



Republic of Rwanda
Ministry of Agriculture and Animal Resources

GENDER AND YOUTH MAINSTREAMING STRATEGY

APRIL 2019



GENDER AND YOUTH MAINSTREAMING STRATEGY FINAL REPORT

APRIL 2019

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Acronym and Abbreviation List

AA	Action Area
ADF	Agriculture Development Fund
AGRI-TAF	Agricultural- Technical Assistance Facility
ASWG	Agriculture Sector Working Group
BDF	Business Development Fund
CAADP	Comprehensive African Agriculture Development Programme
CEDAW	Convention on Elimination of All forms of Discrimination Against Women
CGA	Country Gender Assessment
CGIAR	Consultative Group on International Agricultural Research
CIP	Crop Intensification Programme
COMESA	Common Market for Eastern and Southern Africa
CSA	Climate Smart Agriculture
CSO	Civil Society Organisations
DFID	Department for International Development
EAC	East African Community
EDPRS	Economic Development and Poverty Reduction Strategy
EICV	Integrated Household Living Conditions Survey
FAO	Food and Agriculture Organisation of the United Nations
FATMA	Farm to Market
FFRP	Rwanda Women Parliamentary Forum
FFS	Farmer Field School
FFSF	Farmer Field School Facilitator
FP	Farmer Promoter
GALS	Gender Action Learning System
GBS	Gender Budget Statement

GBV	Gender Based Violence
GDP	Gross Domestic Product
GE	Gender Equality
GMO	Gender Monitoring Office
GoR	Government of Rwanda
GSSWG	Gender Sub-Sector Working group
IA	Institutional Assessment
ISFM	Integrated Soil and Fertility Management
IWRM	Integrated Water Resources Management
M&E	Monitoring and Evaluation
MIDIMAR	Ministry of Disaster Management and Refugee affairs
MINOTRA	Ministry of Public Service and Labour
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Economic Planning and Finance
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MINILAF	Ministry of Lands and Forestry
MININFRA	Ministry of Infrastructure
MINIRENA	Ministry of Natural Resources
MINISANTE	Ministry of Health
MIS	Management Information Systems
MYICT	Ministry of Youth and Information Technologies
NAEB	National Agricultural Export Board
NAP	National Agriculture Policy
NGO	Non-Government Organisation
NISR	National Institute of Statistics of Rwanda
NST	National Strategy for Transformation

NWC	National Women's Council
PPD	Public Private Dialogue
PPP	Public Private Partnership
PSDS	Private Sector Development Strategy
PSTA	Plan Strategique pour la Transformation de l'Agriculture
RAB	Rwanda Agriculture and Animal Resources Board
RDB	Rwanda Development Board
REMA	Rwanda Environment Management Authority
RYAF	Rwanda Youth in Agribusiness Forum
SACCO	Savings and Credit Cooperative Organisation
SAS	Seasonal Agriculture Survey
SDGs	Sustainable Development Goals
SPIU	Single Project Implementation Unit
SPS	Sanitary and Phytosanitary standards
TVET	Technical and Vocation Education and Training
UN	United Nations
UN ECOSOC	United Nations- Economic and Social Council
USD	United States Dollar
WAEI	Women's Agricultural Empowerment Index

FOREWORD FROM HONORABLE MINISTER OF AGRICULTURE AND ANIMAL RESOURCES

It is with excitement that the Ministry of Agriculture and Animal Resources Launches its second Generation of Gender Mainstreaming Strategy aligned to the Fourth Strategic Plan for Agriculture Transformation (PSTA4), and this time comprising also strategic interventions to increase youth capacity and tap their potentials as we implement PSTA4.

We are aware that achievement of Agriculture growth target without Gender mainstreaming is difficult or almost impossible and not sustainable. This is simply because farmers are our valuable stakeholders in agriculture; they have therefore to be empowered not as a homogeneous group, but in recognition of their gender needs. This is the reason why this Gender and Youth Mainstreaming Strategy proposes specific women and youth empowerment interventions because researches show that there are some prevailing gaps related to women and youth limited access and control of productive resources, income and unequal decision making power at the household level.

I thank the technical team and the Agriculture Gender Sub Sector Working Group for closely overseeing the elaboration of this strategy. I also call upon our Development Partners, stakeholders in agriculture sector and all members of staff in the Ministry of Agriculture and Animal Resources to align their plans to this strategy, which is one of the tools that will help us to speed up the attainment of Agriculture sustainable growth.

I thank you



Dr. Mukeshimana Germaine
Minister



EXECUTIVE SUMMARY

This Agriculture Gender and Youth Mainstreaming Strategy builds on the work of the previous gender-specific sector strategy developed in 2010. It aims to support the implementation of the Fourth Strategic Plan for Agricultural Transformation (PSTA4, 2018) and the National Agriculture Policy (NAP, 2018). The aim of this strategy is to ensure that women and men and youth benefit equally from policy action, programs and activities and that inequality is not perpetuated. The strategy will enable MINAGRI and its agencies to better mainstream gender and youth into programming and to deliver on the mandate and commitments established in the PSTA4.

Context

Rwanda's GDP growth averaged 8% between 2001 and 2014, accompanied by a 20% reduction in poverty due in large part, to agricultural policies and investments that resulted in significant improvements in on-farm agricultural productivity raising the incomes of rural families. Agriculture contributes 31% of Rwanda's GDP¹ and accounts for almost 80% of the female labour force with the majority undertaking subsistence farming². Farming accounts for 33% of all new jobs created in the Rwandan economy and there are high expectations for agriculture to not just provide employment for a growing rural population but to also to generate higher-quality jobs that will reduce poverty³.

50% of Rwandans are under 20 years of age and working age youth (15-34) comprise 77% of rural population⁴. Rwanda's youth are considered a major asset to the country and a key driver for sustainable development, if empowered and motivated. However, Opportunities for productive work are limited in rural areas and young people often enter the labour market poorly educated and lacking the necessary skills required by employers. Unemployment amongst people aged 16-24 years is twice as high as that of the 35-44-year age group⁵. Farming remains the single largest source of employment for young people with more than 50% of people aged between 16-24 years working exclusively in agriculture. However, small farm sizes and seasonality of labour demands is a factor in rising youth under-employment. Traditional, on-farm, agriculture is expected to provide limited and lower-quality employment opportunities for the expanding youth population and the GoR has prioritised the need to create more productive, poverty-reducing jobs, especially off the farm⁶. The inability to get productive work is considered to be the main driver of youth disaffection and delinquency in Rwanda. One of the aims of PSTA4 is to encourage qualified youth into agriculture but there is a need to overcome negative perceptions among young people who see agriculture as unproductive and unprofitable.

1 National Institution for Statistics of Rwanda (2017).

2 GMO (2017) Gender and Agriculture.

3 One UN Rwanda 2014

4 Fourth Population and Housing Census, Rwanda, 2012

5 National Youth Policy, 2015.

6 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

This strategy draws out the concerns and experiences for women, men and youth but also pays particular attention to women due to the historical exclusion, the impact of cultural norms and attitudes and marginalization that women have faced. On average female-managed farms are estimated to be 12% less productive than male-managed farms. This has been attributed to differential access to and returns from productive and financial resources as well as to the gender-based differences in the returns that accrued to those productive resources⁷. Closing the 12% gender agricultural productivity gap would create an estimated increase in GDP of USD 418 million and lift a significant number of Rwandans out of poverty⁸. The gap is most evident in: off-farm employment (with fewer women accessing these jobs); employment in implementing agencies (where women are outnumbered by almost 50%); financial services; and access to land and agricultural inputs⁹. Other key factors that drive inequality include: farm size (farms managed by women are 10.5% smaller than farms managed by men); lower expenditure on fertilisers and insecticides (female farm managers spend 35% less on these inputs compared to farms managed by men); household size (farms managed by women tend to have larger households and a higher dependency ratio); lower prices for agri-produce (compared to prices achieved by men); and time spent in formal education.

The need for an Agriculture Gender and Youth Mainstreaming Strategy

Rwanda has consistently shown a strong commitment to gender mainstreaming, as one of the approaches to attain rapid and inclusive growth. At the national level, the constitution (2003) enshrines gender equality and sets out the obligations of the State and others to support the promotion of gender equality. Both PSTA4 and NAP acknowledge that, in order to achieve their respective vision and goals, the current constraints and inequalities need to be addressed. This means doing more to leverage the under-utilised human capital among women and young people in delivering increased competitiveness and value addition in the agriculture sector.

The PSTA4 includes a number of investments that specifically target women and youth. These include interventions to develop skills (in marketing, post-harvest handling, book keeping, leadership) and promote agri-business and entrepreneurship (including specific provisions to reach women to generate rural jobs). However, the PSTA4 also includes a number of anticipated large investments where gender and youth are not specifically targeted, for example, in the Productivity and Resilience priority area of PSTA4 which accounts for approximately 63% of the total budget includes large investments in irrigation, livestock production systems and mechanisms for increased resilience. It is

⁷ UN Women, UNDP-UNEP PEI (2017) op. cit.

⁸ UNWOMEN, UNDP-UNEP PEI (2017), Technical analysis using 2013-2014 Integrated Household Living Conditions Survey (EICV4), production function and an Oaxaca-Blinder decomposition.

⁹ UN Women, FAO (2017): Gender Gaps In Agriculture Sector Of Rwanda: Briefing To Members Of Parliament, Nov 2017. Study Conducted By IPAR.

assumed that gender will be mainstreamed into these investments but the budget allocation for mainstreaming is quite small and there is no specific detail in the PSTA4 on how mainstreaming will occur. This strategy therefore includes a range of mainstreaming interventions designed to ensure that these investments are inclusive and response to the needs of women and young people.

Key areas of inequality

While the legal and policy context in Rwanda is gender- and youth-sensitive, implementation barriers including cultural norms, practices and attitudes in nature effectively reduce opportunities for equitable and inclusive growth and development in the agricultural sector. There are five key areas where gender and youth inequality issues are most pronounced:

1. **Low levels of financial inclusion among women and youth** - Despite the growth of Rwanda's financial sector and an overall rise in access to finance¹⁰ in recent years, access to financial services remains a major bottleneck for enterprise creation. This is largely because financial institutions perceive Small and Medium Enterprises (SMEs) as high risk and are therefore inflexible in terms of collateral and repayment terms. Against this backdrop, women and young people experience lower levels of financial inclusion compared to men. In rural areas, only 1 in 5 women have a bank account compared to about 1 in 3 men. Women also appear to have benefited less from Government guarantee schemes. Only 8% of the beneficiaries of Rural Investment Facility phase 1 (RIF1) were women and \ 9% in phase 2 (RIF2). Moreover, of all the loans provided under the Women Guarantee Fund (WGF) only 12% were utilised in the agriculture sector by March 2010 compared to 63% in commerce reflecting an imbalance in terms of allocation of funds to agricultural based activities which are predominantly managed by women¹¹. Financial exclusion of youth is also high at 33% for the 18-30 age category compared to 10% for 41-50 age bracket¹².
2. **Low participation in lucrative parts of agri-value chains** - The need to improve market linkages and make value chains more inclusive and competitive is a PSTA4 priority (under IA 3.1) and is seen as crucial to ensuring national food security as well as accessing the growing regional and international markets. The PSTA4 identifies three categories of value chain: food crops, traditional export commodities and high impact commodities with a focus on animal resources and horticulture. However, these value chains tend to be male-dominated due to the need for collateral to secure finance. Where women are part

10 FINSCOPE 2016 showed financial exclusion of females reduced from 32% in 2012 to 13% in 2016 compared to a decrease from 22% to only 9% for males in the same period.

11 BNR, Annual report 2014/2015, October 2015

12 FINSCOPE 2016

of value chains, it is predominately through co-operative membership and their role is in labour-intensive production with less value adding activities. Women and young people in particular, are constrained by the unwillingness of banks to loan funds (due to high rates of start-up failure) and a lack of business skills and understanding of market demand and potential. Underlying factors for women include: lower levels of education and access to knowledge and information; less access to equipment and transport facilities; skills and confidence gaps; low levels of influence within cooperatives; as well as limited control and power over production decisions, price negotiation and land use.¹³ Women also carry a disproportionate work burden within the household which also constrains their participation in economically productive activities.

3. **Limited access to extension support, inputs and technologies** - Age and gender are among the main drivers of inequalities in access to productive inputs. Compared to men, women farmers possess fewer financial resources and assets, and have less access to agricultural inputs such as water (i.e. irrigation technologies), improved seeds, fertilisers, insecticides and agricultural tools needed for their farming livelihoods.¹⁴ For example, only 8% of women access and use improved seeds compared to 18% of men and only 15% of women have access to inorganic fertilisers (and 45% to organic fertilisers) compared to 20% of men. Small farm size is also a limiting factor as this prevents women from being eligible to the fertilisers' subsidy programme¹⁵ with women spending 35% less on fertilisers and insecticides than farms managed by men. This prevents them from benefiting equitably from new innovations and increasing agricultural productivity in line with the ambition in PSTA4 and NAP. As Rwanda moves towards market-oriented agriculture, there is a need for more specialised skills development to meet international and local food safety standards and to take advantage of new equipment and technologies. A concerted effort is needed to plug the gap between the skills demanded by the private sector and those supplied by formal programmes and informal education and training programs, including specialised technical skills, entrepreneurial/ business skills, and soft skills.
4. **Weak institutional capacity for gender-responsive development of the sector** - Despite a progressive policy framework and political will to gender equality, institutional capacity around gender analysis and mainstreaming in policies, programmes/projects, budget and reporting

¹³ Discussions with RYAF, Kigali, October, 2018.

¹⁴ UN Women, UNDP-UNEP PEI and World Bank (2015), Equally productive? A policy brief: Assessing the gender gap in agricultural productivity in Rwanda

¹⁵ Gender and agriculture (2017). GMO.

processes remains weak across government agencies and organisations that specialise in gender responsive planning are under-funded. Understanding of gender and youth issues is generally low among practitioners, policymakers, and stakeholders in the agricultural sector and the resources available to support mainstreaming are insufficient. There is also a significant gender gap in employment patterns across the agriculture sector with women occupying mostly informal jobs.¹⁶ There are fewer women professionals in agricultural institutions and fewer women extension workers or Farm Promoters (12-16% across the country) and FFS Facilitators (34.4%)¹⁷. The capacity of GoR to track the targeting and impact of agricultural services and investments and make evidence based decisions is also severely constrained by the lack of gender and age disaggregated indicators and targets.

5. **Limited control over resources and decision-making** – The patriarchal system that predominates rural life in Rwanda limits women's access to and control over productive assets. This is evidenced by 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).¹⁸ Women are also under-represented in leadership positions in cooperatives and other decision-making bodies so women's voices are often excluded, relying instead on the opinions of male elites. Many young people are also asset-poor¹⁹ with no finances or land and their participation in decision and planning processes is also constrained by a lack of information on opportunities as well as by limited institutional support structures at the grass roots level.

These are the areas where action is needed and these form the basis for the five priority areas of focus below.

Vision

The Vision is for **increased and sustainable productivity in the agriculture sector for healthy and wealthy women, men and youth**. The aim is for women and youth to have increased knowledge and access to services, to participate equally in all parts of the value chain, and to work in collaboration with men to improve their agricultural productivity and economic empowerment. This envisages that women, men and youth have equal voice and control over and benefit equally from agricultural productive resources and opportunities that lead to sustainable improvements in economic, food and nutritional security.

Action Areas and interventions

The five core action areas for the gender and youth mainstreaming strategy for the next 7 years are shown below.

¹⁶ Labour force survey, NISR 2017. <http://www.statistics.gov.rw/datasource/labour-force-survey-2017> Laborforce survey 2017.
¹⁷ Stakeholder consultations conducted for this strategy in October 2018. See also GMO profile of Gender in Agriculture (2017).
¹⁸ EICV 5 Gender Thematic Report
¹⁹ Field Consultations with District Officials and Youth October, 2018.

Action Area 1: Financial Services	Appropriate Financial Services tailored to women and youth and reduced barriers to access.
Action Area 2: Markets and Value Chain Representation	Support mechanisms developed for women and youth to access markets and increase representation throughout the value chain.
Action Area 3: Extension, Support, Inputs and Technologies	Support mechanisms to enable women and youth to access extension, inputs and technologies to improve productivity.
Action Area 4: Institutional Mainstreaming	Institutional systems strengthened to better plan for and mainstream gender and youth.
Action Area 5: Empowerment and Decision-making	New approaches developed to target mindset and behaviour change at community and household level.

For each of the Action Areas a series of costed interventions has been included.

Action area 1: Financial services - The need to focus on agricultural financial services is recognised in the PSTA4 (Implementation Area 3.2) which seeks to strengthen demand-driven inclusive agricultural financial services and products, and mitigate market and production risks, thereby increasing access to finance and productive capital to improve productivity and surplus value. The measures below are intended to ensure that PSTA4 investments in this area address inequality issues for women and youth.

- 1.1 Eliminating barriers to accessing financial services – this includes interventions to address barriers to uptake of existing products for both women and youth, a review of the BDF funding windows to increase uptake by target groups; training; sensitisation of men on household sharing and savings responsibilities; financial literacy training for women and young people engaged in farming and micro-enterprises to de-risk this market segment for financial institutions.
- 1.2 Targeting of Women and Youth in PSTA4 interventions on access to finance - this includes interventions to mainstream gender and youth concerns into significant PSTA4 investments under 3.2.1, including the National Agriculture Insurance Scheme, Agricultural Guarantee Schemes, technical assistance to SACCO's, capacity building for young entrepreneurs, savings groups for vulnerable farmers etc.

Action Area 2: Markets and Value Chain Representation - Supporting and empowering rural value chain actors to profitably engage in farm and off-farm activities in the agri-food sector and the commercialisation of value

chains in the agriculture sector are key priorities in the PSTA4 (IA1.3 and IA4.1). The measures below are intended to ensure that PSTA4 investments in this area address inequality issues for women and youth to ensure that these investments are inclusive and responsive to the needs of women and young people.

