REPUBLIC OF RWANDA





MINISTRY OF ENVIRONMENT

ENVIRONMENT AND NATURAL RESOURCES (ENR) GENDER ASSESSMENT AND ENR GENDER MAINSTREAMING STRATEGY AND ITS IMPLEMENTATION PLAN (2018/2019-2023/2024)

FINAL REPORT

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Table of Contents

List of Tables iv

LIST OF ACRONYMS and ABBREVIATION **..... vi**

EXECUTIVE SUMMARY vii

1. Introduction.....1

1.1. Background.....1

2. Methodology for performing the Assignment.....3

2.1. Data Collection.....3

2.1.1. Secondary data: Desk review.....3

2.1.2. Primary data.....3

Guide of Interview.....3

Sampling: Districts.....4

Sampling: selection of interviewees and focus group discussion.....4

3. Gender gaps in Environment and Natural Resources Sector 5

3.1. Policy framework for gender mainstreaming in ENR.....5

3.2. Gender gaps in ENR policy framework.....7

3.3. Critical gender gaps in environment and natural resources.....13

3.3.1. Gender gap in forestry.....13

3.3.2. Gender gap in IWRM.....18

3.3.3. Gender gaps in mining.....23

3.3.4. Gender gaps in Land Use Management.....27

3.3.5. Gender gap in Climate change adaptation and Meteorology.....29

3.3.6. Gaps in Gender Concepts knowledge and awareness.....34

4. Gender gaps in institutional arrangements and implementations procedures.....38

5. Opportunity for promoting gender equality and equity.....39

6. ENR Gender mainstreaming strategy: Strategic Framework 39

6.1. Linkage between Gender Gap assessment and Gender Mainstreaming Strategy.....39

6.2. Vision and Theory of change.....41

6.2.1. Vision.....41

6.2.2. Theory of Change.....41

6.3. Goal and Principles of the Strategy.....43

6.3.1. Goal 43
6.3.2. Principles 43
6.4. Expected Outcomes 44
6.5. Strategic Pillars 45
6.5.1. Strategic pillar 1: Include gender aspects in Environment and Natural Resources Sector policies and strategies 45
6.5.2. Strategic pillar 2: Gender based investments in Environment and Natural Resources Sector initiated and scaled up 46
6.5.3. Strategic pillar 3: Active participation of women in sustainable Forest Management to ensure ownership and proper benefit sharing 46
6.5.4. Strategic pillar 4: Agroforestry and forest improved seeds produced and provided to women/ men increased 47
6.5.5. Strategic pillar 5: Communities (men/ women) using improved cooking stoves / liquefied petroleum gas (LPGs) increased 48
6.5.6. Strategic pillar 6: Citizens (men/women) satisfied with land services increased 49
6.5.7. Strategic pillar 7: Private investments (men/women) in mining sector increased 50
6.5.8. Strategic pillar 8: Improve capacities of women and smallholder farmers' resilience to climate change impact 50
6.5.9. Strategic pillar 9: Integrated water resources management 51
6.5.10. Strategic pillar 10: Capacity building for Environment and Natural Resources Sector gender mainstreaming 52
7. IMPLEMENTATION AND MONITORING PLAN 54
7.1. Institutional arrangements 54
7.2. Roles and responsibilities for various actors 54
7.3. Monitoring and evaluation 55
7.4. Research 59
7.5. Communication 60
8. Gender Budget Statement 63
8.1. Gaps in ENR Gender Budget Statement(s) 63
8.2. Gender distribution of employment in ENR 65
8.3. Best practices and lessons learnt 68
8.4. Strategic recommendations for the elaboration of GBS 69
Annex 1: GBS model template for ENR sector 74
Annex 2: Implementation Plan 79

Annex 3: Guide of interview 84
Annex 4: References.....86

List of Tables

Table 1: Status of gender mainstreaming in ENR policy framework 8
Table 2: Jobs created, by gender, in 2018/2019 13
Table 3: Annual disaster effect situation in 2018 by event 21
Table 4: Allocation of water use permits by gender 21
Table 5: Jobs created in the execution of the landscape restoration for the upper Nyabarongo catchment and Secoko sub-catchment, July-August 2019 23
Table 6: Private sector involvement in land service delivery. 27
Table 7: Participants from various Economic Sectors during the fiscal year 2018-2019 31
Table 8: Top 4 causes of morbidity in health centers from 2013 to 2015 for all age groups 33
Table 9: VUP public works participants by se of HH head 34
Table 10: Percentage by sex and category of respondents who report awareness of gender policy or strategy at central level 35
Table 11: Percentage by sex and category of respondents who had a good knowledge of gender concepts 35
Table 12: Percentage of respondents by sex who are applying gender analysis skills to their work in ENR sector. 36
Table 13: Percentage of respondents who report at least some institutional support for integrating gender in ENR sector 36
Table 14: Issues and thematic areas to be addressed through the strategy 39
Table 15: Actors, institutions and roles 54

List of Figures

Figure 1: Main type of cooking fuel by sex of household head..... 15
Figure 2: Cooking and food preparation, by sex (hours/day) 16
Figure 3: Main source of lighting by sex of household head..... 17
Figure 4: Gender dimension in catchment governance at catchment level 19
Figure 5: Land area irrigated, protect against soil erosion..... 20
Figure 6: Improved drinking water source, unproved and other source by sex of household headed 22
Figure 7: Employment in Mining Sector, in 2016 24
Figure 8: Land ownership by sex of households headed 28
Figure 9: Female participation in in proximity training for sustainable farm practices 30

LIST OF ACRONYMS and ABBREVIATION

BPFA: Beijing Declaration and Platform for Action

ENR: Environment and Natural Resources

GBS: Gender Budget Statement

GDE: Gender Distribution Employment

MINECOFIN: Ministry of Finance and Economic Planning

MoE: Ministry of Environment

NST1: National Strategy for Transformation

REMA: Rwanda Environment Management Authority

RLMUA: Rwanda Land Management and Use Authority

RWFA: Rwanda Water and Forestry Authority

SDGs: Sustainable Development Goals

SDMR: Sustainable Development Mining in Rwanda.

SIDA: Swedish International Development Cooperation Agency

SWG: Sector Working Group

UNDP: United Nations for Development Program

UN-ESCAP: Gender, the Environment and Sustainable Development in Asia and Pacific

EXECUTIVE SUMMARY

Background

The Rwandan national constitution of June 2003 as revised in 2015 reinforces the principles of gender equality and elimination of all forms of discrimination against women and provides a very strong platform for gender mainstreaming in all sectors. The commitment to gender equality appears also through ratification of different International Conventions promoting gender equality and empowerment of women.

The National Strategy for Transformation (NST1), a Seven Year Government Programme (7YGP), will see the crossover from Vision 2020 towards Vision 2050. This strategy considers Gender and Environment as a cross-cutting areas among five others (HIV/AIDS and Non- Communicable diseases, disability and Social inclusion, regional integration and international Positioning, disaster management and Capacity development).

The national gender policy, which has been developed in 2010, is in line with Vision 2020 in terms of creating an environment conducive to the promotion of social security, democratic principles of governance, and an all-inclusive social and economic system that involves effective participation of all social groups within the population. Its vision is: “to set the Rwandan society free from all forms of gender based discrimination and see both men and women participate fully and enjoy equitably from the development processes”.

Despite the high political will and favorable environment for gender equality promotion, it has been observed that a lot has to be done.

One of the milestones to be achieved is to carry out the gender mainstreaming gap assessment and come up with gender mainstreaming strategy in Environment and Natural Resources Sector.

It against this background that the Ministry of Environment recommended a study with the aim of elaborating ENR Gender Mainstreaming Strategy. The milestones to be achieved is to carry out the gender mainstreaming gap assessment and come up with gender mainstreaming strategy in Environment and Natural Resources Sector.

The Methodology

The methodology of conducting this task was participatory. This means that all stakeholders involved, in one way or another have been consulted. Both qualitative and quantitative data have been collected and different methods have been used to deliver a high-quality assessment.

Gender Gaps analysis in ENR sector

While progress has been remarkable, a number of constraints and challenges have been encountered in the process of Gender mainstreaming in Rwanda over the years.

The analysis of gender gaps in ENR sector has been aligned to the sub-sectors of the ENR sector. The gender gaps analysis has also been analyzed through the gender concepts knowledge and awareness, in terms of:

- Basic understanding of gender concepts,
- Level of institutional support for integrating gender into staff's work, and
- Factors that facilitate or inhabit integration of gender into staff's work.

ENR Gender mainstreaming: strategic framework

The Vision of this strategy is " by 2024, gender equality aspect is mainstreamed in all Environment and Natural Resources sector policies/strategies and programme and implemented with the intention of providing high standards livelihood to Rwandans".

Principles

A number of principles have informed the formulation of this strategy and should guide its implementation, some of these are standard principles while others refer more specifically to the management of natural resources context.

1. **Alignment with national and international obligations:** this strategy must be consistent with, and supportive of, the existing national policy framework, and must contribute to the realization of the goals, targets and objectives of international and regional conventions and agreements to which Rwanda is a party.
2. **Contribution to the Environment and Natural Resources Sector Strategic Plan (SSP)**: as it is the current case, the Environment and Natural Resources Sector Strategic Plan

(2018/2019- 2023/2024) will be revised to accommodate the changes related to mainstreaming gender across all subsectors.

3. **Ownership and stakeholder engagement:** all concerned actors in government, the private sector and civil society must be aware and embrace the objectives of the strategy,
4. **Community development empowerment:** this strategy must contribute to social and economic development, and it must therefore be conceived and implemented as a key element of national strategies towards social inclusion, sustainable livelihoods, and local economic development.
5. **Focus on implementation:** the Environment and Natural Resources Sector is committed to the mainstreaming and implementation of the gender oriented interventions. The role of this strategy is therefore to help translating the sector's polices into action, provide instruments for gender mainstreaming and define practical modalities for integration.
6. **Partnership:** successful mainstreaming means integration and coordination; it therefore means collaboration among all actors, and this collaboration should be institutionalized in order to be durable and effective. This implies that coordination mechanisms need to be established or strengthened, and that instruments to formalize partnerships, such memorandum of understanding will be introduced and used where and whenever applicable.

The strategy is built on ten (10) interdependent strategic pillars. Each pillar has his own strategic objective and priority actions.

Implementation and Monitoring

The successful implementation of a strategy is based on proper set up of coordination and implementation of arrangements. The mainstreaming should start first of all from the planning processes (policy design), projects/ programs development and implementation.

This strategy is aligned with the Sector Strategic Plan and the resource mobilization is within the responsibilities of the Sector Working Group (SWG). It is chaired with the Ministry of Environment and co-chaired with the United Nations for Development Program (UNDP).

The SWG will provide the oversight of the implementation of the strategy. The Ministry will work closely with its agencies (Rwanda Water and Forestry Authority (RWFA), Rwanda Land

Management and Use Authority (RLMUA), National Green Fund (FONERWA), Meteo Rwanda) and Rwanda Environment Management Authority (REMA) on one hand and the Rwanda Mining Board on the other side. Inter and intra coordination mechanisms will be put in place to make sure other sectors are contributing to the implementation of the strategy. Private sector and civil society organizations will be involved during the planning processes and implementation.

Roles and responsibilities

The table below provides an insight of actors, institutions and their roles and responsibilities, in the implementation of this strategy.

Actor	Institution	Roles
Environment and Natural Resources Sector Working Group (ENR SWG)	Public, Private, CSOs and Development Partners	Oversight and coordination
Government	MINECOFIN	Leadership, support and investments
	All sectors	Planning and implementation
	Local authorities	Planning and implementation
Private sector	Private Sector Federation	Advocacy and support
Civil Society Organizations	Rwanda Environment and Natural Resources Sector Forums	Advocacy and support
Development Partners	Development Partners Forum / Development Partners Coordination Team	Policy support and investment

1. Introduction

1.1. Background

The Rwandan national constitution of June 2003 as revised in 2015 reinforces the principles of gender equality and elimination of all forms of discrimination against women and provides a very strong platform for gender mainstreaming in all sectors. The commitment to gender equality appears also through ratification of different International Conventions promoting gender equality and empowerment of women. These include the Convention on Elimination of all forms of Discrimination against Women (CEDAW), the Beijing Declaration and Platform for Action (BPFA) and the Sustainable Development Goals (SDGs).

The National Strategy for Transformation (NST1), a Seven Year Government Programme (7YGP), will see the crossover from Vision 2020 towards Vision 2050. This strategy considers Gender and Environment as a cross-cutting areas among five others (HIV/AIDS and Non- Communicable diseases, disability and Social inclusion, regional integration and international Positioning, disaster management and Capacity development).

The national gender policy, which has been developed in 2010, is in line with Vision 2020 in terms of creating an environment conducive to the promotion of social security, democratic principles of governance, and an all-inclusive social and economic system that involves effective participation of all social groups within the population. Its vision is: "to set the Rwandan society free from all forms of gender based discrimination and see both men and women participate fully and enjoy equitably from the development processes" (Ministry of Gender and Family Promotion, p. 19, 2010)[1]. And Its main mission is to contribute to the elimination of gender inequalities in all sectors of national life, in order to achieve the nation's goal for sustainable development[2]. In the frame of promoting gender equality and equity in Rwanda, the National Gender Policy objective defines a clear process for mainstreaming gender needs and concerns across all sectors of the development.

Despite the high political will (61.3% women representation in parliament) and favorable environment for gender equality promotion, it has been observed that a lot has to be done, there are some gaps for example the NISR (2019) shows that there is a slight difference between female

[1] Ministry of Gender and Family (2010), National Gender Policy, Kigali, July 2010.
[2] Op.cit.

and male who were employed in dependent jobs as employees in favor of males. The percentage of female employed as employees is 69% against 71% among males. But, the percentage of female employed in dependent jobs as contributing family workers (or in other words unpaid care workers) was 6 percentage points higher than among male (8% against 2%)[3].

In terms of Environment and Natural Resources, the statistics from NISR (2019)[4] shows a significant difference regarding, for example, the main type of cooking fuel and lighting by sex of household head. The Percentage of male-headed using firewood as cooking fuel is 78.2 against 84.7 for female-headed, in terms of using gas or biogas, the percentage of man is two times higher (1.2%) than for female (0.6%). Regarding the main source of lighting, the percentage of man headed-household is 29.2 against 20.3 and 8.5% of man headed-household use solar energy as source of lighting against 4.5 of female.

According to the Ministry of Environment (MoE, 2019), previous budget consultations in the Ministry of Finance and Economic Planning (MINECOFIN) and the Parliament the Environment and Natural Resources (ENR) plans and budgets have been accused to be less gender sensitive due to lack of clear indicators that justify the mainstreaming of gender into ENR projects and programs. Analyzing budgets from a gender perspective is integral to understanding the extent of gender mainstreaming within projects and policies. Gender considerations should be reflected in resource allocation and if they are not, project and policy outcomes are likely to fail. Budgets therefore, should be seen as a critical tool for mainstreaming a gender perspective into the process of policy implementation.

It against this background that the Ministry of Environment recommended a study with the aim of elaborating ENR Gender Mainstreaming Strategy. The milestones to be achieved is to carry out the gender mainstreaming gap assessment and come up with gender mainstreaming strategy in Environment and Natural Resources Sector.

[3] NISR (2019), Labour Force Survey 2017, Thematic Report on Gender, Kigali, May 2019.
[4] NiSR (2019), EICV5-Thematic Report: Gender, Kigali, December 2018

2. Methodology for performing the Assignment

The methodology of conducting this task was participatory. This means that all stakeholders involved, in one way or another have been consulted. Both qualitative and quantitative data have been collected and we use different methods to deliver a high-quality assessment.

2.1. Data Collection

For the purpose of developing a comprehensive Environment and Natural Resources Sector Gender Mainstreaming Strategy and its implementation plan, both qualitative and quantitative data have been collected from all stakeholders involved directly or indirectly in ENR sector (at Central and local levels including: public institutions, civil society organizations, development partners and communities among others in order to ensure equal opportunities)

The data collection has been based on two supplementary types of data: (i) secondary data through the desk review and primary data, through a validated guide of interview and workshop.

2.1.1. Secondary data: Desk review

The desk review is linked with all key documents related to the assignment. The thoroughness of this desk review has been dependent on the availability, accuracy and quality of the documents and data provided.

The desk review has enabled us:

- to identify gender gaps in EN Sector policy/strategy;
- to provide key indicators at all levels of the results chain that will help the sector to mainstream gender into sector plans and budgets
- to identify the roles of key stakeholders in the process of engendering the budget and planning processes.

2.1.2. Primary data

Guide of Interview

In order to gain some elements of explanation related to gender mainstreaming assessment and develop a strategic framework, we have identified and administrated an interview through a guide

of interview[5] to a number of resource institutions within the public sector and district authorities. These institutions have been chosen because of their expertise, their daily experience and their relevance to the assignment. The number of interviewees has been determined according the principle of saturation or the redundancy in the collected answers, which shows the researcher that all aspects of the study are covered and that there are no newer elements.

Sampling: Districts

The District subject to the field research have been chosen deliberately according their nature in terms of city, secondary city and rural district. Because the realities in terms of knowledge of gender concept (Gender, Gender mainstreaming, gender equality, gender equity,) and employment activities are different according the fact that the district is a city district or a rural district.
Three criteria have been combined to determine district subjected to the field work:

- the nature of the district in terms of being a city, a rural district or a secondary city. We estimate that the lifestyle is different according the fact that we are in a city or rural are, which has an impact on the environment and the use/access to natural resource and which inform the type of the economic activity and the employment.
- The districts that suffer the most, the environment crimes/degradation[6].
- At least one district in each province.

Those three criteria lead to consider the districts of Musanze, Kayonza, Gasabo, Ngororero, Kamonyi and Rubavu as subject to the field work.

Sampling: selection of interviewees and focus group discussion

The consultations (interviews, focus group discussions) concerned people who are daily in touch with the subjects of the assignment at the central and local level, meaning people who are involved in elaboration of policy/strategy/plan/program/budget or/and who are assigned to deal with aspects related to Gender/Environment and Natural resources at central and local level, meaning: (i) planer, (ii) in charge of Environment and Natural resources, (iii) in charge of Gender.

[5] The guide of interview is in appendix 4.
[6] According GoR, UNDP, RIB (2018), Capacity needs assessment and strategy for the Environment Protection Unit of Rwanda Investigation Bureau, Kigali, June 2018.

At the district level it was added (i) a representative of gender committee and for the sake of focus group discussion (ii) one community involved in one way or another in environment/natural resources activity.

