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**UNCT PERFORMANCE INDICATORS FOR GENDER EQUALITY**

**UNCT RWANDA**

**SEPTEMBER 2011**



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## **Acronyms**

CAP	Consolidated Annual Plan
CCA	Common Country Assessment
CCOAIB	Conseil de Concertation des Organisations d'Appui aux Initiatives de Base
COD	Common Operational Document
CSO	Civil Society Organization
DaO	Delivering as One
DPCG	Development Partners Coordination Group
EDPRS	Economic Development and Poverty Reduction Strategy
FFRP	Rwanda Women Parliamentary Forum
GBS	Gender Budget Statement
GBV	Gender Based Violence
GE	Gender Equality
GTF	Gender Task Force
GEWE	Gender Equality and Women's Empowerment
GMO	Gender Monitoring Office
GRB	Gender Responsive Budgeting
HoA	Heads of Agency
HRTF	Human Rights Task Force
M&E	Monitoring and Evaluation
MSM	Men who have Sex with Men
MIGEPROF	Ministry of Gender and Family Protection
MINECOFIN	Ministry of Finance and Economic Planning
MINEDUC	Ministry of Education and Scientific Research
MINISANTE	Ministry of Health
MoH	Ministry of Health
NGO	Non Governmental Organization
NWC	National Women's Council
NISR	National Institute of Statistics Rwanda
PPOC	Programme Planning Oversight Committee
RCO	Resident Coordinator Office
RWAMREC	Rwanda Men's Resource Center
SGBV	Sexual and Gender Based Violence
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	United Nations Country Team
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework
UNDAP	United Nations Development Assistance Plan
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
WFP	World Food Programme
WHO	World Health Organization

## Introduction

The UN Country Team (UNCT) in Rwanda has been operating under the Delivering as One (DaO) approach since 2008. Rwanda is the first country out of the eight DaO pilot countries to have formulated a Common Operational Document (COD), the “*One Programme*”, a programmatic document signed by all the participating agencies and the Government of Rwanda specifying how the UN will operationalize the United Nations Development Assistance Framework (UNDAF) under the DaO. The One Programme, currently in its third year of implementation, encapsulates all the key activities to be undertaken for the duration of the UNDAF 2008-2012.

As part of the planning process for the formulation of the UNDAF 2013-2018, the UNCT in Rwanda decided to implement the UNCT Performance Indicators for Gender Equality, the “*Gender Scorecard*.” The findings of the Scorecard will enable the UNCT to take corrective actions during the remaining period of the UNDAF 2008-2012 and will strengthen the gender components of the new UNDAF.

The work was carried out under the technical coordination of the DaO Gender Task Force, with support from the Resident Coordinator Office, and resources from the One Fund.

### The UNCT Performance Indicators for Gender Equality

The UNCT Performance Indicators for Gender Equality or the “*Gender Scorecard*,” is an evaluation tool developed by the United Nations Development Groups (UNDG) in the context of UN reform. It consists of a set of performance indicators formulated to assess the effectiveness of gender mainstreaming by the UNCT. The gender scorecard establishes an accountability framework for assessing the extent to which the UNCT is implementing gender mainstreaming in support of gender equality and women’s empowerment. It focuses on the performance of the UNCT rather than on the performance of individual UN agencies. The scorecard aims to assess processes rather than results, ensuring emphasis is placed on areas where the UNCT is fully accountable (programme results are achieved in partnership with Government and other partners and as such are excluded from the exercise). The objectives of the gender scorecard are:

- To assist the UNCT in Rwanda in identifying areas in which it is meeting or not meeting minimum standards established by the scorecard in the area of gender mainstreaming;
- To stimulate a constructive dialogue within the UNCT about the current status of gender mainstreaming and how it can be improved; and
- To identify where technical assistance can support the achievement of minimum standards in term of gender mainstreaming.

### Gender Mainstreaming - Some definitions

*“The process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is **a strategy for making women’s as well as men’s concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes 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” (ECOSOC 1997/2).*

*“An **organisational strategy to bring a gender perspective to all aspects of an institution’s policy and activities, through building gender capacity and accountability**. [...] with a mainstreaming strategy, gender concerns are seen as important to all aspects of development for all sectors and areas of activity, and a fundamental part of the planning process. **Responsibility for the implementation of a gender policy is diffused across the organisation structure, rather than concentrated in a small central Unit**” (Baden and Reeves,2000:9).*

This narrative report contains observations on the strengths and weaknesses of the DaO in Rwanda following the implementation of the scorecard. The exercise was conducted over a period of 15 days, of which ten days were spent in-country. The report describes the process followed in the implementation of the scorecard, the methodology used and

results achieved. It presents the strengths and weaknesses identified by the consultant and highlights good practices developed by the UNCT in Rwanda in the area of gender mainstreaming, gender equality and women's empowerment (GEWE). The goal of the exercise is to improve the performance of the UNCT in Rwanda on gender mainstreaming. A follow-up matrix is included with relevant recommendations to be implemented for a deeper integration of the gender perspective. Annexes 1 and 2 contain a list of respondents and the list of documents consulted, respectively.

In conducting the exercise, the main constraints encountered by the consultant related to the period of execution of the mission. The mission took place at a time when a variety of workshops were taking place in the framework of the EDPRS review and while many Heads of Agency already had other important commitments. This constraint limited the contributions of Management and of UNCT staff to the scorecard.

## 1. Methodology

In order to achieve results and as per the process detailed in the "User's Guide," the consultant conducted a review of the available documentation. The list of basic documents proposed in the Guide was enriched following interviews with UNCT staff and national counterparts. The documents for the review were provided by the GTF and the coordination specialist within the RCO. Individual interviews with UNCT technical staff i.e. coordinators of the PPOC, thematic groups members and representatives of the ministries were organized, as well as interviews with civil society organizations (CSOs), women's associations and networks of organizations supporting GEWE.

A presentation of the preliminary findings was made to the Resident Coordinator and Heads of Agencies. Following the presentation, preliminary observations were discussed. The exchange informed the work of the consultant by providing a number of clarifications which have been taken into account in this report.

### Ratings

The gender scorecard features six corresponding ratings as per Table 1 below.

**Table 1: Explanation of Ratings**

Ratings	Explanation of Ratings
5	<b>Exceeds minimum standard:</b> This category should be used when UNCTs have gone beyond the minimum standards, in other words where excellent work on gender mainstreaming is taking place.
4	<b>Meets minimum standard:</b> This is the minimum that a UNCT is expected to achieve on gender mainstreaming, following UN institutional mandates. Sources for the institutional mandate (e.g. TCPR 2005, ECOSOC Resolutions) are included in the first column of the Scorecard.
3	<b>Needs improvement:</b> This rating applies to a situation where the UNCT is close to meeting the minimum standard, and is likely to reach this standard over the period of a year, if remedial action is taken.
2	<b>Inadequate:</b> This rating is for dimensions that fall well below the adequate standards and where significant improvement is required.
1	<b>Missing:</b> This rating should be applied where the dimension is not included, for example if no sex-disaggregated data is included or there have been no consultations with women's NGOs and networks.
0	<b>Not applicable:</b> This rating should be applied when the dimension is not relevant, for example where there is no Gender Theme Group or Poverty Reduction Strategy Paper or its equivalent.

The ratings achieved by the DaO for each dimension of the scorecard are presented in Table 2 below, which highlights the UNCT's strengths and weaknesses under each dimension. The average for each domain has been obtained by adding the total points for each dimension and dividing by the number of sub-dimensions in the scorecard.

## 2. Strengths and Weaknesses

The areas which best reflects DaO's performance are: "*Programming*" with an average rating of 5; "*Partnerships*" with an rating of 5; and "*Decision-making*" with a rating of 4. The DaO responds very well to meeting the minimum standard; the UNCT is expected to achieve in the area of gender mainstreaming following UN institutional mandates included in the first column of the Scorecard. In particular, programming and partnerships exceed standards.