- 2.1 Increasing access to markets for women and youth - this includes interventions to strengthen cooperatives for women and young people; agri-business skills development; pilot interventions to address barriers to accessing ADF investments; mainstreaming gender and youth in the large-scale investments under 3.1 and 4.3 of PSTA4, including: Strengthened post-harvest handling, aggregation, and pre-processing; Promotion of productive alliances; Market Information Systems; Setting up value chain platforms for priority value chains at national level and new ADF investments under sectors such as knowledge generation, innovation and mechanisation.
- 2.2 Increasing representation for women and youth throughout the value chain - this includes interventions to tackle barriers to entry into value chains; and develop capacity of cooperatives on marketing and aggregation services (PSAT4 3.1.1), pre-processing and related technology (PSTA4 3.1.1), diversification/graduation into value addition and/or engagement in high-end value chains. (PSTA4 3.2.1).
- 2.3 Supporting entrepreneurial activities - this includes interventions to increase the flow of market information to women and youth through: E-Soko; capacity building; targeting universities and successful women and young people in business, leveraging their experiences for testimonies, conferences and public talks; and training/mentoring for business incubation and facilitating access suitable financial products (PSTA4 1.3.4).

Action Area 3: Extension Support, Inputs and Technologies - Proximate extension and advisory services are key priorities in the PSTA4 (under IA1.2) to support producers to make informed decisions and adopt agricultural innovations which increase, specialise and intensify agricultural production. The measures below have been developed to ensure that extension services, inputs and technologies are tailored and delivered effectively to address the differing needs of men, women and youth.

- 3.1 Improving access to inputs needed to raise productivity - this includes interventions targeted to women and youth to: increase access to market information early during the production process; pilot activities to address accessibility issues; improve dissemination of information; development of gender- and youth-friendly technologies; pilot activities in post-harvesting and processing, pre-processing and dissemination of climate smart technologies and information.
- 3.2 Developing skills and expertise to address existing gaps and promote a shift to market oriented production - this includes interventions to tailor

extension services to reflect women's priorities and needs; improve delivery of agro-inputs to farms in ways that target women and youth; continued targeting of 50% women in FP, FFS and cell leadership (GMO R4); targets for representation of women in district extension; capacity building to ensure extension services (FPs, FFSFs, district/RAB extension staff) (PSTA4 1.2.2) are gender responsive; increase on and off-farm economic opportunities for young people through training and other assistance to increase the productivity, market engagement and profitability of on and off-farm activities; conduct awareness programmes to raise youth awareness about profitable sector opportunities; accelerate the application of ICT and other advanced technologies to support growth and agribusiness opportunities; expand out-of-school rural youth access to technology through rural Technology Innovation Labs and Service Centers; and expand agrifood system training programs and increase the engagement of the private sector in improving existing curricula.

- 3.3 Mainstreaming gender and youth considerations into highest value MINAGRI investments - this includes interventions to: target rural women under the activities to support the uptake of mechanisation and technology under PSTA 4 2.1.4 (IA 2.4); and mainstream gender into significant project investments under PSTA4²⁰.

Action Area 4: Institutional Mainstreaming - The need to focus on institutional capacity is recognised in IA 4.1 of the PSTA4 which aims to promote organisational strengthening and improved decentralised service delivery as well as IA 4.4 which focuses on planning, coordination and budgeting. Key entry points for institutional strengthening include: Project Design and Development; Results Management Planning and the Budget Cycle (and the strategy Implementation plan incorporates activities which use these entry points). The measures below use these entry points and are intended to ensure that gender and youth concerns are mainstreamed into agricultural investments.

- 4.1 Mainstreaming gender and youth into project planning and implementation - this includes interventions to: increase the capacity of MINAGRI and its institutions; training of staff at all levels in gender and youth mainstreaming (GMO 2017); develop guidance on best practice gender and youth mainstreaming for M&E and coordination purposes; monitor progress of gender- and youth-sensitive indicators and ensure results and learnings are shared; and provide support and training for new gender staff.
- 4.2 Mainstreaming gender and youth into District planning processes - this

20 The largest investments are planned in irrigation, land husbandry, market linkages including market and aggregation infrastructure, fertiliser subsidies, and extension services; IA 2.1 - Sustainable land husbandry and crop production intensification, IA2.2 - Effective and efficient irrigation under IWRM frameworks, IA 2.3 - 3.3.4 Animal Resources and Production Systems, IA 2.4 - Nutrition Sensitive Agriculture and IA2.5 - Mechanisms for Increased resilience.

includes: a needs assessment of district personnel and development of briefing notes; development of tools at district level; strengthening of the Gender Budget Statement process; interventions to increase the availability of information tailored to the needs of women and youth; and on-site demonstrations for information sharing.

- 4.3 Increasing the availability and accessibility of information tailored to the needs of women and youth - this includes interventions to: prepare technical and practical documentation and information tailored to the needs of women and youth (i.e. information on technical, financial and support services relevant to them); develop on-site demonstrations for information sharing.

Action Area 5: Empowerment and Decision-making - The importance of women and youth empowerment as a means to profitably engage in farm and off farm activities is recognised in PSTA4. The measures below have been developed to enhance empowerment programming across the sector.

- 5.1 Enhancing women's decision-making power over land, technology, output sales, etc. - this includes interventions to: expand empowerment and capacity building training including building awareness land rights; and targeting communities (women and men) in capacity building programmes to develop skills in farming as a business.
- 5.2 Women's household labour and workloads which reduce the productive potential of their agriculture - this includes interventions to: develop communication and materials for awareness raising; pilot new approaches to change intra-household mindset and behaviour; and analyse experiences and impact of interventions that tackle root causes of time poverty to build an evidence base for the scale up of these interventions.

Strategy Implementation

MINAGRI is the principal institution for the coordination of the strategy and has overseen progress under the 2010 Gender Strategy for Agriculture as well as more recent developments for dialogue and policy implementation such as the Gender Sub-Sector Working Group (GSSWG). MINAGRI, its agencies (RAB and NAEB) and Districts are responsible for the delivery of this strategy and for driving change within their organisations. Strengthened collaboration on gender and youth specific issues with a broader range of stakeholders across sectors such as local government, health, education and infrastructure, could increase the effectiveness of institutional mainstreaming.

The effective implementation of the strategy also requires attention to workload and resourcing relating to Gender Focal points and Gender Officers, incorporation of gender in existing ministry systems (such as project development and design), gender targets in *Imihigo*, knowledge on gender and youth issues in Agriculture, and increased representation of women in technical roles within MINAGRI and district institutions. Stakeholders and implementing partners could support this strategy by aligning their work and funding to the priorities within the strategy and working through their own institutions and the GSSWG to support its implementation.

An Implementation Plan has been developed which includes specific, practical and actionable activities associated with each programme area. Capturing the implementation plan as Recurrent or Project budget line items (ongoing activity or projectised) in the MINAGRI Single Action Plan will directly link to the MINAGRI *Imihigo*, which drives MINAGRI's budget and the District *Imihigo* processes. Scoping and facilitating this 'projectisation' are considered critical to the implementation of the strategy and thus are included as activities in the Implementation Plan.

Results Management

The limited availability of current data for baselines and analyses (gender/age disaggregation and impact data) is a recurring issue for decision makers and implementing agencies. Whilst gender and age disaggregation are necessary in data collection, this is not sufficient to achieve equality and empowerment targets. The successful implementation of this strategy requires an approach to results management that measures the impact of agricultural policies and programmes on women and youth. A Results Management System has been developed for purposes of tracking and understanding the impacts of gender and youth sensitive interventions. The system is intended to improve monitoring, evaluation, analysis, reporting, validation, learning and adaptive management and includes: Annual, mid term and final reporting against a log frame, Adaptive Management (results from reporting analysed to identify and address gaps in achievement), and Information Sharing (for transparency, accountability, lessons learning and building on good practices).

Financing

Indicative costs for implementing the strategy are provided in the table below. A lack of financial commitment remains the most significant risk to the successful implementation of this strategy. Currently, there is limited allocation of funds in the 2019/2020 budget which can be used for operationalising this strategy. This emphasises the importance of facilitating the process of mainstreaming the recommendations and proposed interventions from this

strategy in the Single Action Plan for 2020.²¹ The yearly and total budget is shown below.

Year 1 (RWF)	Year 2 (RWF)	Year 3 (RWF)	Year 4 (RWF)	Year 5 (RWF)	Year 6 (RWF)	Year 7 (RWF)	TOTAL (RWF)
521,100,000	1,802,088,624	909,949,840	840,438,584	604,115,220	670,012,330	373,911,394	5,721,615,992

To assist in operationalising the strategy the activities have been prioritised to allow for staged funding and implementation so that critical first activities can proceed whilst resourcing for other elements is in progress.

Category	Cost (RWF)
Budget for Critical First Steps	67,500,000
Budget for Highest Priority Activities*	2,539,407,650
Budget for Other Activities	2,124,748,518
Budget for Activities which rely on PSTA4 capitalisation^^	989,959,824

*highly suitable for projectisation

^^ considered to be lower priority

Priority Recommendations

In addition to the multiple interventions proposed under each action area, a number of recommendations are included below to support the implementation of this strategy.

MINAGRI

- Officially launch the revised strategy to key stakeholders, showcasing successful case studies and emphasising GoR's commitment to mainstreaming the concerns, needs and priorities of women and young people into all public investments in agriculture.
- Implement some 'quick win' mainstreaming activities which can be achieved with existing resources including:
 - o commit to pro-actively mainstream gender and youth in all investments under PSTA4 and developing the relevant templates.
 - o mainstream gender into the Annual Report.
 - o include a Gender and Youth checklist in the MINAGRI Project Profile Document Template for 2019/2020 cycle;
 - o resource RAB and NAEB staff and gender focal points with

²¹ Analysing budget (recurrent vs. projectised), engagement with MINAGRI and development partners, Technical support to projectise one or packages for 2020 SAP.

the tools, systems and resources required to implement the this strategy;

- o ensure that the MIS captures gender and age disaggregated data that can be reported on in the Annual Report; and
- o in partnership with development partners, package higher priority activities for funding and mobilise resources in the 2019/2020 planning cycle.

- In the medium term:

- o develop the capacity of staff in MINAGRI, RAB, NAEB and the districts to identify and respond to gender gaps
- o develop guidance/tools to promote gender/youth responsive planning through the *imihigo* process;
- o introduce a screening process to ensure new policies and strategies are gender and youth inclusive; and
- o develop and integrate specific ToRs to ensure that final evaluations and mid-term reviews report evaluate performance against gender and youth indicators, with special emphasis on changes in intra-household power relations.

Development Partners and Implementers

- Commit to aligning agricultural investments to the strategy, and where possible, incorporate interventions from Action Areas into new and existing projects.
- Work in partnership with MINAGRI to support the delivery of this strategy, in the first instance ensuring that the highest priority activities are packaged within the 2019/2020 planning cycle.
- Provide support to monitor and evaluate the implementation of the strategy and capture lessons.

GSSWG

- Expand the mandate of the GSSWG to include youth and engage relevant stakeholders such as Ministry of Youth.
- Use existing institutional partnerships and platforms (e.g. FATMA) to advance the financing and implementation of the strategy.
- Conduct field visits to assess implementation of strategy.
- Proactively participate in any implementation review of the strategy.

1. INTRODUCTION

In 2010, MINAGRI developed a gender-specific sector strategy which it has been implementing in accordance with the requirements of the National Gender Policy, 2010. This gender mainstreaming strategy was aligned to the second phase of Strategic Plan for Agriculture Transformation (PSTA2) and later used to guide implementation of PSTA3. After six years of its implementation, a review was conducted to evaluate achievements, lessons learned and prevailing gaps. One of the recommendations from this review was to develop a revised gender mainstreaming strategy aligned to the new PSTA4 (2018-2024).

This new Agriculture and Youth Gender Mainstreaming Strategy, serves to support the implementation of PSTA4, the 2018 National Agricultural Policy (NAP) and other sector programmes to take account of gender equality and youth considerations. The aim of this strategy is to help the Agriculture Sector as a whole to ensure that PSTA4 programmes are inclusive equally benefiting both men, women and youth. PSTA4 highlights youth, often in conjunction with gender, and allocates a budget for youth. The strategy will support the Ministry and its agencies, both in central and local administration, in delivering on its mandate and commitments set out in PSTA4. The strategy is important for consolidating initiatives on gender and youth in agriculture towards a more comprehensive approach that engages senior technocrats across government institutions, agencies and departments for gender and youth mainstreaming.

The development of the strategy involved extensive stakeholder consultations, field visits and a review of the available literature. Consultations targeted stakeholders at all levels across the agriculture sector – from senior officials to district extension workers and farmers (men, women and youth). The full list of stakeholders engaged and the raw notes from the consultation are included in Annex 3, while the key points are highlighted in Annex 4.



2. RATIONALE AND JUSTIFICATION FOR GENDER AND YOUTH MAINSTREAMING IN AGRICULTURE

It is now widely recognised that eliminating gender inequalities improves development outcomes. At the beginning of this decade, the FAO estimated that if women globally had the same access to productive resources as men, they could increase yields on their farms by 20 to 30 percent. These gains in agricultural production alone could lift some 100–150 million people globally out of hunger. The reality still holds that gender inequalities negatively impact agricultural productivity and efficiency and ultimately undermine development aspirations.

From this analysis alone, we can assume that in Rwanda also, gender inequalities create a cost to the economy and compromise the achievement of key development goals of eliminating poverty, achieving food security and securing well-being.

Rwanda's GDP growth averaged 8% between 2001 and 2014, accompanied by a 20% reduction in poverty due in large part, to agricultural policies and investments that resulted in significant improvements in on-farm agricultural productivity raising the incomes of rural families. According to the 2017 GDP National Accounts, agriculture contributes 31% of Rwanda's GDP. It accounts for over 65% of the national labour market force and up to 80% of the female labour force.

The 2018 EICV5 shows that 63% of working females are in agriculture-related occupations compared to 43% among working males. Equal opportunities in agriculture are therefore a key factor for sustainable development and more particularly employment, income generation and poverty reduction and the attainment of high-quality living standards for Rwandans.

Rwanda's main employment challenge, especially for youth, is not only the creation of jobs, but the creation of higher-quality jobs that will reduce poverty. Farming accounts for 33% of all new jobs created in the Rwandan economy. The high expectations for agriculture to increasingly provide employment (especially for the youth), as well as to contribute to the transformation of the economy and the lives of Rwandans (especially the majority poor, many of whom are women), make gender and youth mainstreaming in agriculture an imperative. Delivering inclusive economic growth in the agriculture



In Rwanda, female and male farmers do not always face the same production conditions, nor do they always make the same production choices. They consequently do not always have identical levels of agricultural productivity.

UN Women et al, Policy Brief; Equally Productive?

sector, in particular creating employment for the rising youth population is challenging since this growth must come from intensification and value chain development due to the limited availability of land that constrains further expansion. Traditional, on-farm agriculture can only provide limited and lower-quality employment opportunities for the expanding youth population, a constraint that will become even more binding as land scarcity increases. This highlights the need to create more productive, poverty-reducing jobs, especially off the farm

Both the PSTA4 and NAP recognise the crucial role of women and youth in augmenting and transforming agricultural production and in addressing nutrition and food security for households and the economy at large and the multiple youth- and gender-related constraints that must be addressed in order to achieve the stated vision and goals. PSTA4, under its section on Challenges (3.1.11), makes the bold statement that the 'Agricultural sector currently fails to maximise the contribution of and benefits to women and youth,' which further justifies the need to have a gender and youth mainstreaming strategy. In fact, 92% of female workers with no formal education work in agriculture compared to 77% of males with the same educational level. In identifying and analysing gender-specific issues in agriculture, the strategy provides an understanding of the implications, concerns and experiences for women, men and youth so that these can be addressed as integral to transforming agriculture.

The fundamental need for further work to support women in agriculture is underscored by stark gaps that remain (See S 4.6) – in terms of access to inputs, access to finance, access to extension services, under-representation in leadership positions in cooperatives and farmer organisations, as well as persisting cultural norms that limit and undervalue women's contribution. These factors combine to keep women farmers poorer and less productive than their male counterparts.

Gender and youth mainstreaming is a strategic means of ensuring gender and youth sensitivity and inclusivity in laws, policies, programmes and other initiatives. The aim of this strategy is to ensure that women and men and youth benefit equally from policy action, programs and activities and that inequality is not perpetuated. The strategy draws out the concerns and experiences for women, men and youth but also pays particular attention to women due to the historical exclusion and marginalization that women have faced.

Similarly, special attention is required for Rwanda's youth. Rwanda has a youthful population with 40% of its 11.3 million people below 15 years of age, and youth between the ages of 16-30 make up 27% of its total population.

Rwanda's Youth are considered to be a major asset to the Country and key drivers for sustainable development, if empowered and motivated. However, job creation has not kept pace with

the rising number of young people entering the labour market and many young people do not have the required competencies to be absorbed into the labour market. As a result, young people experience limited access to employment opportunities, with unemployment amongst people aged 16-24 years twice as high as that of the 35-44 year age group. Engaging young Rwandans in agricultural development is also important in terms of encouraging innovation and fostering new approaches as older landholders tend to be less willing to adopt new technologies presenting an additional constraint to the agricultural intensification needed for continued economic growth and commercialization.

The 2016 Seasonal Agriculture Survey notes that farming remains the single largest source of employment for young people. The Survey found that 50 percent of rural youth (16-24 years) are still working exclusively in agriculture. Though the agriculture sector plays an important role in absorbing youth labour, agriculture is often perceived by young people as labour-intensive and of lower status compared to other types of employment.

The Government of Rwanda (GoR) has prioritised generating more jobs for young people, and this is reflected in the PSTA4 and NAP amongst other policy documents. This has informed the decision to include youth in this strategy for their increased targeting and engagement in the agriculture sector. Globally, regionally and nationally, the approaches to addressing youth issues in agriculture sector are less established than for gender. However, raising the profile of youth by including it in this strategy will allow youth considerations to leverage the gender mainstreaming process for better outcomes and strong crossover between the two areas.

