Financing and coordination mechanisms

While MINAGRI is mandated to manage and coordinate agriculture development in the country, currently financing and coordination of agriculture development is done through the Sector Wide Approach (SWAp). The SWAp provides a mechanism for coordinated budgeting and partnerships, and responds effectively to the multi-faceted issues of agriculture development. Such development partners as the World Bank, USAID, EU, IFAD, The African Development Bank (ADB), DFID, CIDA, The Belgian Cooperation Development, UN agencies just to name a few, have been key in supporting agriculture development and also promote gender equality in the activities they support through SWAp. Progress on implementation and related impact is tracked through regular meetings and sector reviews by members of the Agriculture Sector Working Group. Rwanda, through MINAGRI is one of the few countries in line with the implementation of the CAADP, with the SWAp mechanism facilitating the process.

3.2.4.1.2 Organisation of MINAGRI

MINAGRI was restructured in 2006, creating six agencies to implement and spearhead priority interventions in agriculture. These agencies were brought together under two boards in 2009, the Rwanda Agriculture Board (RAB) comprising of RADA, RARDA and ISAR and the National Agricultural Export Board (NAEB) comprising of OCIR CAFÉ, OCIR THE and RHODA. This was done mainly to improve service provision to smallholder producers by bringing extension, research and implementation activities closer together in a cost effective manner. The central unit of the Ministry continues to function as the regulating, policy making, M&E, and planning body for the agriculture sector. Also the central units provide support through capacity building and resource mobilization to the private and public actors in the sector.

The six implementing agencies are responsible for providing technical assistance and extension services (up to provincial level) for the implementation of policies and programs in the sector. Secondly they are also expected to monitor and evaluate implementation of private service providers. The agencies under the NAEB also act as service providers in the certification of agricultural goods and services. Furthermore, these agencies act as providers for a selected amount of goods and services as indicated in the table below:

Table 10: MINAGRI agencies and related PSTA II mandated programs

Agency	Mandated areas of PSTA II programs
RADA	<ul style="list-style-type: none"> • Crop intensification (selected seeds and fertilizers supply, soil conservation, Small scale irrigation) • Extension • Agri business (Post harvest technologies, capacity building for cooperatives) • Institutional support: To Districts and sectors, agricultural statistics
RARDA	<ul style="list-style-type: none"> • Animal health • Development of sustainable production systems (one cow per poor family) • Extension and proximity services to farmers (artificial insemination, immunization, technical assistance to MINAGRI projects such PAIGELAC veterinary reference laboratories and quarantine diseases control) • Agri business (Promotion of Dairy processing) • Institutional support (to Districts and sectors through supervision of agricultural services and interventions, agricultural statistics)
ISAR	<ul style="list-style-type: none"> • Development of improved seeds • Adaptability assessment of imported varieties • Innovative technologies assessment and adaptation to farmers' needs
OCIR-CAFÉ & THE	<ul style="list-style-type: none"> • Coffee and tea intensification (agricultural inputs supply: provision of seedlings, fertilizers, pesticides) • Extension (Proximity services to coffee growers per coffee District: machinery and their exploitation) • Agri business (technical support to CWS promoters, linkage to export markets) • Institutional support
RHODA	<ul style="list-style-type: none"> • Fruits and vegetables intensification • Extension • Agribusiness (linkage of cooperatives to markets , marketing) • Institutional support

The MINAGRI agencies are responsible for implementing the PSTA program activities. In addition, PSTA II programs are implemented through several projects.

Due to the multi faceted nature of agriculture development, MINAGRI works with other ministries which provide support to the sector. Such ministries as MINALOC, MINECOFIN, MININFRA, MINICOM, MINIRENA have key responsibilities in the sector, as well as Meteorology Services, Rwanda Bureau of Standards (RBS), Rwanda Development Board (RDB), Rwanda National Bank (BNR), National Institute of Statistics (NISR), and Rwanda Revenue Authority (RRA).

There are ministries, government agencies and some institutional frameworks at local levels promoting gender equity and equality in Rwanda. These are the Ministry for Gender and Family Promotion (MIGEPROF), mandated to play a leading role in implementing the National Gender Policy (NGP), Ministry of Finance and Economic Planning (MINECOFIN), which provides leadership in gender responsive budgeting, Gender Monitoring Office (GMO), mandated to monitor progress towards gender equality and equity with aim to ensure the fundamental principles of gender are respected in all organs at governmental, private, non governmental and religious levels, the National Women's Council (NWC), which advocates for the integration of women's concerns into national policy and legal frameworks and local development activities. NWC is organised in executive committees throughout the administrative levels.

3.2.4.1.3 Operational procedures at local levels

Implementation of activities at local levels (sector and cell) is managed by the decentralised entities, including local government, farmer associations and cooperatives. Several civil society organisations implement activities for promoting gender equity and equality at different levels and some are registering a lot of successes. MINAGRI is currently promoting provision of agriculture services by private service providers who are contracted by the decentralised entities. Very few private sector entities are involved in promoting gender equity or equality and the privatisation of service delivery

at implementation levels require a lot of gender awareness and capacity building in gender related knowledge and skills for all service delivery entities.

3.2.4.2 Gender gaps in institutional arrangements and implementation procedures

MINAGRI's institutional capacity to mainstream gender within its functional responsibilities and internal operations is currently limited by a combination of factors. MINAGRI has no institutional arrangement to facilitate gender responsive policy development, planning nor implementation. The human resources management and development policies and regulations are not gender sensitive. The operational policies, guidelines, manuals and tools are also not gender sensitive. Policy planners, managers and technical staff have limited knowledge and skills on how to mainstream gender in policies, programs, projects and activities throughout the Ministry and its related agencies. Administrative procedures and programming processes do not systematically take gender issues into account, nor is gender considered in systems of accountability or organisational performance indicators. Few, if any, sex-disaggregated statistics are routinely collected, analysed or used for improving performance. There is no Gender Specialist and members of staff with some knowledge in gender mainstreaming are constrained to integrate gender perspectives in programming due to competing tasks. The limited resources, in terms of knowledge and skills, people to facilitate gender mainstreaming and finances are apparent in all the ministry agencies.

MINAGRI has only 25% women at Senior Management level and only 14% at Director level. It is at Director and Senior Management levels where major implementation decisions are made, such as, gender mainstreaming. Women represent 28% of professional staff and 38% of technical staff which is also of great concern because these are the frontline personnel dealing with technology development and interfacing with farmers. The ministry has neither regulation/guideline for gender sensitive recruitment nor leadership training targeting women to increase women in management and decision making positions. There is also no capacity building plan for increasing the number of women taking agricultural training so as to increase the number of female agriculturalist. Given that the majority of farmers are women (plus 80%), it makes sense to have more women being advisers to their fellow women. Given the cultural settings, women are free to work with women advisors. Creating gender responsive institutions calls for transformation in the recruitment, personnel planning and promotion and other human resources management and development procedures to promote women's participation in decision - making levels at institutional and organisational levels. However, it is important that this affirmative action is strategically implemented, ensuring that both men and women have equal access to the employment opportunities available.

At the central level, while the SWAp arrangement provides a mechanism for partnerships and effective coordination, the current work focuses on general agriculture development issues. There are no partnerships and coordination mechanisms for promoting gender in the agriculture sector. While there are a number of institutions in government, with mandates to promote gender equity and equality, collaborative mechanisms are not fully functional. This position limits opportunities of sharing of best practices amongst stakeholders.

While some provinces and districts have gender committees aligned to the joint action forum (JAF), poor linkages between central and lower levels limits coordination and learning from best practices. Gender mainstreaming is constrained by limited gender related knowledge and skills and general mindset where gender is regarded as women business. The lack of formal partnership arrangements on mainstreaming gender limits impact that can be obtained by coordinated efforts to improving access to equal opportunities for both men and women farmers and entrepreneurs.

Developing an efficient and competitive agricultural sector require institutional arrangements and systems that can better respond to the practical needs¹⁴ and strategic gender interests¹⁵ of the women and men farmers and entrepreneurs, human resources that understand and are committed to gender equality in the agriculture sector and effective and efficient partnership arrangements and mechanisms to support and finance agricultural activities. In addition, greater efforts are required to develop the potential of rural women and young women and men, assist them in quickly gaining capacity and confidence to play a key role in the sector and empower them to be effective and equal partners of men at all the levels of the agricultural value chain.

¹⁴ Practical gender needs emanate from the actual conditions women and men experience due to the roles ascribed to them by society. Often, women's practical gender needs are related to their roles as mothers, home-makers and providers of basic needs. Meeting the practical gender needs of women and men does not necessarily change their relative position in society.

¹⁵ Strategic gender interests relate to women's empowerment and to what is required to overcome the subordinate position of women to men in society. Such needs vary according to the economic, political, social and cultural context.