3. Gender gaps in Environment and Natural Resources Sector

Rwanda has made significant progress in integration of Gender in its development vision, strategies, plans, investments and actions in recent years. Efforts made and achievements realized include the consideration of Gender as cross-cutting areas in the two successive Economic Development and Poverty Reduction Strategies (EDPRS) and in the new NST1, the fact that various sector strategy plans (SSPs) reflect the need for Gender mainstreaming or the establishment of Gender Monitoring Office (GMO).

While progress has been remarkable, a number of constraints and challenges have been encountered in the process of Gender mainstreaming in Rwanda over the years.

This chapter intends to assess the Gender mainstreaming gaps in ENR. The analysis of gender gaps in ENR sector is aligned to the six sub-sectors of the ENR sector, namely: Forestry, Water, Land, Meteorology, Mining Environment and Climate change (MoE, 2017)[7].

3.1. Policy framework for gender mainstreaming in ENR

Government's efforts in working towards gender equality and women's empowerment in the ENR sector is in line with the global, national and regional commitments and obligations for addressing gender inequalities in environment protection and management. National commitments are rooted in the Constitution of the republic of Rwanda as amended in 2015, The National strategy for Transformation-1 but also in the National Gender Policy 2010. The policy calls to facilitate and support women's and men's participation in environmental protection and management. Policy emphasis for ENR was put on enforcing equal land rights for all citizens and land services for improved and sustainable land use. But also support women's participation in different stages in the development of key export products; train then, enhance their access to credits and reducing their involvement in care economy for entering income generating activities.

Gender mainstreaming in ENR is aligned to, and is part of the cornerstones of gender equality

[7]GoR, MoE (2017), Strategic Plan for the Environment and Natural Resources Sector 2018-2024, Kigali, November 2017.

frameworks. The Convention on Elimination of All Forms of Discrimination against Women (CEDAW), mandates countries to take "all appropriate measures to eliminate discrimination against women in rural areas to ensure, on a basis of equality of men and women, which they participate in and benefit from rural development".

- The Beijing Declaration and Platform for Action (BPfA) includes women and the environment as one of the 12 critical areas for action;

- Sustainable Development Goals (SDGs) with focus on the four main priorities for gender-environment nexus: Right to land and natural resources and biodiversity, (Goal 1,5,14 and 15); Access to food, energy, water and sanitation, (Goal 2,5,6 and 7); Climate change, sustainable production and consumption and health and well-being, (Goal 1, 3, 5, 11,12and 13); Women in environmental decision making, (Goal 4, 5, 8 and 10).

The Gender action plan under international conventions and multinational or regional agreements on ENR:

- UNCCD (2013): The United Nations Convention to Combat Desertification (UNCCD);

- UNFCCC : The United Nations Framework Convention on Climate Change (UNFCCC) the first linkage to gene r equality was made under the Lima work programme on Gender COP20), promotes women's full equal and meaningful participation and promote gender responsive climate policy and the mainstreaming of gender perspective in the implementation of the convention and the work of parties at all levels.

- The United Nations Convention on Biological diversities (CBD);

- The he Dublin Principles, (Principle 3) of the UN Conference on Environment and Development

- AU gender policy 2018-2027: its strategic pillar on economic justice and sustainable development recognizes that women are key managers of of the environment and bear the brunt of natural disasters and climate change, yet are not yet meaningfully engaged in climate justice initiatives. And propose priority actions to undertake.

3.2. Gender gaps in ENR policy framework

The analysis of gender gaps in ENR policy framework covered key policies from its sub-sectors, namely: Forestry, Water, Land, Meteorology, Mining and Climate change.

Table 1: Status of gender mainstreaming in ENR policy framework

Policy/Strategy	Key aspects/statements integrating gender	Gender mainstreaming/Comments
-Rwanda National Forestry Policy 2018	Actions to redress gender inequalities and disadvantaged groups shall be integrated in all forest management plans (Rwanda National Forestry Policy 2018, p7).	-Gender and equity are part of core principles guiding the policy (p.7) but are not considered when it comes to policy focus and policy statement (p.10-11). -Among 29 important areas of intervention to focus on during the implementation of this policy, Gender is only mentioned once (p.15), on intervention regarding: "Participatory Forest Management"
-Forest Sector Strategic Plan 2018-2022	-The gender aspects appear in specific objective no 6: "Active participation of stakeholders in sustainable forest management to ensure ownership and proper benefit sharing' (p17- 18). The section assess Gender and youth mainstreaming issues and presents four (4) outcomes on Gender and Youth mainstreaming guidelines (p.18)	Gender aspect should also be considered in other specific objectives, such as specific objective no.3: 'Private sector will be encouraged to increase their investment in forestry sector" (p.9).
National Environment and Climate change Policy, June 2019	The gender aspect is observed in guiding principles of the policy, specifically on the guiding principle related to Inclusiviness	No concrete policy action/statement is developed regarding gender, knowing how much, female households headed are vulnerable to climate change.

		According to EICV5, Female HH-headed are more depend on agriculture in terms of income and nutrition.
National Land Policy. Efficient Land Management for Sustainable Development, June 2019	-The policy refers to the National Gender Policy (2010), and ensures that equal land rights for all citizens (women and men) are in place and enforced (p.9).	-The Policy recognizes a lack of policy guidance on mainstreaming cross-cutting issues such as people with disability, youth and gender (p.25). -The policy suggest to develop a strategy for mainstreaming cross-cutting issues, such as gender
Sectorial Policy on Water and Sanitation, October 2004	The policy takes in account the gender aspect in the: • Principle of the Policy (p.17): 'Men as well as women should equally participate in the water resource protection and management". • Sector mission (p.18): "To create favorable conditions for fair and sustainable access for the population, men, women and children, to water and sanitation infrastructure and to the development of natural resources, and • Sector strategy (p.18): 'Integration of gender to water resources management.	-The policy needs to be supplemented by others documents, such us sector strategy and action plan -The policy needs to be reviewed and aligned to the new national policies framework such NST1, National Gender Policy (even if the national gender policy needs also to be reviewed, it dates from 2010).

National Biodiversity Policy 2011	Gender aspect appears in section regarding "preferred option" under the section: "Integrating biodiversity considerations in other national and regional initiatives' (p.19). The policy states that: "Rwanda recognizes that gender equity is an essential principle to ensure sustainability, fair management and successful biodiversity conservation efforts when analyzing the different roles, responsibilities, levels of performance and participation in decision-making (p21).	This principle, needs to be developed into concrete actions, in strategic interventions and actions, for his implementation. Eighty years later those documents are still missing.
ENR SSP	Gender aspect appears in the section devoted to cross-cutting issues (p.25) as per NST1 guidelines. The ENR SSP states that It "will prioritize development of an ENR gender action plan for mainstreaming gender across the sector's activities. This action plan will be informed by a gender assessment of the sector and supported by a dedicated logical framework for gender mainstreaming (p.26).	This is under process and will be captured in this strategy

National Land Policy. Efficient Land Management for Sustainable Development, June 2019	-The policy refers to the National Gender Policy (2010), and ensures that equal land rights for all citizens (women and men) are in place and enforced (p.9). According to the constitutional principle of equality for all citizens, all Rwandans enjoy the same right of access to land, without any discrimination whatsoever (p.54)	-The Policy recognizes a lack of policy guidance on mainstreaming cross-cutting issues such as people with disability, youth and gender (p.25). -The policy suggest to develop a strategy for mainstreaming cross-cutting issues, such as gender
National master plan for water resources management & **Catchment Plans for demonstration catchments(2018-2024)**	The chapter 6 discuss cross cutting issues; the issue of gender is understood as a coy term for disadvantaged groups, is discussed with some detail and suggestions for further study and an action plan. A quota system for representatives of social groups for WUAs (if legally possible), for sector, district and catchment councils, positive discrimination for equally qualified women for the CWMOs and d	Catchment implementation plans and New catchment plans to mainstream plans to consider proposed action in catchment plans for addressing gender issues in IWRM. integrate gender sensitive IWRM indicators Ensure female quota implementation for establishment of catchment committees in other catchments and micro catchments

(UNY, Sebeya, Muvumba, and NYBG)	Additionally, catchment plans in 4 demonstration catchments outline in Annex 10. strategies[8] to address key gender issues within the IWRM sector (e.g.; UNY CP p. 131-133, SEB 60 p.)	
National Mine and Geology Policy	There is a lack of gender focus in mining policy and regulations, especially when it comes to guaranteeing equality to the most vulnerable women miners.	No gender issues are raised in problem statement, while women are underrepresented in mining industry and men exposure to employment risks. Strategic plans and annual action plans to include intervention that enhances women participation in the sector.

3.3. Critical gender gaps in environment and natural resources

3.3.1. Gender gap in forestry

Rwanda acknowledges the invaluable role of the forestry sector in the livelihoods of the population though it has not yet reached its full economic and ecological potential. The national forest landscape displays two major types of forests clearly differentiated by their physical features and roles; these are natural forests and manmade forests. Both types may address at the same time economic and ecological roles but at different levels.

According to the Ministry of Lands and Forestry (2018)[9], the forest sector plays a big role in job creation. The largest proportion of employment is generated by charcoal production (61.8%) followed by wood production (19.2%), both located in the production areas, while distribution and selling cover 6% and 12.8% of the generated employment, respectively. A report on Rwanda's biomass sector estimated that, for 2007, the value of firewood and charcoal added US$ 122 million to national GDP (about 5%).

The forest sector is under responsibility of the Rwanda Water and Forestry Authority (RWFA). The later was established under the Law N°06/2017 of 03/02/2017. RWFA's mandated to implement policies, laws, strategies research and programmes that improve the quality and productivity of water and forest resources[10]. According to Rwanda National Forestry Policy (2018), one of the policy statement of the policy is to encourage and support private sector to increase their investment in forest sector. It's in that spirit that private companies/cooperatives are hired to participate in sustainable forest management and to ensure ownership and proper benefit sharing. By doing so, the RWFA participate in job creation.

a. Women's triple gender roles prevent women access to job created in forestry

The table below shows the status of jobs created in 2018/2019, by gender.

Table 2: Jobs created, by gender, in 2018/2019.

Level	Casual jobs (0 to 3 months)		Jobs from 3 months and above		Grand Total
National level	Men	Women	Men	Women	
Total	7678	5072	930	486	14766

Source: Administrative data from RWFA

[9]GoR, Ministry of Lands and Forestry (2018), Rwanda National Forestry Policy, February 2018.

[10]RoR, MoE (2017), Strategic Plan for the Environment and Natural Resources Sector 2018-2024, Kigali, November 2017

The table 2, shows a significant gap in job creation between men and women in both casual jobs (0 to 3 months) and jobs from 3 months and above. Concerning casual jobs created, women represent 38% against 62% of men employed. Whilst concerning the jobs from 3 months and above, women represent 34% compare to 64% of men. Overall, women represent 37% of jobs created in 2018/2019 against 63% of men.

This situation can be explained by the fact that, women face the challenge of women's triple gender roles: combining domestic activities (unpaid work), farm jobs and company/cooperative's work. For instance, women who have children at an early age, are obliged to stay home with their children, because cooperatives/companies don't have facilities to host their children. The box below illustrates this case in Kamonyi district.

Box 1: Kamonyi Vision Security Services.

In Kamonyi District, Gacurabwenge Sector, Gihinga Cell, there is cooperative named « Kamonyi Vision Security ». All members of the cooperative are former soldiers (Reserve Force). The cooperative is composed by 25 members, with 10 men (40%) and 15 women (60%). Their man activity is the forest nursery preparation. Since 2017, they have been involved in more than 50,000 planting threes. Their main problem is to combine the cooperative's activities and domestic activities (unpaid work), for example for those who has children at an early age, are oblige to stay home with their children, because the cooperative doesn't have facilities to host those children. **Source**: Field work

b. **Men control the production and commercialization of profitable forest resource**

While women use of forest resources is mainly focused on firewood fetching and wild food gathering, medicines, nuts mushrooms; men's focus on higher return products such as timber, charcoal and wood businesses.

At the other side, a largest proportion of employment is generated by charcoal production (61.8%) followed by wood production (19.2%), both located in the production areas, while distribution and selling cover 6% and 12.8% of the generated employment, respectively. A report on Rwanda's biomass sector estimated that, for 2007, the value of firewood and charcoal added US$ 122 million to national GDP (about 5%).

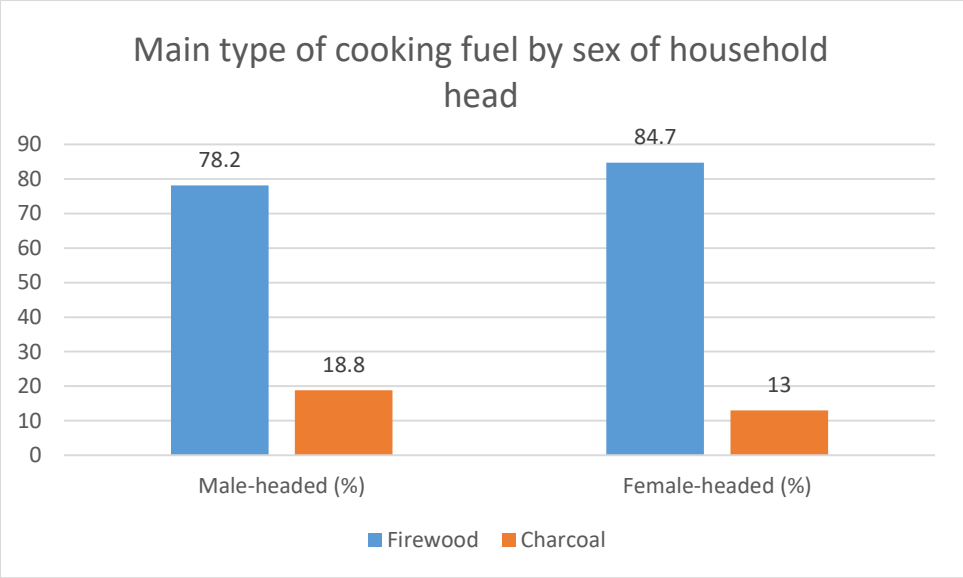
Forest and agroforestry related natural capital resources represent some of the highest in demand in Rwanda as most people rely on wood and charcoal for energy needs.

According to Rwanda National Forestry Policy (2018), the high demand of forest products led to poor harvesting practices and over exploitation of forest especially in private owned forests which constitute the highest portion of the national forest cover.

c. Household high reliance on wood biomass energy

Firewood is considered as unclean cooking energy, the EICV5 shows that, more household headed by female rely on wood as type of cooking fuel than male. Contrariwise, more households headed by male use charcoal as primary source of cooking fuel than female, as shown by the figure 3.

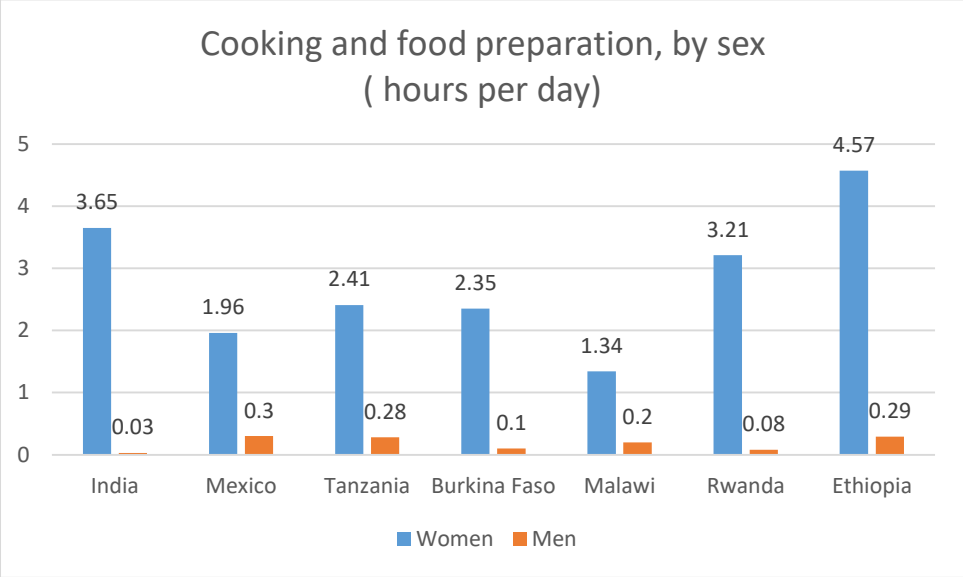
Figure 1: Main type of cooking fuel by sex of household head



Source: Based on data from EICV5

Fuelwood collection entails physical effort and exposes women and girls to a host of discomforts and risks, including carrying heavy loads of wood on their back or head, risk of injuries, animal attacks and threats of physical and sexual violence.

Figure 2: Cooking and food preparation, by sex (hours/day)



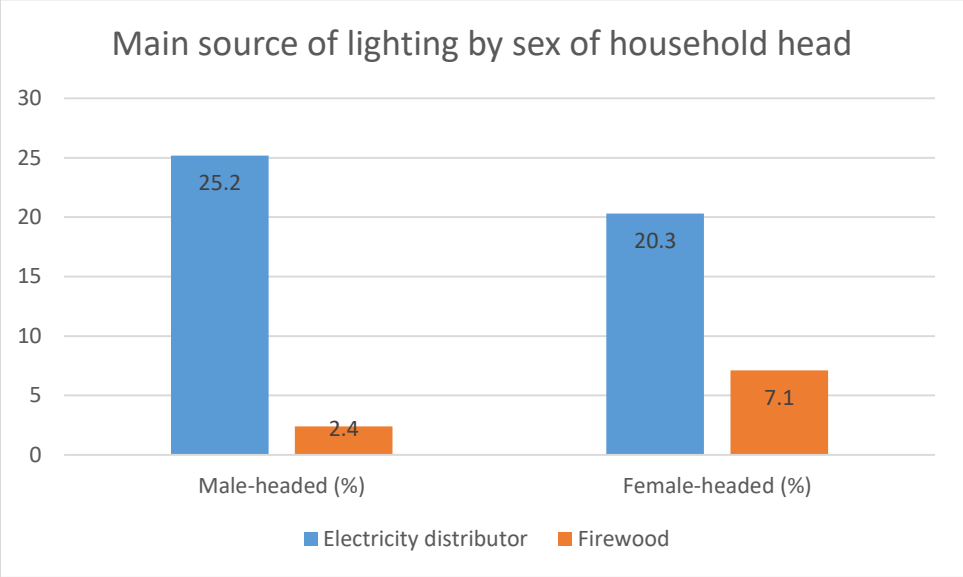
Source: Based on data from UN, ESCAP, Gender, the Environment and Sustainable Development in Asia and Pacific, Thailand, 2017, p.44.