The Government of Rwanda has placed a premium on the role of youth in agriculture and has initiated mentorship, capacity building and access to finance programs as well as a forum to advance youth in agriculture (Rwanda Youth in Agribusiness Forum). This is in recognition of the nexus between demographics and employment and the possibilities for poverty alleviation. The strategy is timely, given the revamped policy context: PSTA4, NAP 2018 and the NST1 are just being rolled out. These policies as well as that of Vision 2050 provide an opportunity to address inequalities and constraints in order to positively impact on women and youth in their roles in agriculture.

The GoR's ambition to ramp up its support for women and youth has the potential to increase agricultural growth and national food security if underpinned by adequate budgetary allocations and institutional buy-in for the commitments made in the PSTA4. This strategy is intended to support implementation of the PSTA4 and help secure the necessary budget and buy-in to avoid missed targets.

3. LEGAL AND POLICY CONTEXT FOR GENDER AND YOUTH MAINSTREAMING IN RWANDA

3.1 National Policy Framework

The Government of Rwanda is one of the strongest proponents of gender equality and has one of the most progressive legal and policy regimes on gender equality, with demonstrated political will. Rwanda has consistently shown a strong commitment to gender mainstreaming, as one of the approaches to attain rapid and inclusive growth. The principle of gender equality is enshrined in the Rwandan Constitution of 2003 revised in 2015, and there is an obligation for the State and other actors to provide resources to promote gender equality. The National Gender Policy, 2010 requires that every sector of the economy have a gender mainstreaming strategy to guide implementation of their respective strategies in a gender sensitive manner.

In addition to the Rwanda Constitution of 2003 as amended to date, Rwanda is a signatory to several International Conventions, including the Convention on Elimination of all forms of Discrimination Against Women (CEDAW), the Beijing Platform of Actions, the Sustainable Development Goals, the African Charter on Human and Peoples' Rights, the Maputo Protocol on Women's Rights among others. These international commitments also inform Strategic Plans such as the National Strategy for Transformation (NST) and the Fourth Strategic Plan for Agriculture Transformation (PSTA4) as well as the formulation of this Agriculture Gender and Youth Mainstreaming Strategy.

Rwanda has affirmed its commitment to the African Union's Comprehensive African Agriculture Development Programme (CAADP) and its constituent Malabo Declaration with specific targets for Agriculture. Rwanda is also committed to the Sustainable Development Goals (SDGs) that have particular bearing on agricultural development and the new Agriculture Gender and Youth Mainstreaming Strategy. While all SDGs are critical, some are particularly relevant to the new strategy: SDG 1 (end extreme poverty); SDG 2 (zero hunger, improved nutrition, and sustainable agriculture); SDG 5 (gender equality and women and girls' empowerment); SDG 8 (decent work and economic growth); SDG 13 (climate action) and SDG 15 (terrestrial ecosystems, forests, and land).

Rwanda is also party to the Convention on the Elimination of all forms of Discrimination against Women (CEDAW). CEDAW in its various articles addresses: measures to eliminate discrimination (art 2), achieve gender equality (art.4), employment (art.11), economic and social benefits (art. 13). In its article 14, CEDAW emphasises that rural women should have equal access to agricultural credit and loans and appropriate technology. The strategy also proposes collaborative action among relevant ministries and institutions which include reporting on implementation progress (section7.2).

The national gender machinery in Rwanda has a wide remit and consists of the Ministry of Gender and Family Promotion (MIGEPROF), the Gender Monitoring Office (GMO), the National Women's Council (NWC) and Rwanda Women Parliamentary Forum (FFRP). International organisations and development partners contribute to this machinery through a range of institutional structures like the National Gender Cluster, Sector Working Groups, the Gender Sub Sector Working Group (GSSWG), and Civil Society Organisations engaged on gender and human rights (CSOs). Institutional mechanisms for gender equality such as the Gender Monitoring Office have been strengthened as have efforts to ensure sector-wide compliance with constitutional, legal and policy requirements for gender equality. In such a national context, the imperative for sectoral alignment and performance is a natural expectation. The key national policies and strategies that are relevant to this strategy are listed below:

- Vision 2020 and its sequel, Vision 2050 with continuing focus on transforming agriculture for the purposes of building a diversified, integrated, competitive and dynamic economy;
- the National Strategy for Transformation (2017-2024) which embraces the global Sustainable Development Goals (SDGs), the Africa Union Agenda 2063 and its First 10-Year Implementation Plan (2014-2023) and the East African Community (EAC) Vision 2050. These all have a focus on initiatives for job creation and employment.
- the National Land Law which guarantees equal rights to land ownership, access and utilisation for men and women;
- Organic Law No 12/2013/OL on State Finances and property that enforces accountability on financing for gender equality and provides for mandatory Gender Budget Statements by all public entities;
- the National Gender Policy (2010);
- National Youth Policy (2015);
- Youth Sector Strategic Plan 2013-2018 had three priorities of Youth Economic Empowerment; Youth Mobilisation; Youth Sector Coordination);
- National Decentralisation Policy which underlines the commitment of the Rwandan government to empower its people so that they can determine their destiny, the decentralisation down to the lowest level of Umudugudu (Village) is a strategic approach for ensuring that the national gender policy from 2010 is reflected throughout the planning cycle, and that a sense of community ownership by the different social groups is enhanced.

The National Youth Policy (2015) emphasises the need to address issues related to unemployment and underemployment, inadequate skills, limited

access to finance and markets, the mismatch between the current education curriculum vis a vis skills required on both local and global labour market, and high population growth in relation to economic growth. Key policy actions include a focus on increasing financial literacy, financial inclusion and opportunities for youth start-ups, encouraging youth into agri-businesses, strengthening outreach services and tackling youth delinquency. The policy also includes a youth development index to track the socio-economic development of Rwanda's youth.

The GoR is attempting to increase youth employment by setting a target of 200,000 new off-farm jobs annually and taking steps to improve the coordination of related employment, skills and finance programs, many with an explicit focus on youth employment. However, the policy goal is often interpreted as “non-agricultural jobs” by government representatives and programme implementers, even in rural areas, potentially neglecting opportunities to create productive employment for youth with strong growth and poverty implications

There are a number of GoR policy initiatives to stimulate growth in employment opportunities for young people. These aim to improve youth access to resources, and better coordinate training programs provided through different ministries and levels of government, and to link training with access to finance, equipment and other resources. The Hanga Umurimo Programme (HUP) was introduced by MINICOM in 2011 to stimulate SME development for the creation of off-farm jobs. The programme works in partnership with the Business Development Fund (BDF) to provide technical support and financial guarantees, to support young Rwandans to develop bankable business ideas for competitive and innovative enterprise creation in priority areas including retail and distribution, agriculture, manufacturing/processing, service/transport, tailoring, carpentry, handicrafts and livestock.

MINICOM has also pursued a policy of cluster SME development to identify competitive SME sectors per district and prioritise and provide targeted support to allow SMEs to develop businesses within the most viable sectors in different areas of the country. Most of the clusters focus on value addition to agricultural products and benefit from another component of the SME Plan which invests in the development of Community Processing Centres (CPCs). The CPCs (currently comprising a Leather CPC in Gatsibo, a Dairy CPC at Burera, and an Irish Potato CPC) provide shared facilities and access to specialised training to help producers at the community level make and market quality products without having to bear the total cost of the machinery and technology to process the products (MINICOM 2015). As of March 2016, these were operational.

3.2 Agriculture Policy Framework

In addition to the Constitution and other legal provisions, the transformation of agriculture and the implementation of gender commitments in agriculture are underpinned by the following key policy documents:

- National Agricultural Policy (NAP) 2018-2030;
- The Strategic Plan for the Transformation of Agriculture (PSTA4 2018-2024) highlights the importance of gender mainstreaming: “MINAGRI, guided by its agriculture gender strategy, will continue to make concerted efforts to mainstream gender and engage in gender-sensitive policy making and programming”; and
- The Agriculture Gender Strategy (2010).

3.2.1 The National Agriculture Policy, 2018-2030

The National Agriculture Policy envisages “a nation that enjoys food security, nutritional health and sustainable agricultural growth from a productive, green and market-led agricultural sector.” There are four policy objectives:

1. stimulate productivity and diversification for enhanced nutritional outcomes, new opportunities for farm income to further reduce rural poverty and transform the dominant subsistence farming sector into a competitive and market-led agriculture sector;
2. promote sustainable agricultural intensification and resilience to counter environmental degradation and mitigate climate change for the long-term health of Rwanda’s land and people;
3. close knowledge and skills gaps and empower women and youth to unlock significant additional agricultural as well as labour productivity gains; and
4. enhance policy development and institutional capacity to create an enabling environment for markets to function efficiently and ensure public sector investment is well targeted, based on evidence of what works.

Under the third objective, the policy promotes skills development for farmers, youth and women as a strategy to increase economic opportunities and contribute to the goals of poverty reduction. The policy includes an emphasis on the role of the public sector in promoting, facilitating and monitoring economic empowerment of women and youth through: (i) capacity strengthening, especially through awareness raising and affirmative action to encourage participation in agribusiness and sector governance structures; and (ii) monitoring systems, to allow gender and age-sensitive data collection

and analysis for agricultural surveys and assessments. Where the data indicate that further support to women and/or youth is required to achieve the goals stated here, adjustments would be made to policy or programmes. Specific policy actions include:

- piloting a new approach where private sector professionals teach content to out-of-school youth, through multi-media programmes;
- ensuring that learning curricula are accessible and relevant to women and young people with minimal formal education;
- providing targeted support to women to access suitable financial products for income-generating on-farm and off-farm activities; and
- supporting access to start-up funds for women to start or grow their agri-business enterprises.

The policy also calls for:

- gender mainstreaming at all levels, specifically in strategic plans, programmes and projects to ensure these reflect and cater to the needs of women farmers - the “Men Engage” approach is also emphasised to enhance men’s participation in women’s empowerment in agriculture as a strategy to ensure sustainability;
- greater awareness and enforcement of safety rules protecting women from the harmful effects of agro-chemicals;
- tailored extension methods and materials that factor in women’s heavy household workloads and low literacy levels;
- increased access to productive resources to enable women farmers to cope better with the impact of climate change and raise agricultural output (including improving women’s access to information, access to agricultural loans and addressing their limited financial literacy and ability to provide collateral for loans);
- increased representation of women in public functions and services in the agriculture sector; extension services are such an example, where women currently represent only 18% of the district and sector agronomists.

The policy specifically promotes youth entrepreneurship in the agri-food sector, including food processing and businesses auxiliary to agriculture (e.g. input/output distribution, mechanical and other services to farmers etc.). There is also provision for mainstreaming and preferential treatment (e.g. for applicants below a certain threshold age), and, tailored instruments to address constraints to accessing start-up capital (e.g. specific incentives for young people in agriculture finance, youth quotas in decision-making).

3.2.2 The Strategic Plan for the Transformation of Agriculture (PSTA4 2018-2024)

The PSTA4 is the implementation plan of the National Agricultural Policy (NAP). The strategy emphasises transformation and commercialisation of the sector for improved productivity, increased employment and poverty reduction along with increased investments in climate smart and nutrition sensitive agriculture. In transforming agriculture, PSTA4 aims for high quality livelihoods and living standards of all Rwandans.²² *Specifically, PSTA4 aims to:*

- maximise the contribution of, and benefits to, women and youth;
- address women's limited control over agricultural assets, inputs, production and capacity building opportunities; and
- address their vulnerability to climate change.

The sector strategy is structured around four Priority Areas: 1) Innovation and Extension; 2) Productivity and Resilience; 3) Inclusive markets and value addition; and 4) Enabling Environment and Responsive Institutions.

Innovation and Extension. This priority area is aimed at improving agronomic knowledge and technology and includes provision for capacity building and skill development with a specific focus on supporting women to engage in agri-businesses. This includes provision to support the empowerment of women through training and capacity development in leadership and management skills to enable women to actively participate in decision-making at the household, cooperative, community, and institutional level as well as through provision of technical skills and promoting access to inputs. There are a number of interventions under 1.3 that specifically target women and youth to engage in agri-business development:

1.3.2 Skills development in agriculture value chains

- Capacity building for skills in farming as a business (Marketing skills, Post-harvest handling, book keeping, Auditing Leadership skills (especially for women), gender equality and GBV prevention

1.3.3 Women empowerment and skills development

- Capacity building for developing skills and promoting increased involvement of women in agribusiness
- Capacity building for developing leadership and management skills for women

22 PSTA 4, section 2: Introduction.

- Fund to support to agribusiness and income generating projects for women (Through Agricultural Development Fund)

1.3.4 Youth agribusiness development

- Matching grants for youth start-ups or businesses that benefit youth in agriculture (Through Agricultural Development Fund)
- Training/mentoring for business incubation
- Training/business development support to assist youth in accessing suitable financial products
- Financial incentives for youth (fiscal regime, tax breaks, procurement policy, etc.)

Productivity and Resilience. This priority area is aimed at increased productivity, nutritional value and resilience through sustainable, diversified, and integrated crop, livestock, and fish production systems. It includes provision for: 1) Sustainable land husbandry and crop production intensification; 2) Effective and efficient irrigation under IWRM frameworks; 3) Animal resources and production systems; 4) Nutrition sensitive agriculture; and 4) Mechanisms for increased resilience. Priority Area 2 accounts for 57% of the total cost for the PSTA4 with the bulk of costs allocated to supporting effective and efficient irrigation under IWRM which is considered critical to building resilience to rising temperatures and increasing rainfall variability. It also includes investments in mechanisation, nutrition sensitive agriculture and asset transfer with planned expenditure on Girinka increasing 16-fold compared to PSTA3 and diversification into small-stock as well as cows which will be an important intervention to support smallholders and vulnerable women headed households that struggle to manage a cow.

Inclusive markets and value addition. This priority area seeks to improve the productivity and inclusiveness of agricultural market systems and increase value addition and competitiveness of diversified commodities for domestic, regional, and international markets. It includes provision for: 1) Market linkages including support for cooperatives, infrastructure and market information services; 2) Agricultural market risks and financial services; and 3) Quality assurance and regulation. This includes targeted support for women and youth entrepreneurship through provision of seed funding for agribusiness enterprises via the Agribusiness Window of the Agricultural Development Fund. Partnerships with private sector and local governments are emphasised to assist with internships, apprentice positions and incubator programmes to provide young entrepreneurs and employees with on-going mentoring.

Under interventions to ensure financial services are inclusive (3.2.1), a budget (equivalent to 0.1% of the total PSTA4 budget) has been allocated to supporting savings groups for vulnerable farmers and targeted capacity building for women farmers and young entrepreneurs.

Enabling Environment and Responsive Institutions. This priority area is aimed at improving evidence-based policymaking, planning, coordination and institutional capacity to deliver the strategy as a market enabler including mainstreaming of nutrition, gender, youth, and resilience (including at district level via services improvement plans). It includes provision for: 1) Agricultural Institutions Development; 2) Evidence based policies development and regulatory framework; 3) Strengthened partnership in the commercialisation of agricultural sector value chains products; 4) Planning, coordination, and budgeting; and 5) M&E&L, Information Systems, and Statistics. Priority area 4 underpins all the other priority areas by providing the enabling environment for agricultural transformation. There are a number of investments (totalling Rwf 8.5 billion) under 4.4 and 4.5 which are considered to be important for supporting gender responsive planning and programming including provision for the Women Empowerment in Agriculture Index survey. The strategy also includes provision for dedicated staff in the M&E unit to ensure that gender and youth issues are addressed and mainstreamed. MINAGRI is the lead institution to deliver the PSTA 4 in partnership with its agencies, concerned line ministries, districts, and the private sector (including farmers and their organisations) in collaboration with local government.

In terms of tracking progress on the targeting of investments and delivery of interventions, the PSTA4 includes a number of gender-disaggregated indicators at impact, outcome and output levels. At the impact level, there are three gender-disaggregated indicators (out of 8 impact indicators):

1. Rural Households living below poverty line
2. Number of jobs related to agriculture compared to baseline
3. Average income per smallholder farming household

There are 5 out of the 18 outcome indicators that are gender-disaggregated and 10 at the output level (see Annex 9). However, there is significant scope to increase the disaggregation further across more indicators to track the targeting of agricultural services and investments to women and women headed households.

3.2.3 Agricultural Gender Strategy, 2010

The first Agriculture Gender Strategy was developed in 2010 during the implementation of the PSTA2. It had five key objectives: 1) to institutionalise gender equality in the sector entities; 2) to develop capacities for gender sensitive programming; 3) to enhance the gender responsiveness in the agricultural services delivery; 4) to promote equal participation in decision-making processes; and 5) to strengthen gender-focused partnerships. The 2010 strategy is discussed in more detail in section 4.3.



4. ANALYSIS OF GENDER AND YOUTH ISSUES IN AGRICULTURE

4.1 The Gender Gap in Agricultural Productivity

The difference between the agricultural productivity - measured by the value of agricultural produce per unit of cultivated land - of female and male farmers is referred to as the **gender agricultural productivity gap**. Across sub-Saharan Africa this gap is found to range from 4-25% to the disadvantage of women.²³ By analysing the gender gap in agricultural productivity, we can identify underlying system constraints to inform agricultural policy, strategies and programmes such as this Gender and Youth Mainstreaming Strategy.

In Rwanda, the gender gap in agricultural productivity was found to be approximately 12% in 2013-2014.^{24,25} This means that, on average, a female-managed farm was 12% less productive than a male-managed farm. This has been attributed to differential access to and returns from productive and financial resources as well as to the gender-based differences in the returns that accrued to those productive resources²⁶. The gaps were most evident in the following areas:

- off-farm employment, with fewer women accessing these jobs;
- staff of implementing agencies with women being outnumbered by almost 50%;
- financial services with lower inclusion of women; and
- access to land and agricultural inputs with women having less access²⁷.