The dimensions with the lowest ratings are: "*Monitoring and evaluation*" with an average rating of 2; "*Budgeting*" with a rating of 3; "*Quality control and accountability*" with a rating of 3; "*Planning*" with a rating of 2.8; and "*UNCT capacities*" with a rating of 2.4. The last two ratings may be rounded up to 3, corresponding with "*Needs improvement*". Such ratings apply to situations where the UNCT is close to meeting the minimum standard, and is likely to reach this standard over a period of one to two years if the necessary remedial actions are taken.

**Table 2. DaO Scores**

Dimension	Average score	Steps to be taken
<b>1 Planning</b>	<b>2.8</b>	Determine concrete steps for putting in place remedial actions to enable the UNCT to meet, at least, minimum standards.
<b>2 Programming</b>	<b>5</b>	The UNCT may consider writing up its process and products as a good practice and sharing it more widely through undg electronic communities of practice and in other venues.
<b>3 Partnerships</b>	<b>5</b>	The UNCT may consider writing up its process and products as a good practice and sharing it more widely through undg electronic communities of practice and in other venues.
<b>4 UNCT capacities</b>	<b>2.4</b>	Determine concrete steps for putting in place capacities or other remedial actions so that the UNCT can meet, at least, minimum standards.
<b>5 Decision-making</b>	<b>4</b>	The UNCT should consider steps for continuing to improve and exceed minimum standards.
<b>6 Budgeting</b>	<b>3</b>	Determine concrete steps for putting in place systems or other remedial actions so that the UNCT can meet, at least, minimum standards.
<b>7 Monitoring and evaluation</b>	<b>2</b>	Ensure that this is an agenda item at UNCT meetings and that concrete steps are put in place to address this. Close monitoring by the RC to ensure that this component improves is very important.
<b>8 Quality control and accountability</b>	<b>3</b>	Determine concrete steps for putting in place remedial actions so that the UNCT can meet minimum standards.



## 2.1 Strengths

### Programming: 5

The UNDAF adopted a complementary strategy by first, formulating an outcome on gender equality under Result 1 of “Good Governance,” coupled with mainstreaming gender in the 5 pillars of the UNDAF,<sup>1</sup> which ensures that issues of gender inequalities and women’s empowerment are addressed throughout the DaO with adequate programming.

In 2011, nine Joint Interventions in the area of GEWE have been formulated under the One Programme and in line with the priorities identified in the EDPRS. In addition to the Joint support to the National Gender Machinery under Result 1 on Governance, joint interventions in the area of GEWE have been formulated under other result areas. (See Table 3).

Alongside these targeted interventions, gender has been mainstreamed in all the remaining 41 Joint Interventions formulated under the UNDAF. The mainstreaming is ensured in the DaO through a review of all the Joint Interventions by a “*Joint Initiatives Reading Group*” composed of the PPOC, members of the Gender, Human Rights and Monitoring and Evaluation Task forces, during which all Joint Interventions are scored against a possible total of 100 points. The gender and human rights component counts for 20 out of 100 points. Joint Interventions scoring minimally have to be improved before they are approved and funded. This is an interesting exercise that could be tried by other UNDAFs/UNCTs.

Other initiatives supported by the UNCT are:

- 1) Development, dissemination and implementation of the National Gender Policy (NGP) (2010);
- 2) Development, dissemination and implementation of the GBV Policy and Strategic Plan (2011);
- 3) Implementation of CEDAW and follow-up to CEDAW Committee concluding remarks; and
- 4) Collection and analysis of gender statistics at the national level through support to the National Institute of Statistics (*Joint Support to the National Institute of Statistics*) and to the Gender Monitoring Office (GMO) (*Joint support to National Gender Machinery for High-End Strategic Policy Advice*).

Support to gender mainstreaming in ministries other than the women’s machinery has led to the appointment of gender focal points in all Ministries, often at high level (Directors of Planning), such as in the Ministry of Agriculture (MINAGRI) and in the Ministry of Finance and Economic Planning (MINECOFIN). Gender focal points have also been appointed at the district level.

Still in connection with gender programming and the intersection of gender and HIV and AIDS, the UNCT further supported the National AIDS Control Commission to develop the country’s National Accelerated Plan for Women, Girls, Gender Equality and HIV 2010-2014, a four-year strategy to scale-up prevention, care, treatment and support for women and girls and to address women and girls’ increased risk of and vulnerability to HIV. The plan supports MDGs 3 and 6, and is in line with Vision 2020, EDPRS 2008-2012, and the National Strategic Plan for HIV and AIDS 2009-2012. Support has also been given to the development of the National Adolescent Sexual Reproductive Health and Rights Strategic Plan (2011-2015) through the Ministry of Health.

**Table 3. Joint Interventions in the area of GEWE in 2011**

Theme Group	Joint Interventions
<b>Governance</b>	<ol style="list-style-type: none"><li>1. Joint Support to the National Gender Machinery for high-end Strategic Policy advice.</li><li>2. Joint Support to Strengthen the Capacity of NISR 2011-2012.</li><li>3. Access to Justice for All.</li></ol>

<sup>1</sup> UNDAF Result 1: “Good governance enhanced and sustained”; Result 2: “Health, Population, HIV, and Nutrition”; Result 3: “Education”; Result 4: “Environment”; Result 5: “Sustainable Growth & Social Protection”.

<b>HIV</b>	4. Fighting SGBV and HIV and AIDS through Women's Economic Empowerment. 5. Scaling up HIV Prevention, Care and Treatment for Sex Workers in Districts of Rwanda.
<b>Health, Population and Nutrition</b>	6. Saving Mother's Lives.
<b>Social Protection and Sustainable Growth</b>	7. Joint Intervention on Child, Domestic and Gender Based Violence in Rwanda with Regional Outreach. 8. Support to Women in Informal Cross-Border Trade. 9. Women's Empowerment through <i>Agaseke</i> Production.

#### Partnership: 5

Also strong are the partnerships the UNCT has been able to develop with Government, CSOs, women's networks and networks of organizations active in GEWE. Women and men from marginalised groups are included as programme partners and beneficiaries of UNCT initiatives. In that regard, initiatives have been formulated to target GBV victims (women, men and children); sex workers; widows and historically marginalized groups. To its national counterparts the UNCT appears as a neutral and trusted development partner. This trust stems from a relationship developed over time, such as the one which exists between the UNCT and the GMO, for which support started with lobbying and advocacy to have it established as a key institution<sup>2</sup> tasked with monitoring Government's commitments in the area of GEWE and continues in the present with the current capacity building efforts.

#### Decision-making: 4

There is strong leadership at the management level in support of gender mainstreaming and GEWE, as well as a strong commitment to Deliver as One. The One UN Gender Task Force (GTF) is co-chaired by two Heads of Agency – UN Women and UNFPA. Their participation at the Heads of Agency meetings ensures that gender is being brought up as a key topic either as information sharing or through lending a gender lens to issues brought on the agenda of the meetings. This commitment to Deliver as One on GEWE puts the onus on management to align such commitment to the implementation of specific measures to ensure effective gender mainstreaming.

Overall, partners demand continued support from the UNCT for more capacity building through training and institutionalized learning. One area, among others, that demonstrates good partnership is Gender Responsive Budgeting (GRB). During interviews, government partners shared that recent capacity development efforts supported by the UNCT in the area of GRB programming resulted in the training of highly qualified GRB professionals. MINECOFIN raised the importance of having CSOs and women's organisations also trained in GRB to the level where they are conversant enough to carry out budget statements analysis, which in turn, will enable government to bring further changes at the policy level. Still in the field of GRB, in November 2010 MINECOFIN together with the One UN, organised a one-week training workshop on GRB and its linkages to reproductive health and women's empowerment for francophone countries from the African continent. More recently, the collaboration between the UNCT and the Government on GRB has led to the convening of a GRB international high level meeting "*Increasing accountability and development effectiveness through GRB*" held in Rwanda in June 2011. The objective of the high level meeting was to present a strong evidence base of good practices on GRB to demonstrate how GRB can enhance accountability on gender equality and women's empowerment.