The figure 2, shows number of hours spent on cooking/preparation of food. Women spend more hours: 3.21 cooking than men (0.08) in Rwanda, like for other countries represented in the figure.

From the field work, it has been noted that, women are typically the ones who stand to benefit most from switching to cleaner cooking, heating and lighting systems, but it is the men who have more control than women over household budgets. Investments to improve stoves, kitchens and cooking fuels tend to be considered as marginal items when men make the decisions about household purchases. It appears that households with women who have their own source of income or savings are more likely to purchase cleaner cooking devices.

It also clear that male headed household use more electricity distributor as their main source of lighting than female, and at the other hand, female headed use more firewood as one of their main source of lighting than male headed, as shown by the figure 3.

Figure 3: Main source of lighting by sex of household head.



Source: Based on data from EICV5

For some districts subject to the study, Kayonza and Ngororero, collecting wood, require greater distance to be travelled, thus diverting time that would otherwise be used for income-generating activities, community activities, rehearsing for young girls in primary or secondary school or simply for leisure. Additionally, women and girls who travel farther from home to find wood are also at risk of sexual harassment and some cases, in Kayonza district, of being bit by snakes have been revealed. Additionally, while rural women are mainly responsible for the collection of fuel wood, water and other non-timber forest products, men are engaged in more income-generating activities, decision-making and high-value activities, such as cutting and hauling timber.

According to Rwanda National Forestry Policy (2018), one of the challenge that the forestry sector is facing is excessive and illegal cutting of forest. Consequently, frequent soil erosion was observed and washes the top arable land resulting in poor soils quality and reduced crop yield on eroded land.

d. Women are less involved in skilled roles for seedlings production in tree nursery

When asked about gender roles by men and women in tree nurseries during field work, farmers confess that men mostly lead seedling production and involve in building tree sheds and women are mostly found in bags filling with soil and watering the seedlings and women's associations or female led cooperatives are less likely to compete for tree nursery management. Tree nursery management is acquired through trainings in which the women attendance is limited due to their household chores and low education level.

Other researchers found that choice of agroforestry species varies according to gender roles (Kiptot 2015)., hence, apart from the adaptability criteria, it is important to consult both men and women for agroforestry tree choice and training in new technology for forest and agroforestry production.

3.3.2. Gender gap in IWRM

Government's efforts in working towards gender equality and women's empowerment in the IWRM subsector is in line with, and is part of the cornerstones of the Dublin Principles, (Principle 3) of the UN Conference on Environment and Development (1992).

In Rwanda water sector is under the responsibility of the Rwanda Water and Forestry Authority (RWFA). The later was established under the Law N°06/2017 of 03/02/2017. The guiding framework for water resources management in Rwanda is the National Policy for water resource management adopted in 2011. The policy highlights the importance of a catchment-based approach to management[11]. According the National Policy for Water Resources Management (2011), taking advantage of the established administrative set-up, water resources management processes will be effected within local government administrative entities in terms of planning, programme implementation and water users' organizations.

There are several gender gaps that exist in the water resource management field:

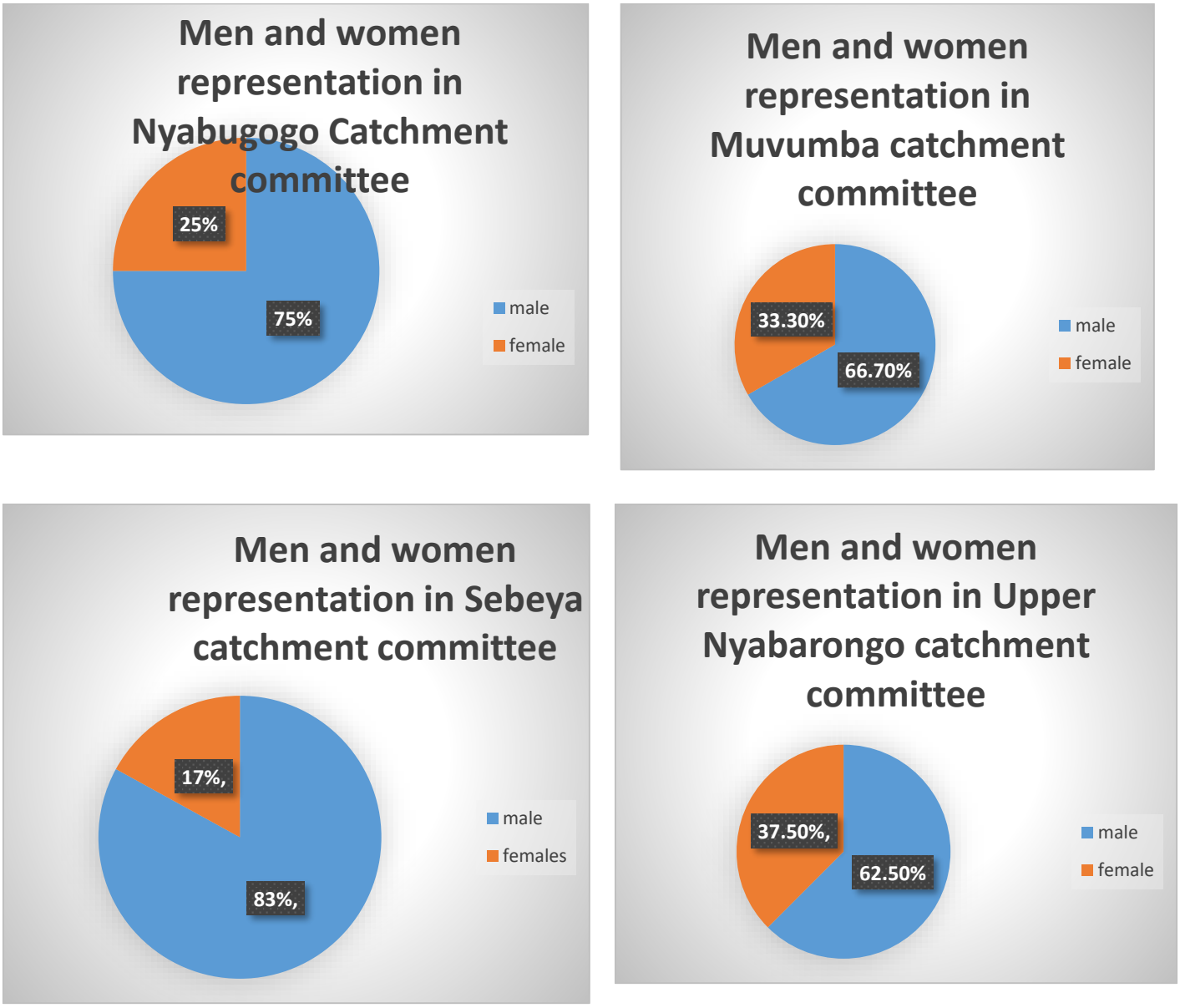
a. Limited women's involvement in water governance

Generally, women, while being major water users making essential contributions to rural economies and welfare as farmers, and as household keepers are significantly less represented in water management committees and WUAs compared to their male counterparts. Women face gender based obstacles to participating in a project, joining a water-user's committee, or providing input into a consultation session. (GWP, 2017)[12]. Failure to include women in water decision making undermines the water allocation for domestic use and productive use.

[11]RoR, MoE (2017), Strategic Plan for the Environment and Natural Resources Sector 2018-2024, Kigali, November 2017

[12] GWP, 2017. Gender equality and inclusion in IWRM

Figure 4: Gender dimension in catchment governance at catchment level



Source: Administrative data, RWFA, 2019

Generally, the figure above shows a lower representation of women in catchment committees compared to their men counterpart observed in all demonstration catchments. The Constitution of the Republic of Rwanda of 2003 revised in 2015 grants equal rights to both men and women to vote and being elected. The same constitution provides for at least 30% of women representation in decision making organs.

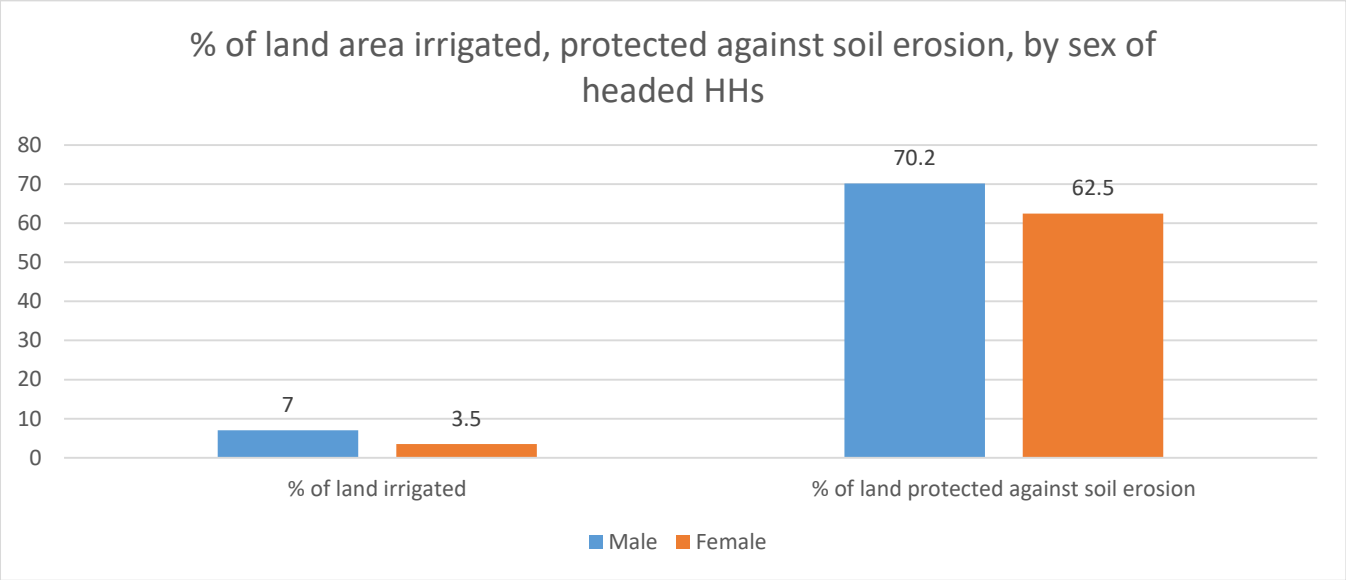
While Upper Nyabarongo and Muvumba catchment managed to overreach 30%, female representation in Sebeya (17%) and Nyabugogo catchment committees (25%) couldn't reach the quota (30%) required for female representation in decision making organs in Rwanda.

Besides, poor women are less likely to be elected to positions on water committees or village development committees at landscape level. Furthermore, there is a need to promote women's empowerment for participation in water governance at all levels. This requires sensitizing all women and men potential candidates at landscape level and also requires mainstreaming the 30% quota in instructions that establish committee's members at catchment level.

b. Women involvement in irrigation is still low

The figure below shows the participation of male and female headed households in efficient management of water and soil, specifically in soil erosion control and irrigation.

Figure 5: Land area irrigated, protect against soil erosion



Source: Based on data from EICV5

The figure 5 shows that the number of women headed households involved in land irrigation is half below (3.5%) the number of men (7%), while 7.7% constitute the gap between women (62.5%) and men (70.2%) in term of land protected against soil erosion. This gender disparity may be attributed to the fact that affordability of irrigation equipment remains high for smallholder farmers and female managed farms, but also requires use of collateral

c. Water-related hazards, such as early flash floods worsen gender inequalities

Women are responsible for the production and processing of farm food products and for the preparation of food resources in households, therefore water-related hazards, such as floods, landslides can damage not only the fields producing crops, but also food stores and processing equipment, driving up the prices of food staples. Although the data on disaster effects are not disaggregated by sex, any disturbance in food supply will impact a woman's efforts to gather

meals for her family and worsen her vulnerability. Also, women's lack of mobility and limited capacity in disaster management also limits their escaping ability from deadly event affecting the house but also affect alternative strategies for coping with stress on finding family resources. This is evidenced by the higher damages to houses and crop lands as shown in table 3 below.

Table 3: Annual disaster effect situation in 2018 by event

Event	**Death**	**Affected houses**	**Crops (Ha)**
Floods	18	1868	2087.6
Hailstorm	0	212	1875.5
Landslides	81	1302	392.28

Source: Disaster communication system MINEMA, assessment by 31/12/2018

d. More men are allocated water use permits than women

In terms of water use permits, the table below shows the allocation of permits to water users 'organizations/companies, according to gender, since 2014.

Table 4: Allocation of water use permits by gender

Description	Number of Male headed private organization	Number of Female headed private organization	Total
Private Organization	85	17	102

Source: Administrative data from RWFA

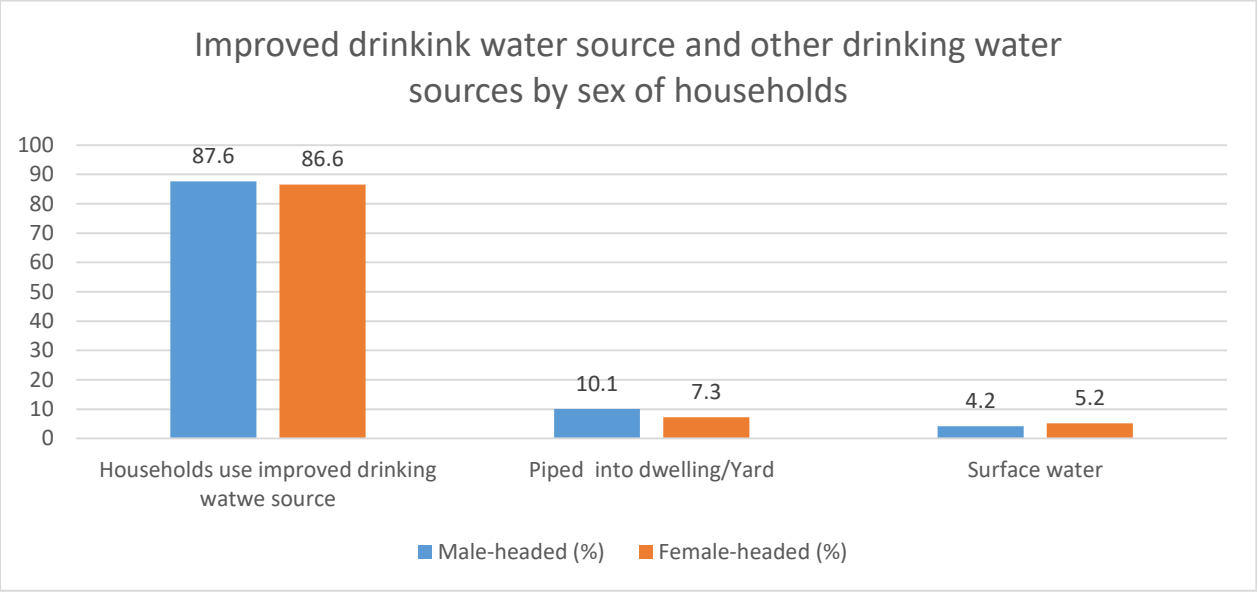
The table 6 shows a large gap (66.8%) between women and men concerning the allocation of water use permits. The number of women headed private company who has benefited the water use permits represent only 16.6% against 83.4% of men, since 2014.

e. Gender roles are unfairly differentiated in collecting water, fuel, and fodder for domestic use, and in generating income

According the EICV5, the use of improved drinking water between male-headed household and female-headed household, in Rwanda is quite similar the same, with a slight advantage for male (Figure 5). Despite that women and men around the world play distinct roles in water use for managing plants and animals, in use of forests, dry lands, wetlands and agriculture. These

roles in Rwanda have attributed the women and girls the core responsibility of water supply for domestic use in addition of water use for farm irrigation purposes. While men will dedicate most of their time in income generating activities. Therefore, in both males headed and female headed households whenever the access to drinking water is a challenge, the consequences will impact on women and girls' time and burden, water fetching being unpaid and reproductive activity.

Figure 6: Improved drinking water source, unproved and other source by sex of household headed



Source: Based on data from EICV5

Furthermore, more male use water piped into dwelling or yard than female, while more female use surface water, unsafe and subject to diseases.

The National Policy for Water Resources Management (2011), highlights the importance of a catchment-based approach to management. It's in that spirit that jobs have been created regarding the execution of the landscape restoration for the upper Nyabarongo catchment and Secoko sub-catchment. The table below highlights the number of jobs created in term of gender during the period of July-August 2019.

Table 5: Jobs created in the execution of the landscape restoration for the upper Nyabarongo catchment and Secoko sub-catchment, July-August 2019.

Description	Female	Male	Total
Number of Jobs created regarding the execution for the upper Nyabarongo catchment and Secoko sub-catchment	675	1330	2005

Source: Administrative data from RWFA

The table 5 shows a large gap in term of job created, by gender, concerning the execution of the landscape restoration for the upper Nyabarongo catchment and Secoko sub-catchment.

Women represent almost half (33.6%) of men (66.4%) that has been hired to work on the landscape restoration for the upper Nyabarongo catchment and Secoko sub-catchment.

This situation can be explained by the unfriendly physical environment and lack of facilities such as latrines.

3.3.3. Gender gaps in mining

Mineral production and mineral supply chains are recognized for their potential to catalyze economic growth and spur development. According the World Bank (2016)[13], there is a growing body of evidence which suggests that mining policy and practice can actually worsen gender inequalities if gender concerns are not adequately considered. Although every site, community and context is unique, every facet of mining sector differently impacts and benefits women and men. These gender differences can be found at all levels, from production sites, in mining, in mining-affected communities, in local and national economies, upwards across mineral supply chains.

Mining in Rwanda is under the responsibility of the Rwanda Mines, Petroleum and Gas Board (RMB). RMB was established by Law N°07/2017 in February 2017 and has assigned the responsibility of re-design the sector to transform mining resources into key drivers of Rwanda's growth during the NST-1 period and beyond[14].