Preliminary work by a UN-commissioned study to define the cost of the gender gap indicates that closing the gender gap in agricultural productivity between female- and male-managed farms in Rwanda would create the opportunity for a one-off increase in GDP of USD 418.6 million²⁸ as well as lift a significant number of Rwandans out of poverty.²⁹

The study suggested that patriarchy and culture contribute to significant gaps in power relations, control, choice and agency which is evident in decisions on land and income use, household division of labour and market access. Decision-making is largely in the hands of men while women's roles are mostly associated with production whether for the market or the table³⁰. In addition, environmental hazards - especially climate variability - affect the

²³ UN Women, UNDP, UNEP, and the World Bank Group (2015), *The cost of the gender gap in agricultural productivity in Malawi, Tanzania and Uganda*.

²⁴ UN Women, UNDP-UNEP PEI (2017) *Equally productive? Assessing the gender gap in agricultural productivity in Rwanda*

²⁵ Based on technical analysis using 2013-2014 Integrated Household Living Conditions Survey (EICV4), production function and a Oaxaca-Blinder decomposition.

²⁶ UN Women, UNDP-UNEP PEI (2017) op. cit.

²⁷ UN Women, FAO (2017): *Gender Gaps In Agriculture Sector Of Rwanda: Briefing To Members Of Parliament*, Nov 2017. Study Conducted By IPAR.

²⁸ Although calculations well identify statistically significant trends, further research and analysis is recommended.

²⁹ Estimated at 2.1 million people, but recommended as preliminary and with need of further investigation.

³⁰ Ibid.

productivity of male and female farmers both collectively and individually.

Whilst all farmers experience the impacts of climate variability, gender gaps in agriculture influence how women and men access, participate in, adopt and benefit from climate-smart agriculture practices for reduced vulnerability to climate variability. The study found a range of underlying factors that contributed to the gender gap, specifically that:

- women had lower levels of access to water, improved seeds, fertilisers, pesticides and agricultural tools needed for their farming livelihoods;
- women-managed farms were 10.5% smaller than farms managed by men;
- women farm managers spent 35% less on fertilisers and insecticides than farms managed by males;
- women-managed farmers had a higher household size and a higher dependency ratio (the relationship between those aged 0-15 and 65 and older, to those aged 15-64) resulting in more unpaid care and domestic work, reducing the amount of labour available (thus reducing returns on production);
- produce from female-managed farms is sold for less than produce from male-managed farms; and
- women farm managers had fewer years of education.

Overall, the most statistically significant drivers of these gender-based differences were identified as being cash sales of household farm production; household size and dependency ratio; expenditure on insecticides; and education level. These findings indicate that female and male farmers experience different agriculture production conditions and make different production decisions which results in differing levels of agricultural productivity.

4.2 Gender and Youth Inequality Issues

Women make significant economic and social contributions in paid and unpaid work, in the family, community and workforce. Their large presence in agriculture in Rwanda indicates that they are a key factor in transforming agriculture and the lives of rural households. Rwanda has a large number of rural households, whose agriculture production remains predominantly subsistence for reasons such as a reliance on traditional farming methods, a dependence on rainfed agriculture, farm plots that are too small and scattered to support commercial production and gender inequalities in access to and utilization of inputs and technology.³¹ It is in these rural households where measures for land consolidation and transformation of agricultural practices are most critical.

While the legal and policy context for gender equality in Rwanda is gender-sensitive, implementation barriers including cultural norms, practices and attitudes that are gender and youth-insensitive in nature effectively reduce opportunities for equitable and inclusive growth and development in the agricultural sector. The analysis identifies five key areas where gender and youth inequality issues are most pronounced:

1. Lower financial inclusion of women and youth
2. Limited access to extension support, inputs and technologies
3. Limited access to markets and low participation in lucrative parts of agri-value chains
4. Limited control over resources and decision-making
5. Weak institutional capacity for gender-responsive development of the sector

These are discussed below.

Lower financial inclusion of women and youth

Increasing access to and use of quality financial products and services is essential for inclusive economic growth and poverty reduction. Increasing women's financial inclusion is especially important as women disproportionately experience poverty, stemming from unequal divisions of labour and a lack of control over economic resources. Despite important advances in expanding access to formal financial services in Rwanda in recent years, a significant access gap remains between men and women³². This lower usage of financial services makes it more difficult for women farmers to access loans to acquire labour-saving production inputs and reduce their labour burden. Ultimately, this lowers productivity on farms managed by women and can also impede their participation in out-grower schemes.

Both PSTA4 and NAP acknowledge the lower financial inclusion levels for women. This is a key issue for women's empowerment especially in terms of power, control and asset building. In rural areas, about 1 in 5 women have a bank account compared to about 1 in 3 men. Women are more likely to hold those accounts with a savings and credit cooperative (66% female against 57% male) whilst men are more likely to hold those accounts with commercial banks (26% female against 33% male)³³. Rural access to credit is low overall but still biased against females, with only 3% of females in rural areas having secured a loan from a formal source compared to 6% of male.³⁴ Despite an overall increasing trend in the loan amounts, the largest category of rural females who have secured a loan from a formal financial institution have received 5000 RWF or less (30% of females securing a loan against 17% of men securing a loan), whilst the largest category of rural men who have secured

³² NISR (2018): EICV5 Thematic Report-Gender
³³ ibid
³⁴ ibid

a loan from a formal institution have received between 200,001-500,000 RWF (18% females against 23% of men). Despite the majority of females in agriculture occupations, only 1.5% at national level borrow for agriculture inputs compared to 3.3% of male³⁵. Women also appear to have benefited less from Government guarantee schemes. Only 8% of the beneficiaries of Rural Investment Facility phase 1 (RIF1) were women and this increased to only 9% in phase 2 (RIF2). Moreover, of all the loans provided under the Women Guarantee Fund (WGF) only 12% were utilised in the agriculture sector by March 2010 compared to 63% in commerce reflecting an imbalance in terms of allocation of funds to agricultural based activities which are predominantly managed by women³⁶.

Financial exclusion of youth is also high at 33% for the 18-30 age category compared to 13% of the 16-17 age group, 14% for 31-40 years and 10% for 41-50 age bracket³⁷. A lack of finance to support the level of job creation and enterprise development that is needed to absorb the growing labour supply also contributes to a shortage of job opportunities for young people seeking employment in the agriculture sector. Access to financial services is considered a major bottleneck for enterprise creation and for existing SMEs to expand and grow. This is largely because financial institutions perceive SMEs as high risk and are therefore inflexible in terms of collateral and repayment terms.

Despite the growth of Rwanda's financial sector and an overall rise in access to finance³⁸ in recent years, women and youth are still constrained by a number of challenges including: low access to formal financial services, lack of collateral, low levels of financial literacy, lack of financial products and services tailored to the needs and priorities of women and youth, persistence of negative mindsets and beliefs that hinder women and youth access to finance, poor access to information, limited entrepreneurial skills and capacity to innovate to fully participate in private sector development, limited penetration of insurance services in rural areas as well as inadequate coordination of different initiatives that promote women and youth access to finance³⁹.

Limited access to extension support, inputs and technologies

In Rwanda, unequal power relations at the household level and other forms of inequality subject women to lower access to improved agricultural inputs, capital and technology and even to extension services aimed at encouraging improved farming methods. This can create a knowledge gap that prevents them from benefiting equitably from new innovations. Moreover, smaller land sizes or lack of control over land resources, limits women's access to selected seeds and fertilisers.⁴⁰ Notwithstanding their numbers in agriculture, a

35 ibid

36 BNR, Annual report 2014/2015, October 2015

37 FINSCOPE 2016

38 FINSCOPE 2016 showed financial exclusion of females reduced from 32% in 2012 to 13% in 2016 compared to a decrease from 22% to only 9% for males in the same period.

39 MIGEPROF (2016) Final report of the strategy on women and youth access to finance (2016-2020)

40 Agri-TAF (2017) Review of the 2010 Agriculture Gender Strategy.

combination of inequalities constrains the potential for women to effectively increase agricultural productivity in line with the ambition in PSTA4 and NAP.

Women have lower levels of access to water (i.e. irrigation technologies), improved seeds, fertilisers, insecticides and agricultural tools needed for their farming livelihoods.⁴¹ For example, only 8% of women access and use improved seeds compared to 18% of men and only 15% of women have access to inorganic fertilisers (and 45% to organic fertilisers) compared to 20% of men. The limited land size prevents them from being eligible to the fertilisers' subsidy programme⁴². Similarly, the number of women operating as seed multipliers is outweighed by the number of men despite the predominance of women working in agriculture. Stakeholder consultations conducted for this strategy indicated that, to help modernise and increase agricultural productivity, more work needs to be done in extension service provision to ensure men, women and youth benefit equally.

A study of Rwanda by the UN and World Bank⁴³ that aimed to cost the gender gap found that: female-managed farms were less productive; almost 50 percent of the gender gap was due to gender inequality in terms of access to productive inputs, female farms were 10.5% smaller than those managed by men; female farm managers spent 35% less on fertilisers and insecticides than farms managed by males; women earned less from their products than men; women-headed farming households had less education. Age and gender were among the main drivers of inequalities in access to productive inputs.

The limited resources available to operate a comprehensive agricultural extension service means that informal channels (e.g. associations, agribusiness dealers, and social media) are important channels to deliver technical advice to keep women and youth engaged and updated on agricultural innovations and opportunities⁴⁴. However, these channels remain relatively under-developed in Rwanda.

Low participation in lucrative parts of agri-value chains

Several studies concur that women are still overwhelmingly engaged in producing lower-value subsistence crops while men tend towards cash crops and that a host of limitations constrain women's ability to increase productivity.⁴⁵ Other constraints include: women's lower levels of education and access to knowledge and information; less access to equipment and transport facilities; skills and confidence gaps; less decision-making and influence in cooperatives; limited control and power over production decisions, price negotiation and land use.⁴⁶

In terms of opportunities for young people to engage in agri-value chains, SME development is considered a critical lever for connecting skills development and access to financial resources with real economic opportunities that lead

41 UN Women, UNDP-UNEP PEI and World Bank (2015), Equally productive? A policy brief: Assessing the gender gap in agricultural productivity in Rwanda

42 Gender and agriculture (2017). GMO.

43 Ibid.

44 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

45 UN Women (2016) Policy Brief: Equally Productive? ; FAO (2016): Country Gender Assessment of Agriculture and

to expanded youth employment. However, young entrepreneurs continue to face difficulties in starting up and running successful businesses due to a lack of collateral, unwillingness of banks to loan funds (due to high rates of start-up failure) and a lack of business skills and understanding of market demand and potential. They need more support to analyse the market potential for their products (for example, fresh produce (fruit and vegetables) and dairy offer strong growth prospects for young farmers in Rwanda due to rising local demand and good export possibilities), address policy and regulatory issues, and access specialised training and assistance to address emerging downstream agri-business challenges, including meeting local and international food safety standards and developing appropriate, low-cost packaging⁴⁷.

Ultimately, raising women and youth representation in higher-end value chains requires skills building focusing specifically on efforts to increase their participation and negotiation skills in the market, confidence in their potential for increased productivity, skills for market-oriented production which in itself may require specific mind shift initiatives and improved access to finance. However, there is a significant gap between the skills demanded by the private sector and those supplied by formal programs and informal education and training programs, including specialised technical skills, entrepreneurial/business skills, and soft skills. Moreover, reaching underemployed, rural youth via informal training is challenging⁴⁸.

Rwanda is an African leader in the application of ICT and other advanced technologies and the Government is actively targeting youth and women in its ICT Sector Strategic Plan⁴⁹ with Agriculture and Women & Youth Empowerment in Technology (WOY-Tech) as two of the seven pillars of Rwanda's digital transformation. However, while the ICT Sector is seen as a catalyst for rapid and sustained economic growth, equitable social development and employment creation, ICT applications which could increase productivity or provide access to finance or market information to support agri-value chain development are not being strongly promoted⁵⁰.

Limited control over resources and decision-making

Stakeholder consultations conducted for this strategy revealed that perhaps the biggest gap is still at the household level where traditional culture and practices dominate. Even women who head households find themselves constrained at the community level by this culture of patriarchy and subjugation.⁵¹ The recurring message is for a mind-set change to embrace gender equality in all its fullness. To do this effectively, agricultural development needs to target the household and especially the rural household for mind-set change. Women agricultural professionals, agripreneurs, men and leaders can be leveraged as role models to influence rural households and farming communities.

47 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

48 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

49 ICT Strategic Plan - Activity 1.1: Foster young people in ICT careers (ICT Centric Ecosystem), Activity 8.1.2: a Digital Ambassador's Programme which aims to provide digital literacy training for Rwanda's general population with an emphasis on women, youth and the Rwanda Innovation Fund (RIF) which has set a target of \$100 million for the African young ICT entrepreneurs through venture capital support.

50 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

51 Stakeholder consultations in Rubavu and Musanze in October 2018: women stated that they had to submit to culture so that they would not be ostracized.

The lack of control over resources is evidenced by female heads of household in the lowest consumption category (highly reflected in rural regions reliant on agricultural) being less likely than male heads of household to use their land as collateral to get a loan (24% female against 59% male).⁵² Many young people are also asset-poor⁵³ with no finances or land. The participation of youth in decision and planning processes is also constrained by a lack of information on opportunities as well as by limited institutional support structures at the grass roots level.

Women are also under-represented in leadership positions in cooperatives and other decision-making bodies. Instead women tend to take up subordinate and stereotyped posts such as the vice presidency, secretariat and treasury which have limited advantages in terms of decision-making and access to opportunities, information and training⁵⁴. Decision-making and dispute-resolution bodies remain male-dominated and women's voices are often excluded, relying instead on the opinions of male elites.

Another key gender gap noted in the stakeholder consultations is capacity to adopt new technologies. While the fear of the unknown or that of moving from age old habits continues to constrain change in agricultural practices, it emerges that women are more prone to stay in comfort zones and thus slower to adopt technological changes especially if there is no support to raise their levels of confidence and their capacities. Interventions like dialogue and opening up spaces for women and men to share their achievements, challenges and lessons learnt in adopting new technologies in their agricultural journey can be individually and collectively transformative.

Although farming remains the single largest source of employment for young people in Rwanda (more than 50 per cent of the rural youth (16-24 years) are still working exclusively in agriculture), many of them are under-employed due to small farm size and the seasonality of labour demands. Growth in employment opportunities in agriculture is constrained by the shortage of arable land. This particularly impacts on young people who often do not own any land. Most agricultural land is held by older household heads, it is very difficult for youth to access family land to farm for themselves, and they lack financial resources to rent farmland⁵⁵.

Weak institutional capacity for gender-responsive development of the sector

At the institutional level, there is a large gender gap in employment in the agriculture sector with women occupying mostly informal jobs.⁵⁶ There are fewer women professionals and other staff in agricultural institutions which translates, for example, into fewer women extension workers or Farm Promoters as evidenced by the number of female Farm Promoters (which ranges from 12-16% across the country) and FFS Facilitators (34.4%).^{57 58} This

52 EICV 5 Gender Thematic Report
53 Field Consultations with District Officials and Youth October, 2018.
54 Gender in Agriculture (2017). GMO
55 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016
56 Labour force survey, NISR 2017. <http://www.statistics.gov.rw/datasource/labour-force-survey-2017> Laborforce survey 2017.
57 Stakeholder consultations conducted for this strategy in October 2018. See also GMO profile of Gender in Agriculture (2017).)
58 Gender and agriculture (2017). GMO.

paucity of women in key agricultural institutions (particularly at district level) and functions has implications for the overall transformation of agriculture especially the capacity to address issues in a gender-responsive manner.

4.3 Analysis of previous Gender Mainstreaming Strategy

The 2010 Agriculture Gender Mainstreaming Strategy was built on 5 pillars: 1) To institutionalize gender equality in the agriculture sector; 2) To develop capacities in the agriculture sector to enable gender-sensitive programming; 3) To enhance the gender responsiveness in delivery of agricultural services; 4) To promote equal participation in decision-making processes; 5) To develop and coordinate partnerships and collaborative mechanisms amongst Government institutions, CSOs, private sector and development partners and integrate appropriate actions to respond to practical and strategic gender needs in the agriculture sector.⁵⁹ While the strategy presented the issues clearly, the final review indicated there were challenges with the implementation of the strategy.

The review of the 2010 Agriculture gender mainstreaming strategy found persisting gender gaps especially in areas of service delivery, decision-making, cultural norms and traditions, planning and reporting and recommended, *inter alia*, deeper gender analysis, better baselines and engagement of men.⁶⁰ Scholars and advocates of gender equality consistently point to the absence of gender-disaggregated data for baselines or even for analysis. Through the NISR, the GMO, and departments of MINAGRI, there is some progress in generating relevant data.⁶¹ This trend needs to be reinforced. Additionally, gender-specific research needs to complement data requirements and facilitate analysis of policy and strategy, monitoring of activities and measurement or evaluation of impact.

Under the previous strategy, there was progress towards women's empowerment in agriculture with tremendous efforts by the GoR to mainstream gender and empower women and youth within the agriculture sector, including but not limited to facilitation of their access to finance through special products, subsidy of inputs and other agriculture implements, provision of capacity building and focused attention to modernization and efficiency across the agriculture sector. Despite the efforts, stakeholder consultations confirm the existing view that gender gaps persist in the agricultural sector. Out of 2,547 Farmer Field Schools (FFS) facilitators enrolled by 2016, 876 (34.3%) were females compared to 1,671 men.⁶² Women, for example, have, *inter alia*, lower access to improved agricultural inputs, lower access to finance, lower access to extension services aimed at encouraging improved farming methods and smaller land sizes limiting their access to selected seeds and fertilisers.⁶³ In addition, limited research on gender and agriculture in Rwanda translates into inadequate data for policy making. Table 3 below outlines some of

59 Report On Review Of The Agriculture Gender Mainstreaming Strategy 2010 To Inform Development Of PSTA4.

60 IPAR (2017) Study conducted for FAO and UN Women on Gender Gaps In Agriculture Sector Of Rwanda: Briefing To Members Of Parliament.