<sup>2</sup> In conformity with article 185 of the National Constitution of Rwanda (2003)



## 2.2 Weaknesses

### Planning: 2.8

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The gender analysis in the UNDAF needs to be strengthened in order to ensure the formulation and implementation of evidence based policies and programmes. Support should be given to MIGEPROF for the formulation of an up-to-date country gender profile for Rwanda, that will inform the gender analysis within the EDPRS, future policy formulation and programming, as well as to ensure that the UNDAF is fully gender mainstreamed with specific and tangible gender equality results (including gender sensitive indicators with baselines and targets).

### Budget: 3

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With regards to budgetary allocation in the DaO, no specific budget in terms of “*X percentage of the One Fund*” is allocated to strengthening UNCT’s support to GEWE. However, funds have been disbursed from the One Budgetary Framework to support gender equality programming areas such as GBV, women’s economic empowerment, National Women’s Machinery; and women’s NGOs and networks. But there is no mechanism in place to systematically track gender expenditure and allocation.

### Quality control and accountability: 3

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Ensure for next UNDAF that the UNDAF Regional Readers Group comments refer specifically to gender equality and women’s empowerment. Overall, accountability for gender mainstreaming needs to be strengthened. Although a quality assurance mechanism has been put into place through the PPOC, supported in this initiative by the GTF and M&E Task Force, accountability for gender mainstreaming and GEWE is lacking in the DaO. The quality control mechanism focuses mainly on the planning phase, whereas less follow up is provided throughout the implementation and reporting phases and no one is held accountable when the GEWE principles are not respected during implementation. Quality assurance is conducted and efforts are made for planning documents to be gender mainstreamed, however, the weak monitoring frameworks and the lack of follow up mechanisms make it difficult for the GTF to ensure implementation of the guidelines it formulates.

### UNCT Capacities: 2.4

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The GTF is the main driving force for gender mainstreaming of all UNCT activities. Although expertise exists, there is a need to undertake capacity building of the Gender Task Force members. The level of knowledge and expertise of the GTF members varies and the technical capacity in gender mainstreaming is low among some gender focal points. This is due to the fact that often agencies identify gender focal points without necessarily ensuring gender expertise. Additionally, turnover rate is reported to be high and attendance by gender focal points to GTF meetings is often scarce; this affects the technical support available to the UNCT on gender issues. The UNDAF Learning Needs Assessment of June 2011 reported that 70% of members of the Gender Taskforce have responded that they do not have high knowledge on gender equality principles. Based on the learning needs assessment, a gender analysis and gender mainstreaming workshop was organized for gender focal points in 2011.

It is to be noted that some agencies have a comprehensive gender equality capacity building programme for staff at all levels, including mandatory online training on gender analysis. Nevertheless, UNCT staff still experience challenges when it comes to mainstreaming gender into their daily work with the bulk of mainstreaming gender still remaining with the GTF and gender focal points within the agencies.

### Monitoring and Evaluation: 2

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This is the area in which UNCT demonstrated the lowest performance with a mean score of 2 on a 1-5 scale. Although the lack of statistics at national level represents a real challenge for monitoring and evaluation, the review of the UNDAF Monitoring and Evaluation Framework shows that it is weak in adequately measuring gender-related outcomes and outputs. Reference to the UNDAF monitoring framework by the GTF and M&E Task Force seems to be limited as planned activities, such as the Gender Baseline Survey scheduled to take place in 2009, are not followed through.

### 3. Follow-up Matrix

Dimension	Average Numerical Rating	Main Follow-up Issues	Steps to be taken, including technical assistance needed, time-frame, allocation of responsibility, and resources required
1. PLANNING	2.8	Limited evidence-based analysis to inform formulation of activities and policy papers.	<ul style="list-style-type: none"> <li>- To support MIGEPROF in the formulation of an up-to-date country gender profile to inform UNCT's support to current priorities on GEWE;</li> <li>- To support the GoR in strengthening gender analysis in the EDPRS II; and</li> <li>- To support the formulation of gender sensitive indicators for the EDPRS II.</li> </ul> <p>Technical assistance: National consultant; GTF Time frame: 2011 – UNDAF planning stage Responsible: UNCT Resources: 10,000 USD</p>
		Weakness/lack of baseline data and gender disaggregated data.	<ul style="list-style-type: none"> <li>- To continue UNCT support to NISR and GMO;</li> <li>- To introduce an activity for the collection of data at the beginning of each intervention; and</li> <li>- To ensure that both baseline and monitoring indicators are gender disaggregated as appropriate.</li> </ul>
2. PROGRAMMING	5	The UNCT needs to move from the current joint gender <i>projects</i> , which appear to be a list of activities being implemented by individual agencies to the formulation of joint <i>programmes</i> addressing gender inequalities and women's empowerment in a holistic manner.	<ul style="list-style-type: none"> <li>- To formulate a joint gender strategy on GEWE as an addition to UNDAF.</li> </ul> <p>Technical assistance: International and national consultants; GTF Time frame: 2012-2013 Responsible: UNCT/GTF Resources: 40,000 USD</p>
3. PARTNERSHIPS	5	Capacity development in gender mainstreaming	<ul style="list-style-type: none"> <li>- Request from Women's NGOs for UNCT to further support national ownership through increased capacity development activities and formulation of adequate tools to</li> </ul>

		<p>Coordination of women's NGOs for increased cross learning.</p> <p>Level of funding allocated to joint gender interventions.</p> <p>Duration of the Joint interventions.</p>	<p>institutionalize GEWE principles; and</p> <ul style="list-style-type: none"> <li>- To increase UNCT support to the National Gender Cluster with a view towards strengthening it as a fully functional forum for exchange, bringing together women's networks, CSOs working in the area of GEWE, INGOs and other development partners.</li> </ul> <p>Technical assistance: 2 national consultants posted within the National Gender Cluster Time frame: 2011-2012 Responsible: UNCT Resources: 50,000 USD</p> <p>Managing the funds allocated is reported to be time consuming in view of the limited amounts granted to Joint Interventions.</p> <ul style="list-style-type: none"> <li>- Consider the possibility of increasing the duration of Joint Interventions to up to 3 years as well as increasing the amounts allocated for the implementation of activities.</li> </ul>
<b>4. UNCT CAPACITIES</b>	<b>2.4</b>	The Gender Taskforce is not a multi-stakeholder task force.	<p>The GTF should convene, on a regular basis, an exchange forum with Government partners, CSOs, development partners, etc. on specific topics.</p> <p>Technical assistance: GTF Time frame: 2011-2012 Responsible: UNCT/RCO; GTF Resources: 50,000 USD</p>
		To increase gender mainstreaming capacities within the UNCT.	<ul style="list-style-type: none"> <li>- To carry out evaluations on the impact of gender mainstreaming training in the UNCT;</li> <li>- The UNCT should consider allocating funds for the training of gender focal points and UNCT staff in gender mainstreaming;</li> <li>- To ensure to continue building the capacities and expertise of appointed GTF members; and</li> <li>- Empower Gender Focal points by including the focal points function in the RCAs and other staff performance and evaluation systems.</li> </ul>