[13] The World Bank (2016), Gender Dimension of the Extractive Industries, August 2016.
[14]RoR, MoE (2017), Strategic Plan for the Environment and Natural Resources Sector 2018-2024, Kigali, November 2017

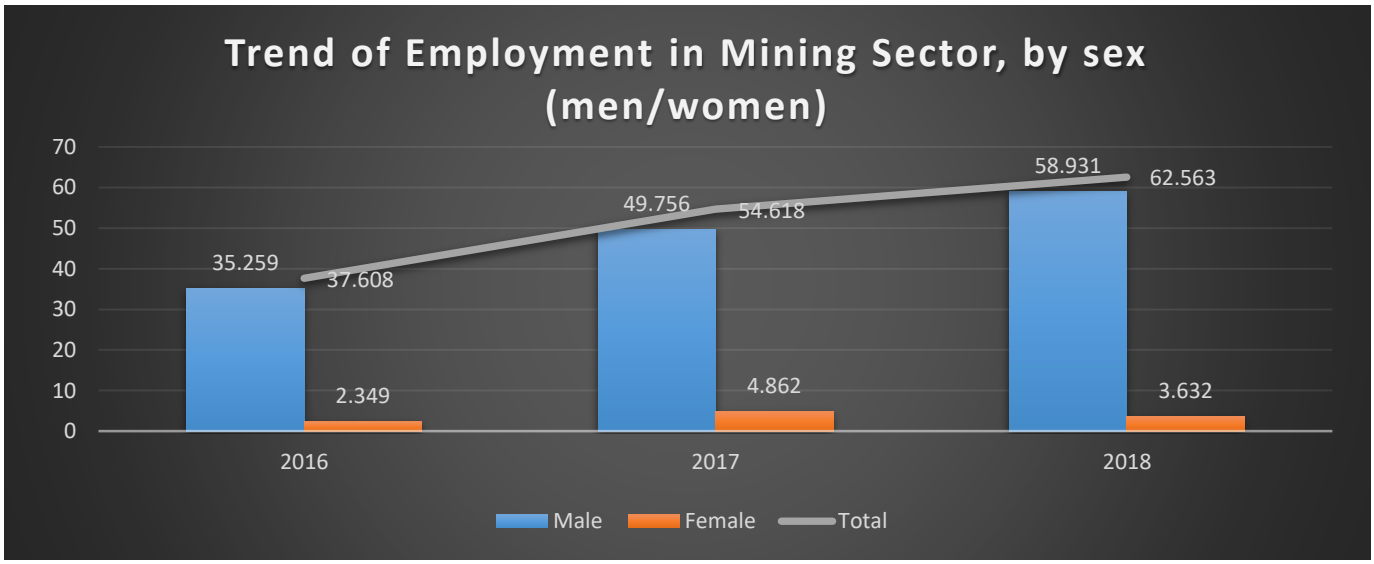
The mining sector in Rwanda, despite being an activity that provides a crucial source of livelihood and catalyst for economic development, is still highly manual, artisanal and produced at a small scale (ASM). It's characterized by direct occupational, environment and social risks. There is few documentation or research on gender analysis and gender impact assessment in Rwanda mining sector, it is a sector which has traditionally involved men.

a. Limited women's participation in mining employments

Gender gap in mining sector is a reality, it is a sector which has traditionally involved men, while some women have also been traditionally involved in mining, their participation is limited to secondary roles. With most being in charge of a family, women mostly dedicate themselves to subsistence, low-level mining amid highly precarious working and economic situations.

For women in particular, extractive industries can provide opportunities for a better life, including increased employment opportunities, access to revenues, and expanded investment in the local community. The number of women employed in Mining sector is still low comparatively to the number of men, as shown by the figure7.

Figure 7: Employment in Mining Sector, in 2016



Source: Based on data from Rwanda Mines, Petroleum and Gas Board (RMB), 2019.

The figure 1 shows that mining production, despite being produced via artisanal and small scare mining, the mining sector is growing up in terms of employment (85.9% of growth

between 2016 and 2018). But it's clear that the number of female employed in mining sector is still too low comparatively to the number of men: 5.8% against 94,2% in 2018.

This situation can be explained by the fact that women are more involved in mining activities that don't need a large number of workforce, such as carrying the ore, sluicing, panning, drying, grinding, while digging is the activity that need a large number of workforce and is the most lucrative, in terms of salary.

However, according to SDMR (2017)[15], in Gakenke, specifically Ruli, the situation is different. For instance, all six women employed by SPECK Ltd are diggers. Moreover, statistics from selected mining operators in the Ruli Sector show that women's participation in mining exceeds 20%, at the visited companies/cooperatives in Ruli Sector, women's participation in mining amounts to 24%, except among permanent employees where women represent only 15%.

b. Skills gap in sustainable mining

According to RDB (2012)[16] generally, women have less ASM-related skills than men. This is particularly true for core mining skills such as ore extraction, minerals processing and mining governance. The limited number of skilled women in mining might be attributed to poor historical exposure, and the assumption that skills are acquired through practical experience. As such, men are given priority over women in mining, even though legally women have equal right to employment in mining. On this note, the SDR, RoR and UKaid (2017)[17] noted that to resolve this issue, the Government of Rwanda has started capacity building programmes that are more inclusive of women, though they are more focused on mechanised mining than on ASM. This includes the Bachelor's Degree Programme in Geology and Mining, hosted by the University of Rwanda (UR), College of Science and Technology (CST), School of Geology and Mining (SMG). It also includes the mining engineering academic programme run by the Kigali Integrated Polytechnic Regional Centre (IPRC). Interestingly, figures from the SMG's Registration Office show that women have a significant share of representation.

[15]GoR, SDMR, Ukaid (2017), Sustainable Development Mining in Rwanda. Assessment of Gender and Social Inclusion, Sept 2017.
[16] RDB, Rwanda skills survey 2012", Mining sector report, 2012.
[17] SDR, RoR, UKaid (2017), Sustainable Development Mning in Rwanda. Assessment of Gender and Social inclusion, Kigali, September 2017.

c. Unfriendly physical environment for females

Another factor that explains the low number of women in mining sector is the unfriendly physical environment. Most mines in Rwanda are artisanal and possess low financial capacity. The physical environments on mines appropriate for women require a financial input that is beyond the means of most artisanal mining operators in Rwanda. Hence most mining operations currently do not offer an acceptable physical environment for women. In underground ASM, the cramped conditions of mine tunnels are a major challenge for women (the few that do work underground are carriers). This is a disincentive for more women to join the industry, because they fear the related hazards. The mines visited during the study, in Ngororero district, demonstrated that there are no facilities for women, such as change rooms, washrooms, or child care. It is important for women miners to have space of their own to wash and change before, during and after their underground shifts.

d. Existence of gender stereotypes regarding and GBV risk in mining work

Unfortunately, even the operations that could provide a good working environment for women, they are excluded. For instance, some of the reasons cited for excluding women include the belief that women are physically weaker than men, and therefore less productive. These prejudices limit women opportunities. According to SDMR (2017)[18] mine operators only allow women on the surface, and not underground, to avoid GBV cases. This goes together with the misconception that women would distract the male workers and therefore negatively impact production.

e. The sex-based division of mining work still respond to classical patriarchal patterns

The unfriendly physical environment makes working conditions harder for women than for men, and therefore negatively impacts on their pay. Even with a high level of integration, women generally work in lower paid services, and when in the same position, women are not paid the same wages as men. This was explained as being a result of men occupying more taxing posts like digging, or that when they are doing the same job like ore carriage, men will stand in more hazardous places to pass on bags of sand to women on safer ground.

However, it should be noted that in a group discussion setting (FGD), men recognized women's capabilities and techniques to be on par and deserving of the same pay as men.

[18]GoR, SDMR, Ukaid (2017), Sustainable Development Mining in Rwanda. Assessment of Gender and Social Inclusion, Sept 2017

3.3.4. Gender gaps in Land Use Management

According to RoR, MoE (2019)[19],the role of land in supporting the country's development and growth was critical especially to those sectors relying on land including agriculture, forestry, industry, livestock, tourism and settlement among others. For example, about 70% of Rwanda's land is in agriculture and forestry uses, 5.7% for livestock, 8.5% for residential use, and 0.2% for industry in 2015.

In Rwanda, the Rwanda Land Management and Use Authority (RLMUA) is the government agency that is responsible for land. Its main mission is for putting in place and operationalizing an efficient system of land administration, use and management that secures land ownership, promotes investment in land for socio-economic development and poverty reduction.

Achievement in equal land rights for women and men paved the way to equal control over land:

"The Law N043/2013 of 16/06/2013 governing Land in Rwanda and the Law No 27/2016 of 08/07/2016 governing matrimonial regimes, donations and succession has significantly institutionalized the equal rights for land ownership between men and women."

Land is a critical economic asset for rural livelihoods and is intrinsically tied to culture, heritage, identity and community. It can also constitute a major factor in gender inequality when land rights are not secured or when access doesn't guarantee control over the land resource. Key gender gaps in land use and management include:

a. Low participation of women in private sector land service delivery

We noted also that in terms of private sector involvement in land service delivery, the participation of women is still low. This gender gap can be explained by the table below:

Table 6: Private sector involvement in land service delivery.

Description	Men	Women	Total
Number of certified valuers in Rwanda (Institute of property valuers)	149	3	152
Number of certified surveyors	347	41	388
Number benefited land services (transactions of 2018-2019)	43950	40502	84452

[19]RoR, MoE (2019), National Land Policy. "Efficient Land Management for Sustainable Development, Kigali, June 2019.

Source: Administrative date from Rwanda Land Management and Use Authority (RLMUA), September 2019

The table 6 shows a big gap between men and women regarding both the number of certified valuers (98% of men against 2% of women) and the number of certified surveyors (89% of men against 11% of women). Those large gaps between men and female are also explained by the kind of degree a valuer/surveyor hold to be certified, civil engineering, geomantic, are among scientific disciplines that are required and female are less involved than men in those kind of discipline.

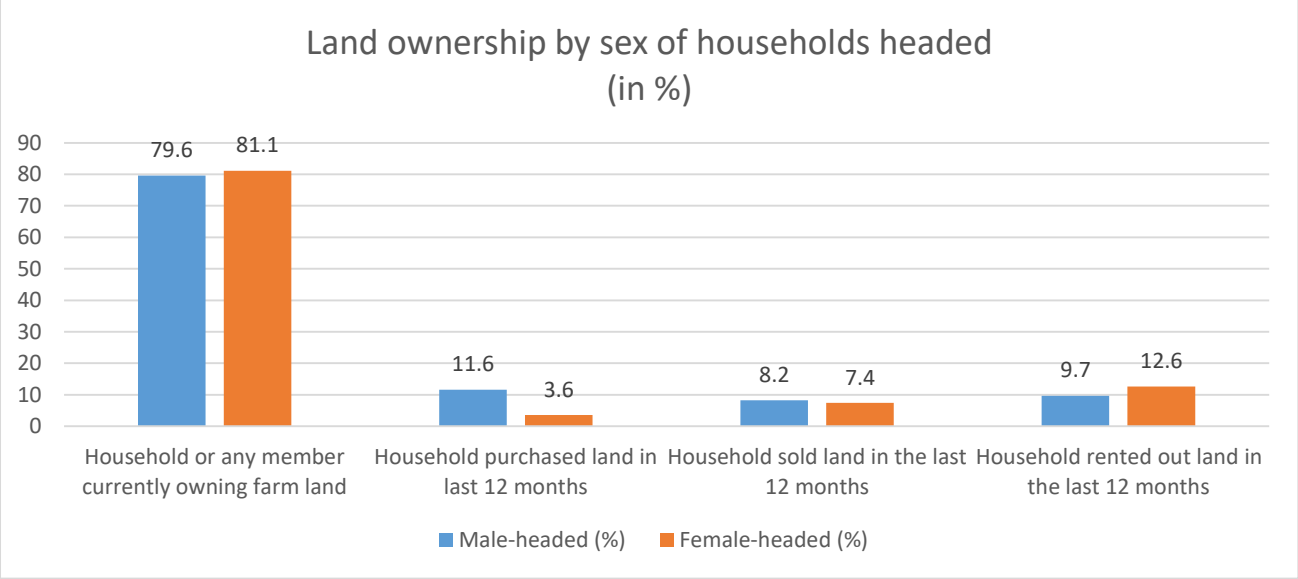
In contrast, the table 6 shows a slight difference between men and women regarding the number of people who have benefited land service in 2018-2019 (52% of men against 48% of women).

b. Women's limited control over land resource

Despite the tremendous progress that Rwanda has made in terms of equal land rights for men and women, and specifically in land girl's inheritance rights, but women still lack control over land resources compared to their husbands, which limit women's opportunities for access to finance.

This is illustrated by the figure below:

Figure 8: Land ownership by sex of households headed



Source: Based on data from EICV5

From the figure2, we can see that more women (81.1%) headed household owning land than male (79. 6%). In contrast, more male are incline to use their land as a business product by

selling it (8.2% of male against 7.4% of female) or purchase it (11.6% of male against 7.4% of female), while female prefer to rent it out (12.6% of female against 9.7% of male). This is evidenced the gender and youth mainstreaming strategy whereby female heads of household being less likely than male heads of household to use their land as collateral to get a loan (24% female against 59% male (MINAGRI, 2019).

According to RoR, GMO (2019)[20], land is the main asset for production and investment. Land ownership has been very instrumental in contributing to women's access to finance. Women's access to land tremendously contributed to their control over productive resources and access to loans using land titles as collaterals. For example, land contributed to 38% of women's access to credit.

3.3.5. Gender gap in Climate change adaptation and Meteorology

According to S. Cappelo and W. Harcourt (2009)[21], many researches confirmed that even if climate change affects humanity, it is not gender neutral. Climate change will affect all countries, in all parts of the Globe, but its impacts will be distributed differently among all regions, generations, age classes, income groups occupations and genders" (IPCC, 2001)[22]

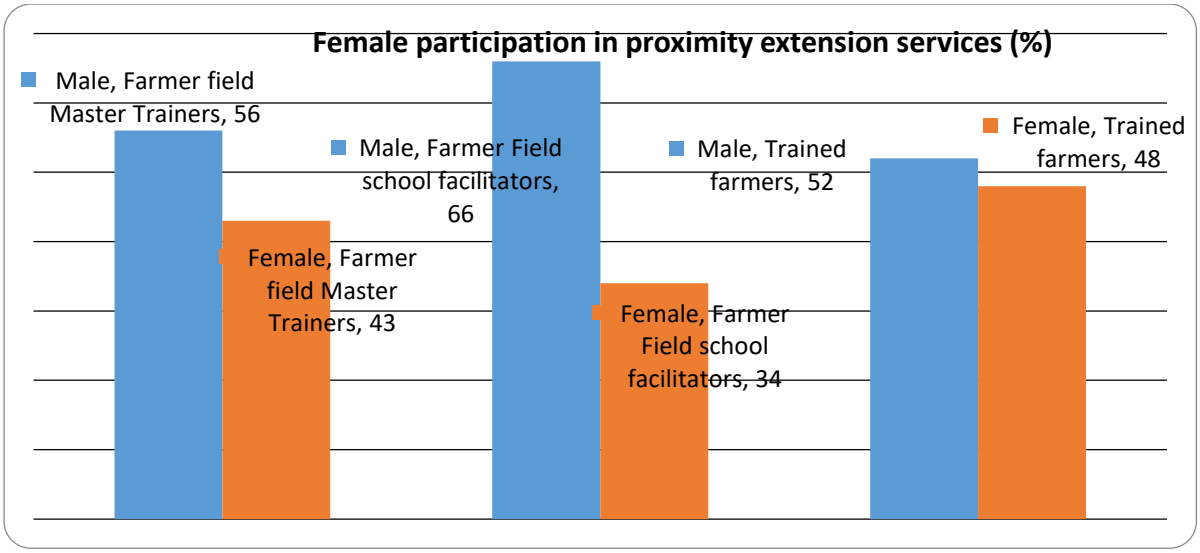
The statements above justify that gender gaps in climate change and access to meteorological information is a reality as men and women adapt differently and occupy different roles.

a. Limited technical skills and access to climate smart practices and inputs

The climate smart practices and use of improved seeds that are resilient to climate change is mostly learned in formal trainings and practical trainings. The later have proven to be friendly to local farmers including women and smallholder farmers.

[20]RoR, GMO (2019), The State of Gender Equality in Rwanda. From Transition to Transformation, GMO, Kigali, March, 2019.
[21] Cappello, S and Harcourt, W (2009), Gender and climate justice. International Journal of Green Economics, 343-350.
[22] IPCC, 2001. Climate change 2001. Impacts Adaptation and Vulnerability. Contributions of working group II to the third assessment report of the Intergovernmental panel on climate change. IPCC/WMO/UNEP.

Figure 9: Female participation in in proximity training for sustainable farm practices



In reference to the figure above from the Gender status report (GMO , 2019)[23], the data show a gender disparity in training facilitation or trainers for men and women. In contrast, the data show a good female and male participation in proximity extension services but the FFS coverage is very low reaching only to 96,856 total farmers. The key benefits for proximity services include: More fema;e farmers access to new knowledge, technology, and agricultural and climate information; being a female trainers change the mindset that men are the only capable to lead groups and as decision makers as backed with improved farm practices and climate smart knowledge.

b. Unequal access to weather and climate information and literacy by farmers

In order to prioritize real-time access to certified, high-quality weather and climate information and services for extreme event warning through tailored products for major user groups as well as the public, Meteo Rwanda has initiated, trainings on meteo awareness and bad weather impacts.

The table below shows the repartition by gender of participants in training from various economic sectors during the period 2018-2019.

[23] GMO, 2019. The status of gender equality in Rwanda, available at http://gmo.gov.rw/fileadmin/user_upload/Researches%20and%20Assessments/State%20of%20Gender%20Equality%20in%20Rwanda.pdf

Table 7: Participants from various Economic Sectors during the fiscal year 2018-2019

Event	Male	Female
Training of volunteer weather observers	81	42
Engagement workshop with agronomist and disaster managers in eastern province	82	24
engagement training workshop with fisheries and transporters over lake Kivu	110	30
Engagement workshops with Media Houses.	29	9
Training of farmers	825	424
TOTAL	**1,127**	**529**

Source: Administrative data from Meteo Rwanda

The table 7 reveals, in general, a low number of female that has participated to trainings related to meteo awareness and bad weather impacts. Women represent 31.9% against 68.1% of men.

The reason behind this low participation is mainly due to the fact that women low education, their focus in domestic activities (unpaid work) than men, consequently don't have sufficient time to allocate to these kind of trainings. However, the EICV5 confirmed that women preferred channel of information are meetings, followed by trainings and radio. In order to enhance disaster preparedness, these should be used by Meteo for dissemination of climate information to the community.

c. Domestic cooking emissions and vehicle contribute to air pollution

Although Rwanda has one of the world's lowest per capita emissions of greenhouse gases, it is highly vulnerable to the impacts of temperature and rainfall variability. The country's average temperature has increased by 1.4°C since 1970, higher than the global average, and by the 2050s, it is likely to rise by up to 2.5°C from the 1970 average[24].