Table 11: Summary of gender gaps in Program 4: Institutional development: strengthening the public sector and regulatory framework for agriculture

PSTA Program/Sub program and Objectives	Gender issues and gaps in document	Gender gaps identified from consultations
<p>SP4.1 Institutional strengthening and capacity building SP4.1d Assess training needs in the agricultural public sector and formulate and implement a program for technical capacity building in the agricultural public sector</p> <p>SP4.1e Assess the ways in which gender-related issues are handled in all programs and develop a sector-wide gender strategy</p>	<p>Gender is not part of the package</p> <p>The strategy is under development</p>	<ul style="list-style-type: none"> • No gender coordinator/specialist at MINAGRI and agencies have no gender focal points • Limited knowledge and skills on how to mainstream gender in policies, programmes, projects and activities throughout the Ministry and its related agencies • Accountability systems not gender sensitive • Limited participation of women in agricultural structures • Limited partnerships and coordinating mechanisms for promoting gender at all levels
<p>SP4.2 The policy and regulatory framework for the sector</p>	<p>No indication of who will be involved in developing the policies proposed. Issues of gender balance of the participants</p>	
<p>SP4.3 Agricultural statistics and ICT</p>	<p>The issues of sex and gender disaggregated data not indicated</p>	
<p>SP4.4 M&E systems and coordination of the agricultural sector</p>	<p>Gender disaggregated data issues not indicated</p>	
<p>SP4.5 The decentralisation program in agriculture</p>	<p>It is not indicated how decentralisation will be gender sensitive, especially issues of service provision, how men and women will be targeted for the proposed grants</p>	

3.3 Challenges to achieving gender equity and equality in the agriculture sector

The gender gaps existing in the agriculture sector are manifested by limited accountability on gender equality at policy level, cultural, social, religious, existing institutional structures and operational modalities.

3.3.1 Gender equality accountability at national policy levels missing agriculture

Gender is mentioned as the first cross cutting issue of Vision 2020 and in EDPRS. However, there are only two gender sensitive outcome indicators in the EDPRS policy matrix: (i) maternal mortality rate and (ii) total fertility rate. Bearing in mind that Rwanda is an agrarian economy with over 80% women employed in this sector, identifying gender equality targets and indicators in the EDPRS related to agriculture would have set the stage for gender equality in this important sector that supports the majority of the country's population.

Fully integrating gender responsive programming requires a lot of commitment and interest at all levels, from policy development to implementation. This commitment and interest can be developed through capacity enhancement, where people get to understand the issues and also acquire the necessary skills to do the job. In addition, it requires a lot of resources, ranging from human, material and financial.

3.3.2 Socio-cultural perceptions and behaviours

Although the political leadership in Rwanda has demonstrated its commitment to gender equality through promulgating legal documents, signing international conventions and establishing conducive policy and institutional frameworks, social behaviours and attitudes towards women remain patriarchal. In the patriarchal system, women are expected to maintain a deferential position to men throughout their lives. The system limits access to and control over productive resources by women. In addition women do not participate equally in decision making processes with men. The Social attitudes regarding the "adequate" role of women in the family makes it difficult to address complex issues including violence against women and girls, divorce and the needs of widows and single mothers. In some parts of the country customary laws still govern the lives of men and women. Polygamy is still practiced among some communities despite the Matrimonial Law which requires the registration of marriages. Since the law recognizes only monogamous marriage, women in Kirehe and Nyaruguru Districts complained that some men leave their homes and remarry in other districts.

3.3.3 Evolving household structures

The 1994 genocide against Tutsis left many men dead and some in exile resulting in large numbers of the households headed by women (70 percent during the immediate post conflict period) and children. Out of necessity women assumed duties that were traditionally carried out by men. In the districts that were consulted, there are still high percentages of women headed households in the southern and central districts as indicated in the table below. Child headed households are evident in all the districts consulted. The heterogeneity in household structures calls for innovativeness when designing and planning gender sensitive agricultural interventions.

Table 12: Family structures in selected districts

Type of Household	Percent of men headed households	Percent of women headed households	Percent of child headed ¹⁶ household
Bulera	60%	30%	10%
Gasabo	60%	30%	10%
Nyabihu	40%	50%	10%
Nyaruguru	30%	60%	10%
Ruhango	30%	60%	10%

Source: District consultations

3.3.4 High incidences of poverty amongst women

Globally, incidences of poverty are prevalent in women than men and the case is the same in Rwanda. Although the percentage of poverty in women declined in 2006 compared to 2001, the rates are still alarming as indicated in the table below:

Table 13: Population share and poverty incidence among vulnerable households in Rwanda

Period	2000/2001		2005/2006	
	Population share	Poverty incidence	Population share	Poverty incidence
Female headed	27.6	66.3	23.8	60.2
Widow headed	22.0	67.7	18.7	59.9
Child headed¹⁷	1.3	60.1	0.7	56.9
All households	100.0	60.4	100.0	56.9

Source: Adapted from EICV2

It is estimated that 43.5% of female headed households (FHHs) live in extreme poverty compared to 35.08% of male. Around 5.2 million women (above 15 years of age), most probably live in poverty and 3.6 million of them in extreme poverty. The imbalances in accessing production and economic opportunities are responsible for the generational inequalities and calls for urgent redress.

3.3.5 Limited awareness and understanding on gender equity and equality issues

Most of the people consulted have limited understanding of gender and lack awareness in gender equity and equality issues. The situation is more apparent at provincial, district and local levels. While some officers at central level in MINAGRI have some understanding on gender issues, the institutional arrangements and operational procedures are currently not structured to systematically integrate gender sensitivity in programming. This is a disturbing situation as this is a major barrier to the desired transformation and commercialisation of agriculture.

3.3.6 Low representation of women in decision making processes at local levels

There is political will in Rwanda to ensure that women are represented and participate in decision-making processes at all levels. For example, at the political level, the Chamber of Deputies has 56% female membership, which is one of the highest ratios in the world and the senate has 35% female membership. However, women are lowly represented in institutions (farmer associations and cooperatives) supporting agriculture development at local levels. The results of a survey assessing

¹⁶ A household headed by a man or woman below the age of 21 years

¹⁷ Child headed household is one headed by a woman or man under the age of 21 years

the impact of the Rural Sector Support Program (RSSP)¹⁸ showed that the membership of most farmer organizations and cooperatives in Rwanda includes approximately equal representation of men and women but that women are generally underrepresented in the management structures. Women's positions are weak and their role in agriculture value chains development is less visible than men's. Overall, women's participation in decision-making processes in social, economic and political areas is low, which is inconsistent with their contributions to productive, reproductive and community work. In situations where women are represented in the structures, they do not participate actively in decision making processes.

3.3.7 Limited capacity on enforcement of laws and regulations

While Rwanda has made greater strides in developing laws that are favourable for protecting the rights of women, enforcing the laws is the challenge the country faces. A study conducted in 2006 on the implementation of the Law on Matrimonial Regimes Donations and Succession and Liberalities indicated that, although 75.9 percent of the population knew about the existence of the law, only 13.1 percent to 40 percent of them understood the various principles of the law. About half of those interviewed (48.1 percent) agreed that the law is helpful in solving the problems. Moreover, cultural barriers can slow implementation. The study emphasized the need for strengthening public sensitization campaigns to raise the level of awareness about the law and training of legal professionals and law enforcement agencies.

3.4 Opportunities for promoting gender equity and equality

Rwanda is one of the countries that have achieved some progress towards gender equality. The high political will and commitment to gender equality forms a good foundation for mainstreaming gender in the agriculture sector. Rwanda has a legal framework supporting gender equity and equality as enshrined in the Constitution of 2003, which not only grants equality to marginalised groups but also empowers the State and other actors to provide resources to promote gender equality. The constitution reinforces the principles of gender equality and elimination of all forms of discrimination against women and provided quotas (at least 30%) for women in decision making structures. Already, Rwanda is ranked highly in gender equality terms. In 2007, the country had a gender development index (GDI) value of 0.459 and ranked 16th out of the 155 countries with both HDI and GDI values¹⁹ and women's participation in parliament was 56% in 2008, the highest in the world²⁰. There also exist a number of opportunities for integrating gender in agriculture development, including:

- The national development objectives, policies and strategies recognise gender equity and equality as stated in Vision 2020, EDPRS, NGP, NAP and PSTA II;
- Major laws supporting gender equity and equality, for example, Land, Heritage and GBV laws;
- The institutional framework for promoting gender equity and equality cascading from central to decentralised entities (MIGEPROF, GRB, GMO, NWC, PRO-FEMMES, District Gender Committees);
- An effective decentralised system is in place;
- There is an institutional framework for financing, coordination and promoting efficiency in the agriculture sector through the SWAp mechanism;

¹⁸ ITAD Ltd, Impact Assessment of RSSP-1, 2008

¹⁹ UNDP, Human Development Report, 2009

²⁰ UNDP, Case study on drives of progress towards the Millennium Development Goals in Rwanda, February, 2010

- There are a number of development partners at local, regional and international levels willing to support and oriented towards equal opportunities for men and women farmers and entrepreneurs;
- The initiated project by UNIFEM and GMO on 'Gender and Democratic Governance' forms an opportunity for improving gender responsive service delivery in agriculture;
- Registered successes from projects and activities in gender equity and equality in agriculture;
- Initiative by RWAMREC on engaging men in promoting gender equity and equality;
- There are a lot of best practices that can be used as springboards to mainstream gender in agriculture through up/out scaling, for example, the land registration requiring that both husband and wife own land, PAIGELAC's activities in promoting equal opportunities in the fishing enterprises, PDCRE's support of women cooperatives in coffee and tea;
- Piloting of gender responsive budgeting by MINAGRI at central level.

3.5 Proposed areas of intervention

Achieving food security, reducing poverty and sustaining the livelihoods of men and women who rely on agricultural value chains require improving systems and approaches of accessing the means of production (knowledge, skills, technologies, land, seeds, fertilisers) and accessing markets (pricing policies, market information, processing, storage, markets and marketing infrastructure, market intelligence). Mainstreaming gender in agriculture is a means by which both women and men will have equal access to opportunities in the sector so that both parties can fully benefit from the outputs and outcomes from agricultural value chains.