61 The production of the Gender Thematic Report for EICV indicates progress on gender-disaggregated data.

62 IPAR (2017) Commissioned Briefing Paper for FAO and UN Women; Gender Gaps in Agriculture: Briefing to Parliament

63 Agri-TAF (2018) Review of the 2010 Gender Strategy

the Achievements and Challenges relating to the previous strategy and the associated mainstreaming guidelines.

Table 1 AGS (2010): Issues, Achievements and Challenges⁶⁴

Pillar of 2010 gender strategy	Achievements	Challenges
Institutionalisation of gender in the agriculture sector	<ul style="list-style-type: none"> Guidelines for gender mainstreaming have been produced and disseminated Some gender-sensitive indicators are used in the MIS system and relevant data collected Nomination of gender focal persons in different implementing agencies and stakeholders 	<ul style="list-style-type: none"> Implementation of mainstreaming guidelines is patchy: implementers tend to focus on deliverables in terms of outputs and less on mainstreaming Since NISR adopted Seasonal Agriculture Survey, no longer gender disaggregating.
Capacity development for gender-sensitive programming	<ul style="list-style-type: none"> Training sessions for gender programming have been organised Coaching on gender budgeting is conducted every year to support gender-responsive planning and budgeting Capacity building of farmers on GBV prevention and gender equity Gender mainstreaming attempted in PSTA4 (e.g. in Knowledge Seminar June 2017) was largely successful. 	<ul style="list-style-type: none"> Some gaps remain in the gender mainstreaming elements within PSTA4 The Gender Budget Statement (GBS) is put into action but there would be a bigger impact if the sector GBS were harmonized with District GBS Lack of tools to translate acquired skills and knowledge into action

⁶⁴ Data in this table largely drawn from the Report on the Review of the 2010 Agriculture Gender Mainstreaming Strategy, op. cit.

<p>Gender-responsive service delivery</p>	<ul style="list-style-type: none"> • Some improvement in access to agriculture credit: women beneficiaries were 23.3% in 2012, increasing to 25.5% by 2015 • Representation of women (52%) in Farmer Field Schools (initiative not in place in 2010) • Employment of women in soil erosion control and feeder roads projects, earning income • Gender-responsive planning and budgeting has been helpful in terms of ensuring equal access to agriculture productive resources and services such as employment, inputs and capital including loans and agriculture machinery 	<ul style="list-style-type: none"> • Access to agriculture inputs whereby women (8%) remain far behind men (18%) in accessing seeds. Gender gaps also exist in access to organic fertilisers (75% of men having access compared to 45% of women). • Representation of women in trainings is hampered by heavy domestic workload • Women underrepresented as agents in value chains
<p>Participation of women in decision-making process</p>	<ul style="list-style-type: none"> • No reliable estimates are available from the Rwanda Cooperative Federation: numbers fluctuate as cooperatives become dormant or new ones start u • Their database is not updated regularly. 	<ul style="list-style-type: none"> • Majority of women remain in positions with limited influencing powers such as Secretaries and Advisers • High cost of joining more established coops may exclude poorer women headed households from benefiting

Gender focused partnerships and collaboration	<ul style="list-style-type: none"> The Agriculture-Gen-der Sub Sector working group has been created and is operational, bringing together different stakeholders (gov-ernment institutions, CSOs, private sector and development partners) 	<ul style="list-style-type: none"> SSWG had only irregular meet-ings for some years but this was rectified from late 2014.
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4.4 Mapping of Gender and Youth issues against the PSTA4

Under PSTA4, the overall indicative expenditure on gender-responsive planning and programming has risen to RWF 43 billion (1.4% of the overall budget). A number of investments are specifically targeted at women, including interventions to develop skills, incentives for agri-business entrepreneurship including specific provisions to reach women to generate rural jobs and income and provision for a Women Empowerment in Agriculture Index survey.

Youth, on the other hand, are considered in PSTA4 as an asset for transforming agriculture but their concerns and solutions are generalized.

Table 2 PSTA4 Key Issues (including the priority and/or strategic impact areas), Youth and Gender Dimensions provides a summary of the gender and youth dimensions around some of the key issues being addressed through the PSTA4 along with a summary of the commitments included in PSTA4 to promote gender and youth inclusion.

Table 2 PSTA4 Key Issues (including the priority and/or strategic impact areas), Youth and Gender Dimensions

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Creating more jobs in agriculture	Increased wealth creation and increased economic opportunity	<p>Job creation is a priority in PSTA4, NAP and NSTI. Women constitute 66% of labour force but occupy fewer paid jobs (19.5% for women; 25% for men). Opportunities for productive work are limited in rural areas and young people often enter the labour market poorly educated and lacking the necessary skills required by employers. The inability to get productive work is considered to be the main driver of youth disaffection and delinquency in Rwanda, Farming remains the single largest source of employment (>50% of youth 16-24 years) work exclusively in agriculture.</p> <p>Small size farms and seasonality of labour demands is a factor in youth underemployment and is a constraint to market-oriented production for subsistence farmers many of whom are rural and women. This produces a vicious cycle of no marketable surplus; vulnerability to hunger and malnutrition in case of shocks; limited impetus for transformation due also to inadequate skills and capacities, limited access to finance, inputs, technology skills, underemployment and inability to 'farm their way out of poverty'. The shift from subsistence to market-oriented agriculture needs to address the representation of women in paid jobs and the constraints to youth employment in agriculture. PSTA4 proposes skills and agribusiness entrepreneurship development in order to reach more women and generate more rural jobs.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Youth are not attracted to careers in agriculture	Increased economic opportunity	50% of Rwandans are under 20 years of age and working age youth (15-34) comprise 77% of rural population. PSTA4 aims to target qualified youth to embrace agriculture but realizes that one of the hurdles to overcome includes the perception of agriculture by qualified youth as unproductive and unprofitable and therefore a less desirable option. However, discussions with the Rwanda Youth in Agribusiness Forum (RYAF) and with youth on the ground revealed that there is an interest in agriculture, but it is not always a first choice, suggesting that more effort is needed to attract youth into agriculture. RYAF members identified constraints such as lack of title and limited access to land, insufficient capacity and resources to enter or move up the value chain, limited options for diversification and seasonality of income. Ongoing initiatives include providing a forum for youth in agriculture – RYAF; facilitating access to finance through Business Development Fund (BDF) (although stakeholder consultations reveal that youth find the conditions of accessing this funding prohibitive).
Land fragmentation	<p>Increased resilience</p> <p>Improved food security</p> <p>Increased economic opportunity</p>	<p>Small-scale subsistence farmers, of which a large part is women, dominate the agriculture sector. Both land size and use limit options for technology uptake and for the goal of market-oriented production. 15% of households (mostly women-headed) farm less than 0.1 ha. 30% of farmers have less than 0.2 ha and exploit 5.4 % of total arable land. Land fragmentation in 10 districts in Western, Southern and Northern provinces translates into 40-50% of farms covering less than 0.2 ha¹.</p> <p>Youth also have limited access to land or even smaller land sizes and limited capacities and resources to plug into higher level value chain opportunities. PSTA4 intends to address this by providing specialised training, encouraging study visits and facilitating access to required agricultural inputs.</p> <p>The strategy for land use consolidation, improved capacities and access to markets, technology and finance resonate well with support areas expressed by farmers and youth.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Climate variability	Increased resilience	<p>The reliance on rain-fed farming, combined with the topography (slope gradients range between 0% and more than 70%), soil condition and traditional technologies and practices puts agriculture at risk from rising temperatures and erratic rainfall. This in turn puts productivity, sustainability and job creation at risk.</p> <p>Women experience a disproportionate burden of climate change impacts due to their social roles, poverty and intrahousehold inequity. Men and women do not have the same adaptive capacity due to differentiated power relations and unequal access and control over assets. Climate change exacerbates gender inequality and poverty. For example, gender relations can determine who receives inputs for adaptation strategies.</p> <p>Less well understood is the effect of climate change on young people in Rwanda. After the 1994 Genocide against the Tutsi, many children were brought up as orphans, in child-headed families or lone-parent families due to the death or imprisonment of their parents. Poorly educated men aged 15 to 21 years, from poor and/or broken homes who lack secure attachments to adults, are considered more vulnerable and prone to drifting into a life of delinquency and crime. Often, these young men migrate to urban centres but are unable to find productive work. Climatic shocks and stresses have the potential to amplify this migration of disaffected young men out of rural areas.</p> <p>PSTA4 proposes Climate Smart Agriculture (CSA) focusing on improved skills for irrigation and drought resistant farming methods for women, men and youth in agriculture.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Inadequate access to finance	<p>Increased wealth contribution</p> <p>Increased economic opportunity</p>	<p>Agriculture finance services, including agricultural insurance, are one of the national priority areas. PSTA4 states that only 7% of formal credit goes to agriculture and that the uptake of agricultural insurance is less than half per cent of farmers. The informal sector is credited with improved financial inclusion levels in rural areas and especially among women.</p> <p>Women have less access to finance and are more prone to financial exclusion. Only 25.5% of loan beneficiaries are women². Limited access to finance and low financial inclusion constrain women's opportunities for transformation and scaling-up, including participation in higher-end value chains and agribusiness. This results in lower earning capacity compared to male counterparts.</p> <p>The proposed promotion of financial literacy, an issue identified as an impediment to financial access and inclusion, targets farmers and micro enterprises with a special focus on women. Once set up, the Agriculture Development Fund (Agribusiness Window) also promises a focus on women- and youth-owned enterprises for inputs and seed funding for start-ups.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
<p>Unequal power relations at the household level, in farmer organisations, and at provincial and district levels constrain sector development</p>	<p>Increased wealth contribution; increased economic opportunity; improved food security</p>	<p>PSTA 4 recognises that unequal power relations leave women with limited decision-making power on the use of and returns from the land, with women having less of a voice, carrying a larger burden of work on the land and being at the lower-end of the value chain. This results in limited options for livelihoods and leaves them highly vulnerable to shocks. PSTA4 points out that the empowerment of women has multiple positive effects for the individual and for the economy as a whole. These include improved nutrition and food security, household health, reduced levels of gender-based discrimination and violence⁵.</p> <p>Using evidence from the 2015 household survey, PSTA4 suggests that more women are accessing advice and information under the priority outcome of Innovation and Extension. The literature reviewed and stakeholder consultations, however, maintain that many women farmers remain at the subsistence level, constrained by limited decision-making power and lack of access to markets and products. For increased advice to translate into improved conditions for women farmers, overarching constraints such as unequal power relations, skills and capacities and access to finance must be addressed. PSTA4, drawing on national gender equality commitments, makes proposals for most of these constraints. The literature reviewed and stakeholder consultations conducted stress that patriarchy and culture are largely responsible for unequal power relations. These are not new issues, but the challenge lies in implementation of effective measures.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Value chains under-developed	Increased wealth contribution	<p>PSTA4 identifies 3 key categories of value chain: food crops, traditional export commodities and high impact commodities with a focus on animal resources and horticulture. These focus areas tend to be more male-dominated and efforts are needed to increase youth and women's participation in these highly lucrative value chains. The required capacities and other constraints to increased youth and gender equitable participation can be addressed if the plans for skills and capacity development, technology uptake and land use consolidation are effectively executed.</p> <p>Statistics cited in PSTA4 indicate that 66% of agricultural operators have primary level education, 26% no education, 6.6% secondary education and 1.4% tertiary. Of these, 71.5% male versus 53.8 % of female farmers have only primary education. PSTA4 suggests that this partly explains the huge capacity and skills gap for agricultural operators to successfully transform and move higher up the value chain.</p> <p>PSTA4 targets high quality skills and capacities through appropriate and accessible training for youth, women and agricultural operators along the value chain. It is hoped that this will facilitate farm-to-market flows, increase profitability and improve food and nutrition security. This is also expected to promote agribusiness development and a shift from traditional practices to modern technology.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Lack of knowledge, skills and capacity	Increased Economic Opportunity	<p>Skills and finance empower women to undertake productive income generating activities⁴. Women's empowerment is also critical to improve knowledge, attitudes and practices around nutrition. PSTA4 envisages equal representation of women in market-oriented technical training in support of farmer organisations for value addition, specialisation and commercialization. It also encourages women's increased leadership in farmer organisations.</p> <p>For youth, PSTA4 emphasises entrepreneurship and specialised skills development especially for meeting international and local food safety standards, developing appropriate packaging and labelling and domestic production of equipment and technologies. Also envisaged are relevant and accessible curricula for youth and women.</p>
Limited use of mechanisation and technology	Increased economic opportunity	<p>Reducing the time women spend on care work and food provisioning requires access to labour-saving technologies. However, new agricultural technologies tend to bypass women farmers, despite women's knowledge and their important role in agriculture. PSTA4 considers women's time use and promotes the idea of mechanisation and adapted technologies which are women-friendly, adapted to local conditions and needs and are labour-, energy- and cost-saving to reduce women's workload (2.1.4 p.47). Time use is also a key gender issue. Support under PSTA4 for mechanisation and adapted technologies are also intended for youth and vulnerable households.</p>

Key Issue identified in PSTA4	PSTA strategic impact area	Gender and Youth Dimension and commitments included under PSTA4
Persistent under-nutrition	Improved food security	The Kitchen Garden programme and the Garden as Classroom initiatives will be supported under PSTA4. Although farmer cooperatives are targeted to supply meals, this is an area where women and youth can be particularly active both for diversified economic activity and income generation. Women play a key role in the nutrition of their families as they are the ones who decide and prepare what is eaten. Given the GoR's emphasis on nutrition and food security to address especially the high levels of stunting, the increased participation of women in these initiatives could contribute to nutrition behaviour change.
Inadequate market infrastructure	Priority Area: Productivity and Resilience	To facilitate farm-to-market access, reduce post-harvest losses and increase farmer connectivity and incomes, road development and maintenance are projected to be gender-sensitive and climate resilient. The flagship project of the Kigali Wholesale market, planned for the strategy period, is intended to facilitate market access and information.
Limited institutional capacity	Priority Area: Enabling Environment and Responsive institutions	PSTA4 Outcome 4 focuses on service delivery capacity in an enabling environment and makes reference to mainstreaming youth, gender, resilience, nutrition and other cross-cutting issues.
Ineffective mainstreaming of cross-cutting issues into agricultural investments	Priority Area: Enabling Environment and Responsive institutions	PSTA4 acknowledges that cross-cutting issues, including gender and environment, must be integrated in the planning and programming cycle and proposes building internal institutional capacity to ensure implementation does not fall through the cracks. PSTA4 also proposes to issue a new set of mainstreaming indicators for climate and environment in consultation with REMA for MINAGRI and linked to NST1 and Vision 2050, presenting an opportunity to reflect the gender and youth focus.

4.5 Priority issues to be addressed through the Mainstreaming Strategy

The issues discussed in the earlier sections have been consolidated into five priority themes with corresponding action areas, as identified below. These themes feed directly into the development of the Action Areas which underlie the strategy and the detail of those Action Areas can be found in Sections 6-10.

Table 3 Issues and thematic areas to be addressed through the strategy

Issue	Theme for the strategy to consider
Challenges in accessing finance	What actions can we take to reduce barriers for women and youth to access finance, considering both access and the nature of the financial service?
Low participation in lucrative parts of the value chain	What actions can we take to increase capacities, skills, opportunities and demand by women and youth to plug in at different levels of value chain?
Weak institutional capacity for gender-responsive development	How do we improve capacity for gender mainstreaming and youth inclusivity in plans, programmes and activities, including better implementation arrangement and higher quality (up to date and targeted) data and statistics?
Access barriers to extension support, inputs and technologies needed to maximise productivity	How do we ensure gender- and youth-responsive service delivery, addressing low representation of women and youth in extension service provision, as well as improving the impact of extension support for women and youth production?
Limited control over resources and decision-making at community and household level.	How do we address underlying cultural and power dynamics, at both community (leadership) and household (decision-making) levels?

4.6 Institutional Capacity for Gender and Youth Mainstreaming

MINAGRI is the principal institution for implementing the NAP and for providing direction for all interventions in agriculture. MINAGRI has five functions:

- Sector policy setting and strategic planning;
- Resource mobilisation, including the promotion of private public

partnerships.

- Sectoral capacity building;
- Monitoring and evaluation; and
- Legal and regulatory role for the sector.

MINAGRI has the role of coordination and oversight for the implementation of PSTA4 and NAP and therefore has the ultimate responsibility of delivery on the strategy. Other line ministries and institutions at central and decentralised levels collaborate with MINAGRI in delivery on NAP and PSTA4 (MINALOC, MINECOFIN, RDB, MINICOM, MINISANTE, MoE, MINILAF, MIFOTRA, MININFRA, MINEDUC, MYICT). For gender mainstreaming, however, there is also need for strong collaboration with MIGEPROF as the ministry responsible for gender and the Gender Monitoring Office (GMO) for accountability to gender outcomes.

MINAGRI's limited gender capacity impacts its ability to effectively offer coordination and oversight for the strategy as well as driving the implementation of gender commitments in PSTA4 and NAP.

The issue of updated gender and youth disaggregated, and impact data remains critical. Up to date gender and youth disaggregated data is needed to eliminate inconsistencies even in key documents. The existing close collaboration between MINAGRI and other development partners presents an opportunity to regularly update data on gender equality and youth issues in agriculture with NISR, and GMO.

The Review of the 2010 Gender Strategy for Agriculture recommended establishing a gender coordination mechanism to ensure effective implementation of the strategy, developing and using tools including strategic plans, guidelines, M&E tool, appointment of gender focal points under key departments, programmes/projects and ensuring that data collection tools and data analysis frameworks were gender-sensitive. Currently, the GSSWG is functional but has a mandate for gender only and not youth.

MINAGRI intends to work closely with MINALOC to enhance extension service delivery. This is one of the most critical areas for improving performance in agriculture, but it is also one of the areas where there are consistent calls for increasing gender and youth representation. To address increased productivity and reduce poverty, it is imperative to consider the gendered dimensions of access to and benefits from extension service delivery. In its Country Gender Assessment (CGA), FAO noted the importance especially of women extension service personnel because many illiterate and poor female farmers did not have equal access to such services.⁶⁵ Using Rwanda Agriculture Board's (RAB) raw data, the CGA calculates that in 2014, only 18%

⁶⁵ FAO: Rwanda Country Gender Assessment, Kigali, 2016 p. 39.

of the 424 agronomists in the country were female. Across the provinces the numbers range from a low of 15% in the Western province, to a high of 22% in the Southern Province.