According to 3rd National communication report (REMA, 2018), the CO2 occupy the biggest shares of various GHG emissions to total emission from energy sector in Rwanda followed by CH4, and N2O. The same report reveals that CH4 and N2O were mainly generated from combustion activities of biomass in households and institutions/commercial activities. This has a gender and health issue as the DHS, 2015 found the place of cooking in many rural HH exposes the users (women and children) to the issue of indoor pollution.

[24]RoR, MoE (2019), National Environment and Climate Change Policy, Kigali, June 2019.

Men are more likely to operate their business out of the residential area in business centers and industrial areas. While women's lack mobility due to the household activities. (World Bank, 2012)[25], cchildcare obligations can require low-income women to seek employment closer to home than men (Chapple 2001)[26]. This put men at risk to be present during vehicle congestion and exposed to air pollution health risks. Improving public transport would increase traffic flow and if they are fast and reliable, they will allow time allocation for gender role if is very important. Firewood ranks first in cook fuel, while biogases, LPG as alternatives are used at low rates due to their cost.

d. Women farmers and poor families experience more vulnerability to climate impact

In Rwanda, as in many developing countries, it is traditionally women's work to gather wood, provide food, fetching water and generate income for their own and their children's needs. With climate change, these tasks are becoming more difficult. Women depend on the resources most at risk from climate change. Projected climate changes such as increases in temperature and reductions in precipitation will change the availability of natural resources such as forests and land and potentially affect the growth of staple crops.

According to MIDIMAR (2015), over the last decade, the frequency and severity of natural disasters, particularly floods, droughts and landslides have significantly increased, resulting in loss of lives, crop and livestock losses, health risks, and damage to infrastructure and reduced land availability that impacts food security and export earnings. Moreover, over the past two decades, floods and droughts have affected over two million people. Research estimated total economic loss due to flooding in Rwanda to be about 1.4% of the overall Gross Domestic Product (GDP) of 2011/2012 fiscal year[27].

Apart from disasters, the table below show data on the causes of morbidity.

[25] Gender and Mobility in the Developing World

26 Chapple K, 2001, "Time to work: job search strategies and commute time for women on welfare" Journal of Urban Affairs

[27] MIDIMAR (2015), The National Risk Atlas of Rwanda, Kigali, 2015.

Table 8: Top 4 causes of morbidity in health centers from 2013 to 2015 for all age groups

Cause of outpatient visit	Cases in 2013	Cases in 2013	Cases in 2013
Respiratory infections acute (ARI)	2,552,814	2,051,749	3,331,300
Malaria	941,037	1,594,708	2,444,644
Intestinal parasites	777,629	655,416	694,988
Respiratory infections acute other	1,998,538	552,908	-

Source: (MoH, 2014, NISR 2015 cited in the 3rd National communication report on Climate change. REMA, 2018)

According to the 3rd National communication report on Climate change, respiratory infections and malaria are major causes of outpatient visits to health facilities: in 2015, the proportion of visits with acute respiratory infections (ARI) occupied 26.4%% or3,331,300 cases, and 19.4%%(2,444,644 cases) with malaria (Table 8); while respiratory infections acute other ranked 4th on the list. Although the data are not disaggregated by sex by the gender perspective rely in exposure to pollution factors that cause m0orbidity and illness worsen gender inequalities as women are in charge on caring after the sick in families.

e. Women's traditional knowledge is ignored in climate adaptation

While women make 80% of agriculture workforce, they are equipped with indigenous knowledge to adapt to climate variability. Therefore, mainstreaming gender in adaptation initiatives such as using a community based participatory approach for adaptation could be more considering their traditional knowledge. i.e. for protected area and buffer zone management planning, micro-catchment planning. Women are traditionally considered as invisible farmers due to their limited involvement in market-led agriculture, hence very few development actors undertake participatory consultations with women, men, girls, and boys together /and separately to consider the different vulnerabilities. Climate adaptation in Rwanda includes but not limited activities related to sustainable land and water management. The figures below show involvement in VUP public works by sex of HH head.

Table 9: VUP public works participants by se of HH head

Sex of HH head	Total HH in Rwanda (%)	All VUP	Public works
Male	75	54.7	56.9
Female	25	45.3	43.1

Source: EICV5 2016/2017

Most VUP public works are in watershed management for erosion control agro forestry and tree planting and feeder road maintenance. The table above shows involvement of both women (43.1%) and men (56.9%) in public works, with a small difference in number showing men's HH higher participation. As females HH makes 25% nationally, this shows a greater inclusion of females in general adaptation through VUP public works programme.

3.3.6. Gaps in Gender Concepts knowledge and awareness

Mainstreaming a gender perspective is the process of assessing the implications for women and man of any planned action, including legislation, policies/strategies/programs, in all areas and at all levels. A strategy for making women's as well as men's concerns and experience an integral dimension of the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

Considering this assertion, there are four key concepts that are fundamental to understand the concept of Gender Mainstreaming (GM): Gender, Gender equality/inequality, Gender equity and Gender mainstreaming.

The assessment on knowledge of Gender mainstreaming has been tested through those four key concepts. We assume that planning and implement a strategy or a plan without mastering those concepts can lead to a misunderstanding.

The assessment has concerned: (i) the extent to which ENR sector staff have a basic understanding of gender concepts; (ii) the extent to which staff are applying gender analysis skills to their work, (iii) the level of institutional support for integrating gender into staff's work, and (iv) the factors that facilitate or inhibit the integration of gender into ENR sector work.

3.3.6.1. Level of basic understanding of gender concepts

Firstly, a high proportion of staff at the central and local level are aware of the existence of the gender policy and the fact that gender is considered as a cross-cutting area in the NST1(see

Table 3.1). Only 20% of people in the communities are aware of the existence of the gender policy and the fact gender is a cross-cutting area in NST1, most of them are ignorant of the existence of NST1.

Table 10: Percentage by sex and category of respondents who report awareness of gender policy or strategy at central level

By Category	By Sex	
	% male	% female
Staff at Central Level	100	100
Staff at local level	100	100
Community	22	20

Secondly, a moderate proportion of staff at central and local level have a "good" knowledge of gender concepts (see Table 3.2). More women report good knowledge than women. More staff in charge of gender report good knowledge of gender concepts than other staff.

At the community level, more interviewees are confused on gender concept and women. For 90% of them gender means women.

Table 11: Percentage by sex and category of respondents who had a good knowledge of gender concepts.

By Category	By Sex		
Staff at Central Level		% male	% female
	On gender	65	75
	On gender equality	80	90
	On gender equity	35	37
	On gender mainstreaming	70	85
Staff at local level	On Gender	50	65
	On gender equality	70	86
	On gender equity	30	33
	On gender mainstreaming	74	85
Community	On Gender	8	7
	On gender equality	20	30
	On gender equity	1	3
	On gender mainstreaming	1	2

Furthermore, all staff consider gender to be relevant to their own work. This concerned only staff at central and local level.

In contrast to their level of knowledge, only 25% of staff are at least moderately applying gender analysis skills to their work (see Table 3.3). More male respondents (45%) report at least moderately applying gender analysis skills to their work compared with female respondents (55%). At the local level the percentage of staff that apply gender analysis skills is lower than the central level, (33%) for men against (48%) for women.

According to the respondents the main reason of this situation is due to the unavailability of gender desegregated data and clear instructions/guidance from the competent authority or institution.

Table 12: Percentage of respondents by sex who are applying gender analysis skills to their work in ENR sector.

By Category	By Sex	
	% Male	% Female
Staff at central level	45	55
Staff at local level	33	48

3.3.6.2. Level of institutional support for integrating gender into staff's work

Overall, 50% of staff at the central level report at least some institutional support for integrating gender into their work (see Table 3.4). Among them 45% of men against 65% of women. At the local level figures are quite the same, 44% of men against 65% of women. The support appears to be a technical support in terms of guidance or instructions on how to mainstream gender in the districts development strategies (DDS) at local level.

Table 13: Percentage of respondents who report at least some institutional support for integrating gender in ENR sector

By Category	By Sex	
	% Male	% Female
Staff at central level	45	65
Staff at local level	44	65

3.3.6.3. Factors that facilitate or inhibit integration of gender into staff's work

In order to better understand the information on knowledge of gender concepts and application of gender analysis skills to their daily work, respondents were also asked to describe factors that facilitated or inhibited integration of gender into their work.

The four most frequently identified facilitating factors are:

- A designated gender focal point within the institution (85 %).
- Instructions/guidance from outside the institution (63%)
- Information-sharing about gender issues in your area of work (43%)
- Colleagues with gender expertise to collaborate with (28%)

The most frequently identified inhibiting factors are:

- lack of appropriate data/evidence on gender in my area of work (81%).
- Insufficient knowledge or skills on gender to apply them to my work (32%).
- No budgetary resources available to work on gender (12%).

Lastly, staff also expressed a need for institutional support to integrate gender into their work in the form of:

- Technical support from gender focal points or units (84%).
- Data/evidence on gender issues in my area of work (87%).
- Opportunities to learn or further develop skills in gender (45%).

4. Gender gaps in institutional arrangements and implementations procedures

ENR's institutional capacity to mainstream gender within its functional responsibilities and internal operations is currently limited by a combination of factors. ENR has no institutional arrangement to facilitate gender responsive policy development, planning nor implementation. The operational policies, guidelines, manuals and tools are also not gender sensitive. Administrative procedures and programming processes do not systematically take gender issues into account, nor is gender considered in systems of accountability or organizational 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 mainstream are constrained to integrate gender perspectives in programming due to competing tasks, however, the in charge of planning at central level has the mandate to be the gender focal point. The ENR sector has neither regulation/guideline for gender sensitive recruitment nor leadership training targeting women to increase women in management and decision making positions.

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 organizational 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 ENR sector development issues. There are no partnerships and coordination mechanisms for promoting gender in ENR 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 districts subject to the field work (Gasabo, Musanze, rubavu, Ngororero, Kayonza and Kamonyi) 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.

5. Opportunity for promoting gender equality and equity

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 ENR sector.

Rwanda has a legal framework supporting gender equity and equality as enshrined in the Constitution of 2003 and revised in 2015, which not only grants equality to marginalized 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

This strategy is linked to the main country policies and strategies, as shown by the table below.

6. ENR Gender mainstreaming strategy: Strategic Framework

6.1. Linkage between Gender Gap assessment and Gender Mainstreaming Strategy

While taking into account the main gaps raised in the previous chapter, this section highlights the priorities issues to be addressed through the mainstreaming strategy. The table below shows gaps and thematic areas to be addressed through the strategy.

Table 14: Issues and thematic areas to be addressed through the strategy

Gap	Theme for the strategy to consider
Low access to created job in ENR subsector	What actions can be taken to improve women 'access to created job in ENR sub-sector (Forestry, water, mining)?
Low control of the production and commercialization of profitable forest resource	How do we ensure that women are well involved in production and commercialization of profitable forest resource?
High reliance of female headed hhs on wood biomass energy	How do we address the reliance of female on wood biomass energy?

Less involvement in skilled roles for seedlings production in tree nursery	What actions can be taken to involve women in skilled roles for seedlings production in tree nursery?
Limited involvement in water governance	How do we ensure that women are well involved in water governance?
Low involvement in irrigation	How do we improve women's involvement in irrigation?
Water-related hazards, such as early flash floods worsen gender inequalities	What actions can be taken to prevent/mitigate the impact of water-related hazards on gender inequalities?
Low allocation of water use permits	How do we ensure that women have more water use permits as men?
Work facilities are unfriendly to females needs	What actions can be taken to make sure that the work facilities are friendly to female needs?
The sex-based division of mining work still respond to classical patriarchal patterns	How do we ensure that sex-based division of work no longer exist in mining sub-sector?
Low participation in private sector land service delivery and limited control over land resource	How do we address the low participation of women in private sector land service delivery and how do we ensure that women have control over land resource as men?
Limited technical skills and access to climate smart practices	What actions can be taken to improve women's access to technical skills and climate smart practices?
Unequal access to weather and climate information by women farmers.	How do we ensure an equal access between men and women farmers on weather and climate information?
Women farmers experience more vulnerability to climate change impact	What actions can be taken to reduce women farmers vulnerability to climate change impact?
Gender Concepts knowledge and awareness	-How do we ensure that the gender concepts are mastered? -How do we improve the awareness on gender?
Lack of appropriate gender desegregated data/evidence.	How do we ensure that needed gender desegregated are produced at ENR subsector?
Insufficient knowledge or skills on gender	How do we ensure that staffs (at central and local level) that deal with gender aspect are sufficiently equipped in gender knowledge and skills?

6.2. Vision and Theory of change

6.2.1. Vision

The Vision of this strategy is "by 2024, gender equality aspect is mainstreamed in all Environment and Natural Resources sector policies/strategies and programme and implemented with the intention of providing high standards livelihood to Rwandans"

This vision aligns to the NST1, the National Gender Policy (2010) and the Strategic Plan for ENR sector 2018-2024.

6.2.2. Theory of Change

To achieve the vision of this strategy, a pathway of change has to be developed. The Theory of Change summarizes: the context, the problem and barriers to change as well as the strategies and interventions to overcome them. Finally, it shows how the different elements are expected to contribute to the achievement of the overall impact: women and men in the ENR sector have equal voice and control over and benefit equally from the natural resources and opportunities that lead to sustainable use and management of natural resources. Achieving this impact allows the realisation of the vision of the strategy.

Within the challenges and context of the ENR sector in Rwanda, a number of barriers exist, which specifically constrain women in ENR sector, preventing them from equitably accessing, using and managing natural resources and being represented in the high value segments of the sector. These barriers relate to five key areas:

- Gender Concepts knowledge and awareness,
- Lack of appropriate gender desegregated data/evidence,
- Weak institutional capacity for gender-responsive development of the ENR sector,
- Limited control over resources and decision-making,
- Low participation in lucrative parts of the value chain

Ultimately, these barriers reduce access, sustainable use and management of natural resources by women, contributing to their wellbeing.

To overcome these barriers, strategies for change are needed to lead into specific actions to create change pathways towards the vision. Strategic entry points are presented around the technical interventions that provide projects, services and products, through capacity development of institutions and systems, through behaviour change relating to cultural

norms and through the enabling environment which underlies progress across these areas. Targeted to each strategic entry point, a series of interventions are proposed to deliver change and achieve the following outputs:

1. Strengthen Staff and stakeholder's capacity building on gender mainstreaming in ENR. planning and budgeting, collection of sex-disaggregated data and gender sensitive target setting.
2. Financial schemes to women and poor household, community based cooperative to increase their access to improved and sustainable technology, seeds, and investments in green productions.
3. Implement female quota within the natural resource governance organs at both central and local level.
4. Promote women's inclusion in managerial and directorates position in ENR.
5. Capacity building and business loans for starting high return business (wood or timber) business.
6. Awareness raising of women investors in mining and forestry/agroforestry sector.

Delivery of these outputs is intended, over time, to generate a series of positive outcomes that are needed to deliver on the vision of this strategy:

- Short-Term outcome: increased gender knowledge, awareness and gender desegregated data availed,
- Intermediate outcome: equitable participation in all parts of the value chain for women
- Long-Term outcomes: equal decision-making power at household and community organisation level for women.

These outcomes are not independent of one another; progress in each area over time contributes to achievement of future outcomes. For example, knowledge and awareness of gender aspects contribute to equitable participation in all parts of the value chain for women.

A number of assumptions have been made regarding the change pathways. Key assumptions are that:

- the Government of Rwanda continue to commit to gender equality and priorities progress on gender mainstreaming thereby driving the implementation of this strategy;

- there is a role for, and commitment from, development partners and other stakeholders in funding, supporting and implementing this strategy;
- the empowerment model applied in the design of the strategy and its Theory of Change rely on the stakeholders themselves being agents of and drivers of change; and
- where evidenced approaches are not readily available for a change pathway (i.e. behaviour change at household level), implementers will buy into the long-term outcomes and commit to a process of piloting the approaches needed to achieve the required changes.

6.3. Goal and Principles of the Strategy

6.3.1. Goal

The overarching goal of this mainstreaming strategy is to ensure gender equality is fully and consciously integrated into policies, strategies, programs and projects targeting the wise use of Environment and Natural Resources.

6.3.2. Principles

A number of principles have informed the formulation of this strategy and should guide its implementation, some of these are standard principles while others refer more specifically to the management of natural resources context.

7. **Alignment with national and international obligations :** this strategy must be consistent with, and supportive of, the existing national policy framework, and must contribute to the realization of the goals, targets and objectives of international (e.g. SDG 5: achieve gender equality and empower all women and girls) and regional (East Africa vision 2050) conventions and agreements to which Rwanda is a party (Paris agreement which is the implementation strategy of the United Nations for Climate Change Convention).
8. **Contribution to the Environment and Natural Resources Sector Strategic Plan (SSP)**: as it is the current case, the Environment and Natural Resources Sector Strategic Plan (2018/2019- 2023/2024) will be revised to accommodate the changes related to mainstreaming gender across all subsectors.
9. **Ownership and stakeholder engagement:** all concerned actors in government, the private sector and civil society must be aware and embrace the objectives of the strategy,

10. **Community development empowerment:** this strategy must contribute to social and economic development, and it must therefore be conceived and implemented as a key element of national strategies towards social inclusion, sustainable livelihoods, and local economic development.
11. **Focus on implementation:** the Environment and Natural Resources Sector is committed to the mainstreaming and implementation of the gender oriented interventions. The role of this strategy is therefore to help translating the sector's polices into action, provide instruments for gender mainstreaming and define practical modalities for integration.
12. **Partnership:** successful mainstreaming means integration and coordination; it therefore means collaboration among all actors, and this collaboration should be institutionalized in order to be durable and effective. This implies that coordination mechanisms need to be established or strengthened, and that instruments to formalize partnerships, such memorandum of understanding will be introduced and used where and whenever applicable.

6.4. Expected Outcomes

The expected outcomes are:

- Gender included in all relevant ENR subsectors, policies and strategies, programs and projects.
- Gender based investments in Environment and Natural Resources Sector increased.
- Public forest allocated to private operators (men/ women) increased.
- Agroforestry and forest improved seeds provided to women/ men increased.
- Communities (men/ women) using improved cooking stoves / liquefied petroleum gas (LPGs) increased.
- Citizens (men/women) satisfied with land services increased.
- Communities (Men/ women) involved in biodiversity conservation increased.
- Private investments (men/women) in mining sector increased.
- Grants and loans in natural resources use and management accessed by investors (men and women) increased.
- Green charcoal production of as alternative to firewood energy supported.
- Equal access to jobs in ENR sector promoted.