Despite the gender gaps and challenges in the agriculture sector, the existing opportunities can be used to improve operational efficiency and achieve the expected impacts. Addressing the existing gender gaps will specifically require:

- Raising awareness on gender issues at all levels so that all stakeholders have shared understanding of the goal and objectives of gender mainstreaming – mindset change;
- Ownership of the gender mainstreaming process by all stakeholders at macro, meso and micro levels;
- Restructuring and strengthening institutions to be gender responsive;
- Developing gender related capacities for policy development, program/projects design and planning, implementation;
- Empowering facilitators and men and women at local levels so that they actively participate in making decisions in development processes;
- Support improving the quality of service and their delivery to meet the practical and gender interests of target populations (men and women);
- Creating effective and transparent linkages along the chain of service delivery (macro-meso-micro);
- Developing effective partnerships and collaboration with ability to finance restructuring of institutions, planning and implementation processes, monitoring, evaluation and reporting systems for gender mainstreaming ;
- Institutionalisation of accountability systems that are supported by gender disaggregated data and information;

Gender mainstreaming can help PSTA II Program achieve its goal of increasing agricultural productivity and profitability and enhance its sustainability. Again achieving increased outputs and incomes at household levels will contribute immensely to the achievement of EDPRS and Vision 2020 goals and also achievement of the CAADP goal and targets and the MDGs. The next section details the proposed actions for mainstreaming gender in the PSTA II program to contribute to increased agricultural productivity and profitability and ultimately to reduce poverty and sustain agricultural based livelihoods.

4. Strategic Framework

4.1 Vision and Mission of gender equality in Rwanda

The efforts of engendering the PSTA II activities also require the vision and mission to be engendered. The vision and mission of the PSTA II program that MINAGRI and its partners have adopted are as follows:

Vision

The Ministry of Agriculture and Animal Resources envisions an agriculture sector that is fundamentally transformed, with both men and women having equal access to and control of productive resources and opportunities, exercising their rights and potentials to sustain their livelihoods.

Mission

The Ministry of Agriculture and Animal Resources will create a conducive environment for the transformation and commercialisation of the agriculture sector, facilitating delivery of high quality services responding to the practical and strategic needs of both men and women farmers and ensuring that both benefit equally from the opportunities in the sector.

4.2 Gender Strategic Framework

4.2.1 Overall objectives

Sector strategy goal by 2012

Agricultural output and incomes increased rapidly under sustainable production systems and for all group of farmers, and food security ensured for all the population.

Overall objective of the gender strategy

Contribute to poverty reduction and sustainable development through institutionalisation of gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems and improve gender equality in the agriculture sector.

The gender strategy will enable the MINAGRI and its partners effectively respond to the practical needs and strategic gender interests of both men and women farmers.

4.2.2 Strategic Objectives

To improve gender equality in the agriculture sector and redress the existing disparities, the strategy will be oriented around five objectives:

Objective 1: To institutionalise gender equality in the agriculture sector

To institutionalise gender, MINAGRI will:

- Put in place a functioning gender coordination structure. This will entail recruiting staff (eg Gender Specialist), The Gender Specialist will lead a process to develop a baseline and establish and disseminate gender sensitive indicators, develop plans, provide tools and expertise (gender analysis, gender sensitive planning and programming, gender disaggregation) and coordination.
- Review the existing human resource, operational and accountability policies, guidelines, procedures and systems and systematically mainstream gender in these. Measures will be

put in place for gender integration in human resources management and development systems, including, financial systems, organisational operating norms and administrative procedures

- Establish Gender Focal Points in key departments and programs/projects.
- Develop tools for engendering accountability (M&E) and knowledge and information management (MIS) systems. Systems of accountability will include gender indicators and sex-disaggregated data.
- Develop guidelines for operationalising gender sensitivity in planning and implementing programs and projects. The guidelines will have procedures for how to implement the policy directive of at least 30% women representation so that they participate as equal partners in development activities and decision making structures
- Develop tools (manuals, guidelines or toolkits) on how to mainstream gender by extension personnel in planning trainings, meetings, workshops, or designing technology development related activities, like in farmer field schools
- Facilitate development of engendered data collection and analysis tools for agricultural surveys and assessments

Solutions are oriented first of in putting mechanisms at policy level (MINAGRI with MINEDUC) to put incentives, that motivate more women to undertake agricultural training (extension, agronomy, veterinary, engineering, soil science, horticulture, rural development).

In the medium to long term, a gender-inclusive professional development program will be designed and phased in over time. This will include initial (induction) and annual refresher training and will be linked to relevant tertiary schools, especially agricultural colleges and universities. Stakeholders in the agriculture sector, including local and international NGOs, bilateral organisations, community based organisations, farmer organisations and agricultural cooperatives will be expected to engender their institutions and required to do gender analysis before embarking on any interventions in the agriculture value chains and follow the MINAGRI practices of ensuring fairness and equal opportunities to women and men in the sector.

Objective 2: To develop capacities in the agriculture sector to enable gender sensitive programming

Management, professional and technical staff, especially those with responsibility for the development of policy, plans and budgets and the provision of services in the ministry's system should be knowledgeable, skilled and accountable for ensuring that plans, budgets and services are gender sensitive. Thus, given the limited knowledge on gender issues and skills to mainstream gender, managerial and technical personnel in MINAGRI, its agencies and decentralised entities will be trained to understand gender concepts and terms, gender analysis and on approaches to be gender sensitive during planning, implementation and monitoring and evaluation of all interventions. Extension personnel in decentralised entities will be equipped with gender friendly training methods. Specifically the training will target key personnel to implement the agriculture gender strategy at the different levels:

- MINAGRI staff at the managerial, program and technical level will be trained to be gender sensitive so that they have the capacity to implement the strategy in national, district and sector programs and activities
- Veterinarians, Agronomists and related staff at district and sector levels will be trained to be gender sensitive and to have the capacity to support implementation of the strategy in district and sector programs and activities

- Civil society organizations (agricultural cooperatives, farmer organizations and community based organizations, agricultural workers unions) leaders and managers, gender advocates, private service delivery enterprises and financial institutions at the managerial, program and technical level will be trained to be gender sensitive and to have the capacity to implement the strategy in national, district and sector programs and activities

Some training courses targeted at different personnel will be developed. Dedicated cadres in MINAGRI, MINALOC and farmer associations and organisations will be identified in each district and trained using the Training of Trainers (ToT) approach and these will in-turn train other staff members and farmers on a continuous basis. The Gender Specialist with assistance of the Steering Committee will develop the training course content. Using the affirmative action guideline, women's capacities will be developed to actively participate in governance structures of projects, activities, associations and cooperatives. Equally, awareness raising targeted at men's understanding of gender and its linkages to agricultural productivity, profitability and household and community socio-economic will be done.

At the cell level, capacity building will be done through sensitisation meetings. Sensitisation on gender equality could be conducted using various existing grassroots associations and structures, like *Umuganda*, *Ikibina*, *Ubudehe* or *Guhingirana (Guhekerana)*.

Objective 3: To enhance the gender responsiveness in delivery of agricultural services

MINAGRI and its partners at the different levels will raise awareness at the implementing levels on the existing agricultural services and legal frameworks so that women and men farmers and entrepreneurs have knowledge about their rights and also channels of addressing problems. Different media channels will be used to disseminate, for example, information about available financial services for supporting agricultural value chains, the heritage law and land registration procedures. MINAGRI will focus on a number of activities to promote gender equality, including:

➤ **Crop intensification**

- Land use consolidation: Communication of existing law on land ownership so that people in communities know that both women and men have equal access and must have equal control of land resources.
- Agricultural mechanisation: Facilitate implementation of the mechanisation strategy, ensuring that the agricultural machineries are gender sensitive and that women and men farmers have equal access to available machineries.
- Fertilisers and seeds: Training of agro-dealers to be gender sensitive when distributing inputs and also sensitise and train women to consider and integrate agro-dealing as a business. MINAGRI will develop gender sensitive criteria for distribution of inputs

➤ **Livestock**

- The one cow per poor family: Develop guidance that will be used in targeting WHH and MHH that are most vulnerable in communities. The guidance will clearly state that the cow belongs to the family, with both husband and wife to sign for receiving the cow. Also develop a system for collecting gender disaggregated data on the outcomes and impacts from those who benefit from the program.
- Other small livestock: Promote production of small stock (sheep, goats, pigs, rabbits) as this is a foundation for getting vulnerable households out of poverty as a source of income and food.

➤ **Value chain development**

- Access to credit: Communication and awareness on existing facilities (RIF2, Agriculture and Women Guarantee Fund) so that both women and men farmers and entrepreneurs have enough knowledge on how to access the funds.
- Agri-business opportunities: MINAGRI will promote agri-business ventures for both men and women, ensuring that women do not lag behind, especially in the coffee, tea and horticulture value chains. Employers will be requested to provide gender sensitive working conditions.
- Business knowledge and skills enhancement: Supporting farmers, especially women, in project formulation and other soft skills (entrepreneurship, leadership, teamwork, conflict management). These soft skills will also enhance the capacities of women to proactively demand for leadership positions in local structures and actively participate in decision making processes of the governance structures. Disseminate information on how to innovatively use available resources such as land and forests as collateral to secure money for agri-business development.
- Banks, MFIs and Cooperatives: Awareness, training and advocacy so that they make their services equally accessible to both women and men farmers and entrepreneurs.