MINAGRI's two implementing agencies, RAB and the National Agricultural Export Board (NAEB), together with local government have responsibility for direct service delivery to farmers. The various challenges facing these institutions, particularly focused on capacity to implement the strategy, are outlined in Table 4 below along with opportunities through which the strategy can build the capacity further.

Table 4 Challenges and opportunities related to institutional implementation

Institution	Challenges	Opportunities/Recommendations
MINAGRI	<ul style="list-style-type: none"> • The Gender focal point is relied on to undertake all tasks that are associated with gender. • Notwithstanding the prior gender mainstreaming strategy, there are no specific gender or youth mainstreaming systems within MINAGRI. Mainstreaming guidelines exist but are not applied or used and have not been internalised into MINAGRI in the form of 'systems' and processes. • No mechanism exists (which women and youth can leverage) for feedback loops between MINAGRI and their target audience (participants in agriculture sector) 	<ul style="list-style-type: none"> • There is scope to improve the capacity of all staff relating to gender and youth issues and mainstreaming. • The recruitment of a new gender staff member within Single Project Implementation Unit (SPIU) presents a significant opportunity to ensure gender assessments are included in Project development and design processes for MINAGRI's significant investments. • It will be critical to ensure the gender personnel have appropriate tools for gender assessment and clarity on their application in the project design process.

RAB	<ul style="list-style-type: none"> · Knowledge of issues relating to gender is primarily focused on gender disaggregation of project beneficiaries. · The MINAGRI gender focal point is relied on to provide technical expertise and to drive anything that is specifically gender-related. · Social Impact Assessments are standard protocol; however, they are typically undertaken on a final project design and there are no specific assessments of gender or youth impacts and opportunities as part of project design. · Results management systems (M&E) are not feeding back into project implementation in an adaptive way. 	<ul style="list-style-type: none"> · The recruitment of 2 new staff with gender under their mandate⁵ presents a significant opportunity to ensure gender considerations are included in project development and design. · It will be critical for these personnel to have appropriate tools and clarity on their application within the project design process. · A priority list of projects for which gender considerations can be easily integrated (due to their current status) can be developed. · A platform for knowledge sharing and communication would allow the M&E and project implementation learnings relating to gender to be shared and assist the development of best practice.
NAEB	<ul style="list-style-type: none"> · Knowledge of issues relating to gender and youth is low. · The MINAGRI gender focal point is relied on to drive anything that is gender-related. 	<ul style="list-style-type: none"> · Learning from the process of integrating gender personnel and their processes into RAB over the next 2 years can be applied to NAEB in a phased approach.

Districts	<ul style="list-style-type: none"> Knowledge of issues relating to gender and youth varies widely between districts and personnel. The senior staff have varying degrees of knowledge depending on their background, as do district agronomist and other technical staff. Gender officers have limited time and capacity to mainstream gender. The gender officer is often referred to as the mechanism to address gender issues, however the mandate and skills level does not align with that responsibility. Anecdotal information from District offices indicates there are significant challenges to gender equality at Executive Secretary, District Director of Agriculture and Technical Staff (Agronomist, Livestock, etc.)⁶ level. Whilst women are graduating from tertiary courses in the Agriculture sector, they are not being hired at the same rate as men for entry-level roles. 	<ul style="list-style-type: none"> Tools for standardising the consideration of gender mainstreaming by gender officer could be useful. District GBS primarily focus on the gender disaggregation of other Imihigo targets; there is scope to include specific activities to assess/address gender issues. Development partners delivering gender training within Districts can include Agriculture sector technical staff at district and sector level. Technical staff engage regularly with cell- and community-level staff but engagement with farmers is the responsibility of FFS leaders. There is an opportunity to improve feedback mechanisms to increase technical staff knowledge of farm level issues. Anecdotal information⁷ from district offices indicates that progress has been relatively solid towards a target of gender equality for Sector Agronomists, FP and FFS leaders and that Gender Officers exceed gender equality targets.
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5 VISION AND THEORY OF CHANGE

5.1 Vision

The Vision is that there is **increased and sustainable productivity in the agriculture sector for healthy and wealthy women, men and youth**. The aim is for women and youth to have increased knowledge and access to services, to participate equally in all parts of the value chain, and to work in collaboration with men to improve their agricultural productivity and economic empowerment.

This approach aligns to the PSTA4 (2018) objective to achieve ‘transformation of Rwandan agriculture from a subsistence sector to a knowledge-based value creating sector, that contributes to the national economy and ensures food and nutrition security in a sustainable and resilient manner.’ The approach also contributes to the NAP (2018) vision of ‘a nation that enjoys food security, nutritional health, and sustainable agricultural growth from a productive, green and market-led agriculture sector’.

The ambitious objectives of PSTA4 will require the maximum impact to be derived from investment in the sector. Along with gender-focused activities, the PSTA4 requires gender to be mainstreamed across all MINAGRI programming and the successful delivery of this will be necessary for the success of PSTA4, NAP and Vision 2050.

5.2 Theory of Change

To achieve the vision of this strategy, a pathway of change has been developed. The Theory of Change summarises: 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, men and youth in the agriculture sector have equal voice and control over and benefit equally from the productive resources and opportunities that lead to sustainable improvements in economic, food and nutritional security. Achieving this impact allows the realisation of the vision of the strategy.

Within the challenges and context of the agriculture sector in Rwanda, a number of barriers exist, which specifically constrain women and youth in agriculture, preventing them from equitably accessing the services and benefits and being represented in the high value segments of the sector. These barriers relate to four key areas of the agriculture system where women and youth are experiencing inequality:

- i) access to knowledge, services and inputs,
- ii) farm operations using best practices and meeting productive potential,
- iii) integration into and capitalising on markets and value chains, and
- iv) decision-making power and community representation.

Ultimately, these barriers reduce the productivity and livelihoods of the women and youth, contributing to food insecurity, under-nutrition and poverty.

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. **Access to finance:** Appropriate financial services tailored to the needs of women and youth and reduced barriers to access.
2. **Markets and Value Chain Representation:** Support mechanisms developed for women and youth to access markets and increase representation throughout the value chain.
3. **Extension, Support, Inputs and Technologies:** Support mechanisms to enable women and youth to access extension, inputs and technologies to improve productivity.
4. **Institutional Mainstreaming:** Institutional systems strengthened to better plan for and mainstream gender and youth.
5. **Empowerment and Decision-making:** New approaches developed to target mindset and behaviour change at all levels and encourage women and youth into leadership roles.

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 (0-3 years) - Increased knowledge and access to inputs, technologies and services for women and youth
- Intermediate outcome (3-7 years) - Increased agricultural productivity, market integration and economic empowerment for women and youth
- Long-Term outcomes (7+ years) - (i) Equal decision-making power at household and community organisation level for women, and (ii) Equitable participation in all parts of the value chain for women and youth

These outcomes are not independent of one another; progress in each area over time contributes to achievement of future outcomes. For example, good progress to increase knowledge of and access to services for women, supports the achievement of all other outcomes.

A number of assumptions have been made regarding the change pathways. The adaptive management approach for implementation (Section 13) allows these assumptions to be tested and action taken where they do not hold. Key assumptions are:

- that the Government of Rwanda and MINAGRI continue to commit to gender equality and prioritise progress on gender and youth mainstreaming thereby driving the implementation of this strategy;
- that there is a role for, and commitment from, development partners and other stakeholders in funding, supporting and implementing this strategy;
- that 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
- that, 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.

THEORY OF CHANGE FOR RWANDA AGRICULTURE GENDER AND YOUTH MAINSTREAMING STRATEGY

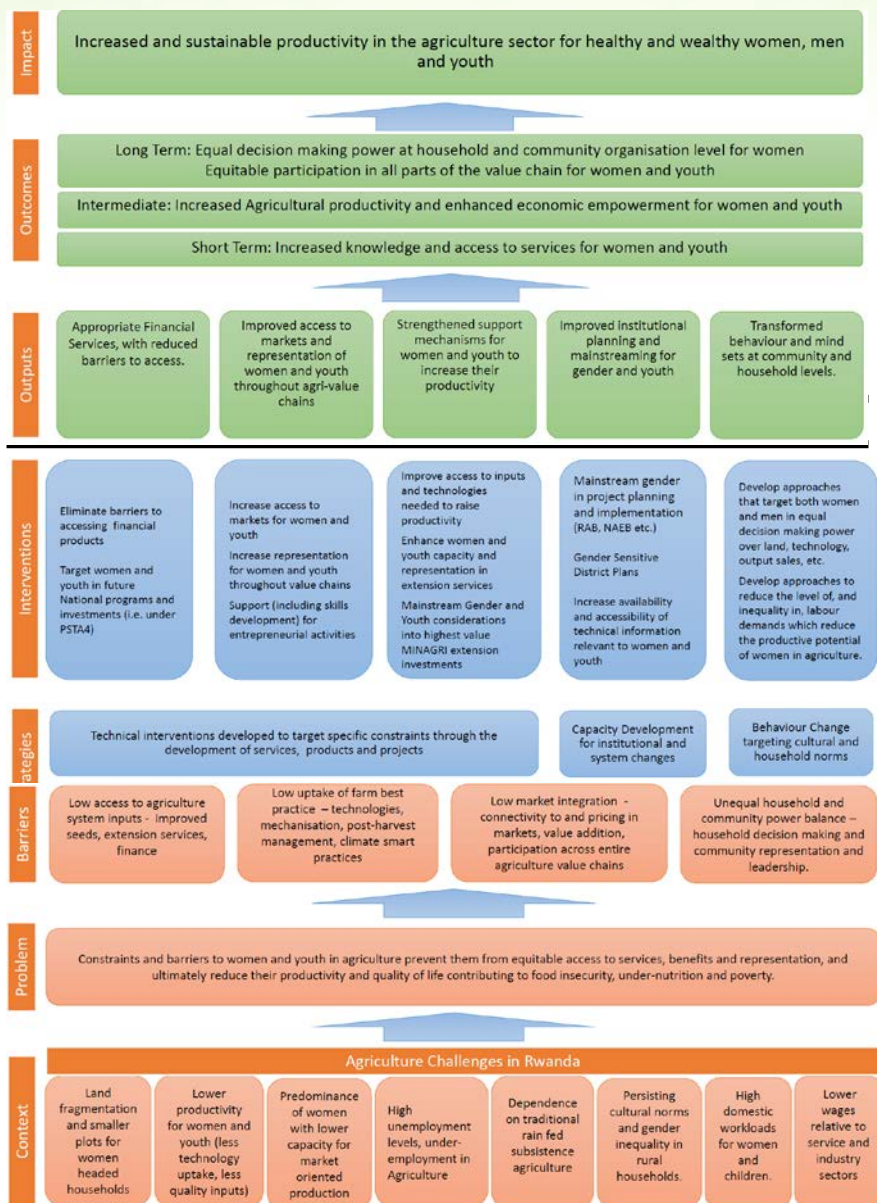


Figure 1 Theory of Change

6. ACTION AREAS

6.1 Overview of Action Areas

Information was collected from a range of sources including: analysis undertaken and consideration of the empowerment model framework; feedback from stakeholder engagement at community level, district engagement all the way to senior government (See Annex 2); institutional capacity mapping and opportunity identification; case studies and documented evidence; lessons learnt from the previous strategy; and guidance and workshop discussions with GSSWG.

Once information from these sources had been collated it was mapped against a model which analyses the complete farming and agriculture system (See Annex 5). This process allowed for an objective consideration of information as well as serving as a verification exercise to ensure that the information addressed the full scope of the agriculture system.

These processes allowed us to identify a number of priority areas where intervention, in the form of both resources and activities, can be focussed to address the most critical challenges impacting the success of women and youth in the agriculture sector. This is not an exhaustive list of the challenges affecting women and youth farmers but rather a summary of those which are causing the most difficulty and for which progress can be made within the 7 years of this strategy period. Additionally, these areas of action are those that will need to be addressed to ensure the successful implementation of PSTA4.

The five core action areas for the gender and youth mainstreaming strategy for the next 7 years are shown below. These action areas do not exist in isolation: progress under each area ties into progress under each of the others and progress in all these core areas will propel women and youth in agriculture towards the vision of this strategy.

Action Area 1: Financial Services	Appropriate Financial Services tailored to women and youth and reduced barriers to access.
Action Area 2: Markets and Value Chain Representation	Support mechanisms developed for women and youth to access markets and increase representation throughout the value chain.
Action Area 3: Extension, Support, Inputs and Technologies	Support mechanisms to enable women and youth to access extension, inputs and technologies to improve productivity.
Action Area 4: Institutional Mainstreaming	Institutional systems strengthened to better plan for and mainstream gender and youth.
Action Area 5: Empowerment and Decision-making	New approaches developed to target mindset and behaviour change at community and household level.

As Figure 2 shows, the majority of the action areas clearly align to the PSTA4 Priority Areas. An additional action area is included on empowerment and decision-making as this is fundamental to tackling gender inequality and narrowing the gender productivity gap.

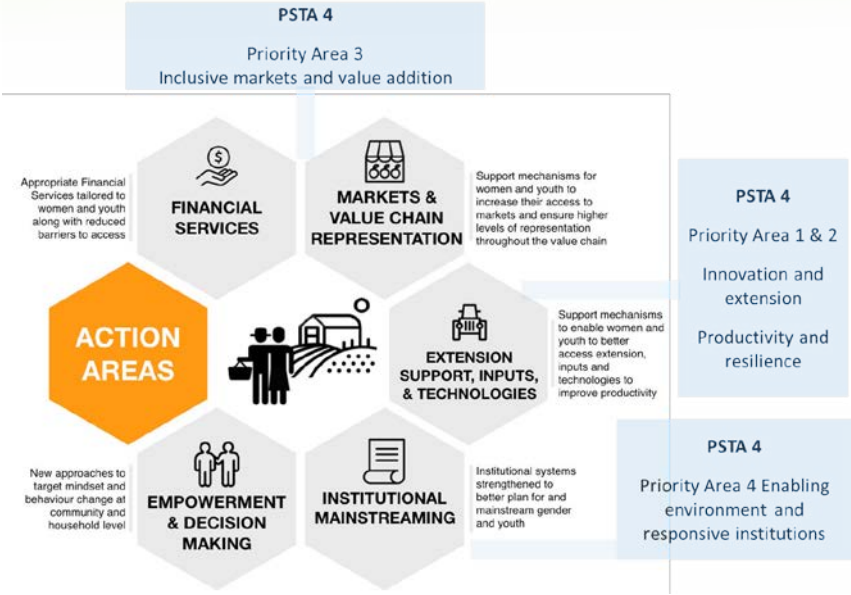


Figure 2 Action Areas

Interventions under the Action Areas will also contribute to the achievement of the UN's Sustainable Development Goals (SDG's), in particular SDG's 1, 2 and 5.

<p>SDG 1 - No Poverty: End poverty in all its forms everywhere.</p>	<p>Action Areas 1, 2, 3 and 5</p>	<p>Rural women make up the majority of the world's poor. Investments to increase access to financial services, markets, extensions services and inputs along with efforts to change traditional mindsets will increase agricultural production by women and young people living in rural areas as well as their participation in the labour force. This will help to reduce poverty and stimulate economic growth.</p>
<p>SDG 2 - Zero Hunger: End hunger, achieve food security and improved nutrition and promote sustainable agriculture</p>		<p>If yields on farms managed by women were raised to the same level as those achieved by men, agricultural output in developing countries would increase by 2.5% to 5%. This could reduce the number of undernourished people in the world by between 12 % and 17 %⁸. Investments to increase women's access to extension services, technologies and other inputs are expected to increase productivity on women's farms and have a positive impact on food security and nutrition.</p>
<p>SDG 5 - Gender Equality: Achieve gender equality and empower all women and girls</p>	<p>Action Areas 4 and 5</p>	<p>Control of the assets required to raise productivity and household incomes remain largely in the hands of men. Women have little control over the allocation of household resources and lower participation in wider community decision-making. This gender inequality creates a social and economic cost to society in terms of wasted human capital and low labour productivity that impedes agricultural development, and ultimately threatens food security and leads to high rates of undernutrition. Interventions to change mindsets, promote inclusive approaches and mainstream gender and youth are needed to tackle cultural norms and existing imbalances in representation across the sector.</p>

6.2 Action Area 1: Financial Services

Appropriate Financial Services tailored to women and youth and reduced barriers to access

6.2.1 Context

The need to focus on agricultural financial services is recognised in the PSTA4 (Implementation Area 3.2) which seeks to strengthen demand-driven inclusive agricultural financial services and products, and mitigate market and production risks, thereby increasing access to finance and productive capital to improve productivity and surplus value. The GoR (under PSTA4) has planned a range of investments to improve the quality and outreach of the financial services to agri-businesses are planned. These include:

- Pilot National Agricultural Insurance Scheme
- Pilot Agricultural Guarantee Schemes, and other relevant financial products
- Technical assistance for Agricultural Guarantee Schemes
- Data and information gathering and compilation to support policy making
- Technical assistance on scaling up of innovative value chain financing
- Technical assistance to SACCOs
- Promotion of production and trade financing products
- Technical assistance/capacity building for agent banking to enhance outreach of MFI
- Facilitation of saving groups for vulnerable farmers
- Publishing a directory of agribusiness enterprises.
- Pilot for digitisation of payments
- Targeted capacity building for women farmers and young entrepreneurs

If gender and youth concerns can be mainstreamed into these initiatives, there is significant scope to raise productivity and household incomes to reduce rural poverty. However, there are significant barriers to women and youth accessing and utilising financial services for agri-businesses. While the overall gender gap in financial inclusion⁶⁶ among women in Rwanda is relatively low with 86% of women being financially included, compared with 90% of men⁶⁷, limited access to appropriate financial services for women and youth was raised repeatedly by stakeholders at all levels. In particular, there is a demand for products that improve the financial security of farm operations including loans, grants, crop and weather insurance and other products which increase agricultural productivity and reduce the risks associated with farming.