6.5. Strategic Pillars

This strategy is based on ten (10) interdependent strategic pillars.

6.5.1. Strategic pillar 1: Include gender aspects in Environment and Natural Resources Sector policies and strategies

The Environment and Natural Resources gender mainstreaming strategy will be applied in all Sector policies, strategies, programs and projects whether implemented by the public institutions (Ministry of Environment (MoE), Rwanda Environment Management Authority (REMA), Rwanda Meteorological Agency (RMA), Rwanda Water and Forestry Authority (RWFA), Rwanda Land Management and Use Authority (RLMUA), National Green Fund (FONERWA), and Rwanda Mining Board (RMB) and other development partners working with the Sector (Civil Society and Private Sector).

The purpose of this particular strategic pillar is to create the demand and the conditions for mainstreaming to be considered in the policies, the practices and the behavior of all relevant ENR actors.

Strategic objective: Include gender aspects in Environment and Natural Resources Sector Policies/Strategies/Projects and Programs

Priorities actions:

- Carry out initial gender assessment and select gender responsive indicators that will inform gender based ENR policies and strategies.
- Develop and implement awareness campaigns highlighting the needs to integrate gender into ENR Policies and strategies.
- Develop and implement communication and outreach strategy targeting private sector, civil society organizations, local and international non-governmental organization for effective implementation of gender based environment and natural resources interventions.
- Preparation and dissemination of case studies that illustrate and document the benefits of gender ENR mainstreaming especially with reference end poverty, food security, creation of decent jobs, economic growth, gender equity, resilience building, climate change adaptation and mitigation.

6.5.2. Strategic pillar 2: Gender based investments in Environment and Natural Resources Sector initiated and scaled up

The purpose of this strategic pillar is to support project proposal proponents to understand gender equality while developing and submitting proposals to different and potential funders (FONERWA, GCF, Adaptation Fund, UNDP, One UN, World Food Program, and UNCTAD, UN Habitat, UNICEF…).

It is in support of developing their capacities to actively mobilize financial resources from both traditional and non-traditional to cater the need for Environment and Natural Resources Sector gender mainstreaming, and to transfer technical capacity to ENR stakeholder.

Strategic objective: To build the capacities of Environment and natural Resources Sector stakeholders (men and women) in resource mobilization.

Priority actions:

- Organize technical inputs from subject matter specialists including support and trainings of ENR stakeholders on mainstreaming gender in ENR project design, implementation and monitoring to strengthen resource mobilization and new financing mechanisms.
- Ensure all projects and activities reporting are gender sensitive.
- Collect gender based disaggregated data for projects reporting
- Develop gender based resource mobilization and communication strategies.

6.5.3. Strategic pillar 3: Active participation of women in sustainable Forest Management to ensure ownership and proper benefit sharing

Participatory Forest Management (PFM) general principle is to ensure participation of local community in forest management and benefit sharing. According to the Forest Sector Strategic Plan 2018-2022[28], the modalities and rules will differ accordingly to type of forest and type of ownership. Small natural forests will be transferred into participatory management with private operators mainly community cooperatives. Non-Timber Forest Product like honey collection, mushroom collection, seed collection, medicinal plant collection etc. will be applied to inspire the participation of local community in the management of those forest. Communities will

[28] Ministry of Lands and Forestry (2018), The Forest Sector Strategic Plan 2018-2022, Kigali, February 2018.

generate income from the NTFP collection, while the government will save resources allocated to the management and maintenance of those remnant natural forest.

Strategic objective: Participatory Forest Management and gender mainstreaming are systematically applied

Priority actions:

- Develop and update forest sector gender mainstreaming technical guidelines for integration of gender equity into forest and tree resource management;
- Designate and train at central and local levels specific gender focal points to support gender mainstreaming into forest sector activities,
- Ensure integration in all projects / programmes gender mainstreaming including identifying opportunities for gender support;
- Conduct awareness and training campaign to ensure appropriate understanding and implementation of PFM principles by local community actors and key stakeholders;
- Ensure appropriate local labour recruitment, training and development of NTFP value-chain managed with local groups;
- Ensure integration into contractor action plan of adequate specific activities to support youth and gender mainstreaming in decision making processes in its intervention area;
- Facilitate, support, and monitor PFM and youth/gender mainstreaming implementation by Forest Management Unit (FMU) contractor;
- Ensure involvement of local community especially women in protection and restoration of protected areas;
- Integrate PFM principles and gender mainstreaming in protected area management plan;
- Ensure appropriate implementation of benefit sharing mechanisms.

6.5.4. Strategic pillar 4: Agroforestry and forest improved seeds produced and provided to women/ men increased

Sustainable forest management (SFM) requires substantial financial resources. Rwanda needs to explore and encourage all sources and mechanisms of funding for the forest sector to achieve SFM. The private sector is expected to play the lead role in afforestation, management, transformation and marketing of timber and non-timber forest products and services.

A variety of private sector actors, all with different interests, capabilities, and constraints, influence the forest sector, including: large multinational companies; local companies of varying sizes; individual private investors and community or cooperative enterprises.

Support of private investment in forestry sector may be addressed through two complementary ways:

- Support the long term concessions of public forests to private investors;
- Support of small scale private owners in establishment of new forests, rehabilitation of degraded forests.

Strategic objective: Promoting equitable share of forest resources through enhancing women's upgrade in forest value chain to benefit its profitability.

Priority actions

- Avail information on forestry investment opportunities to the private sector (men and women);
- Develop effective Public Private Partnership (PPP) around forestry sector;
- Create and pilot contracts for private sector service providers for:
    - Forest tree seed collection;
    - Tree seedling nurseries;
    - Forest site preparation and planting;
- Support organization and capacity of association/cooperative of small forest women owners to turn their woodlots into economically viable FMUs (Forest Management Units);

6.5.5. Strategic pillar 5: Communities (men/ women) using improved cooking stoves / liquefied petroleum gas (LPGs) increased

According to EICV5, 90 % of households utilize biomass energy for cooking, representing a dramatic shortfall against the Vision 2020 and EDPRS 2 target of 50%. In addition to this, wood remains the widely used material in construction of houses, where 40.7% of houses have their walls built of tree poles and mud.

In 2015, the total demand in woody biomass has been estimated around 5,3 M odt, while the total sustainable supply around 2.3M odt. This large gap leads to significantly increased pressure on forest resources.

Strategic objective: Reduce firewood cooking energy

Priority actions:

- Provide Certificates based on standards of green charcoal production;
- Set guidelines of Green charcoal production,
- Raise awareness on adoption of alternative sources of energy;
- Mainstream wood biomass energy management into forest planning;
- Regulate and promote the wood biomass energy production and use;
- Development of "green" charcoal and wood pellets to replace traditional charcoal;
- Promote "green" energy technologies.

6.5.6. Strategic pillar 6: Citizens (men/women) satisfied with land services increased

This area related to land services is targeting securing of tenure of land which at the end will contribute to sustainable development of the country.

Strategic objective: Improve access and control of land resource (and land services) by men, women and vulnerable groups

Priority actions:

- Promote women's awareness of land ownership rights via sensitization outreach,
- Support sustainable investments on land through agriculture loan boasting for small holder farmers;
- Increase participation of women in private sector land service delivery
- Ensure effective and efficient land utilization and management across the various sectors such as agriculture, industry, forestry, livestock, human settlement, mining, and other public investment.
- Support investment promotion through allocation of land for strategic investment.
- Strengthen the current land administration system for enhanced land-based service delivery.
- Enforce land sub-sector coordination to ensure an integrated approach for efficient cross-sectorial land utilization and collaboration towards sustainable land use and management.

6.5.7. Strategic pillar 7: Private investments (men/women) in mining sector increased

Mining already plays a significant role in the Rwanda economy, providing large-scale employment and contributing over 40% of export revenues (mining policy 2010, p4).

Strategic objective: Promoting equitable share of mining resources through enhancing women and men participation in sustainable and decent mining employment that is safe for women and IWRM proof.

Priority actions:

- Raise awareness of women investors in mining sector,
- Improve mining sector knowledge, skills and practices for both men and women
- Prevent and monitor school drop out and child labor for mining work;
- Raise women's employment in mining,
- Improve physical facilities for women,
- Prevent GBV risk in mining work.

6.5.8. Strategic pillar 8：Improve capacities of women and smallholder farmers' resilience to climate change impact

Climate change impacts men and women differently, given their different roles and responsibilities at the household and community levels. Women are more exposed and vulnerable to climate change because they are often poorer, receive less education, and are not involved in political and household decision-making processes that affect their lives. Cultural norms related to gender sometimes limit the ability of women to make quick decisions on whether to move to safer grounds in disaster situations until it is too late.

Climate change strategies that therefore take account of gender-based vulnerability and the unique contribution that women can make could help advance gender equality and women's empowerment while fighting climate change.

Strategic objective: Improve capacities of women and smallholder farmers' resilience to climate change impact and consider women's knowledge and interests in adaptation and include women in climate decision making.

Priority actions:

- Involve women into the planning, financing and implementation of climate responses, including adaptation and mitigation, food security and agriculture, health, water, forestry, disaster risk reduction, energy and technologies and infrastructure.
- Initiate community climate information centres to enable both urban and rural women farmers to access climate information;
- Train farmers including the vulnerable groups on disaster risk management;
- Empower existing agriculture extension officers with modern communication devices (e.g. iPads with weather apps);
- Building women's capacity and vulnerable groups using user friendly material and communication channels (consider illiteracy and language limits, time friendly) for training and climate info dissemination;
- Improve women's technical skills and access to climate smart practices and inputs;

6.5.9. Strategic pillar 9: Integrated water resources management

Water is a finite resource, which is essential for sustaining life on earth and is indispensable to human survival and to the ecological functions of plants and animals. Water is also necessary for human and socio-economic development as an input in industrial processing, energy generation, transport, agriculture and tourism, among other commercial activities.

However, water can also cause harm to humans, plants and animals as well as to social and economic activities as a result of disasters arising from floods, drought and water borne diseases. Therefore, water is a resource that must be carefully harnessed, optimally utilized, controlled and managed appropriately in order to obtain maximum benefit from it while minimizing its potentially adverse effects.

Women manage water resources not only for productive uses, but also for domestic purposes. Sanitation and hygiene for good health are their responsibility, and they often play an active role in the construction and preventive maintenance and repair of sanitation facilities. Women and girls also walk for hours to fetch drinking water. On the one hand, this fosters social and group cohesion and provides women with an opportunity to communicate with other women and people outside their homes. On the other hand, it exposes them to threats of violence and to health hazards. It also takes time away that might be used for more productive activities. Securing water for both productive and domestic uses is critical in achieving food security and

improved rural livelihoods in most parts of the world, but particularly in arid and semi-arid areas. However, despite the role that women play in reducing food insecurity through their knowledge of crop production, local biodiversity, soils and local water resources, they are often excluded from decision-making processes in new agricultural water management approaches and other projects and initiatives on natural resource allocation.

Strategic objective: improve women's involvement in the management and productive use of water while extending the access of drinking water including in household.

Priority actions

- Promote gender-responsive climate smart technologies, such as, climate smart irrigation equipment usable by women;
- Promote equal access to jobs in soil erosion control;
- Mainstream sustainable practice in existing agriculture extension system with agroforestry, soil erosion control, river bank protection, rainwater harvesting, climate resilient seeds, cash crop and horticulture production;
- Maintain water springs and supply water in household's proximity;
- Raise women's involvement in water governance;
- Raise women involvement in irrigation work;
- Allocate to women more water use permits as men.

6.5.10. Strategic pillar 10: Capacity building for Environment and Natural Resources Sector gender mainstreaming

It is obvious that this environment and natural resources gender mainstreaming strategy cannot be achieved if the capacity of all concerned institutions, in government, private sector is not strengthened.

The targeted beneficiaries must therefore include:

- Permanent Secretaries of Ministries
- Executive Secretaries of Districts
- Central and local Planning officers
- Central and local Monitoring and evaluation officers
- Central and local Budget officers

- Planners, budget and M&E officers under private sector and civil society organizations
- Communities

Strategic Objective: Improve skills, knowledge in gender concepts, awareness, gender analysis and planning.

Priority actions:

- Developing and updating relevant environment and natural resources gender mainstreaming guidelines;
- Gender capacity building of the identified staff at all levels;
- Strengthen and coordinate planning and coordination of gender mainstreaming interventions;
- Develop tools and systems to support the environment and natural resources sector gender mainstreaming.

7. IMPLEMENTATION AND MONITORING PLAN

7.1. Institutional arrangements

The successful implementation of a strategy is based on proper set up of coordination and implementation of arrangements. The mainstreaming should start first of all from the planning processes (policy design), projects/ programs development and implementation.

The project approval processes should be streamline to allow the appropriate financial resources to be dedicated to specific gender activities.

This strategy is aligned with the Sector Strategic Plan and the resource mobilization is within the responsibilities of the Sector Working Group (SWG). It is chaired with the Ministry of Environment and co-chaired with the United Nations for Development Program (UNDP).

The SWG will provide the oversight of the implementation of the strategy. The Ministry will work closely with its agencies (Rwanda Water and Forestry Authority (RWFA), Rwanda Land Management and Use Authority (RLMUA), National Green Fund (FONERWA), Meteo Rwanda) and Rwanda Environment Management Authority (REMA) on one hand and the Rwanda Mining Board on the other side.

Inter and intra coordination mechanisms will be put in place to make sure other sectors are contributing to the implementation of the strategy.

Private sector and civil society organizations will be involved during the planning processes and implementation.

7.2. Roles and responsibilities for various actors

The table below provides an insight of actors, institutions and their roles and responsibilities, in the implementation of this strategy.

Table 15: Actors, institutions and roles

Actor	Institution	Roles
Environment and Natural Resources Sector Working Group (ENR SWG), MIJEPROF	Public, Private , CSOs and Development Partners	Oversight and coordination

GMO	Public	Monitoring
Government	MINECOFIN	Leadership, support and investments
	All sectors	Planning and implementation
	Local authorities	Planning and implementation
Private sector	Private Sector Federation	Advocacy and support
Civil Society Organizations	Rwanda Environment and Natural Resources Sector Forums	Advocacy and support
Development Partners	Development Partners Forum, Development Partners Coordination Team	Policy support and investment

7.3. Monitoring and evaluation

The impact, effectiveness and efficiency of the overall strategy will be evaluated at the mid-way (2022) and again towards the end of the National Strategy for Transformation (NST1) of the Sector Strategic Plan for Environment and Natural Resources Sector (2023).

The results/ findings will inform the second generation of NST1 and the new strategy of ENR Sector.

In addition, a monitoring and evaluation system will be developed as a part of the short term planning and budgeting processes. The monitoring and evaluation will be based on the following ENR sector gender mainstreaming indicators:

Table 16: ENR sector gender responsive implementation plan and indicator framework

Priority actions	**Gender sensitive indicator**	**Responsible**
1. **Forestry**		
Avail information on forestry investment opportunities to the private sector (men and women);	Number of campaign on forestry investment opportunities done annually	MoE, Rwanda Water and Forestry Authority (RWFA)

Develop effective Public Private Partnership (PPP) around forestry sector;	Number of women investing in forestry sector	MoE, Rwanda Water and Forestry Authority (RWFA)
Sensitization and mobilization of women and men in communities to form tree nursery private operator's groups, enterprises, associations or VSLAs for public forest management to include business development skills.	% of public forests plantations allocated to private operators (% of men and women) including community or cooperatives;	MoE, Rwanda Water and Forestry Authority (RWFA)
Support organization and capacity of association/cooperative of small forest women owners to turn their woodlots into economically viable FMUs (Forest Management Units);	% of women supported	MoE, Rwanda Water and Forestry Authority (RWFA)
Provide improved tree seeds and tree nurseries to community based organizations and vulnerable groups	% of improved tree seeds & seedlings provided to farmers (at least (30% women farmers; women based Tree Growers cooperatives or companies operational)	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA)
Target women and youth for training and job creation through tree nursery and tree seedling production	Number of women and youth trained and employed in tree nursery and tree seedling production.	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA)
2. IWRM		
Promote gender-responsive climate smart technologies, such as, climate smart irrigation equipment usable by women.	Number of women with climate smart technologies	MoE, Rwanda Water and Forestry Authority (RWFA)
Promote equal access to jobs in soil erosion control.	Number women employed in soil erosion control	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA)
Raise women's involvement in water governance and irrigation work	% of women involved in water governance and irrigation work	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA)
Allocate to women more water use permits as men.	% of women benefited with water use permits	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA)

Implement quota system for women representation in catchment committees (30%:F)	Proportion of water catchments with: a) functioning WRM committees by sex of member b) adaptive management plans	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA
Improve understanding of water users within Districts and catchments. Implement gender female quota system in WUA and gender sensitive training	Number of Water User Associations established to ensure responsible and equitable water use at the community level and proportion by sex	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA
Sensitize women community based cooperatives to use water use permits	% of water users with permits issued monitored for compliance by category of users	MoE, MINAGRI, Rwanda Water and Forestry Authority (RWFA
3. Land use management		
Promote women's awareness of land ownership rights via sensitization outreach.	Number of campaign done on women's awareness of land ownership	MoE, Rwanda Land Management and Use Authority (RLMUA), Districts
Conduct awareness raising campaign for women's rights and decision making over land resource women's access to loans (agricultural and business) using land as collateral for more sustainable investment on land	% of women that have accessed loans using land as collateral;	MoE, Rwanda Land Management and Use Authority (RLMUA), Private sector
Increase participation of women in private sector land service delivery.	% of women involved in private sector service delivery.	MoE, Rwanda Land Management and Use Authority (RLMUA).
4. Mining		
Raise awareness of women investors in mining sector.	% of women investing in mining sector	MoE and Rwanda Mining, Petroleum and Gas Board (RMPGB)
Improve mining sector knowledge, skills and practices for both men and women	% of women trained in mining skills and practices	MoE,) and Rwanda Mining, Petroleum and Gas Board (RMPGB)

Raise women's employment in mining,	% of women employed in mining	MoE and Rwanda Mining, Petroleum and Gas Board (RMPGB)
Improve physical facilities for women	% of women working in mining sector satisfied with physical facilities	MoE and Rwanda Mining, Petroleum and Gas Board (RMPGB)
Prevent GBV risk in mining work,	Number of campaign regarding GBV in mining work	MoE and Rwanda Mining, Petroleum and Gas Board (RMPGB)
5. Climate Change and Meteorology		
Involve women into the planning, financing and implementation of climate responses, including adaptation and mitigation	Number of women involved in planning, financing and implementation of climate responses	MoE, Rwanda Meteorological Agency (Meteo Rwanda),
Initiate community climate information centres to enable both urban and rural women farmers to access climate information	Number of community climate information centers initiated	MoE, Rwanda Meteorological Agency (Meteo Rwanda),
Train women farmers including the vulnerable groups on disaster risk management.	Number of women farmers trained in disaster risk management	MoE, Rwanda Meteorological Agency (Meteo Rwanda) and Ministry in Charge of Emergency Management (MINEMA)
Building women's capacity and vulnerable groups using user friendly material and communication channels for training and climate info dissemination.	Number of women using user friendly material and communication channels (IPads, smart phone,…) for training and climate information dissemination.	MoE, Rwanda Meteorological Agency (Meteo Rwanda).
Improve women's technical skills and access to climate smart practices and inputs.	% of women with technical skills and with access to climate smart practices and inputs	MoE, Rwanda Meteorological Agency (Meteo Rwanda).
Provide women and women's groups access to post harvest technology (i.e. storage and food preservation).	% of women and women's groups with access to post harvest technology.	MoE, Rwanda Meteorological Agency (Meteo Rwanda).