➤ **Access to commodity markets**

- Information and communication on market prices: Awareness, training and advocacy to NGOs and other decentralised entities to ensure that both women and men farmers have equal access to commodity prices and other market information.
- Fighting illiteracy: Collaborate with MINEDUC to implement community literacy classes so that farmers, especially women have basic skills to read, count and write and not miss the market information normally disseminated through print media or electronic means.

➤ **Access to extension services such as training and technologies**

- MINAGRI will promote use of innovative approaches such as farmer field schools (FFS), to ensure that both women and men participate equally in trainings and technology development processes. Systems to ensure that the Veterinarians and Agronomists design and plan gender sensitive training activities will be implemented. For example, organising trainings activities that consider the practical and gender interests for women given their roles in productive, reproductive and community activities.
- ISAR to develop an action plan and implement action research for developing appropriate technologies to address the practical and gender interests of women in production and post harvest management of agricultural commodities.
- Develop operational guidelines and procedures to facilitate equal access by women and men to opportunities and services that are channelled through farmer organisations and cooperatives, including women representation (at least 30%) in those structures and their active participation in decision making processes.

Objective 4: To promote equal participation in decision making processes

Given the endemic gender disparities in the agriculture sector and the resultant high incidences of poverty amongst women, a first step is to ensure that WHH and women are represented in governance structures of programs, projects and farmer organisations. Following on the existing legal framework, governance structures will be required to have a minimum of 30% women representation.

To ensure that women participate actively in decision making processes of the governance structures, MINAGRI will facilitate confidence building of women through trainings in leadership, team work, negotiation and conflict resolution. However, men will be engaged in all processes to ensure that both men and women are equal partners in development.

Objective 5: To develop and coordinate partnerships and collaborative mechanisms amongst government institutions, CSOs, private sector and development partners and integrate appropriate actions to respond to practical and strategic gender needs in the agriculture sector

MINAGRI will ensure that the Agriculture Sector Working Group is involved in the implementation of the gender strategy in the various PSTA programs. As such, MINAGRI will hold a workshop to launch the gender strategy. The strategy will be disseminated at all levels.

MINAGRI will link to the existing joint action forums (JAF) at provincial, district and lower levels to facilitate implementation of the strategy.

To facilitate the implementation of the strategy and accounting for its impact, a gender steering committee will be established. The Committee will comprise of representatives of the key government ministries (MINAGRI, MINECOFIN, MIGEPROF, MINALOC), agencies (GMO), development partners, civil society and private sector. The Committee will report to the Permanent Secretary and SWG on progress on promoting gender equality in the agriculture sector and its impact on agricultural productivity and household incomes.

The Gender Specialist will ensure proper implementation of the strategy, coordinating activities and developing appropriate partnerships to improve performance of the different agricultural value chains. This process will be supported by the steering committee.

Table 14: Logical framework for the gender strategy

OVERALL OBJECTIVES		
<p>Sector Development Overall Objective Agricultural output and incomes increased rapidly under sustainable production systems and for all group of farmers, and food security ensured for all the population</p>	<p>Main Targets</p> <ul style="list-style-type: none"> • Average 6.5% GDP growth for all crops and livestock products • Per capita real income in the sector increases by 4% per annum from 2005 baseline of RWF 74,515 household income • Income gap between women and men reduced • Increased employment opportunities for men and women • Share of rural population below national poverty line falls from 60% to 52% • Reduced incidences of poverty amongst women headed households from 60% to 48% • Percentage of population with less than minimum food requirements fall from 28% in 2006 to 18% in 2012 	
<p>Overall Objective of Gender Strategy Institutionalise gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems and improve gender equality in the agriculture sector</p>	<p>Main Targets</p> <ul style="list-style-type: none"> • Programming in agriculture addresses key gender inequalities • Gender sensitive performance indicators included as part of accountability in monitoring systems • Sex-disaggregated data collected regularly and analysed to support decision making for targeting development interventions 	
SPECIFIC OBJECTIVES TO BE ACHIEVED BY 2012		
<p>Objective 1 : To institutionalise gender equality in the agriculture sector</p>		
<p>Result / Outcome : Policies, processes, planning and operational mechanisms and structures, programs are gender sensitive</p>		
Indicators	Means/Sources of Verification	Important Assumptions
<ul style="list-style-type: none"> • Number of women and men (Gender Specialist, Gender Focal Points) specifically mandated to provide leadership to promote gender equality in the sector • Amount of resources allocated for gender mainstreaming activities • The level at which gender is integrated in human resources documents (recruitment, in service training, promotion, job descriptions, performance reviews), operational policies and procedures (budgeting, work plans, guidelines, manuals, tools, M & E systems) in place • Number of programs, projects and activities with gender targets and sex-disaggregated monitoring systems 	<ul style="list-style-type: none"> • MINAGRI policies & processes • MINAGRI human resources management plan & procedures • MINAGRI Programs and projects work plans and documents • MINAGRI M & E systems • MINAGRI Staff job descriptions • MINAGRI Organisation Chart • MINAGRI Budget • MINAGRI Action Plan 	<ul style="list-style-type: none"> • MINAGRI Minister, PS, DGs, and Programme Managers take ownership of gender strategy and ensure implementation • M & E systems exist for the sector programs and projects and there is capacity to integrate gender

Objective 2 : To develop capacities in the agriculture sector to enable gender sensitive programming		
Result / Outcome : Technical, program and management of MINAGRI staff and stakeholders including decentralised entities (major associations, cooperatives, private service providers) with adequate capacity to engender MINAGRI programs and activities)		
Indicators	Means/Sources of Verification	Important Assumptions
<ul style="list-style-type: none"> • Number of training materials in gender sensitiveness and gender analysis • Number of technical staff, leaders, managers, advocates, men and women at all levels having gender knowledge and skills to promote and mainstream gender in programming 	<ul style="list-style-type: none"> • Gender Capacity Building Plan • Training activities reports and evaluations • Training material • New program and activity plans (use of capacities) 	<ul style="list-style-type: none"> • Commitment by the leaders, staff and associations at all levels • Adequate financial resources to implement the gender capacity building plan
Objective 3 : To enhance the gender responsiveness in delivery of agricultural services		
Result / Outcome : Enhanced and effective gender responsiveness in the delivery of agricultural services		
Indicators	Means/Sources of Verification	Important Assumptions
<ul style="list-style-type: none"> • % of women and men in the agriculture sector easily accessing extension services, inputs, training, and markets • % of men and women accessing appropriate technologies both for practical needs and gender interests • % of men and women farmers and entrepreneurs accessing loans and micro-credit 	<ul style="list-style-type: none"> • Gender mainstreaming progress reports • MINAGRI monthly and annual reports • Poverty assessments reports • Financial institutions procedures & reports • Meeting reports • Districts quarterly and annual reports 	<ul style="list-style-type: none"> • Data collection systems are strengthened to collect, analyse and report sex disaggregated data • Decentralised entities have capacities for gender responsive delivery • Financial institutions are committed to deliver better engendered financial services
Objective 4 : To promote equal participation in decision making processes		
Result / Outcome : Equitable gender representation and effective participation in decision-making in all delivery structures and mechanisms		
Indicators	Means/Sources of Verification	Important Assumptions
<ul style="list-style-type: none"> • Percentage of women in leadership positions in MINAGRI, its units, projects and in the decentralised service delivery entities at all levels in the sector • Rate of female representation in management boards and other committees • Level of influence by women in decision making processes 	<ul style="list-style-type: none"> • MINAGRI and districts quarterly and annual reports • Agriculture associations board meeting reports 	<ul style="list-style-type: none"> • Commitment by leadership to consider gender equality in decision making processes an important component of socio-economic development • Effective implementation of the 30 % representation requirement

Objective 5 : To develop and coordinate partnerships and collaborative mechanisms amongst government institutions, CSOs, private sector and development partners and integrate appropriate actions to respond to practical and strategic gender needs in the agriculture sector

Result / Outcome : Effective dialogue and coordination mechanisms which address gender issues and implement gender sensitive programs and activities

Indicators	Means/Sources of Verification	Important Assumptions
<ul style="list-style-type: none"> • Number of organisations partnering with MINAGRI to promote gender equality in the sector • Percentage of MINAGRI internal and external funding committed to implementing the gender strategy • Stakeholders representativeness and capacity of steering and monitoring committee to implement the gender strategy 	<ul style="list-style-type: none"> • Minutes of SWG, bi-annual joint review and steering committee meetings • MINAGRI internal and external allocations funding reports 	<ul style="list-style-type: none"> • The key government line ministries and agencies mandated to promote gender equality and relevant development partners agree on necessary technical and financial support to implement the gender strategy • Leadership of the key ministries working in the agriculture sector, organisations, institutions and private companies at all levels are interested and committed to implement gender mainstreaming and to put in place systems to ensure gender equity in programming • Gender strategy is endorsed by external development partners