			<p>Technical assistance: UNDG; UNEG; UNCT/GTF  Time frame: 2012 – throughout next UNDAF period  Responsible: UNCT/RCO  Resources: 120,000 USD</p>
		To strengthen accountability on delivering on gender.	<ul style="list-style-type: none"> <li>- The PPOC (supported by the GTF and M&amp;E Task Force) to agree on common principles (incl. for programming and budgeting) on gender mainstreaming at all levels and report to HoA on progress against principles on a quarterly basis;</li> <li>- To post a UNCT funded Gender Advisor within the RCO; and</li> <li>- To introduce gender mainstreaming as a key component of UNCT staff assessment and monitor.</li> </ul> <p>Technical assistance: M&amp;E and Gender Task forces, OMT/HR Task Force  Time frame: 2011-2012 and beyond  Responsible: UNCT, RCO, PPOC  Resources: 250,000 USD</p>
<b>5. DECISION MAKING</b>	<b>4</b>	To translate commitment to gender mainstreaming, gender equality and women's empowerment into action.	<ul style="list-style-type: none"> <li>- The UNCT to support the implementation of the present recommendations.</li> </ul> <p>Technical assistance: PPOC, UNCT/GTF, M&amp;E Task Force  Time frame: 2012-2013  Responsible: UNCT/RCO</p>
<b>6. BUDGETING</b>	<b>3</b>	<p>Tracking of gender expenditures and allocation.</p> <p>Gender mainstreaming in the aid effectiveness agenda.</p>	<ul style="list-style-type: none"> <li>- Identify a tool to systematically track financial allocations and expenditures towards GEWE in the DaO Budgetary framework (cf. UNDP or OECD DAC gender marker on tracking gender expenditures and allocations);</li> <li>- Training of gender focal points and UNCT task force on aid effectiveness in general and on mainstreaming gender in aid effectiveness processes should be organized;</li> <li>- UNCT/RCO to advocate that existing national planning tools, country frameworks and processes integrate GEWE principles that will guide Development Partners; and</li> </ul>

			<ul style="list-style-type: none"> <li>- To strengthen the capacity of the government to mainstream gender into the aid effectiveness agenda.</li> </ul> <p>Technical assistance: GTF, UNCT Time frame: 2012-2013 Responsible: UNCT Resources: 50,000 USD</p>
<b>7. MONITORING &amp; EVALUATION</b>	<b>2</b>	<p>The One Programme reporting on the results framework needs to be strengthened.</p> <p>Lack of sex-disaggregated data and baseline data.</p>	<ul style="list-style-type: none"> <li>- Training of M&amp;E Task Force members in the formulation of gender-sensitive indicators and use of gender impact assessments;</li> <li>- M&amp;E Task force to formulate country specific sets of gender sensitive indicators at output level for tracking progress on gender equality, gender sensitive policies and changes over time in collaboration with GTF and GMO/NISR;</li> <li>- To organize joint M&amp;E field visits;</li> <li>- To continue UNCT support to strengthening national systems for the systematic production of sex-disaggregated data; and</li> <li>- UNCT to undertake the 2009 planned Gender Baseline Survey (see UNDAF 2008-2012 – M&amp;E framework).</li> </ul> <p>Technical assistance: UN Staff college; UNDG; UNEG Time frame: 2011-2012 Responsible: UNCT, M&amp;E and Gender Task Force Resources: 50,000 USD</p>
<b>8. QUALITY CONTROL &amp; ACCOUNTABILITY</b>	<b>3</b>	The consultant could not obtain the regional Readers' Group Comments.	<ul style="list-style-type: none"> <li>- Ensure for next UNDAF that the Readers' Group comments also refer specifically to gender equality and empowerment of women.</li> </ul>

## UNCT PERFORMANCE INDICATORS FOR GENDER EQUALITY

### Rating:

- 5 = exceeds minimum standards
- 4 = meets minimum standards
- 3 = needs improvement
- 2 = inadequate
- 1 = missing
- 0 = not applicable

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
<b>1. PLANNING (CCA/UNDAFs)</b>		
<b>1.a – Adequate UNCT review of country context related to gender equality and women’s empowerment</b>  <i>Source: UNDG Guidance</i>	<p><b>Exceeds minimum standards:</b></p> <ul style="list-style-type: none"> <li>Includes an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources.</li> <li>The analysis notes links to national legal frameworks, relevant to the promotion of gender equality and women’s empowerment, and specific measures for follow up to CEDAW reports and CEDAW Committee concluding comments.</li> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>Critical capacity gaps are identified in the area of the promotion of gender equality.</li> </ul> <p><b>Meets minimum standards:</b></p> <ul style="list-style-type: none"> <li>Includes an analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in access to and control of resources.</li> <li>The analysis notes links to national legal framework relevant to the promotion of gender equality and women’s empowerment, and includes reference to CEDAW reports and concluding comments.</li> </ul>	<p><b>Inadequate = 2</b></p> <p>The UNDAF does not include an in-depth evidence-based analysis of the ways in which gender inequality is reproduced, including the influence of gender relations, roles, status, inequalities and discrimination in legislation and policies, access to and control of resources.</p> <p>The UNCT decided not to carry out a CCA but to rely on the country analysis provided under the EDPRS process.</p> <p>There are no sex-disaggregated data, nor a specific reason noted for not disaggregating data by sex.</p> <p>Critical capacity gaps are not identified in the area of the promotion of gender equality.</p> <p>The UNDAF links to national legal frameworks, relevant to the promotion of gender equality and women’s empowerment and follow up to CEDAW reports and CEDAW Committee ensured through support to GMO.</p> <p><i>Evidence base: CCA/UNDAF 2008-2012</i></p>



DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<ul style="list-style-type: none"> <li>All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> </ul> <p><b>Needs improvement</b> Any two of the above three areas (under <i>Meets minimum standards</i>) are met.</p> <p><b>Inadequate</b> Any one of the above three areas (under <i>Meets minimum standards</i>) is met.</p> <p><b>Missing</b> <b>Not applicable</b></p>	
<p><b>1.b – Gender equality and women’s empowerment in UNDAF outcomes</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standard</b> More than one outcome clearly articulates how gender equality and women’s empowerment will be promoted.</p> <p><b>Meets minimum standard</b> One outcome clearly articulates how gender equality will be promoted.</p> <p><b>Needs improvement</b> One outcome includes reference to gender, but does not clearly articulate how gender equality will be promoted.</p> <p><b>Inadequate</b> Gender equality or women’s empowerment is given ‘token’ or minimal attention.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Exceeds minimum standard = 5</b></p> <p>Outcomes on Gender Equality (1.4) have been formulated under:</p> <p><b>UNDAF Result 1:</b> Good Governance Enhanced and Sustained</p> <p><b>UNDAF Result 2:</b> Health, Population, HIV, Nutrition, outcome 2.A2 “<i>Prevention of HIV</i>”</p> <p><b>UNDAF Result 3</b> Education, Outcome 3.1 “<i>Enrolment and Retention</i>”</p> <p><b>UNDAF Result 5.a:</b> Women’s Empowerment through Agaseke Production</p> <p><b>UNDAF Result 5B.</b> Joint Initiative on GBV and Child Abuse</p> <p><i>Evidence base: UNDAF 2008-2012</i></p>
<p><b>1.c – Gender equality and women’s empowerment in UNDAF outputs</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standard</b> At least one half of outputs clearly articulate tangible changes for rights</p> <p><b>Meets minimum standard</b> Between one third and one half of outputs clearly articulate tangible</p>	<p><b>Needs improvement = 3</b></p> <p>Less than one third of outputs clearly articulate tangible changes for rights holders and duty bearers that will lead to improved gender equality.</p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<p>changes for rights holders and duty bearers that will lead to improved gender equality.  <b>Needs improvement</b>  Less than one third of outputs</p> <p><b>Inadequate</b>  Outputs refer to gender equality or women in passing, but with no logical connection to changes in gender equality.</p> <p><b>Missing</b>  <b>Not applicable</b></p>	<p>Some Outputs have been formulated (Result 1 “<i>Good Governance enhanced and sustained</i>,” Outcome 1. 4 Gender equality; Result 2: Health Population, HIV, Nutrition; and Result 3 Education). However, with the exception of Result 3, those outputs do not clearly articulate tangible changes for rights holders and duty bearers that will lead to improved gender equality.</p> <p>Very limited number of gender sensitive indicators to track programme results at output level and lack of baseline data.</p>
<p><b>1.d – Indicators to track UNDAF results are gender-sensitive</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standard</b>  At least one indicator at outcome level, and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Meets minimum standard</b>  At least one indicator at outcome level, and between one third and one half of indicators at output level, are gender sensitive, and will adequately track progress towards gender equality results.</p> <p><b>Needs improvement</b>  No gender-sensitive indicators at outcome level and less than one third of indicators at output level are gender sensitive.</p> <p><b>Inadequate</b>  Token reference to gender equality or women in indicators.</p> <p><b>Missing</b>  <b>Not applicable</b></p>	<p><b>Needs improvement = 3</b></p> <p>Indicators have been formulated at outcome level under UNDAF Result 1: Governance, Outcome. 1.4: “Gender Equality,” and under Result 2: Health and Result 3: Education.</p> <p>Given that the bulk of gender related programming relates to access to basic services in education and health, these indicators are usually drawn from well-established indicators, and are very specific and closely linked to the outcomes they intend to measure.</p> <p>Less than one third of indicators at output level are gender sensitive.</p> <p>M&amp;E Task Force to address the limited number of gender sensitive indicators, and lack of baseline data.</p> <p>The identification of suitable indicators should take into account the time, human resources and cost required to collect the indicator’s data, which is not always the case here.</p> <p><i>Evidence base: CAPs 2010-2011; 2011-2012; UNDAF 2008-2012</i></p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
<p><b>1.e – Baselines are gender-sensitive</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Meets minimum standard</b> All data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</p> <p><b>Needs improvement</b> Some data is sex-disaggregated but sex-disaggregation is not systematic.</p> <p><b>Inadequate</b> There is token sex-disaggregation of data.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Missing = 1</b></p> <p>Lack of sex-disaggregated data to the exception of the Health and Education pillars. Indicators / targets have been formulated without a reference to a baseline.</p> <p>Recommendation: When baseline data are not available, the programme should include an activity to collect it from the start, funds should be allocated to carry out the data collection exercise.</p> <p><i>Evidence base: UNDAF 2008-2012; CAP 2010-2011; CAP 2011-2012</i></p>
<b>2. PROGRAMMING</b>		
<p><b>2.a – Gender perspectives are adequately reflected in joint programming</b></p> <p><i>Source: ECOSOC 1997, 2004, 2005, 2006; TCPR 2007; World Summit Outcome 2005</i></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Promoting gender equality and women's empowerment is reflected in long-term programming consistent with the opportunities and challenges identified in the UNCT's background analysis of gender inequality and women's rights situation (e.g. in CCA/UNDAFs, MDG report, etc.).</li> <li>UNCT joint initiative(s) (e.g. advocacy and other initiatives) in support of gender equality and women's empowerment exist.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>There are detailed, practical and adequately funded programmes addressing the problems and challenges identified in the background analysis of gender inequality and women's rights situation.</li> <li>UNCT joint initiative(s) in support of gender equality exist.</li> </ul> <p><b>Needs improvement</b> Meets either one of the two areas above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b> Token reference to gender equality in programming.</p>	<p><b>Exceeds minimum standard = 5</b></p> <p>There are funded programmes addressing the problems and challenges identified in the EDPRS guided background analysis of gender inequalities and women's rights situation.</p> <p>Joint Interventions(s) in support of gender equality exist: nine Joint Interventions have been formulated and respond to gender inequalities and women's rights situation in Rwanda as follows:</p> <p><b>Governance Theme Group:</b> 1) Gender Sub-Group (Joint support to national gender machinery); 2) Evidence Sub-Group (Joint support to National Institute of Statistics); 3) Justice Sub-Group (Access to Justice Joint Intervention);</p> <p><b>HIV Theme Group:</b> 4) Fighting SGBV and HIV and AIDS through Women's Economic Empowerment; 5) Scale-up of HIV Prevention, Care, and Treatment Programmes for Sex Workers;</p> <p><b>Health, Population Nutrition:</b> 6) Saving Mothers' Lives;</p> <p><b>Social Protection and Sustainable Growth Theme</b></p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<b>Missing</b> <b>Not applicable</b>	<p><b>Group:</b> 7) Joint Intervention on GBV; 8) Joint Intervention on Women in Informal Cross-Border Trade; 9) Joint Programme on Women's empowerment through Agaseke Production.</p> <p>Additionally joint advocacy around the <i>16 days of Activism</i> is successfully carried out by the UNCT on a regular basis and puts the emphasis on male engagement.</p> <p><i>Evidence Base: CAP 2010-2011; CAP 2011-2012; Review of Joint Gender Intervention proposals</i></p>
<b>2.b – Joint programmes</b>  <i>Source : UNDG Guidance</i>	<p><b>Exceeds minimum standard</b>  Key national gender equality and women's empowerment priorities are being addressed through a Joint Programme on gender equality, and through mainstreaming gender equality into other Joint Programmes.</p> <p><b>Meets minimum standard</b>  A Joint Programme on promoting gender equality and women's empowerment is in place, and work is in progress to mainstream gender into other Joint Programmes.</p> <p><b>Needs improvement</b>  Joint Programme on promoting gender equality and women's empowerment being formulated, and limited mainstreaming in other Joint Programmes.</p> <p><b>Inadequate</b>  No Joint Programme on promoting gender equality and women's empowerment being formulated, and limited attention to gender in Joint Programmes</p> <p><b>Missing</b>  <b>Not applicable</b></p>	<p><b>Exceeds minimum standard = 5</b></p> <p>Nine Joint Gender interventions (<i>see 2a above</i>) have been formulated in support of key national gender equality and women's empowerment priorities, and mainstreaming gender into other joint programmes has been assured.</p> <p><i>Evidence Base: UNCT guidelines; Gender and human rights mainstreaming checklist for UNDAF theme groups Rwanda; Joint Interventions proposal review criteria; Joint Intervention proposal reviewer's guide.</i></p>
<b>2.c – UNCT support for national priorities related to gender equality and women's empowerment</b>	<p><b>Exceeds minimum standard</b>  UNDAF budgetary allocations support implementation of national gender equality legal frameworks, including:  - National Plan of Action on Gender Equality and Women's</p>	<p><b>Exceeds minimum standard = 5</b></p> <p>As part of the quality control mechanisms put into place, the HR Task Force and GTF revise the CAPs as a pre-</p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
<p><i>Source: TCPR 2007</i></p>	<p>Empowerment.</p> <ul style="list-style-type: none"> <li>- Implementation of CEDAW, and follow-up to CEDAW Committee concluding comments.</li> <li>- Collection and analysis of sex-disaggregated data at the national level.</li> <li>- Gender mainstreaming in ministries other than the women's machinery.</li> </ul> <p><b>Meets minimum standard</b> Meets any three of the above.</p> <p><b>Needs improvement</b> Meets any two of the above.</p> <p><b>Inadequate</b> Meets one of the above.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>condition for the approval of budget allocation through the CAPs.</p> <p>The One UN Budgetary allocation supports:</p> <ol style="list-style-type: none"> <li>1) The implementation of the National Gender Policy (NGP), the implementation of CEDAW and follow-up to CEDAW Committee concluding remarks; and</li> <li>2) The collection, analysis and use of sex-disaggregated data at the national level through support to the National Institute of Statistics (Joint Support to National Institute of Statistics) and to GMO, MIGEPROF, FFRP and CNF (Joint Support to National Gender Machinery for High-End Strategic Policy Advice).</li> </ol> <p><i>Evidence Base: CAP 2010-2011; 2011-2012; Joint Initiatives; interview with national counterparts</i></p>
<p><b>2.d – UNCT support to gender mainstreaming in programme based approaches</b></p> <p><i>Source: TCPR 2007</i></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• Capacity development provided to relevant government ministries for mainstreaming gender in Poverty Reduction Strategy Papers or equivalent.</li> <li>• Capacity development provided to relevant government ministries for mainstreaming gender in General Budget Support programming.</li> <li>• Capacity development provided to relevant government ministries for mainstreaming gender in Sector Wide Approaches and/or National Development Plans.</li> </ul> <p><b>Meets minimum standard</b> Meets any two of the above.</p> <p><b>Needs improvement</b> Meets any one of the above.</p> <p><b>Inadequate</b> Token attention to gender mainstreaming in programme based approaches.</p>	<p><b>Exceeds minimum standard = 5</b></p> <p>Capacity development has been provided to MINECOFIN and MIGEPROF for mainstreaming gender in the EDPRS and to mainstream gender in the General Budget Support programming.</p> <p>The UNCT through UNICEF and WHO is actively involved in the Health and Education sector wide approaches. Solid sector strategic plans have been formulated in the two sectors in collaboration with the Ministries of Health and Education, with gender being integrated as a cross cutting issue.</p> <p><i>Evidence Base: CAP 2010-2011; 2011-2012; Joint Initiatives; interview with programme beneficiaries</i></p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<b>Missing</b> <b>Not applicable</b>	
<b>2.e – UNCT support to gender mainstreaming in aid effectiveness processes</b>  <i>Source: TCPR 2007</i>	<b>Exceeds minimum standard</b> <ul style="list-style-type: none"> <li>Gender-responsive budgeting (GRB) is promoted in the Ministry of Finance and other key ministries.</li> <li>UNCT takes lead role in strengthening the Government's ability to coordinate donor support to promote gender equality.</li> <li>UNCT supports monitoring and evaluation of gender mainstreaming in National Development Plans, Poverty Reduction Strategy Papers or equivalent, General Budget Support programming, and Sector Wide Approaches.</li> </ul> <b>Meets minimum standard</b> Meets any two of the above. <b>Needs improvement</b> Meets one of the above. <b>Inadequate</b> Token attention to gender mainstreaming in aid effectiveness processes. <b>Missing</b> <b>Not applicable</b>	<b>Exceeds minimum standard = 5</b> <ul style="list-style-type: none"> <li>Gender-responsive budgeting (GRB) is promoted in MINECOFIN and other key ministries including Ministry of Agriculture.</li> <li>UNCT supports monitoring and evaluation of gender mainstreaming in the EDPRS, including in the review of the current EDPRS and the development of EDPRS II.</li> <li>The UNCT is well positioned to strengthen the Government's ability to coordinate donor support to promote gender equality.</li> </ul> <p>The RC co-chairs the DPCG meetings alongside MINECOFIN. An aid effectiveness specialist has been posted within MINECOFIN.</p> <p>As part of the Paris Declaration Survey, a gender sensitive questionnaire was developed by the Gender sub-group, under Result 1: <i>Good Governance enhanced and sustained</i>, to ensure the integration of a stronger gender perspective into the survey.</p> <p><i>Evidence Base: interview with MINECOFIN; Interview with UNCT staff.</i></p>
<b>3. PARTNERSHIPS</b>		
<b>3.a – Involvement of National Machineries for Women/Gender Equality and women's departments at the sub-national level</b>  <i>Source: UNDG Guidance</i>	<b>Exceeds minimum standard</b> Women's machinery/department participates fully in: <ul style="list-style-type: none"> <li>Consultations about CCA/UNDAF planning (e.g. the prioritization retreat).</li> <li>Development of UNDAF outcomes, outputs and indicators.</li> <li>As key informants/stakeholders in the monitoring and evaluation of UNDAF results.</li> </ul> <i>(Full participation means that the women's machinery/department is</i>	<b>Meets minimum standard = 4</b>  Women's machinery participated in consultations about CCA/UNDAF at the Strategic Prioritization Retreat.  Women's machinery did participate in the development of UNDAF outcomes, outputs and indicators.



DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<p><i>present at meetings, is involved in decision-making, and that recommendations made are followed-up and there is involvement at the implementation level)</i></p> <ul style="list-style-type: none"> <li>• Role of women's machinery in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/department participates fully in CCA/UNDAF consultations.</li> <li>• Role of women's machinery/department in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>• Women's machinery/department participates fully in one of the above (under <i>Meets minimum standard</i>).</li> </ul> <p><b>Inadequate.</b> Token participation by women's machinery/department.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p>Women's machinery does not participate in the monitoring and evaluation of UNDAF Results.</p> <p>The role of women's machinery in supporting achievement of UNDAF outcome is not clearly defined.</p> <p><i>Evidence Base: UNDAF Strategic prioritization and Strategic planning retreat 2006; Report of Strategic prioritization retreat 2007; Interviews with MIGEPROF, CNF, Profemmes, Gender Cluster</i></p>
<p><b>3.b – Involvement of women's NGOs and networks</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standard</b> Women's NGOs and networks participate fully in:</p> <ul style="list-style-type: none"> <li>• Consultations around CCA/UNDAF planning (e.g. prioritization retreat).</li> <li>• Development of UNDAF outcomes, outputs and indicators.</li> <li>• Monitoring and evaluation of UNDAF results. (<i>Full participation means that women NGOs and network representatives are present at meetings, involved in decision-making, that recommendations made are followed-up, and that they are also involved at the implementation level.</i>)</li> <li>• Role of women's NGOs and networks in supporting achievement of UNDAF outcomes clearly defined.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Women's NGOs and networks participate fully in CCA/UNDAF consultations.</li> <li>• Role of women's NGOs and networks in supporting achievement</li> </ul>	<p><b>Meets minimum standard = 4</b></p> <p>Women's NGOs and networks did not participate in the UNDAF planning.</p> <p>Women's NGOs and networks do participate in the development of UNDAF outcomes, outputs and indicators.</p> <p>Women's NGOs and networks do not participate in the Monitoring and evaluation of UNDAF results.</p> <p>The role of women's NGOs and networks in supporting achievement of UNDAF outcomes is clearly defined as partners in the implementation and as beneficiaries.</p> <p><i>Interviews with MIGEPROF, CNF, Profemmes, Gender Cluster</i></p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<p>of UNDAF outcomes clearly defined.</p> <p><b>Needs improvement</b></p> <ul style="list-style-type: none"> <li>Women's NGOs and networks participate fully in one of the above (under <i>Meets minimum standard</i>)</li> </ul> <p><b>Inadequate.</b> Token participation by women's NGOs and networks.</p> <p><b>Missing</b> <b>Not applicable</b></p>	
<p><b>3.c – Women from excluded groups included as programme partners and beneficiaries in key UNCT initiatives</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Women from excluded groups and their capacities and livelihoods strategies, clearly identified in UNCT country level analysis.</li> <li>UNCT proactively involves women from excluded groups in planning, implementation, decision-making, and monitoring and evaluation.</li> <li>Women from excluded groups are participants and beneficiaries in key UNCT initiatives, e.g. in UNDAF outcomes and outputs.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Women from excluded groups clearly identified in UNCT country level analysis.</li> <li>Women from excluded groups are participants and beneficiaries in key UNCT activities, e.g. in UNDAF outcomes and outputs.</li> </ul> <p><b>Needs improvement</b> Meets one of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate</b> Token involvement of women from excluded groups.</p> <p><b>Missing</b> <b>Not applicable</b></p>	<p><b>Meets minimum standard = 5</b></p> <p>Women and men from excluded groups are included as programme partners and beneficiaries of UNCT initiatives. In that regard, initiatives have been formulated to target GBV victims; sex workers; widows; and historically marginalized groups. Furthermore, a UNCT supported National Accelerated Plan for Women, Girls, Gender Equality and HIV 2010-2014 was formulated in support of MDGs 3 &amp; 6, and in line with Vision 2020, EDPRS 2008-2012 and the National Strategic Plan for HIV and AIDS 2009-2012, to address women and girls' increased risk of and vulnerability to HIV infection.</p> <p>More recently in an effort to formulate a response to fight HIV and AIDS, the situation of MSM (Men who have Sex with Men) has been brought onto the agenda of the UNCT. The UNCT supported the government of Rwanda in doing research – “Exploring HIV Risk among MSM in Kigali” – reflecting the priorities of the National Strategic Plan on HIV and AIDS 2009-2012. The One UN continues to support the government in its HIV response for MSM, which is identified as a most-at-risk population for HIV infection.</p> <p><i>Evidence Base: UNDAF 2008-2012; Joint interventions; UNCT Staff interviews</i></p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
<b>4. UNCT CAPACITIES</b>		
<b>4.a – Multi-stakeholder Gender Theme Group is effective</b>  <i>Source: TCPR 2007</i>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced, and resourced equally to other Theme Groups.</li> <li>All key stakeholders participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trades unions, employer organizations, the private sector, donors, and international NGOs).</li> <li>Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF.</li> <li>Gender Theme Group has a clear terms of reference with membership of staff at decision making levels and clear accountability as a group.</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender Theme Group adequately resourced.</li> <li>Gender Theme Group recommendations taken into account in preparation of CCA/UNDAF.</li> <li>Gender Theme Group has a clear terms of reference.</li> </ul> <p><b>Needs improvement.</b> Meets any two of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate.</b> Meets any one of the above (under <i>Meets minimum standard</i>).</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Needs improvement = 3</b></p> <p>The Gender Task Force work plan is not adequately resourced. Resources are granted on an ad hoc manner for advocacy activities (e.g. <i>16 days Activism</i>).</p> <p>All key stakeholders do not participate (e.g. national partners, Bretton Woods institutions, regional banks, civil society, trade unions, employer organizations, the private sector, donors, and international NGOs) in the Task Force meetings. The National Gender Cluster (see below) housed within MIGEPROF, is expected to fulfil this function.</p> <p>The Gender Task Force recommendations were taken into account in the preparation of the UNDAF 2008-2012.</p> <p>The Gender Task Force, which composed of the UNCT Gender focal points, has clear terms of reference and formulates its own annual work plan. It is resourced on an ad hoc basis and has no specific budget allocation. The Task Force is co-chaired by two heads of agencies (UN Women and UNFPA) and its recommendations are taken into account in the preparation of the UNDAF.</p> <p>A National Gender Cluster coordinated by MIGEPROF provides a wider forum that brings together national partners, Bretton Woods institutions, regional banks, civil society organisations, donors and international NGOs, this forum however is not fully functional and needs to be revived.</p> <p><i>Evidence base: Terms of reference of GTF; interview with GTF members; UNDAF Planning Learning needs assessment June 2011.</i></p>
<b>4.b – Capacity assessment and</b>	<b>Exceeds minimum standard</b>	<b>Inadequate = 2</b>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
<p><b>development of UNCTs in gender equality and women's empowerment programming</b></p> <p><i>Source: ECOSOC 2006</i></p>	<p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Resident Coordinator systematically promotes, monitors and reports on capacity development activities related to gender equality and women's empowerment</li> <li>Regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every two or three years).</li> <li>Training on gender mainstreaming takes place for all UNCT staff (one day every six months for new staff for first year, minimum of one day of training once every two years after this).</li> <li>Gender specialists and gender focal points receive specific training (minimum two days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><b>Needs improvement.</b> Any two of the above (under <i>Meets minimum standard</i>) are met.</p> <p><b>Inadequate.</b> Token attention to capacity development of UNCTs in gender mainstreaming.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<ul style="list-style-type: none"> <li>The Resident Coordinator promotes and reports on development activities through an annual report that highlights key achievements in support to gender equality and women's empowerment.</li> <li>No regular review of capacity of UNCT to undertake gender mainstreaming (e.g. once every one or two years).</li> <li>The impact of the gender component of existing training programmes not regularly reviewed, and revised based on the review.</li> <li>Training on gender mainstreaming does not take place for all UNCT staff (one day every six months for new staff for the first year, minimum of one day of training once every year after this).</li> <li>Gender specialists and gender focal points do not receive specific training (minimum four days of training a year on gender equality and women's empowerment programming).</li> </ul> <p><i>Evidence Base: interviews with thematic groups members; report of the UNDAF learning need assessment June 2011</i></p>
<p><b>4.c – Gender expert roster with national, regional and international expertise used by UNCT members<sup>3</sup></b></p> <p><i>Source: ECOSOC 2006</i></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender expert roster exists, is regularly updated and includes national, regional and international experts.</li> <li>Experts participate in key UNCT activities (e.g. UNDAF planning, development of Joint Programmes on gender equality and women's empowerment).</li> <li>Roster used on a regular basis by UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>Gender expert roster exists.</li> <li>Roster used on a regular basis by some UN agencies (dependent on size of UN country programme).</li> </ul> <p><b>Needs improvement.</b> Roster in place but not updated or utilised.</p> <p><b>Inadequate.</b> No roster exists.</p> <p><b>Missing</b></p>	<p><b>Inadequate = 2</b></p> <p>A roster of national, regional and international consultants to be compiled from individual agency rosters, with the support of the OMT/Human Resources Theme Group.</p>