6. Cross-cutting priority actions		
Build capacity of ENR sector's Staff and stakeholders on gender mainstreaming, planning and budgeting.	% of ENR sector's Staff and stakeholders on gender mainstreaming, planning and budgeting	MoE and Development partners
Initiate a systematic collection of sex-disaggregated data in ENR sector and set a gender sensitive target.	A mechanism of systematic collection of sex-disaggregated data initiated and gender sensitive target settled	MoE, RWFA, RLMUA, RWAFA, RLMUA, Meteo Rwanda, REMA and RMPGB.
Implement female quota within the natural resource governance organs at both central and landscape level Women participation in Forest Management Units, Catchment committees, WUAS, Land committees, members.	% of women within the natural resource governance organs	MoE, RWFA, RLMUA, RWAFA, RLMUA, Meteo Rwanda, REMA and RMPGB
Promote women's inclusion in managerial and directorates position in ENR sector	% of women's in managerial and directorates position in ENR sector	MoE
Initiate financial schemes to women and poor household, community based cooperative to increase their access to improved and sustainable technology, seeds, and investments in green productions.	% of women and women community based cooperative with access to financial schemes and accessed to improved sustainable technology, seeds, and invested in green productions.	MoE, RWFA, RLMUA, RWAFA, RLMUA, Meteo Rwanda, REMA and RMPGB, Private sector.

7.4. Research

The implementation of this strategy requires ongoing research to provide the evidence needed to identify, formulate and implement specific policies, policy measures, actions and investments. Areas of research should focus:

- Role of gender in Environment and climate change
- Role of gender in decent jobs and green investments
- Gender and forest management
- Gender and biomass energy
- Gender and mining
- Gender, water resource management and sanitation
- Gender and waste management

7.5. Communication

The implementation of such strategy, where gender equity and equality are not understood in the same way, a comprehensive communication plan is needed and shall target the following areas:

- Raise awareness of the need for mainstreaming gender into policies and strategies related to Environment and Natural Resources management
- Demonstrate gender mainstreaming in natural resources management programs and projects
- Work with media and develop media outreach programs towards Private Sector, Civil Society Organizations and Communities

The tentative communication plan is structure as below:

Table 17: Communication plan

Key target	Communication objective	Communication channel / content
Parliamentarians	During budget hearings, this is a good opportunity for the Ministry of Environment to win the heart of the Parliamentarians during the approval processes of the policies related to gender mainstreaming into Environment and Natural Resources sector	Policy briefs
Ministry of Finance and Economic Planning (MINECOFIN) and National Green Fund (FONERWA)	Another entry point for gender mainstreaming into ENR Sector is the approval of the projects and programs. The Public Investment Committee and the board of FONERWA may reject any program or project that is not responding to gender mainstreaming	Project approval processes guidelines
Ministry of Gender and Family promotion including Gender Monitoring Office	During the consultations, both Ministry of Gender and Family Promotion (MIGEPROF) and Gender Monitoring Office (GMO) are very supportive to the initiative of this strategy in place	Mainstreaming guidelines

Sector Ministries and agencies	Sector Ministries and agencies are responsible for implementation of Environment and Natural Resources policies and strategies. It is wise to raise awareness on gender mainstreaming and make sure all implementers understand what they are expected to do	Workshops and trainings
Decentralized entities (City of Kigali, provinces and districts)	Key implementers of government policies are decentralized entities.	Workshops and trainings
Research and high learning institutions	Once learning institutions including universities are associated, they can support the impactful researches in the sector	Partnership with universities and conferences with staff on gender in ENR sector topics
Private sector	The Economic Development and Poverty Reduction Strategy (EDPRSII) and the National Strategy for Transformation (NST1) considered Private sector as engine for social and economic development of the country. Raise awareness of the private sector is a successful factor of the implementation of the current strategy.	Case studies Workshops and trainings Awards
Civil society organizations	The undoubtable role of the civil society in the implementation of government policies and strategies. This is especially in piloting and scaling up gender based environment and natural resources sector initiatives eg. Reduction of biomass use. Raising awareness of selected communities operating in the sector is very key.	Case studies Workshops and trainings Awards
Media	Successful programs related to social development like health, education is based on the knowledge of the media on the sector.	Case studies Workshops and trainings Awards

	The media knowledge on gender based environment and natural resources sector interventions	
Development partners	The United Nations for Development Program (UNDP) and Swedish International Development Agency (Sida) are willing to support environment and natural resources gender based investments. Raising awareness with development is of paramount and easy for the sector as well.	During sector working group meetings. Case studies on both UN website and Ministry's website.

8. Gender Budget Statement

Every year the Ministry of Environment (MoE) and its affiliated agencies prepare and submit Gender Budget statement. The GBS were institutionalized in Rwanda by the organic law No. 12/2013/OL of 12/09/2013 on State Finances and Poverty. The GBS makes possible to analyse budgets and assess whether government policies and programmes will have different and unequal impacts on women and men and girls and boys.

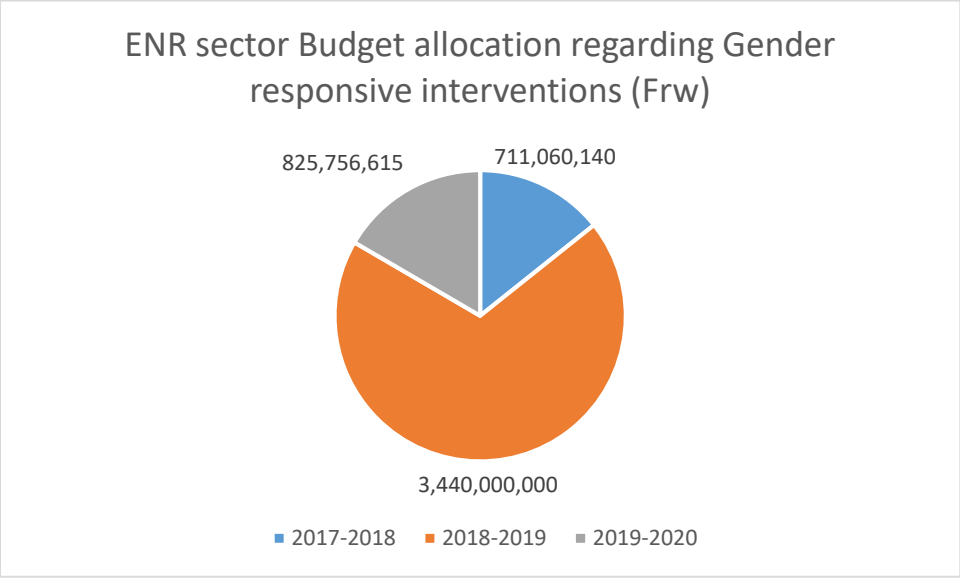
Whilst a gender budget statement is required for high level Institutions (Ministries and Districts), it is also mandatory for all budget agencies to prepare and submit a gender distribution of employment (GDE) a table which always accompany the Institution's submission.

The Gender Budget Statement (GBS) and Gender Distribution Employment (GDE) are the criteria form which the Ministry's and Agency's submissions are evaluated. Every year the consolidated GBS and GDE are submitted to cabinet and parliament along with financial law and act as government accountability to document and address gender issues.

8.1. Gaps in ENR Gender Budget Statement(s)

The Figure 10, shows the allocation of ENR sector regarding gender responsive interventions.

Figure 10: Allocation of ENR sector regarding gender responsive interventions.



Source: MoE administrative data.

The figure 10 shows a higher budget allocation for ENR sector in 2018-2019, whereby a higher budget was spent in Watershed rehabilitation in demonstration catchment and contribute to one key Programs of Actions (PoA) of the Rwanda Green Growth and Climate Resilience Strategy

(RGGCRS): the Integrated Water resources Management. This situation can also be explained by the table below.

Table 18: Prioritization of subprograms in MoE Gender Budget Statements (2017-2019)

Planned Sub-programs in GBS	2017-2018	2018-2019	2019-2020
Environment and Water resource policy development		X	
Integrated Water Resource management		X	
Environment and climate change management		X	
Watershed Rehabilitation and management			X
Forest Management	X		X
Land use planning and Management	X		X
Policy Development, Planning and coordination			X
Environmental education and mainstreaming	X		
Sustainable Mining and Increase of Mineral Productivity	X		

Source: GBS plan and reports (2016-2019)

The table 17 highlights the Ministry of Environment sub-programmes that financed gender sensitive activities in the past three fiscal years (2017-2019).

We can note that consideration of gender concerns in Gender Budget statements in ENR are limited on same gender gap that repeat on every year, while other gender issues remain untapped for e.g.: ecotourism and conservation, sustainable agriculture intensification, waste management, low carbon urban system, women in decision making.

Selected subprograms change every fiscal year and some subsectors (green industry and private sector, meteorology) lag behind in mainstreaming gender in their budget. Water, Land and forestry related subprograms are planned more often in GBS, more gender sensitivity. While ENR comprises 6 sub-sectors but selected sub-programs in past four fiscal years (2017-2019

GBS) reflect only four sub sector from 4 agencies including REMA (RWFA, RLMUA, REMA and Mining Authority).

Several gaps in GBS plan elaboration have also been observed. The key informants in the sector explained that there a skill gap in gender analysis of sex disaggregated data for identification of gender gaps in the environment sub-sectors. According to the +25 Beijing Rwanda report (2019)[29], gender gaps in land management still exist, thus with a need for allocating budget to related interventions in GBS.

Besides, the assessment report from the Gender monitoring office showed gaps related to respect of criteria and of GBS guidelines, whereby the sector didn't reach required number of four sub-programs to plan for gender interventions. Other gap was on linking the gender situation analysis with the planned interventions was also identified in 2019-2020 GBS. Suggested actions included, more consideration of gendered climate impact and address related vulnerabilities for women farmers and poor households. They included also support to income generating activities, facilitation to biogas, facilitation to rain water harvesting tanks.

In order to sustain GBS quality and to guide GBS elaboration in ENR sector, this study proposed a model GBS model template (see annex 1) based on relevant gender-ENR issues that would guide its elaboration. GBS will not necessarily repeat the same issues as the template, rather will prioritize emerging issues in gender-ENR nexus based on sex-disaggregated data evidence and trends in each sub-sector.

8.2. Gender distribution of employment in ENR

This sections analyze the repartition of staffs, by gender, within the ENR sector and shows the gaps from high level (top management positions) to the lowest positions (officers).

Table 19: Gender distribution of employment in Rwanda Mining Board

Category	Women	Men
Top Management	0	3
Director and specialist level	5	22
Professional (officers)	13	19

[29] RoR (2019), Beijing +25 Rwanda Country Report, May 2019, found on http://www.gmo.gov.rw/fileadmin/user_upload/international/Beijing_25_Country_Report.pdf

Mineral Field Officers (MFO)	47	37
Contractual staffs	1	17
Total=164	66	98
Total in %	40.2%	59.8%

Source: RMB administrative data, 2019

The table above, shows the repartition of staffs, by gender, within the RMB. The high position (top management and director and specialist) are dominantly occupied by men (83%) comparatively to women (27%). A large number of female appears among mineral field officers, 55% of women against 45% of men.

Table 20: Gender staffs' distribution in RLMUA

Level	**Women**	**Men**	**Total**
Top management (P.S level)	0	0	1
Senior management (DG level)	1	0	1
Director level	6	14	20
Professional staff	25	26	51
Support staff (e.g. secretaries)	10	4	14
Total	42	44	86

Source: Administrative date from Rwanda Land Management and Use Authority (RLMUA), September 2019

Table 21: Gender staff's distribution in Land administration positions at district level

Level	Women	Men
District	72	83
Sector	114	297

Source: Administrative date from Rwanda Land Management and Use Authority (RLMUA), September 2019.

From the table 12, we can see that the number of women in senior management position (DG plus Director level) is still low comparatively to men, 33.3% of women against 66.7% of men. At the low level, the number of professional staff is quite the same for both men and women, but regarding support staff, we noted more women 71% than men 29%.

At the district level, specifically at Sector level, the number of men staff is more than two times higher (72%) than the number of women (28%), while at the district level the gap between women and men is of 6% (53% for men against 47% for women), as shown by the table below. This can be explained by the fact that at sector level, staffs are also in charge of infrastructure and one of the requirement to be hired is to hold a degree in civil engineering and at national

level male are more involved in sciences disciplines than female. While at district level, staffs are in charge of land title processing and the requirement is to hold a degree in law, geography or social sciences, disciplines that are more accessible to female.

Table 22: Gender Distribution of employments in Meteo Rwanda

Level	Number of Male	Number of Female	Total
Director General	1	0	1
Division Managers	3	0	3
Directors	6	1	7
Officers (supporting staff)	55	23	78
Total	65	24	89

Source: Administrative data from Meteo Rwanda

The table 13 shows a low representation of women in term of staffs. In total women represent 26.9% of staff against 73.1% of women. Except from the position that are subject to nomination, the low number of women in term of officers, 29.4% against 70.6% of men, can be explained by the fact that the position requires to have a degree in scientific disciplines (mathematics, physics, chemistry) where women are less involved than man.

Table 23: Gender distribution of employment (GDE) in REMA

Category	**Women**	**Men**	**(% of females)**
Top Management	1	1	50%
Directors	2	3	40%
Professional staffs (specialists and officers)	9	20	31%
Officers (supporting staff)	5	3	62.5%
Total	**17**	**26**	**39.5%**

Source: Administrative data REMA, September 2019

The table above, shows the repartition of staffs, by gender, within the REMA. Gender balance is observed at the top management level, director and professional staffs specialist are dominantly occupied by men (60% and 69%) comparatively to women (40% and 31%) respectively. Leveraging is needed at men increased occupation in support staff positions and increasing females staff among professional staff in the field of environment and climate change. The gap which may take roots in the underrepresentation of girls in STEM at higher

and tertiary education in Rwanda, need incentives and affirmative actions to promote gender inclusion in mentioned positions.

8.3. Best practices and lessons learnt

Some notable practices of gender mainstreaming in ENR programmes have been observed and can inspire the elaboration of GBS. Those practices include but not limited to:

- The establishment of gender sensitive policies and laws impacting on gender –ENR nexus. i.e: the establishment of the Law in 1999 of the law on matrimonial regimes, liberalities and successions which recognizes the right of a girl to inherit property belonging to her family (Article 50); The establishment of the organic law on the land regime in Rwanda, it is aimed at ensuring land security for all land users without discrimination;
- Catchment plans of IWRM in demonstration catchment implemented by RWFA. Gender and climate change are importantly mainstreamed in the CP. The four demonstration catchment call for using community approach and to enhance women participation in micro-catchment by at which is supported by the allocation of at least one third quota at all decision making levels. Upper Nyabarongo and Muvumba have complied to the one third quota of female representation in water catchment committees.
- The establishment of various community development structures, i.e: VUP public works have created jobs for many women and vulnerable HH , and 43.1% of which were female headed households who include many widows, and are among the poorest; Most VUP public works. engage in watershed management for erosion control agro forestry and tree planting and feeder road maintenance. Other projects such as LAFREC, LVEMP and PEA have embraced the proof-poor and inclusion initiatives.
- AGROPLAST Ltd, a local private company which is turning plastic wastes into reusable products. The good thing is that company have turned wastes into opportunities of which waste is now a resource and offered jobs to 59.3% females working in that industry as permanent staff. The company has also created economic opportunities for over 80 plastic waste collectors mostly youth and women. AGROPLAST Ltd has a wider economic impact as its variety of products benefit the Agriculture sector including net bags for potatoes and horticulture, sheeting for greenhouses, tubing for seedlings, substrate and nurseries and roof tiles.

- The ENR sector is pursuing gender mainstreaming in its sub-programs and budgets through Gender budgeting. Gender Responsive Budget (GRB),as one of the ways to mainstreaming gender at macro level to ensure a planning process that consider gender differentiated impact of ENR policies.
- The ENR sector strategy shift toward social transformation also promoted gender equality at households and community level. Through universal access to basic infrastructure (water, electricity, sanitation and to incentivize clean cooking energy. But also the Made in Rwanda promotion is transforming gender roles in green industries: fishing, beekeeping were masculine professions and basket weaving to women in traditional Rwandan society but now, women can do cage fishing, and at men weave baskets to generate income. In fact, despite absent sex disaggregated data records these kinds of activities not only have addressed environmental issues but also addressed gender equalities in the society.

8.4. Strategic recommendations for the elaboration of GBS

Considering the ENR sector gender assessment and the strategic framework of gender mainstreaming that have been developed on the previous chapters, this section suggests a template that can serves as a guide in the elaboration of GBS.