Whilst some progress has been made on improving financial services offered to the agriculture sector, the uptake of services and sustainability of the financial models remains challenging. Grant and social protection models of

⁶⁶ Financial inclusion here refers to all banking, savings and investments, borrowing and credit, insurance, remittances, mobile money and informal mechanisms.

⁶⁷ FinMark Trust of Access to Finance Rwanda (2016), Women and Financial Inclusion in Rwanda: Promoting greater financial inclusion of women in Rwanda.

delivery have been observed to have some success⁶⁸ but they rely on external funding which limits their financial sustainability. A number of financial services targeting small businesses and entrepreneurs that operate on standard business models⁶⁹ already exist in Rwanda but they are not aligned to the characteristics and risk profile of small-scale agricultural production. New models of support are needed which buy down the risk of lending within the agriculture sector for a period, to encourage commercial lending institutions to develop products and services for smallholder farmer customers.

At the same time, there is a need to address barriers to access which impede the uptake of existing services (bank funds, subsidies and social protection finance) targeting women and youth to ensure existing funding is being fully utilised and achieving maximum impact. For example, the BDF fund to support youth in agribusiness has allocations for 60 young people (2 per district) annually for loans up to 10 million RWF, including a 30% grant, at a discounted 12% interest rate and yet over a 2-year period, only four loans (out of a potential 120 participant capacity - 3.5%) have been disbursed due to the collateral requirements being unfeasible for youth participants.

These barriers to access apply also to social protection programmes such as the one cow per family programme. This programme targets the lowest income households (for which female-headed households are overrepresented), and is often referred to at the district level as a gender intervention. It has experienced challenges with women refusing to take on a cow for various reasons; both cultural and resource related.⁷⁰ The recent expansion of the programme to include small stock and poultry is an example of ways to revise and update service offerings to target barriers to access. Anecdotal information from district agronomists indicate that uptake by women of other equipment subsidy programmes is also low (16 out of 51 people up taking the equipment subsidy in Ruhango district) but approaches to understanding and overcoming the barriers to access have not yet been explored.

6.2.2 Focus Areas of Programming

To achieve the target of appropriate financial services tailored to women and youth and reduced barriers to access, a range of programming areas have been identified. These programme areas are captured in the implementation plan for the strategy (See Section8) and reflect the activities most likely to achieve impact in each Action Area. Due to the comprehensive approach to identifying Action Areas, activities can often contribute to achievement of targets under more than one Action Area. For the purposes of this document they are reflected under the Action Area they are mostly significantly aligned to.

68 The Girinka programme, ENABEL small grant programme.

69 Commercial banks and small business lending schemes of BDF.

70 The belief that taking care of cows is a male issue was cited in stakeholder consultations

1.1 Eliminating barriers to accessing financial services

- 1.1.1 Pilot interventions to analyse and address reach challenges, modality failures, effectiveness and barriers to uptake of existing products for both women and youth e.g. through partnership with AFR.
- 1.1.2 Review and revision of the BDF funding windows to increase uptake by target groups.
- 1.1.3 Existing projects providing financial Services to include non-financial service training as well as testimonies on successful business models. Training should involve men for them to understand and facilitate women to access financial services.
- 1.1.4 Financial services programmes to include sensitisation of men on household sharing and savings responsibilities.
- 1.1.5 Financial literacy training for women and young people engaged in farming and micro-enterprises to de-risk this market segment for financial institutions (mentioned under PSTA4 IA3.2 but not reflected in workplan or budget).

1.2 Targeting of Women and Youth in PSTA4 interventions on access to finance

- 1.2.1 Mainstream Gender and Youth in the key investments under 3.2.1 of PSTA4, including the National Agriculture Insurance Scheme, Agricultural Guarantee Schemes (and other relevant financial products), technical assistance to SACCO's, capacity building for young entrepreneurs, savings groups for vulnerable farmers etc.

6.3 Action Area 2: Markets and Value Chain Representation

Support mechanisms developed for women and youth to access to access markets and increase representation throughout the value chain

6.3.1 Context

Market Access

The need to improve market linkages and make value chains more inclusive and competitive is a PSTA4 priority (under IA 3.1) and is seen as crucial to ensuring national food security as well as accessing the growing regional and international markets. PSTA4 programme items under this priority area address a number of the highest priority barriers relating to markets and value chains which impact all farmers including:

- post-harvest handling and aggregation;
- productive alliances (focusing on smallholder farmer market integration to end-markets and also input and service markets);
- market and trade information systems; and
- promotion of market infrastructure.

Therefore significant scope exists to leverage the under-utilised human capital among women and young people in delivering increased competitiveness and value addition in the agriculture sector. However, there is a need to mainstream gender and youth concerns into these investments. This will require tackling the key barriers that currently prevent women and young people participating in these programmes and initiatives.

Mobility, market information and negotiation capacity are critical for getting goods to markets and securing better prices. Issues of mobility and insecurity combined with poverty often limit women's ability to access markets, thus constraining women's ability to benefit economically from working in post-harvest activities or selling produce at high value markets. Women farmers often need to hire someone to carry their goods to the market otherwise they have to sell them at the farm gate for a lower price.

A key driver of the gender gap in agriculture productivity is that female-managed farms are paid less than male-managed farms (where more than half of their product is sold in markets for cash).⁷¹ Farmers⁷² indicated that women are paid lower prices due to factors such as customers being less willing to haggle with men on prices and women facing mobility challenges to access the best market opportunities. Often, household obligations and cultural norms limit their ability to travel to market places with higher prices that are beyond their community and lead them to instead sell produce at the 'farm gate'. Being paid a lower price for farm production has an obvious direct

71 UN Women, UNDP-UNEP PEI (2017) op. cit.

72 District level focus group discussions (2018).)

impact on income but can also lead to gender-based differences in access to production inputs (water, improved seeds, fertilisers, agricultural tools etc). Addressing this gender gap is estimated to be worth approximately USD 280 million^{73,74}.

There is a need to strengthen women's access to markets, and especially those which maximise the income generated from their produce - to bring the price women are paid for their produce in line with that of their male counterparts. Activities to address this gap need to consider fundamental characteristics of the lives of female participants in the agriculture sector, including extra household labour commitments, the limited off-farm mobility and cultural norms that impede women's bargaining power.

As well as market access, there is also a need to improve the availability of market information and analysis and to develop business skills necessary for viable agri-enterprises that meet the demand for agri-products in both domestic and export markets. Currently women and young agripreneurs are not equipped with sufficient information and expertise to access markets.

Value Chains

Supporting and empowering rural value chain actors to profitably engage in farm and off-farm activities and the commercialisation of value chains in the agriculture sector are key priorities in the PSTA4 (IA1.3 and IA4.1). This includes an explicit provision in PSTA4 for women empowerment and skills development (1.3.3) and youth agribusiness development (1.3.4). Other programme items under IA1.3 and IA4.1 have significant potential to address value chain challenges for men, women and youth including:

- support to cooperatives and farmer organisations (1.3.1);
- skills development in agriculture value chains (1.3.2);
- public private dialogue and value chain platforms (4.3.1);
- agriculture investment promotion and aftercare (4.3.2); and
- development of PPP and alternative models (4.3.3).

If allocated funding for implementation and if adequate mainstreaming of gender and youth issues into these investments occurs, there is a significant opportunity for women and young people to participate in and contribute to these PSTA4 development targets. In particular, the incorporation of gender and youth considerations into the design of the ADF funding windows under PSTA4 4.3.3 would be one of the critical entry points for mainstreaming.

73 67% of the 'One off' estimated value of closing the gender gap in agriculture productivity (total value USD 418.60 million).

74 UN Women, UNDP-UNEP PEI (2017) op. cit.

The input and output systems related to markets and value chains can be complex as well as regionally, geographically and culturally variable. These systems - relating to information, price and targeting of inputs as well as post-harvest management and processing, quality, transport and sales of outputs - all need to be functioning well for a farmer or agri-preneur to be successful. In many cases, programming focuses on one system (i.e. commodity identification) without ensuring the other elements are addressed.

Where women are currently part of value chains, it is predominately through co-operative membership and their role is mostly in labour-intensive production with less value adding activities. Targeted support is needed to ensure this representation can shift to leadership roles as well as the higher, and more economically rewarding, value chain activities such as processing, sales (middlemen), aggregation, value addition, etc. There is a need to identify and address the specific barriers particularly those relating to neglected system elements such as contracting conditions, employment quotas and transport. These barriers can be addressed through initiatives in selected value chains.

Ultimately, raising women and youth representation in higher-end value chains requires investments to develop the skills required for market-oriented production. As noted earlier, this will require a concerted effort to plug the gap between the skills demanded by the private sector and those supplied by formal programs and informal education and training programs, including specialised technical skills, entrepreneurial/ business skills, and soft skills. Moreover, reaching underemployed, rural youth via informal training is challenging⁷⁵.

6.3.2 Focus Areas of Programming

To improve access to markets and increase representation along the whole value chain for women and youth (Action Area 2), a range of interventions have been identified. These are captured in the implementation plan for the strategy (See Section 12.3) and reflect the activities most likely to achieve impact in each Action Area.

2.1 Increased access to markets for women and youth

- 2.1.1 Women- and youth-specific cooperative formation (and/or working with existing cooperatives) for capacity building to improve productive alliances through connections with input suppliers, aggregators, processors and transportation.
- 2.1.2 Skills development and promoting increased involvement of women and youth in agribusiness (PSTA 4 - 1.3.3).
- 2.1.3 Pilot interventions to analyse and address barriers to accessing ADF investments and trials of new approaches to increase access.

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Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

- 2.1.4 Mainstream gender and youth in the large-scale investments under 3.1 and 4.3 of PSTA4, including: Strengthened post-harvest handling, aggregation, and pre-processing; Promotion of productive alliances; Market Information Systems; Setting up value chain platforms for priority value chains at national level and new ADF investments under sectors such as knowledge generation, innovation and mechanisation.

2.2 Increased representation for women and youth throughout the value chain

- 2.2.1 Pilot interventions to analyse and address gaps and limiting factors for women and youth participation in lucrative parts of value chains (organisation and skills assessments etc).
- 2.2.2 Test and scale up models for women and youth engagement in value chains⁷⁶.
- 2.2.3 Technical assistance and capacity building for cooperatives on marketing and aggregation services (PSAT4 3.1.1), pre-processing and related technology (PSTA4 3.1.1), diversification/graduation into value addition and/or engagement in high-end value chains. (PSTA4 3.2.1).

2.3 Support (including skills development) for entrepreneurial activities

- 2.3.1 Increase the communication of market information to women and youth through E-Soko (eg on demand and supply, agronomic information, market potential, prices, regulation etc.)
- 2.3.2 Targeting of women and youth in capacity building for skills in farming as a business (marketing skills, post-harvest management, book keeping, auditing, leadership skills, gender equality and gender based violence (GBV) prevention) (PSTA4 1.3.2) as well as entrepreneurship skills in agribusiness, seeds multiplication and other arising agriculture opportunities (GMO, 2017).
- 2.3.3 Targeting of women and youth in capacity building on management, organisational and entrepreneurial capacities of farmer organisations and cooperatives to provide services to their members (PSTA4 1.3.1),
- 2.3.4 Target universities and successful women and young people in business, leveraging their experiences for testimonies, conferences and public talks.
- 2.3.5 Training/mentoring for business incubation (youth with agriculture or livestock tertiary studies) (PSTA4 1.3.4) and assisting youth in accessing suitable financial products (PSTA4 1.3.4).

⁷⁶ Suggest selection of 3 value chains (for entry and leverage point identification and targeting) representing: cash crop, staple and livestock is recommended. Further information is provided in Implementation Plan and Budget.

6.4 Action Area 3: Extension Support, Inputs and Technologies

Support mechanisms to support women and youth to access extension, inputs and technologies which improve productivity

6.4.1 Context

It has long been recognised that equal access to extension services is vital for uptake of technologies such as CSA, mechanisation, post-harvest management, seed multiplication etc. Proximate extension and advisory services are key priorities in the PSTA4 (under IA1.2) and seen as crucial in supporting producers to make informed decisions and adopt agricultural innovations which increase, specialise and intensify agricultural production. There is significant scope for capacity building so that extension services are tailored and delivered effectively to address the differing needs of women and youth.

Rwanda has made solid progress under the previous gender mainstreaming strategy towards the target of 50% female representation in extension workers and farmer field school coordinators (for example, women's representation in FFS is 52%⁷⁷). However, women continue to face challenges in finding time to take advantage of the services and inputs available due to their triple roles (reproductive, productive, care/community engagement).

Women's time is taken up with domestic responsibilities such as collection of fuelwood and water for household use and consumption and cooking as well as care of infants, the sick and the elderly, and care of small animals and sometimes are ashamed or embarrassed if men try to help⁷⁸. As discussed previously, issues of mobility and insecurity combined with poverty also limit women's ability to take risks, participate in certain programmes and activities or take advantage of services offered to them.

Over half the gender gap in agricultural productivity was attributed to differences between men and women's access to productive inputs like water (i.e. irrigation technology), improved seeds, fertiliser, insecticides and agricultural tools⁷⁹. For example, women are spending 25% less on fertiliser and insecticides than men⁸⁰, so there is scope to improve the productivity of farms managed by women.

Young people face different issues. Reaching underemployed, rural youth via informal training is challenging⁸¹ and more work is needed to address the gap between the skills demanded by the private sector and those supplied

77 FAO (2016) Country Gender Assessment p.54

78 USAID (2015) Gender Analysis for USAID/Rwanda Feed the Future Project

79 ibid

80 UN Women, UNDP-UNEP PEI (2017) op. cit

81 Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

by formal programs and informal education and training programs, including specialized technical skills, entrepreneurial/ business skills, and soft skills.

PSTA4 includes a range of investments for capacity building and skill development of women and young people to engage in agri-businesses:

- Capacity building for skills in farming as a business (Marketing skills, Post-harvest handling, book keeping, Auditing Leadership skills (especially for women), gender equality and GBV prevention (1.3.2);
- Capacity building for developing skills and promoting increased involvement of women in agribusiness (1.3.3);
- Capacity building for developing leadership and management skills for women (1.3.3);
- Fund to support to agribusiness and income generating projects for women (Through Agricultural Development Fund) (1.3.3);
- Matching grants for youth start-ups or businesses that benefit youth in agriculture (Through Agricultural Development Fund) (1.3.4);
- Training/mentoring for business incubation for young people (1.3.4);
- Training/business development support to assist youth in accessing suitable financial products (1.3.4); and
- Financial incentives for youth (fiscal regime, tax breaks, procurement policy, etc.) (1.3.4).

In addition to these targeted investments, gender and youth concerns can also be mainstreamed into quality proximity extension services to farmers (1.2.2) as well as other significant PSTA4 investments under the Productivity and Resilience Priority Area that emphasise the importance of inputs and technologies to improve production including: IA 2.1 - Sustainable land husbandry and crop production intensification, IA2.2 - Effective and efficient irrigation under IWRM frameworks, IA 2.3 - Animal Resources and Production Systems, IA 2.4 - Nutrition Sensitive Agriculture and IA 2.5 - Mechanisms for Increased resilience.

These investments cover a broad range of technical issues, many of which have the potential to significantly impact improvements in the productivity of women and youth farmers, for example; sustainable land husbandry and climate smart practices, efficient and sustainable use of inputs, mechanisation and technology, water resource development, innovative irrigation, mainstreaming nutrition and asset building for vulnerable groups. The mainstreaming of gender and youth into these investments will be critical to both the successful achievement of PSTA4 outcomes as well as to ensuring progress towards the vision of this strategy.

6.4.2 Focus Areas of Programming

To achieve the target of support mechanisms to facilitate women and youth to access extension inputs and technologies which improve productivity, a range of programming areas has been identified. These programme areas are captured in the implementation plan for the strategy (See Section 8) and reflect the activities most likely to achieve impact in each action area.

3.1 Improved access to inputs needed to raise productivity

- 3.1.1 Increasing women and youth access to market information early during the production process.
- 3.1.2 Pilot interventions to analyse and address accessibility issues like limited road access and transport.
- 3.1.3 Targeted dissemination of information on agro-inputs and benefits, such as improved breeds and best methods for application.
- 3.1.4 Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).
- 3.1.5 Interventions to analyse and address barriers and test new approaches for post-harvest and processing, pre-processing and climate smart technologies and information (GMO R3).

3.2 Develop skills and expertise to address existing gaps and shift to market oriented production

- 3.2.1 Tailoring of extension services to reflect women's priorities and the double labour burden, in particular considering timing, location and content of service delivery.
- 3.2.2 Improved connection of agro-inputs to farms in ways that target women and youth, (i.e. decentralised distribution directly to villages).
- 3.2.3 Continued targeting of 50% women in FP, FFS and cell leadership (GMO R4).
- 3.2.4 Introduction of a target for representation of women in district extension services.
- 3.2.5 Capacity building to enhance gender and youth responsiveness and targeting in extension (FPs, FFSFs, district/RAB extension staff) (PSTA4 1.2.2).
- 3.2.6 Increase on and off-farm economic opportunities for young people through training and other assistance to increase the productivity, market engagement and profitability of on and off-farm activities.
- 3.2.7 Conduct awareness programmes to raise youth awareness about profitable sector opportunities in marketing, processing, packaging,

and food service, in addition to on-farm production through multi-media campaigns showcasing agri-entrepreneur role models, new technologies, and exploring business opportunities for youth⁸².

3.2.8 Accelerate the application of ICT and other advanced technologies to support growth and agribusiness opportunities for women and youth in agriculture. Expand out-of-school rural youth access to technology and engagement through rural Technology Innovation Labs and Service Centers similar to KLab (Kigali)⁸³.

3.2.9 Expand agrifood system training programs and increase the engagement of the private sector in improving existing curricula⁸⁴.