<sup>3</sup>The roster can be maintained at national or regional levels.

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	Not applicable	
<b>5. DECISION-MAKING</b>		
<b>5.a – Gender Theme Group coordinator is part of UNCT Heads of Agency group</b>  <i>Source: TCPR 2007</i>	Yes	<b>Exceeds minimum standard = 5</b> The GTF is co-chaired at the Heads of Agency level by the representatives of UN Women and UNFPA.
<b>5.b – UNCT Heads of Agency meetings regularly take up gender equality programming and support issues</b>  <i>Source: TCPR 2007</i>	<b>Exceeds minimum standard</b> <ul style="list-style-type: none"> <li>Gender equality programming and support issues included in 75% of Heads of Agency meetings.</li> <li>Decisions related to gender equality programming and support issues are followed through.</li> </ul> <b>Meets minimum standard</b> <ul style="list-style-type: none"> <li>Gender equality programming and support issues are included in 50% of Heads of Agency meetings.</li> <li>Decisions related to gender equality programming and support issues are followed through.</li> </ul> <b>Needs improvement</b> Heads of Agency meetings occasionally include gender equality programming on their agenda. <b>Inadequate</b> , Token attention to gender equality programming and support issues. <b>Missing</b> <b>Not applicable</b>	<b>Needs improvement = 3</b> Heads of Agency meetings occasionally include gender equality programming on their agenda.  Information sharing takes place around activities/events. No clear decisions relating to gender equality programming and support issues were identified.  <i>Evidence base: Joint Interventions; interview with UNCT staff. Minutes of Heads of Agencies meeting. 2010-2011; UNDAF 2008-2012;</i>
<b>6. BUDGETING</b>		
<b>6.a – UNCT Gender responsive budgeting system instituted</b>  <i>Source: ECOSOC 2005</i>	<b>Exceeds minimum standard.</b> The UNCT has implemented a budgeting system which tracks UNCT expenditures for gender equality programming, as a means of ensuring adequate resource allocation for promoting gender equality. <b>Meets minimum standard.</b> The UNCT has clear plans for implementing a budgeting system to track UNCT expenditures for gender equality programming, with timelines for completion of the plan noted. <b>Needs improvement.</b> Discussions ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming.	<b>Needs improvement = 3</b>  Discussions are ongoing concerning the need to implement a budgeting system to track UNCT expenditures for gender equality programming.  Agency specific allocations towards gender equality and women's empowerment complement the One Fund allocation. The amount of resources allocated can be obtained from agencies.