Table 15: Proposed action plan for the gender strategy

Objective 1 : To institutionalise gender equality in the agriculture sector				
Result / Outcome : Policies, processes, planning and operational mechanisms and structures, programs are gender sensitive				
Outputs	Activities	Leading Institution	Time frame 0-24 months	Budget
1.1 MINAGRI & its agencies have integrated gender in policies, processes, guidelines and procedures	<ul style="list-style-type: none"> Review and update policies, processes. Guidelines and procedures to be gender-sensitive Develop and implement genderised M & E systems Develop and implement gender-responsive budgeting 	MINAGRI /MIGEPROF MINAGRI /GMO Gender Coordinator MINAGRI / MINECOFIN	1 st 6 months 1 st 6 months 3 rd to 9 th month	
1.2 MINAGRI and its agencies have operationalised gender in all its programs, projects and activities	<ul style="list-style-type: none"> Launch the gender strategy Develop and complete gender targets for PSTA II programs Mainstreaming gender targets in all PSTA programs Establish gender focal points at agency/departments and project levels 	MINAGRI MINAGRI/Partners MINAGRI/Partners MINAGRI	1 st to 3 rd month 3 rd to 12 th month 3 rd to 24 th month 3 rd to 6 th month	
1.3 A MINAGRI gender coordinator is recruited to implement strategy	<ul style="list-style-type: none"> Develop job description of gender coordinator Recruit gender coordinator 	MINAGRI / Steering C. MINAGRI / Steering C.	1 st month 2 nd to 3 rd month	
Objective 2 : To develop capacities in the agriculture sector to enable gender sensitive programming				
Result / Outcome: Technical, program and management MINAGRI staff and major stakeholders with adequate capacity to engender MINAGRI programs and activities				
Outputs	Activities	Leading Institution	Time frame 0-24 months	Budget
2.1 Agency/department managers and planners have the knowledge and capacity to plan, budget, monitor and evaluate gender in MINAGRI operations and PSTA programs	<ul style="list-style-type: none"> Needs assessment Develop gender related training materials Planning and execution of training program Monitoring and evaluation (follow up on effective use of knowledge and skills from training) 	MINAGRI & partners MINAGRI/GMO/ /MIGEPROF/ Gender specialist Gender specialist and trainers Gender specialist / Steering Committee	3 rd to 6 th month 3 rd to 9 th month 5 th to 18 th month 18 th to 24 th month	

2.2 MINAGRI program and technical staff have the knowledge and capacity to implement programs and activities in MINAGRI programs and activities in a gender sensitive way at all levels	<ul style="list-style-type: none"> • Needs assessment • Develop gender related training materials • Training program is executed • Monitoring and evaluation (follow up on effective use of knowledge and skills from training) 	<p>MINAGRI & partners MINAGRI/GMO/MINICOFIN/MIGE PROF/ MINALOC/Gender specialist</p> <p>Gender specialist and trainers Gender specialist / Steering Committee</p>	<p>3rd to 6th month 3rd to 9th month</p> <p>5th to 18th month 18th to 24th month</p>	
2.3 Decentralised entities have the knowledge and capacity to raise awareness on gender issues (legal, credit,) and implement gender sensitive activities in their operations	<ul style="list-style-type: none"> • Needs assessment • Develop gender related training materials • Training program is executed • Monitoring and evaluation (follow up on effective use of knowledge and skills from training) 	<p>MINAGRI & partners MINAGRI/GMO//MIGEPROF/ Gender specialist Gender specialist , local authorities and trainers Gender specialist / Steering Committee</p>	<p>3rd to 6th month 3rd to 9th month</p> <p>5th to 18th month 18th to 24th month</p>	
Objective 3 : To enhance the gender responsiveness in delivery of agricultural services				
Result / Outcome : Enhanced and effective gender sensitivity in the delivery of agricultural services				
Outputs	Activities	Leading Institution	Time frame 0-24 months	Budget
3.1 MINAGRI has facilitated and supported local authorities to ensure equal access to and control of key resources (land, livestock, credit, inputs, etc.) through PSTA programs	<ul style="list-style-type: none"> • Gaps assessment • Update rules and processes for improving gender equality • Information and implementation of corrective measures • Monitoring & Evaluation (follow-up on effective improvement of access and control) 	<p>MINAGRI & Partners & Gender specialist MINAGRI technicians and local authorities MINAGRI technicians and local authorities & Financial institutions Gender specialist / Steering Committee</p>	<p>3rd to 6th month</p> <p>7th to 9th month</p> <p>10th to 24 th month</p> <p>12th to 24th month</p>	
3.2 Men and women farmers and entrepreneurs are better informed and aware of existing agriculture services	<ul style="list-style-type: none"> • Development of information and awareness campaign and key messages • Evaluation of campaign and better knowledge by stakeholders 	<p>MINAGRI /Partners/Local Authorities MINAGRI /Partners/Local Authorities</p>	<p>3rd to 18th month</p> <p>12th to 24th month</p>	

Objective 4 : To promote equal participation in decision making processes				
Result / Outcome : Equitable gender representation and effective participation in decision-making in all delivery structures and mechanisms				
Outputs	Activities	Leading Institution	Time frame 0-24 months	Budget
4.1 Strengthened knowledge and skills of rural women to participate in debates and decision-making	<ul style="list-style-type: none"> • Needs assessment • Train rural women and men in soft skills that include leadership, interpersonal communication, conflict resolution 	MINAGRI MINAGRI & partners	3 rd – 6 th month 6 th - 18 month	
	<ul style="list-style-type: none"> • Train MINAGRI leaders in gender sensitivity and leadership skills 	MINAGRI and partners	6 th - 18 month	
	<ul style="list-style-type: none"> • Monitoring & Evaluation (follow-up on effective use of skills) 	MINAGRI and partners	18 th – 24 th month	
4.2 All agriculture coordination or working groups at the district and sectoral level are gender-sensitive	<ul style="list-style-type: none"> • Develop communication strategy and inform district and sector authorities on how to engender agriculture structures (coordinating committee) 	MINAGRI & partners	3 rd – 6 th month	
	<ul style="list-style-type: none"> • Information campaign of targeted individuals and organisations 	MINAGRI and local authorities	6 th to 12 th month	
	<ul style="list-style-type: none"> • Nomination, election of gender sensitive men and women to make gender-sensitive decisions 	MINAGRI, civil society and local authorities	6 th to 18 th month	
4.3 At least 30% women representation is ensured in all decisional structures in the agriculture sector	<ul style="list-style-type: none"> • Survey 	MINAGRI & agencies	3 rd – 6 th month	
	<ul style="list-style-type: none"> • Review the criteria and processes for appointment to decision-making bodies in the agriculture sector to encourage increased women's participation and representation. 	MINAGRI	6 th month	
	<ul style="list-style-type: none"> • Information to staff and individuals (rights) • Implementation of changes in the different bodies • Monitoring & Evaluation (follow-up on effective decision-making) 	MINAGRI & partners MINAGRI & partners MINAGRI & partners	7 th – 9 th month 9 th – 24 th month 18 th – 24 th month	

4.4 Agricultural households have knowledge and understanding of dialogue and decision-making practices on farm exploitation	<ul style="list-style-type: none"> • Survey of best practices • Awareness campaign • Monitoring & Evaluation (follow-up on effective decision-making) 	<p>MINAGRI & Partners MINAGRI & Partners & local authorities MINAGRI & Partners & local authorities</p>	<p>3rd to 9th month 9th to 24th month 18th to 24th month</p>	
Objective 5 : To develop and coordinate partnerships and collaborative mechanisms amongst government institutions, CSOs, private sector and development partners and integrate appropriate actions to respond to practical and strategic gender needs in the agriculture sector				
Result / Outcome: Effective dialogue and coordination mechanisms which address gender issues and implement gender sensitive programs and activities				
Outputs	Activities	Leading Institution	Time frame 0-24 months	Budget
5.1 SWAp fully integrates gender at all levels (planning, financing, programming, etc.) of intervention	<ul style="list-style-type: none"> • Dissemination of the gender strategy to all levels • Mapping of partners and promoters of gender (under the sector-wide approach to support gender) • Integrate gender discussions and debate in agricultural working groups 	<p>MINAGRI & Gender Steering Committee MINAGRI MINAGRI</p>	<p>1st to 3rd month 2nd to 4th month 3rd to 24th month</p>	
5.2 A consultative gender steering committee reporting to PS and SWG and making sure the strategy is implemented	<ul style="list-style-type: none"> • Development and establishment of mechanisms for inclusion of gender related issues in SWAP • Set up of committee with representatives from main GVT agencies, donors, GRB group, civil society • Meetings of steering committee • On-going support to gender coordinator 	<p>MINAGRI & partners MINAGRI & partners MINAGRI & partners MINAGRI & partners</p>	<p>2nd to 6th month 2nd month 3rd – 24th month 3rd – 24th month</p>	
5.3 A MINAGRI gender coordinator ensures the implementation and monitoring of the strategy at central and local levels	<ul style="list-style-type: none"> • Update action and monitoring plans • Implementation of plans • Establish coordination mechanisms at the grassroots levels, eg, JAF at district level • Monitoring & Evaluation of implementation • Documenting lessons learnt and use for planning future programs 	<p>MINAGRI MINAGRI Steering Committee, local authorities & partners Steering Committee</p>	<p>2nd to 3rd month 3rd to 24th month 3rd to 24th month 3rd – 24th month 18th – 24th month</p>	

4.4 Monitoring and evaluation framework

4.4.1 Monitoring the implementation of the Gender Strategy in Agriculture

This section outlines how the gender strategy in agriculture will be monitored. The purpose of monitoring will be to track the progress of implementation of the plan and the results thereof. Monitoring will also aim to account for any changes or impacts resulting from implementation of the plan. Specifically, the objectives of monitoring include:

- To ensure operations proceed as planned and to detect any changes in situations that might call for adjustments in the plan
- To ensure that the implementation benefits the targeted beneficiaries timeously.
- To monitor the outcomes and results of Gender strategy implementation
- To track the changes or impacts, positive or negative that are emerging from implementing this plan

To achieve these objectives monitoring will be done at two levels, objective/output level and activity level.