Table 24: GBS Template for ENR (to be adapted according to annual emerging priorities and available budget)

Gender Situational Analysis	**Output**	**Activity**	**Indicator (gender sensitive)**	**Target (Disaggregated by sex)**	**Approved Budget**
Program: Water Resources Management					
Sub-program: Watershed Rehabilitation and Management					
Gender Situational Analysis					
Women are key actors in water supply, use and provision. However, their representation in catchment committees and in Water use associations has been lower compared to men. (Nyabugogo Catchment: M: %; F: %) They lack confidence and their voice should be heard to advocate for women's	Effective and gender inclusive governance of Water Resources at Catchment level	Mainstream gender in guidelines for establishment of catchment committees and WUAs (30% female quota)	Catchment with at least 30% of female representation in water committees	Indicate targeted % by sex by catchment	Indicate total budget for the output (RWF) Estimate budget for

interests and water needs but also to influence decision accordingly. According to the WRM master plan in line with the Dublin Convention Principles 1992, the implementation of a quota system should be initiated in new instructions for establishment of water committees. But also empower women to gain skills and capacities for catchment governance		Sensitization in NWC (national women council)forums			gender activity
RWFA's administrative data for job creation shows a significant gap in job creation between men and women in both casual jobs and jobs above 3 months. Overall, women represent 37% of jobs created in 2018/2019 against 63% of men. This situation can be explained by women's facing the triple gender roles: combining domestic activities (unpaid work), farm jobs and company/cooperative's work. Awareness for ECD, FP, and extended VUP that include mothers of young children can increase equal access to jobs	Water related disasters mitigated and watershed rehabilitated	-Rehabilitation of Watershed in Secoko, Muhazi, Sebeya, -Promote Payment of Ecosystem Recruit both men and women and vulnerable households in catchment rehabilitation activities	Annual employments created from watershed rehabilitation in projects-affected areas by sex of employees	Indicate targeted: number or % by sex)	
Program: Forest Management					
Sub-program:					
Gender Situational Analysis					
The forest sector plays a big role in job creation. Jobs created from forest investments to date are 70,000. The largest proportion of employment is generated by seedling production (61.8%) followed	Public forest allocated to private operators (men and women) Indicate support provided for women to operate	Indicate initiative (activity) made to enhance women's participation as private operators	Number of private operators of public forest by sex	(indicate targeted No or % by sex)	Indicate total budget for the output (RWF)

by wood processing (19.2%), and charcoal related business 18.8%. The women are underrepresented in the high income forest business mentioned above. They are also not empowered (skills and financial means) to compete as private operators in public forest management. While The government efforts to ensure women and men's equitable benefits and opportunities (NST1) from existing resources	as private forest operators				Training or start-up funds to districts, community meetings) RwF
	Degraded forests rehabilitated (Indicate ha) of planted and Maintained forests Indicate women trained	1. Seedling production 2. Tree planting 3. Trainings	Indicate forest coverage (Ha) Indicate number of workers by sex	(indicate target No. or % disaggregated by sex)	Indicate Budget for the output (RWF) Indicate budget for training/ community meeting that targeted women (Rwf)
The data reveal that employed population in wage non-farm jobs at National level is 9,9 and 33,2 for females and males respectively (EICV 5). Income generation in rural area finds most opportunities in public works including landscape restoration including agroforestry tree planting which also benefit mostly the women as primarily dependant of natural resource land, water and most vulnerable of flooding and and unclean water.	Increased area under agro-forestry	-Community consultation (men and women) for choice of agroforestry -Distribution of agroforestry seedlings	-Annual employments created from the forest sub-sector by sector -New area under agroforestry by sex of land owner /farm manager	indicate target: number or % disaggregated by sex	
EICV5 data indicates a clear disparity in terms of access to clean fuel for cooking and lighting between men and women in Rwanda, despite significant government efforts to level this divide and to reduce biomass energy that	Wood biomass energy is reduced through use of improved efficient cooking technologies	Promote and support women entrepreneurs in green charcoal production	% of charcoal produced by certified "green" charcoal companies / cooperatives	Number of women supported for certified green charcoal production	

destroy forest cover over the last decade. 78.2% of male headed HHs use firewood as a source of cooking energy compared to 84.7% female headed HHs.	Women supported for green energy production	Awareness raising	Number of sensitizations and coverage	Targeted number	
Program: Land administration and Land Use Management					
Subprogram: Land Use Planning and Management					
Gender Situational Analysis					
Rwanda's gender sensitive policies and laws impacting on gender –ENR nexus. i.e: the establishment of the Law in 1999 of the law on matrimonial regimes, liberalities and successions which recognizes the right of a girl to inherit property belonging to her family (Article 50); The establishment of the organic law on the land regime in Rwanda, it is aimed at ensuring land security for all land users without discrimination; the SDGs and requires to regularly monitor land rights security and sustainability and outcomes. (SDG 1.4.2), the the Gender action plan under UNCCD requires to enhance land degradation neutrality, and inclusive capacity building which are also a national accountability.	Security of land tenure towards a fully updated land register Improved for all citizens	-Equip and develop the capacity of land committees in land administration services to reduce informal transaction and prevent gender based land conflicts -Decentralization of LQNS to sector land managers' office -Provide land related services targeting local communities in 30 districts	-% of men, women trained in land use and land administration modules -% of women and men accessing Land related services	Indicate target by sex	
Program Name: Environment and Climate change management					
Sub Program Name: Environment and Climate change management					
Gender Situational Analysis	**Output**	**Activity**	**Indicator (gender sensitive)**	**Target (Disaggregated by sex)**	**Approved Budget**
Women capacity in environment and Climate	Women capacity increased for	Training & capacity	Women trained in	Number of women trained	

Change management is at low level. Women makes the majority of farmers 80% and mostly involved in subsistence farming. While women have a lower access to credits compared to men (%F; %M) their investment in climate smart practices is limited adding to their limited participation to trainings due to combing household care, farm and community workload. Affirmative actions to increase women's capacity will enhance the gender impact of climate change development projects	environment and climate change management 150	development support to CSOs, media, SMEs and private environmental service providers (including EIA practitioners) in EIA principles & techniques as well as eco-business	EIA principles & techniques as well as eco-business	in Environment and Climate Change management by thematic	
Women needs are not fully integrated in pollution control interventions. Regarding IWRM. women are mostly affected by indoor pollution due to firewood use for cooking. 84.7% female headed HHs. Besides, women and girls are attributed the responsibility of water fetching for domestic use	Gender needs integrated in enforcement of standards and best practices in control of pollution and IWRM	-Enforcement of standards and maintenance of rehabilitation initiatives to curb pollution (especially of indoor pollution) -Implementation of community/women driven development projects -Equip green villages with water harvesting and biogas facilities	40% Women needs integrated in enforcement of standards and best practices in control of pollution Number of HH equipped with RWH by sex of head (annual)	% of women benefiting from community driven development projects Indicate target by sex of HHH	

Annex 1: GBS model template for ENR sector

Guidelines for GBS development in ENR sector

In the framework of implementing the Organic Law on state finance, all budget agencies are required to submit a Gender Budget statement as budget annex and report its implementation at the end of fiscal year.

The following guidelines and a template GBS will facilitate ENR sector improving its GBS quality.

1. Follow MINECOFIN's instructions for the preparation and reporting of Gender Budget Statements provided in the BCC guidelines;
2. Selection of subprogram(s) by respective ENR sub-sectors

Gender Budget Statements will not be applied to all sub-programs. The following criteria should be followed while selecting sub-program for the GBS in Environment and Natural resources.;

2.1. Subprograms which are service delivery not institutional support or administrative costs

2.2. Select the sub-program which contribute to the achievement of the National Gender Policy and NST1: The subprogram is not new and is identified from sector SAP and contribute to SSP.

2.3. The impact of the subprogram in addressing gender issues in ENR: The sub-program should contribute to the achievement of ENR Gender mainstreaming strategy or to specific ENR sub-sector gender action plan. The issue should be relevant for ENR-gender nexus.

2.4. Size of the budget allocation (preference for biggest budget on items which are gender focused, otherwise a sub program with a big Gender Equality impact can be selected too).

2.5. GBS will select sub-programs that contribute to address gender issues in ENR:

3. **How to develop the gender situation analysis?**

   Selected subprograms of ENR sub sector are analysed from a gender perspective, then reformulate outputs to reflect the gender output and identifies activities to address the identified inequality in the sub-program. The following steps are proposed:

   - Describe the situation, the roles of men and women in that sub-program, who does what, participation, benefits, if there is a gender disparity, it should be mentioned as the gender gap identified. (select from sample gender issues in ENR subsector given above),
   - This means that the gender gap raised is relevant for ENR as a global or national issue,
   - Shows its evidence with gender statistics; (Administrative data or trusted source NISR),
   - The gender situation analysis also identifies the root causes. Either policy, planning or implementation gaps and consequences for ENR.,
   - Propose activity to address the situation and annual target (disaggregated by sex) and outputs to be achieved (reformulate existing output to make it gender sensitive);
   - Mention the budget allocation for that output/sub program or activity from SAP.

4. **Use gender sensitive indicators**

Gender sensitive SMART indicators to monitor the progress of addressing identified gender – ENR issue (new or existing indicators), this later should be allowing to measure gender results (e.g.: Percentage of farmers who benefited employment in terracing by sex, (quantitative), initiatives to enhance women and small scale farmers access to small scale irrigation (SSI) equipment, traditional/indigenous farm practice promoted and scaled up for climate change adaptation).

Important note: All the gender sensitive outputs, activities and indicators should be harmonized in Single action plan and annual plan.

5. GBS guide for ENR sub-sector in selection of subprogram and activities planning

5.1. Forestry Management

- The sub-program contributes to address men and women's inequitable share of forest resources regarding profitability from wood, timber, business; private companies for tree planting and maintenance.
- The sub-program contributes to ensure both men and women access incomes generated by forest employments for afforestation and rehabilitation, to shift from unpaid care economy to paid employments;
- The sub-program contributes to women's empowerment through (training on improved tree technologies, address the skill gap for women in improved tree seedlings productions, business skills or credits schemes for start-up business in timber business for women);
- The sub-programme addresses the issue of underrepresentation of females in forest governance at local level (FMU), among private operators and decision making at central level.
- The sub-program contributes to reduced wood or biomass energy use for cooking in rural households.
- The subprogram contributes transforming sex-based roles in tree nurseries activities.

5.2. Water resources Management

- The sub-program contributes to build women's and smallholders farmers capacities for contributing to catchment restoration through (agroforestry, erosion control, fertility restoration, river banks protection, gully stabilization and increase community capacities for flood management).
- The sub-program provides paid employments (jobs) to both women for erosion control, river banks protection. Equally targeting men and women, including the youth.
- The sub-program creates off-farm employment for women and youth for reduced pressure on land resources through training, credits schemes or business skills for start-up business);
- The sub-programme addresses the issue of underrepresentation of females in water governance committees at local level (CC and WUAs), and in decision making at central level.

- The sub-program contributes to reduced wood or biomass energy use for cooking in rural households that affect water availability.
- The sub-program contributes promote women's participation in more productive water use such as cash crops and horticulture and their participation in all steps of their value chain. (the sub-program's activities address the barriers for women participation in mentioned water use and may increase water permit provided to females users).
- The sub-program contributes to reduce women's time spend in fetching water and enhance their security when collecting water at night time. The activities will increase access to drinking water for domestic use, for livestock, cooking and cleaning purposes. (E.g: improving access to RWH in female headed households, maintained water springs).
- The sub-program contributes to increase irrigation use among small-scale farmers, by equally targeting females and male managed farms (hillside and marshland) for increased resilience to drought; the activity should analyse and address the cause of limited access to irrigation equipment by the vulnerable groups.

5.3. Land administration and land use management

- The sub-program contributes to secure vulnerable groups men and women's land rights, (expropriation, awareness, land titles, land taxes, gender responsive land services etc.)
- The sub-programme and its activity contributes to improve women's control over land and contributes to support farmers' access to agriculture credits using land as collateral; targeting female and cooperatives access to agriculture loans.
- The sub-programme addresses the issue of underrepresentation of females in land governance committees at local level, and in decision making at central level.
- The sub-program contributes to promote women's participation in sustainable land use through farmer trainings, prioritizing females and socially excluded groups.

5.4. Meteorological data

- The subprogram and its activities contributes to address the gender disparity in accessing weather information; through gender sensitive channels
- Activities contributed to address the knowledge gap of data interpretation by farmers, through capacity building of farmers to access and understand weather information.

- Equip extension workers with electronic devices adapted to ease farmer's access to weather information.

5.5. Environment and climate change

- The sub-program and planned activity contributes to enhance women HHH resilience to climate change through access to improved seeds, early warning system, intercropping and ecological agriculture.
- The sub-programme addresses the issue of underrepresentation of females in climate decision making and adaptation technology;
- The sub-program contributes to reduced wood or biomass energy use for cooking in rural households that contributes to air pollution and a public health danger. help transform traditional gender roles between men and women for household tasks;
- The sub-program contributes to enhance women's access to green jobs and green income generating business activities (beekeeping, fishing); and equally target men and women for erosion control;
- The sub-program contributes to business activity that enhances conservation of protected resource (ecotourism, botanical gardens); the subprogram raises awareness of community greening activities, conservation and environment protection;
- The sub-program contributes to prevent climate related deaths, epidemics and health issues from hazardous pollution. (training on men and women on DRM, awareness raising on plastic ban enforcement among women retailers, etc.).

5.6. Mining

- The sub-program addresses inadequate practices for non sustainable mining and built the capacity of men and female involved in mining for sustainable practices.
- The sub-program's activities identify and address the barriers of women participation in mining industry to ensure equitable benefits from mining industry;
- The sub-program contributes to assess the gender impact of mining investment.

Annex 2: Implementation Plan

Activities	**Responsibility**	**Timeline**
Develop Environment and Natural Resources gender budget statement	MoE	Annual
Develop and implement a communication plan of Gender mainstreaming strategy in Environment and Natural Resources Sector	**MOE**	January- February 2020
Presentation of the Environment and Natural Resources Sector Gender Mainstreaming strategy to the Sector Working Group (SWG)	**MOE**	January 2020
Update Environment and Natural Resources Sector policies to reflect gender considerations based on gender assessment findings	**MoE**	2020-2024
Selection of high impact programs and projects gender mainstreaming can be piloted and monitored	**MINECOFIN , MoE,** MINALOC, REMA	2020 - 2021
Develop legal instruments required to promote gender considerations in Environment and Natural Resources Sector	MOE, MINICOM,MINECOFIN, PSF	2020 – Continuous
Develop and enforce public gender mainstreaming guidelines to promote use gender considerations in ENR programs and projects	**MOE**,MINECOFIN, REMA,NIRDA,PSF, RSB	2020 – continuous

Activities	Responsibility	Timeline
Put in place institutional and legal framework for enforcing gender mainstreaming across ENR Sector	MOE, MIFOTRA, MIGEPROF, MIECOFIN	2020 - 2021
Develop the capacities of National and local staff to make sure gender is mainstreamed across ENR Sector planning and reporting	MoE, MINALOC, MIGEPROF, GMO, Districts	2020- 2030
Develop and piloting forest management programs and projects target gender and youth	MoE, MINECOFIN, MINIYOUTH, MIGEPROF	2021 – 2030
Mainstream gender into cooperatives operating in forest management (nursery preparation)	**MOE,** MINICOM, RWFA, MINAGRI, RAB	2020 - 2024
Promote gender in green and renewable energy (green charcoal making, biogas and LPGs)	MoE, MINICOM, NIRDA, PSF, REMA	2020 – Continuous

Activities	Responsibility	Timeline
Develop and pilot specific gender based projects and programs targeting soil erosion control as a major intervention related to land management	**MoE,** RWFA, MINALOC, LODA, MINAGRI, RAB	2020 – Continuous
Mainstream gender into Environment and Natural Resources Sector Results Based Monitoring and Evaluation System	**MoE**	2019 - 2020
Develop gender based policy briefs in Environment and Natural Resources Sector	**MoE**	2020 – Continuous
Pilot and upscale gender based projects in mining subsector	**MoE,** RMB, MINALOC, , MINICOM, RMA,	2020 – Continuous
Support (financial and technical) gender based cooperatives with aim of increasing resilience of communities	**MoE,** MINECOFIN, FONERWA	2020 – Continuous
Pilot and scaling up gender based water resources management programs / projects (rainwater harvesting, watersheds management)	**MoE,** RWAFA, MINALOC, MININFRA, RHA	2020 – Continuous

Activities	**Responsibility**	**Timeline**
Annual Ministry review to check the compliance of the work plan and performance contracts with gender mainstreaming guidelines and gender mainstreaming strategy	**MOE,** MIGEPROF, MINECOFIN	Annual
Annual evaluation of Environment and Natural Resources Sector Gender Budget Statement (at National and District Level)	MOE, MINECOFIN, REMA	Annual
Midterm expenditure reviews on selected areas that may influence Environment and Natural Resources gender mainstreaming practices	MOE, MINECOFIN, REMA	Every 2 years
Selection of ENR projects based on gender mainstreaming indicators	**MOE, MINECOFIN, FONERWA**	2020– Continuous
Carry out research on the role of gender in Environment and climate change	**MOE,** REMA, MINECOFIN, NSIR	2021
Carry out research on the role of gender in decent jobs and green investments	**MOE,** REMA, MINECOFIN, NSIR, **RDB, PSF**	2022
Carry out research on the role of gender in forest management	**MOE,** RWFA, MINECOFIN, NSIR, **RDB, PSF**	2022
Carry out research on the role of gender in reducing biomass energy use	MoE**, NISR,** RWFA, RLMUA, REMA, , **MINECOFIN**	2022

Activities	**Responsibility**	**Timeline**
Carry out research on the role of gender in mining sector	MoE**, RMB, NISR,** RWFA, RLMUA, REMA, PSF, MINALOC, RMA	2022
Carry out research on the impact of considering gender in water resource management and sanitation programs	MoE**, NISR,** RWFA, RLMUA, REMA, MININFRA, WASAC	2022
Carry out research on the impact of gender in waste management	MoE**, NISR,** REMA, MININFRA, RBS, WASAC	2022
Set up a national coordination framework for gender mainstreaming in the Environment and Natural Resources Sector	**MoE**	2019 - 2020

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Annex 3: Guide of interview

No	Guide of interview (Questions)	Stakeholder	District staff (in charge of environment and Gender)	NGOs	PSF
1	Are you involved in the elaboration/preparation of policy/program/plan/strategy/budget in your organization?				
2	What do you understand by Gender?				
3	What do you understand by gender equality?				
4	What do you understand by gender inequality?				
5	What do you understand by gender mainstreaming?				
6	Have you ever undertake a training on Gender concepts?				
7	Do you have in your organization/institution a person in charge of Gender issues?				
8	Do you have a gender disaggregated data related to your organization/institution?				
9	What are the relevant gender patterns in the policy/program/plan/strategy field of intervention that can ensure equal access of women and men to decent employment and income and other productive resources? Has any analysis been carried out to determine these patterns?				
10	Has your organization/institution addressed inequality in terms of access to employment and resources?				
11	Has your organization/institution ensured that women and men have equal access to capacity building or formal education opportunities to generate employment and livelihood opportunities?				
12	Were, in your organization/institution a specific analysis of women involvement/engagement in decision-making processes carried out?				

13	What are the relevant gender patterns in the policy/ program/strategy field of intervention that can promote equal participation in decision making?				
14	Is there any constraints, challenge in mainstreaming gender in your organization/institution				

Annex4 : References

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