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<p><b>Inadequate.</b> The issue of implementing a budgeting system to track UNCT expenditures for gender equality programming has been raised, but a decision was taken not to proceed with this.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><i>Evidence base: One Budget expenditures table. 2010-2011; CAP 2010-2011;CAP 2011-2012.</i></p>
<p><b>6.b – Specific budgets allocated to stimulate stronger programming on gender equality and women’s empowerment</b></p> <p><i>Source: ECOSOC 2005</i></p>	<p><b>Exceeds minimum standard.</b> Specific budgets to strengthen UNCT support for gender equality and women’s empowerment located for:</p> <ul style="list-style-type: none"> <li>• Capacity development and training of UNCT members.</li> <li>• Gender equality pilot projects.</li> <li>• Support to national women’s machinery.</li> <li>• Support to women’s NGOs and networks.</li> <li>• Maintenance of experts’ roster.</li> <li>• Gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis capacity building, technical resource persons, etc.).</li> </ul> <p><b>Meets minimum standard.</b> Specific budgets allocated for any four of the above.</p> <p><b>Needs improvement.</b> Specific budgets allocated for any three of the above.</p> <p><b>Inadequate.</b> Specific budget allocated for one or two of the above.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p><b>Needs improvement = 3</b></p> <p>Budget is allocated for:</p> <ul style="list-style-type: none"> <li>• Support to national women’s machinery.</li> <li>• Support to women’s NGOs and networks.</li> <li>• Gender mainstreaming in CCA/ UNDAF exercises (e.g. for the preparation of background documentation, gender analysis; capacity building, technical resource persons, etc.).</li> </ul> <p>However, no “specific” budget in terms of “X” percentage of the One Fund” is allocated to strengthening UNCT support for gender equality and women’s empowerment and targeting.</p> <p><i>Evidence base: One Budget expenditures table. 2010-2011; CAP 2010-2011;CAP 2011-2012.</i></p>
<b>7. MONITORING AND EVALUATION</b>		
<p><b>7.a – Monitoring and evaluation includes adequate attention to gender mainstreaming and the promotion of gender equality and women’s empowerment</b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standard</b></p> <ul style="list-style-type: none"> <li>• A dedicated gender equality evaluation is carried out once during the UNDAF period.</li> <li>• Gender audit undertaken once during UNDAF period.</li> <li>• The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>• Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned.</li> <li>• All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>• The UNDAF Annual Review reports on the main gender-related expected results.</li> <li>• Resident Coordinator reporting covers the main gender-related</li> </ul>	<p><b>Inadequate = 2</b></p> <p>No dedicated gender evaluation has been carried out during the current UNDAF cycle (2008-2012).</p> <p>A participatory gender audit of a UN DaO structure, the environment thematic group, has been undertaken by the UNGTF in 2009. The UNGTF adapted the audit methodology originally developed by ILO to fit the DaO context.</p> <p>No data for the formulation of gender sensitive indicators in the UNDAF has been gathered.</p>



DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<p>expected results.</p> <ul style="list-style-type: none"> <li>• Gaps against planned results are rectified at an early stage.</li> </ul> <p><b>Meets minimum standard.</b></p> <ul style="list-style-type: none"> <li>• The UNDAF Monitoring and Evaluation Framework measures gender-related outcome and output expected results.</li> <li>• Data for gender-sensitive indicators in the UNDAF Results Matrix is gathered as planned.</li> <li>• All monitoring and evaluation data is sex-disaggregated, or there is a specific reason noted for not disaggregating by sex.</li> <li>• The UNDAF/CAP Annual Review reports on the main gender-related expected results.</li> <li>• Resident Coordinator reporting covers the main gender-related expected results.</li> </ul> <p><b>Needs improvement.</b> Any four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Inadequate.</b> Less than four of the above (under <i>Meets minimum standard</i>) are achieved.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	<p>Data are not sex-disaggregated and no specific reason is noted for not disaggregating by sex.</p> <p>The UNDAF annual review as well as the RC annual reporting covers some gender related expected results.</p> <p>There is no evidence of gaps against planned results having been rectified.</p> <p><i>Evidence base: interview of UNCT staff; RCAR 2010; RCAR 2011; UNDAF Annual Reviews 2009 and 2010.</i></p>
<b>8. QUALITY CONTROL AND ACCOUNTABILITY</b>		
<p><b>8.a – CCA/UNDAF quality control<sup>4</sup></b></p> <p><i>Source: UNDG Guidance</i></p>	<p><b>Exceeds minimum standards</b></p> <ul style="list-style-type: none"> <li>• Gender experts involved in all aspects of CCA/UNDAF preparation.</li> <li>• Readers' Group comments refer specifically to gender equality and empowerment of women.</li> <li>• Evidence of changes based on Readers' Group comments concerning gender equality and empowerment of women.</li> <li>• Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA/.</li> <li>• Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF.</li> </ul>	<p><b>Needs Improvement = 3</b></p> <p>Gender experts from the UNCT were actively involved in all the aspects of UNDAF 2008-2012 preparation.</p> <p>The consultant could not obtain the Readers' Group comments.</p>

DIMENSIONS	EXPLANATION OF RATING	RATING INCL. REVIEWER COMMENTS AND EVIDENCE BASE
	<p><b>Meets minimum standard</b></p> <ul style="list-style-type: none"> <li>• Gender experts involved in all aspects of CCA/UNDAF preparation.</li> <li>• Relevant assessment on gender equality and empowerment of women from the CCA quality review template taken into account in revising the CCA.</li> <li>• Relevant assessment on gender equality and empowerment of women from the UNDAF quality review template taken into account in revising the UNDAF.</li> </ul> <p><b>Needs improvement.</b> Meets only one or two of the above (under <i>Meets minimum standard</i>).</p> <p><b>Inadequate.</b> Token attention to gender equality during review and quality control exercises.</p> <p><b>Missing</b></p> <p><b>Not applicable</b></p>	



## 4. Good Practices

### Gender Responsive Budgeting/ Gender Budget Statements (GBS)

Gender Responsive Budgeting (GRB) is a new concept in Rwanda where the initiative is being spearheaded by the Ministry of Finance (MINECOFIN) with the support of the UN through UN Women. Gender Budget Statements (GBS) are disclosures of budget allocation that have a bearing on women, with the objective of enhancing gender equality. In that regard the Ministry of Finance issued compulsory guidelines in 2010 to four Ministries (Education, Health, Agriculture, and Infrastructure) in which gender budgeting is being piloted, to complete a separate GBS. All the other budget agencies were also encouraged to make an attempt to mainstreaming gender with the use of the guidelines, as GBS are to become mandatory.

GBS are expected to form the basis of regular discussions between the Ministry of Finance and each ministry and will assist in monitoring the implementation of government activities and their impact on addressing gender issues.

### Holistic response to Child, Domestic and Gender-Based Violence – The Isange One Stop Centers

The Isange One Stop Center is the result of a UN joint initiative bringing together UNICEF, UN Women, UNFPA, the Rwanda National Police and other partners to provide free services for survivors of child and domestic abuse and GBV. The One Stop Center, established in 2009 in the Police Hospital in Kigali, operates a free phone hotline for help, protection from further violence, investigation of crimes, medical and psychosocial care and support and collection of forensic evidence, thus providing a holistic response to children, women and men survivors of child abuse, domestic violence and GBV. In 2010, a new One Stop Center was set up, this time in collaboration with the Ministry of Health, in the district of Rusizi, bordering DRC. The One UN is currently working intensively with the Government of Rwanda to develop a scale-up strategy for the One Stop Center model to ensure that all Rwandan citizens can access a holistic range of support services for child abuse and GBV.

### Building synergy among men and women through networking and information sharing

The Rwanda Men's Resource Centre (RWAMREC), a key partner of the One UN, was founded in 2006 by a group of like-minded men after they were prompted to act on national challenges related to GBV and gender inequalities. The NGO's mission focuses on mobilizing Rwandan men to support women's leadership; to contribute to the eradication of men's violence against women; and to serve as role models for the promotion of positive masculine behaviors. Building alliances and partnership with women's organizations to promote women's rights and interests is central. The objectives of the NGO are to (i) to promote men's attitudes and behaviors towards fighting GBV and promoting gender equality within Rwanda; (ii) to build synergy among men and women through networking and information sharing for effective GBV prevention; (iii) to facilitate dialogue among strategic actors for effective advocacy surrounding gender issues; and v) to provide general and useful resources through research on masculinity and GBV.

## ANNEX 1

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## *ANNEX 2*

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