Monitoring at Objective/Output level of the Gender Strategy level:

It is important to monitor the level of delivery of the outcomes from implementing the set activities; and to continuously track the extent to which each objective/output will be achieved. Monitoring achievement of objectives will be done on a quarterly or half annual basis. MINAGRI will look at each objective and report on whether or not the objective has been met, is likely or not likely to be met, and what changes need to be done to the set activities to ensure that the objectives/outputs will be achieved. To monitor objectives/outputs a set of indicators have been developed.

Given that the gender strategy is aligned to the PSTA program, it will also be necessary to track implementation of the activities in the PSTA II Program and checking whether the activities are being implemented effectively and timely and whether the targets on gender equality are being met. Tracking will also take into account the outputs resulting from the activities. A set of indicators have already been identified and these are stated for each objective in the activity plan above. MINAGRI with leadership of GMO will be responsible for monitoring implementation of the activities. It is also important to institute a reporting system where a team will be assigned to produce a monthly progress report. Collaborating institutions who may be assigned to specific tasks may be required to produce monthly reports (quarterly) on their activities highlighting any changes in the plan. Regular participatory review meetings, preferably quarterly, will be conducted to review progress of implementation and any adjustments to the plans will be effected through this process.

4.4.2 Monitoring and Evaluation Framework

The table below outlines the M & E framework for the Gender Strategy for the Ministry of Agriculture. It defines at each level, what should be monitored, how each indicator will be monitored, how often and the responsible institutions. For each indicator the outline defines the nature of baseline information to be collected. Baseline information is an important aspect of M & E as it provides the basis for assessing and evaluating progress and change. A number of assumptions have been stated. It is also important to regularly review the assumptions and define new assumptions whenever necessary.

Table 16: Proposed monitoring and evaluation framework at strategy level

Note: In absence of reliable and adequate baseline data, no targets were developed. This is an important task MINAGRI and main partners will need to address in the implementation of the strategy.

Objective 1 : To institutionalise gender equality in the agriculture sector				
Result / Outcome : Policies, processes, planning and operational mechanisms and structures, programs are gender sensitive				
Outputs	Indicators	Frequency	Data source	Responsibility
1.1 MINAGRI & its agencies have integrated gender in policies, processes, guidelines and procedures	<ul style="list-style-type: none"> • Main orientation and operational documents have been reviewed and indicate clear gender targets and operational mechanisms to implement proper gender measures • Type of gender concerns incorporated in main documents 	Every three months	MINAGRI policies , processes, guidelines & procedures MINAGRI human resources management plan & procedures MINAGRI M & E systems MINAGRI Budget	MINAGRI & Agencies
1.2 MINAGRI and its agencies have operationalised gender in all its programs, projects and activities	<ul style="list-style-type: none"> • # of programs/projects which have a gender focal point an gender sensitive budget and work plan • Level of resources allocated to implement gender-sensitive programs/projects and activities 	Every three months	MINAGRI Programs and projects budget & work plans MINAGRI Budget	MINAGRI & Agencies
1.3 A MINAGRI gender coordinator is recruited to implement strategy	<ul style="list-style-type: none"> • A skilled gender coordinator which main task is to implement strategy is hired and in place • Office space, logistics and strategy implementation budget are allocated 	Every three months	MINAGRI & Agencies & Partners (Finance) MINAGRI Budget	MINAGRI & Steering Committee

Objective 2 : To develop capacities in the agriculture sector to enable gender sensitive programming				
Result / Outcome: Technical, program and management MINAGRI staff and major stakeholders with adequate capacity to engender MINAGRI programs and activities				
Outputs	Indicators	Frequency	Data source	Responsibility
2.1 Agency/department managers and planners have the knowledge and capacity to plan, budget, monitor and evaluate gender in MINAGRI operations and PSTA programs	<ul style="list-style-type: none"> • # of MINAGRI & Agencies managers and planners, disaggregated by gender, who have proper knowledge and capacity to engender MINAGRI operations and PSTA programs • Level of integration of gender in MINAGRI operations , PSTA programs & monitoring systems 	Every three months	Training material MINAGRI Programs and projects budget, work plans and M&E Survey and assessment of integration	MINAGRI & Agencies DPs
2.2 MINAGRI program and technical staff have the knowledge and capacity to implement programs and activities in MINAGRI programs and activities in a gender sensitive way at all levels	<ul style="list-style-type: none"> • # of MINAGRI & Agencies program and technical staff, disaggregated by gender, who have proper knowledge and capacity to support engenderisation of programs and activities • Level of integration of gender in MINAGRI programs/projects and activities at all levels 	Every three months	MINAGRI Programs and projects budget, work plans and M&E Districts and sectors plans (Imihigo) Survey and assessment of integration	MINAGRI & Agencies DPs
2.3 Decentralised entities have the knowledge and capacity to raise awareness on gender issues (legal, credit,) and implement gender sensitive activities in their operations	<ul style="list-style-type: none"> • # of decentralised entities and with capacity to raise awareness on gender and implement gender sensitive activities • Level of awareness on gender issues and integration of gender in activities implemented by entities 	Every three months	Decentralised entities plans Survey and assessment of awareness	MINAGRI & Agencies DPs

Objective 3 : To enhance the gender responsiveness in delivery of agricultural services				
Result / Outcome : Enhanced and effective gender sensitivity in the delivery of agricultural services				
Outputs	Indicators	Frequency	Data source	Responsibility
3.1 MINAGRI has facilitated and supported local authorities to ensure equal access to and control of key resources (land, livestock, credit, inputs, etc.) through PSTA programs	<ul style="list-style-type: none"> • % of men and women who have access to and control of key resources through PSTA programs • Level of perception of better access to and control of resources 	Every six months	MINAGRI and partners reports Land Bureau reports Financial institutions reports Survey and assessment of perception of access and control	MINAGRI and local authorities
3.2 Men and women farmers and entrepreneurs are better informed and aware of existing agriculture services	<ul style="list-style-type: none"> • Frequency and types of information provided to men and women on existing agriculture services • Level of perception of better information on existing agriculture services 	Every six months	Information material used in campaigns Survey and assessment of information on services	MINAGRI and local authorities
Objective 4 : To promote equal participation in decision making processes				
Result / Outcome : Equitable gender representation and effective participation in decision-making in all delivery structures and mechanisms				
Outputs	Indicators	Frequency	Data source	Responsibility
4.1 Strengthened knowledge and skills of rural women to participate in debates and decision-making	<ul style="list-style-type: none"> • % of women trained and with the ability to better participate in debates and decision-making • Level of effective contribution of women to decision-making in delivery structures and mechanisms 	Every six months	Training material MINAGRI and districts reports Agriculture associations board meeting reports Survey and assessment of effective contribution and decision-making	MINAGRI & Local authorities DPs
4.2 All agriculture coordination or working groups at the district and sectoral level are gender-sensitive	<ul style="list-style-type: none"> • # of coordination or working groups (forums, clusters) which integrate gender in debates and decisions • Level of perception by beneficiaries of better acknowledgement of gender issues by 	Every six months	MINAGRI and districts reports Minutes of coordination and working groups Survey and assessment of perception of beneficiaries that	MINAGRI & Local authorities DPs

	coordination and working groups		gender issues are addressed	
4.3 At least 30% women representation is ensured in all decisional structures in the agriculture sector	<ul style="list-style-type: none"> • % of women in all decisional structures 	Every six months	Lists of board members Minutes of general assembly's of all structures	MINAGRI & Local authorities
4.4 Agricultural households have knowledge and understanding of dialogue and decision-making practices on farm exploitation	<ul style="list-style-type: none"> • % of men and women are aware and understand best practices • Level of satisfaction of decisions made jointly on farm exploitation 	Every six months	Survey and assessment of understanding and satisfaction on farm exploitation practices	MINAGRI & Local authorities DPs
Objective 5 : To develop and coordinate partnerships and collaborative mechanisms amongst government institutions, CSOs, private sector and development partners and integrate appropriate actions to respond to practical and strategic gender needs in the agriculture sector				
Result / Outcome: Effective dialogue and coordination mechanisms which address gender issues and implement gender sensitive programs and activities				
Outputs	Indicators	Frequency	Data source	Responsibility
5.1 SWAp fully integrates gender at all levels (planning, financing, programming, etc.) of intervention	<ul style="list-style-type: none"> • Strategy adopted and disseminated by MINAGRI and partners • All plans, budgets, programs and monitoring systems initiated through agriculture SWAp integrate gender at all levels • Level of resources committed by participating partners to implement gender strategy in PSTA programs 	Every three months	SWG and sector sub groups minutes Documents produced by MINAGRI and partners	MINAGRI, Agencies, DPs and other associates (ministries, CSOs, private sector, etc.)
5.2 A consultative gender steering committee reporting to PS and SWG and making sure the strategy is implemented	<ul style="list-style-type: none"> • The steering committee is set up, representative and its mandate is endorsed by MINAGRI • Level of implementation of advices 	Every three months	Steering committee mandate Steering committee minutes M & E plan and reports	PS Steering Committee and Gender coordinator
5.3 A MINAGRI gender coordinator ensures the implementation and monitoring of the strategy at central and local levels	<ul style="list-style-type: none"> • Monitoring & Evaluation reports produced, presented and adopted by joint sector review (JSR) • Level of resources allocated to implement gender strategy 	Every three months	Steering committee minutes M & E plan and reports MINAGRI and partners budgets	PS Steering Committee and Gender coordinator

4.5 Implementation

4.5.1 Conditions to achieve gender equality in agriculture

A minimum condition to kick start the mainstreaming gender agenda in the agriculture sector in Rwanda is that all stakeholders should have a shared understanding that promoting gender equality is not synonymous with women empowerment. All stakeholders must understand that gender mainstreaming and women empowerment is strategies to achieve gender equity, while gender equity is a process towards achieving gender equality. It is also very important for stakeholders to understand the historical processes providing knowledge and guidelines to promoting gender equality.

Experiences have shown that basic conditions for achieving gender equality include:

- Commitment at ministerial level and advocacy for gender equity and equality by the leaders. Support from the highest-level leaders for specific objectives on gender equality and efforts made to achieve these objectives are the most important condition;
- There is need for all stakeholders to have a shared understanding of gender issues in the agriculture sector;
- Appropriate resources – both human and financial (including domestic and international financial assistance) – are required for capacity building;
- Policies and programs in the sector should be formulated on the basis of separate data for men and women. Reporting systems should be based on analysis and reports using gender disaggregated indicators;
- Concrete plans should be developed to train and prepare female personnel for decision making positions;
- Accountability mechanisms at all levels. Efforts should be focussed on measuring the impact of strategies and development programs on both men and women. Frequent dissemination of findings is necessary in order to improve measures aimed at increasing gender equality at the highest levels;
- Internal systems and procedures (internal gender audit, mainstreaming tools, generation and use of gender statistics)
- Gender steering committee – to coordinate activities and monitor progress

A gender mainstreaming approach includes focusing on both meeting the short term "practical needs" that have resulted from cultural gender discrimination or stereotyping, and addressing the "strategic interests" that will challenge and change social norms, institutional practices, power relations and workloads.

Other minimum conditions to achieve gender equality include:

Mainstreaming women in agriculture institutions and organisational change

Ensuring that women's voices are heard, particularly in community decision-making, political representation, leadership and governance is of vital importance in gender mainstreaming. Only when women and men are equally represented, and are able to act as equal participants in policy development and decision-making processes will gender equality be achieved. Mainstreaming women in decision-making and leadership in traditionally male dominated organisations is perhaps

the most difficult long-term challenge in achieving gender equality. However, gender equitable development is impossible without women's empowerment; both women and men need to participate in and influence the pattern of socio-economic development. This begins with the political will to change, demonstrated by the highest levels of leadership, and is supported by policy and administrative reforms and the allocation of necessary resources for implementation.

To develop gender mainstreaming partnerships and collaborative arrangements at national and sub-national levels

In order to achieve gender equality in agriculture and rural development, efforts and coordination should be made by key ministries and units, local administrative levels and leaders of communities and households. Short-term and medium-term plans (3-7 years) will be developed within MINAGRI, in which functional departments and management departments will be responsible for implementation within their areas of responsibilities and tasks. MINAGRI, with technical backstopping from a cooperating partner promoter, will play a key role in the implementation of this Gender Strategy but for the strategy to be implemented successfully and sustainably over the long term, the coordination between relevant agencies is indispensable. Clear coordination mechanisms, roles, responsibilities and financing procedures are required, amongst, MINAGRI, MIGEPROF, GMO, MINECOFIN, MINALOC, Agricultural Education and Training Institutions, Agricultural Cooperatives, Farmers' Organisations, Youths Organisations and Women's Organisations.

4.5.2 Implementation Structure

Implementation will be facilitated by a Gender Steering Committee (GSC) (primarily comprising of not more than 8 members, one from each of the following ministries MINAGRI, MIGEPROF, MINALOC, MINECOFIN, DC partner promoter, Gender Monitoring Office and the Gender Specialist employed by MINAGRI).

The GSC will be capacitated through training and workshops with the support of the Gender Specialist. The following capacity areas are important: systems thinking, coordination skills, leadership, problem solving, conflict resolution, resource mobilisation, project management, planning and gender legislation awareness.

It is envisaged that the role of the GSC will be to provide overall strategic direction in implementing the plan and advice on gender mainstreaming issues. The committee will also be responsible for, publicity and marketing the strategy. It is also recognized that the overall management of gender strategy is vested with the MINAGRI and MIGEPROF. In this regard, MINAGRI will be expected to be the lead institution, providing overall guidance to the GSC.

MINAGRI will put in a place a monitoring system, with assistance of GMO. MINAGR is encouraged to be always updating the action plan for implementation of the strategy on a quarterly basis. Once constituted the GSC will meet at least every 3 months to receive feedback from the decentralised service delivery entities and discuss progress.

Gender Focal Points (GFP) are the implementers at the agency level for MINAGRI. Gender Advocates are the ones who will work at local level facilitating dialogue and debate through the existing social structures. The roles and responsibilities of the key stakeholders in the implementation of the strategy are proposed below:

Table 17: Proposed roles and responsibilities of the key stakeholders to implement gender strategy

MINAGRI – Agriculture cluster
<ul style="list-style-type: none"> • Gender sensitive policies, laws, regulations • Gender responsive planning, M&E, Budgeting • Gender disaggregated data in agriculture surveys and JSRs reports • Document and disseminate best practices
MINAGRI AGENCIES/PROJECTS
<ul style="list-style-type: none"> • Integration and Implementation of gender sensitive interventions in the strategy • Resource allocation to gender interventions • Reporting with gender disaggregated information • Integration of gender in the training and extension package/manuals • Training beneficiaries (cooperatives, farmers,)
MINECOFIN
<ul style="list-style-type: none"> • Resource mobilization • Resources management • Training on gender responsive budgeting
Development Partners/Donors
<ul style="list-style-type: none"> • Increased resource allocation to gender interventions (review financing mechanisms) • Advocacy and networking • Technical Assistance knowledge exchange in Gender in agriculture
MIGEPROF
<ul style="list-style-type: none"> • National Gender Policy • Coordination of implementation • Gender in agriculture on agenda of Government
NWC and RWAMREC
<ul style="list-style-type: none"> • Resource mobilization • Mobilization of women and men for active involvement in agriculture opportunities and programs • Sensitization and behavior change, Capacity building in gender and agriculture to the beneficiaries (men and women), dissemination of gender laws related to agriculture (land, matrimonial, GBV, etc..)
GENDER MONITORING OFFICE
<ul style="list-style-type: none"> • Gender Sensitive Indicators • Capacity development for gender analysis, M&E and reporting • Gender audit • Develop and Engender Tools and methods and surveys in agriculture • Gender Accountability
DECENTRALISATION ENTITIES
<ul style="list-style-type: none"> • Review DDPs and IMIHIGO to incorporate gender dimension • Reinforce the gender responsive Planning , Monitoring and budgeting (produce gender budgeting statements) • Produce and use gender statistics and gender disaggregated data in IMIHIGO • Reinforce JAF to bring on board Gender issues on its Agenda • Capacity building in gender in agriculture for local authorities, head of units and staff • Empower gender focal point and NWC representatives to actively participate and monitor gender issues in district development

CIVIL SOCIETY AND SERVICE PROVIDER ORGANISATIONS
<ul style="list-style-type: none"> • Sensitization and behavior change, Capacity building in gender and agriculture to the beneficiaries (men and women), dissemination of gender laws related to agriculture (land, matrimonial, GBV, etc..) • Integration of gender in training and extension manual • Ensure more women engage in agriculture extensions • Linkage of women and men to agriculture innovation centre • Advocate and representation of farmers organizations in agriculture forums on gender issues related to agriculture • Research and dissemination of gender statistics in agriculture • Support the Organizational Development of farmer's organizations and cooperatives with gender dimension (participation , decision making, capacity building) • Ensure gender sensitive access to agriculture services: Inputs supply, appropriate technologies, training, extensions, etc..
PRIVATE SECTOR
<ul style="list-style-type: none"> • Compilation and dissemination of opportunities in Agriculture, targeting poor women and men • Support cooperatives by integrating women in decision making • Capacity building in entrepreneurship, access to market information, negotiation and added value, bankable project development • Linkage to business advisory services and financial services • Moving women in agriculture some women and men from informal to formal and professionalized organizations/cooperatives • Promote off farm activities to move some rural women and men from agriculture to other business • Support women, men and youths to participate in Agriculture Trade Fairs
FINANCE AND MICRO FINANCE INSTITUTIONS
<ul style="list-style-type: none"> • Review laws and regulations to facilitate equal access to rural finance (special emphasis on women) • Decentralize the finance institutions up to grassroots level including SACCOs • Collect and disseminate at grassroots level financial schemes /opportunities in agriculture and rural development • Put in place special guarantee fund for women in agriculture and rural development • Promote the use of land Titles as collateral
FARMERS (MEN AND WOMEN) AND FARMERS' ORGANISATION
<ul style="list-style-type: none"> • Continuous debates on gender in agriculture with special emphasis on resource control (land law, matrimonial, GBV) • Active participation in agriculture program (trainings, cooperatives, etc.....

4.5.3 Coordination Mechanisms

MINAGRI with the coordination of the Gender Specialist will collaborate with relevant government institutions and agencies such as stated above as well as the private sector, development partners and NGOs for the implementation of the strategy. Given the multi-faceted nature of agriculture and the complexity with gender, registering the impact expected from mainstreaming gender in agriculture lies in the effectiveness of the partnerships and collaborative mechanism. It is from this understanding that MINAGRI will institutionalise the GSC so as to benefit from the extensive gender related expertise in the different institutions and agencies. Better integration among the different government institutions, agencies, civil society, development partners, decentralised entities and farming households (WHH and MHH) and entrepreneurs will be achieved through dialogue. Thus, the first step that MINAGRI will do is launching of the strategy at national level so that all key stakeholders in the agriculture sector are informed about this plan. In addition, the strategy will be disseminated to lower levels using a number of channels. Cooperation and interests in participating in the implementation of the strategy will be solicited during the launching and dissemination processes. MINAGRI with assistance of the GSC will rationalise roles and responsibilities of all the stakeholders to ensure effective implementation of the strategy.

Gender Terms and Concepts

Access to resources is ability of an individual to use a resource. For example, ability to have land for cultivation

Control of resources is ability of an individual to decide who can use the given resource, how to use the given resource and when to stop the use.

Empowerment is the process of increased opportunity of women and men to control their life. Empowerment of women or men includes increasing their power to make decisions, to have their voices heard, to put things on the agenda, to negotiate and to challenge past customs.

Gender refers to the socially determined differences between men and women, such as roles, attitudes, behaviour, and values. Gender characteristics are assigned to men and women during their childhood and are expected to be followed. For example, in some societies women are considered dependent on men; in other societies women are decision-makers, or men and women equally make decisions. Gender characteristics vary across cultures and over time; they thus are amenable to change.

Gender analysis: Quantitative gender analysis is the collection and analysis of sex-disaggregated data which reveals the differential impact of development activities on women and men, and the effect gender roles and responsibilities have on development efforts. Qualitative gender analysis is the tracing of historical, political, economic, social and cultural forces in order to clarify how and why these differential impacts, roles and responsibilities have come about.

Gender and Development (GAD) is an approach that was developed in the 1980s to overcome the perceived weaknesses of the Women in Development (WID) approach. Rather than focusing exclusively on women, this approach is concerned with relations between women and men, particularly inequality in power sharing and decision making. GAD tries to address profound causes of gender inequality through integrating gender in policy making process in all sectors at all levels, focusing on implementation of necessary steps to ensure that all members of the society equally enjoy the fruits of development.

Gender Empowerment Measure (GEM), is a measure of agency. It evaluates progress in advancing women's standing in political and economic forums. It examines the extent to which women and men are able to actively participate in economic and political life and take part in decision-making. While the GDI focuses on expansion of capabilities, the GEM is concerned with the use of those capabilities to take advantage of the opportunities of life. The GEM on the other hand measures political participation and decision making power, economic participation and command over resources.

Gender equality is a situation where men and women have equal opportunities to access and control socially valued goods and resources and can benefit equally from development interventions.

Gender equity is the process of being fair to both men and women. To ensure fairness, measures must often be available to compensate for historical and social disadvantages that prevent women and men from otherwise operating on a level playing field. Equity can be understood as the means, where equality is the end. Equity leads to equality.

Gender gap is a concrete example of political, economic, social and cultural difference or inequality between men and women or between boy and girl.

Gender mainstreaming refers to the process or a strategy to work toward the goal of gender equality that was developed in 1990s. Unlike WID, gender mainstreaming focuses on changing the "gender norms of the mainstream"—the values, behaviours, practices, ideas and conventions that dictate the way the majority of people, organisations, communities and society functions. Gender mainstreaming involves (i) making men's and women's concerns and experiences an integral part of the design, implementation, monitoring and evaluation of policies and programs in all sectors of society; (ii) changing policies and institutions so that they actively promote gender equality; (iii) rethinking socio-cultural values and development goals in the long-term.

Gender perspective: Gender perspective is a way of (a) analysing and interpreting situations from a viewpoint that takes into consideration the gender constructions in society (for women and men) and (b) searching for solutions to overcome the gaps.

Gender prejudice reflects characteristics that are foisted on women and men but fail to recount actual individual ability. For example, housework is women's work, not men's. Gender prejudice often limits an individual in doing what he or she is able to do.

Gender responsiveness entails consistent and systematic attention to the differences between women and men in society with a view to addressing institutional constraints to gender equality.

Gender roles are behaviours that are expected from men and women. Gender roles are learned and vary across cultures and over time; they are thus amenable to change.

Gender sensitivity: Gender sensitivity refers to perceptiveness and responsiveness concerning differences in gender roles, responsibilities, challenges and opportunities.

Gender stereotypes are popularly held ideas about men and women. For example, ideas that women are tender, men are strong. Gender stereotypes are learned and vary across cultures and over time; they are thus amenable to change.

Gender training: Gender training is a systematic approach to sharing information and experiences on gender issues and gender analysis, aimed at increasing understanding of the structures of inequality and the relative position of men and women in society. It goes beyond awareness-building to actually providing people with the knowledge and skills that they need in order to change personal behaviour and societal structures.

Gender-aware/redistributive/transformative policies: Gender-aware/redistributive/transformative policies seek to transform existing gender relations by changing the distribution of resources and responsibilities to make it more equitable. These policies involve altering the existing balance of power between men and women, addressing not only practical gender needs but strategic gender interests as well.

Gender-inclusive language: This is language which challenges the assumption/tradition that masculine nouns, pronouns and adjectives include both male and female. Examples of gender-inclusive language are 'staff-hours' (rather than 'man-hours'), 'chairperson' (rather than 'chairman') and 'he or she' (rather than 'he'). Gender-exclusive language, by subsuming the female in the male, acts as both a cause and an effect of the invisibility of women's contribution.

Gender-neutral policies: These are policies that are seen as having no significant gender dimension. However, government policies seldom if ever have the same effect on women as they do on men, even if at first sight they may appear to exist in a context where gender is irrelevant. Thus, policies which may appear to be 'gender-neutral' are often in fact 'gender-blind', and are biased in favour of males because they presuppose that those involved in and affected by the policy are males, with male needs and interests. An example would be

Gender-related development index (GDI) is a comprehensive index measuring average achievement in the three basic dimensions of human development - a long and healthy life, knowledge and a decent standard of living - adjusted to account for inequalities between men and women.

Gender-sensitive indicators: An indicator is a statistical measurement that shows the change in a particular context over a given period of time. A gender-sensitive indicator is therefore a measurement of gender-related change over time. For example, a gender-sensitive indicator could show the change in the number of women studying agriculture, relative to men and over a period of, say, a decade. Gender-sensitive indicators can therefore be used to measure the effectiveness or success of a GMS.

Gender-specific policies: These policies take into account gender differentials, and target women or men specifically, but leave the current distribution of resources and responsibilities intact.

Labour division by gender is the assignment of different tasks and responsibilities to women and men. Gender-based assignment of tasks is learned and pervaded by all members of a given community or society.

Lack of gender awareness is the shortage of information and knowledge about gender issues and their impacts on experiences and development results of men and women, boys and girls.

National Women's Machinery: This is a single body or complex organised system of bodies, often under different authorities, that is recognised by the government as the institution dealing with the promotion of the status of women.

Practical gender needs: These emanate from the actual conditions women and men experience due to the roles ascribed to them by society. Often, women's practical gender needs are related to their roles as mothers, home-makers and providers of basic needs. Meeting the practical gender needs of women and men does not necessarily change their relative position in society.

Sex identifies the biological, genetically determined differences between women and men and is not amenable to change. Only a very small proportion of the differences in roles assigned to men and women can be attributed to biological or physical differences based on sex. For example, insemination is a male sexual role, pregnancy and childbirth are female.

Sex-disaggregated data: This is data collected – via questionnaires, observation or other techniques – that reveal the different roles and responsibilities of men and women. Having data disaggregated by sex is extremely important to being able to assess the impact of a project on women separately from its impact on men.

Status of women (or men) is the term used to compare socio-economic conditions of women (or men) with corresponding conditions of men (or women). For example, women have lower status than men in political life, that is seen in lower rates of women at decision making levels.

Strategic gender needs: These relate to women's empowerment and to what is required to overcome the subordinate position of women to men in society. Such needs vary according to the economic, political, social and cultural context. Most governments now acknowledge the need to create opportunities which enable women to address their strategic needs.

Women in Development (WID) is an approach that emerged in 1970s, with the goal of integrating women more fully into the development process. It includes strategies such as women-only income generation projects, training and credit for women. In this approach, women are passive beneficiaries of development; women's concerns are considered separately from the whole development issues

Women's triple roles: Analysis of the gender division of labour has revealed that women typically take on three types of roles in terms of paid and unpaid labour. These roles are: the *productive* role, i.e., market production and home/subsistence production undertaken by women which generates an income; the *reproductive* role, i.e., the child-bearing and childrearing responsibilities borne by women, which are essential to the reproduction of the workforce; and the *community management* role, i.e. activities undertaken by women to ensure the provision of resources at the community level, as an extension of their reproductive role.