3.3 Mainstreaming of gender and youth considerations into highest value MINAGRI investments

3.3.1 Based on results of 3.2.3 above targeting rural women under the activities for mechanisation and technology under PSTA 4 2.1.4 (IA 2.4).

3.3.2 Mainstream gender and youth into significant project investments under PSTA4⁸⁵ (specifically in irrigation, land husbandry, market linkages including market and aggregation infrastructure, fertiliser subsidies, and extension services) using a combination of mainstreaming approaches including: analysis and integration of gender and youth issues into programme design as well as into M&E systems (including impact assessments); building awareness and capacity, pilots, action research, or GSSWG initiatives.

6.5 Action Area 4: Institutional Mainstreaming Capacity

Institutional Systems strengthened to better plan for and mainstream gender and youth

6.5.1 Context

At the sector level, MINAGRI has advanced a strategic approach to gender in agriculture through the 2010 Gender Mainstreaming Strategy and Guidelines (although youth were not specifically targeted). However, at district level, the translation of this strategy into action is varied and dependent on the priorities, knowledge and the commitment of local staff. The landscape

⁸² From Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

⁸³ From Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

⁸⁴ From Allen et al (2016). Agrifood Youth Employment and Engagement Study, Michigan State University, June 2016

⁸⁵ IA 2.1 - Sustainable land husbandry and crop production intensification, IA2.2 - Effective and efficient irrigation under IWRM frameworks, IA 2.3 - 3.3.4 Animal Resources and Production Systems, IA 2.4 - Nutrition Sensitive Agriculture and IA2.5 - Mechanisms for Increased resilience.

of decentralisation, district planning and sector coordination is a complex operating environment and *Imihigo* drive priorities and focus, with limited time or resources to deviate from those frameworks.

At district level, the Gender Budget Statements are tracking gender disaggregation of a limited number of priorities in district *Imihigo* which cover all sectors (Agriculture, Health, Education, etc.). However, despite being commonly referred to as a gender mainstreaming mechanism, in practice the GBS process does not serve this purpose. For example, the only direct reference to agriculture in a typical GBS will be gender-disaggregated data on the beneficiaries of the *Girinka* (one cow per family) programme ⁸⁶. The GBS cannot currently be considered as contributing to decentralising the gender equality agenda.

There is scope to ramp up mainstreaming by integrating of gender and youth priorities into the district planning and *Imihigo* process. District *Imihigo* often directly select indicators from national level *Imihigo* therefore the importance of reflecting gender and youth in the MINAGRI *Imihigo* is again emphasised.

District personnel relevant to MINAGRI operations include those supporting the implementation of RAB projects and this presents a second entry point to district capacity building (via the RAB projects themselves). This again emphasises the importance of mainstreaming across investments at the MINAGRI/RAB level. At this national level, there has been recent progress on resourcing RAB and SPIU to mainstream gender with the recent recruitment of two new staff. However, they need to have access to the necessary tools and effective systems established to institutionalise their mainstreaming activities. The implementation section below (Section8) details the way these high priority activities are reflected in the implementation of this strategy.

The need to focus on institutional capacity is recognised in IA 4.1 of the PSTA4 which aims to promote organisational strengthening and improved decentralised service delivery as well as IA 4.4 which focuses on planning, coordination and budgeting. This PSTA4 impact area includes items which have the potential to impact institutional capacity such as revised organisational development plans for MINAGRI agencies (underway), and decentralised capacity development focused on quality proximity extension services to farmers (1.2.2) which presents an opportunity to mainstream gender and youth by ensuring appropriate incorporation of a gender and youth focus into the activity design.

Programme area 4.4.2 particularly focuses on mainstreaming (including gender and youth) with provision to develop internal capabilities and assign focal points in MINAGRI. These focal points have a dual role in ensuring capacity building throughout the sector and across relevant implementation institutions on gender and youth and in verifying the integration of these issues in sector programmes and projects. These focal points and the assigned mandate are critical to the successful achievement of the vision of this strategy and are therefore reflected in both the mainstreaming model and the implementation plan below. Additionally, activities to support their

⁸⁶ Sighted District GBS during field consultations.

identification and uptake of appropriate entry points to MINAGRI systems are also reflected in the implementation plan (Section 8.3).

6.5.2 Focus Areas of Programming

To achieve the target of institutional systems being better able to plan for and mainstream gender and youth, three areas of focus have been identified (4.1 - 4.3 below). These programme areas are captured in the implementation plan for the strategy (See Section 8.3) and reflect the activities most likely to achieve impact in each action area.

4.1 Mainstreaming of gender and youth concerns in project planning and implementation (RAB, NAEB etc.)

- 4.1.1 Conduct a capacity assessment for MINAGRI and its institutions and support a capacity building plan to be undertaken by new gender focal points.
- 4.1.2 Training of staff (senior management, planners, agronomists, M&E officers) at all levels including district in gender and youth mainstreaming (GMO 2017).
- 4.1.3 Develop guidance on best practice gender and youth mainstreaming for M&E and coordination purposes.
- 4.1.4 Track progress of gender- and youth-sensitive indicators and ensure results and lessons learnt are shared.
- 4.1.5 Provide support and training as required for new RAB (IFAD and WB and KOIKA SPIU) gender staff.
- 4.1.6 Ensure that gender and youth assessments (including gender and youth analysis, corresponding activities, and gender and youth impact and target indicators) are undertaken as part of MINAGRI SAP project profile documentation.

4.2 Mainstreaming of gender and youth concerns into District Plans

- 4.2.1 Conduct a needs assessment of district personnel and targeted briefing notes developed.
- 4.2.2 Develop tools for application of gender and youth considerations at district level developed.
- 4.2.3 Gender Budget Statement process continued and strengthened (GMO).

4.3 Increasing the availability and accessibility of information tailored to the needs of women and youth

- 4.3.1 Technical and practical documentation and information tailored to the needs of women and youth available (i.e. information on technical, financial and support services relevant to them).
- 4.3.2 On-site demonstrations utilised for information sharing.

6.6 Action Area 5: Empowerment and Decision-making

Approaches developed to target mindset and behaviour change at community and household level

6.6.1 Context

Despite significant progress in land ownership and title recognition in recent years, women still have less control and decision-making power over their land, and by extension, over their agriculture production relative to men. Although recognised on land title, women are also less able to access the title documents for collateral and other purposes such as selling land, leasing, infrastructure building, property insurance etc.”

Whilst women provide much of the labour relating to production, they often lose control of the decision-making process at the final stages of farming relating activities, such as setting prices and selecting markets. Additionally, women’s productivity is impacted by other factors such as farm size (female farms are on average 10.5% smaller than male farms), a larger household size and higher demographic dependency ratio and lower level of education than men⁸⁷. Women’s heavy workload including household chores combined with their limited mobility, intra-household power relations and competing reproductive work are also among the key factors that hinder women’s effective participation in agricultural programs such as extension services and training. Reducing the time women spend on care work and food provisioning requires commitment of men to support, access to labour-saving technologies and behaviour change. However, gaining access to new technologies can be challenging for rural women especially due to poverty but also due to societal and cultural norms.

Community and household mindsets limiting the role of women and their decision-making power was repeatedly raised during data collection, by stakeholders at every level from government to village. However, the topic was often dismissed as being too difficult, too long-term and too unknown to tackle. Those working in the women’s empowerment sector report that whilst empowerment programming has been successful at a community level there is a disconnect, which means that empowerment does not necessarily carry over into households and families.

There is an opportunity to pilot new ways of working at community and household level to address some of these challenges. Methodologies from other sectors such as health and GBV programmes like Men Care+⁸⁸ as well as tools such as Gender Action Learning methodology⁸⁹ have the potential to be applied within the agriculture sector in Rwanda.

87 UN Women, UNDP-UNEP PEI (2017) op. cit

88 MenCare+ (Rwanda Men’s Resource Centre) engages men as positive and supportive partners in maternal and child health.

89 TWIN (2013) Empowering Women Farmers in Agriculture Value Chains.

The importance of women and youth empowerment is recognised in PSTA4 to a limited extent under skills development for agriculture value chain actors which focuses on support and empowerment of rural value chain actors to profitably engage in farm and off farm activities. Elements of the programme areas include: ensuring curricula for skills development are accessible and relevant to women and young people (PSTA4 1.3.2); training and capacity development in leadership and management skills for women to actively participate in decision-making at household, cooperative, community and institutional level; economic empowerment through technical skills development (PSTA4 1.3.3.); and allocation of underutilised land for youth groups as well as training and incubation support (PSTA4 1.3.4). These programme areas have been discussed previously in Action Area 2 and focus well on the supply side challenges of women's economic empowerment. In relation to Action Area 5 they are relevant as entry points for pilot approaches to address mindset and behaviour change.

6.6.2 Focus Areas of Programming

To achieve the target of developing approaches to achieve mindset and behaviour change at community and household level, a range of programming areas have been identified. These programme areas are captured in the implementation plan for the strategy (See Section 8) and reflect the activities most likely to achieve impact in each action area.

5.1 Enhancing women's decision-making power over land, technology, output sales, etc.

- 5.1.1 Expand empowerment and capacity building training for women including on empowerment, leadership and negotiation but also include interventions to educate women on their land rights and increase their capacity to use existing land legislation and land tenure practices to their benefit.
- 5.1.2 Target communities (women and men) in capacity building programmes to develop skills in farming as a business (marketing skills, post-handling, book keeping, auditing, leadership skills, gender equality and GBV prevention) (PSTA4 1.3.2).

5.2 Reducing women' unpaid care work.

- 5.2.1 Develop communication and materials for awareness raising.
- 5.2.2 Pilot new approaches to change intra-household mindset and behaviour. (i.e. GALS, Mencare+ or methodologies from other sectors i.e., public health & GBV) and scale up new approaches found to be effective.
- 5.2.3 Analyse experiences and impact (i.e. using GALS) of interventions that tackle root causes of time poverty (e.g. water harvesting, clean cookstoves) to build an evidence base for the scale up of these interventions.

7. ENABLING ENVIRONMENT FOR MAINSTREAMING

Action Area 4 identifies specific programme areas relating to development of institutional gender and youth capacity within MINAGRI and its institutions. However, the vision of this strategy requires an additional broader consideration of mainstreaming in relation to its implementation. Strengthening the enabling environment for mainstreaming gender and youth is a critical foundation for progress under all of the Action Areas.

This section addresses the broader MINAGRI system elements (and associated actions) which are needed for the successful implementation of the programming for the five Action Areas. This recognises that gender mainstreaming requires enhanced capacities and technical skills (across all agencies active in the sector) in gender analysis and planning for effective gender mainstreaming, as well as increased availability of gender-disaggregated data, and a larger budget to effectively mainstream. There are currently four public institutions mandated to coordinate and facilitate the process of promoting and mainstreaming gender nationally: the Ministry of Gender and Family Promotion (MIGEPROF), Gender Monitoring Office (GMO), National Women Council (NWC) and Rwanda Women Parliamentarians' Forum (RWPF/FFRP). MINAGRI has the primary role for the implementation of this gender and youth strategy. MINAGRI is expected to collaborate with and benefit from the specific mandate of and expertise available in these institutions.

The following elements need to be addressed for the successful implementation of this strategy:

- Identify entry points for mainstreaming;
- Develop institutional capacities and clarify responsibilities;
- Identify systems for communication and knowledge sharing relating to strategy implementation;
- Specify implementation framework and plan (Section 8);
- Specify results management system to track implementation (Section 9); and
- Specify budget requirements and approach to funding (Section 10).

This section addresses the first three and the remaining elements are reflected in subsequent sections.

The role of a strong enabling environment for mainstreaming gender and youth is best understood by considering what a well-functioning system would look like. The example below shows how entry points can be leveraged to achieve better outcomes for women and youth in the implementation of

interventions under PSTA4. The elements that create this successful enabling environment are covered in more detail in the following sections.

MAINSTREAMING TO LEVERAGE ENTRY POINTS AND BUILD BETTER PROCESSES

An example of some the ways the different mainstreaming entry points and processes can be utilised to create an enabling environment that supports better outcomes for women in the implementation of interventions under PSTA4

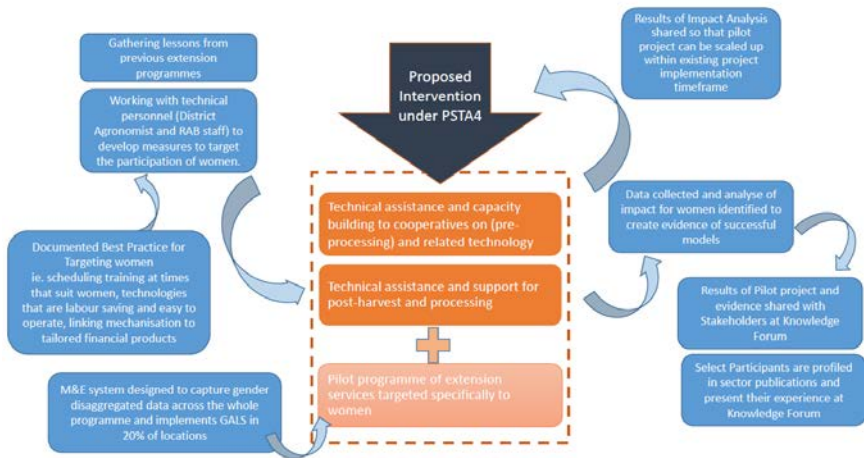


Figure 3 Mainstreaming for better outcomes for gender and youth

7.1 Entry Points for Mainstreaming

Entry points are key points in institutional processes and planning cycles where the inclusion of gender and youth considerations can take place. These are often key leverage points where timely intervention can achieve a proportionally higher impact for gender and youth, often by fundamentally re-orienting activities. The following critical entry points can be leveraged in the delivery of this strategy.

7.1.1 Project Design and Development

One of the highest impact entry points for the successful delivery of this strategy will be the incorporation of gender and youth considerations into project design and development processes. Technical expertise needs to be applied in a standardised way as part of the design cycle and development processes. For this to be successful, appropriately trained staff are needed and the project design and development processes need to be adapted to include a gender and youth assessment.

Programme Areas relating to the enabling environment:

6.1.1 New gender personnel in RAB are recruited and retained, skilled and appropriately resourced to deliver this strategy.

6.1.2 Inclusion of gender and youth assessments in all MINAGRI project design processes.

7.1.2 Results Management (M&E)

Results Management systems such as the Gender Budget Statements, Imihigo and Project M&E present opportunities to hold stakeholders accountable for gender and youth outcomes and ensure that project achievements are contributing to the gender and youth inclusivity.

Indicators to track outcomes relating to gender and youth need to be incorporated into all results management processes. At a minimum, this will be the gender disaggregation of key project outcomes but should also consider specific indicators targeting gender outcomes. For example, for a project targeting the uptake of farm mechanisation technology, the results management should track the number of women who take up the mechanisation technology, but also go further to analyse the impact of the uptake of the technology on her productivity and economic circumstances.

Programme Areas relating to the enabling environment:

6.2.1 Inclusion of gender and youth performance indicators and milestones in the Imihigo.

6.2.2 Standardised gender disaggregation of key outcomes in project/programme logframes.

6.2.3 Linking programme logframes to women's economic empowerment indicators, using proxies where necessary and particularly leveraging the data collected under Women's Empowerment in Agriculture Index (WEAI) activities.

6.2.4 MIS for gender statistics mainstreaming such as gender sensitive data collection and analysis tools for agricultural surveys and assessments (GMO R6).

6.2.5 Annual, mid term and final reporting against logframe.

7.1.3 Planning and Budget Cycle

In order for this strategy to be implemented, it needs to be integrated into MINAGRI national and district planning and budget cycles. Integration into those cycles will ensure that the strategy action areas are reflected in the GBS process which is drive by Imihigo and Single Action Plan reporting. The practicalities of implementing this strategy and linking it to these processes are outlined in Section 8, however there are also systematic entry points to be considered.

Programme Areas relating to the enabling environment:

6.3.1 Project Profile Document Template utilised in annual planning can be updated to require submissions to identify: i) to which Action Area the project aligns; and ii) how gender and youth are targeted within the project.

6.3.2 Recommendations from the strategy are incorporated under the 2019/2020 planning cycle, including projectising of key programme areas as outlined in the Implementation Plan.

7.2 Organisational Structure and Responsibilities

Key MINAGRI institutions, National gender machinery, development partners and the private sector have critical roles to play in the successful delivery of this strategy. An overview of functions and responsibilities of the institutions are outlined below to ensure that all relevant activities are captured in the programming areas identified within this strategy.

The mainstreaming process should be led by the gender focal points in the MINAGRI, Rwanda Agriculture Board, and National Agriculture Export Board with additional resources mobilised to develop the capacity of these staff in gender analysis skills, tools and techniques for gender responsive programming and service delivery.

Institution	Responsibilities	Driving Change
MINAGRI	Ensuring application of strategy within their sphere of influence, particularly relating to planning and budgeting cycles.	<ul style="list-style-type: none">- Incorporation of gender indicators in MINAGRI Imihigo- Project Profile Document Template revised to assess alignment to the strategy- Projectising activities, where relevant, from the strategy- Annual reporting on strategy implementation

Institution	Responsibilities	Driving Change
RAB/ NAEB	Ensuring application of the strategy within their activities, particularly the incorporation of gender and youth assessments into project development and design.	<ul style="list-style-type: none"> - RAB gender focal point (2) recruitment finalised and mobilisation undertaken - Process for RAB gender focal points input into RAB project cycles and activities specified and processes updated as required - Tools to support the systematic application of gender focal point inputs developed as required (Standardised Gender Assessment Tool) - Identification of quick wins list of highest priority projects for which immediate action is timely - Contributing to annual reporting on the strategy as require - Enhancing gender responsiveness of extension services through Twigire Model and improvement of the mind-set of farmers on equal control over agricultural inputs and resources
Districts	Ensuring application of the strategy within their activities, particularly the adoption of gender and youth considerations into their technical support activities.	<ul style="list-style-type: none"> - Up-skilling of district technical staff in incorporation of gender and youth considerations in technical support delivery - Utilising opportunities to feed experiences of women and youth back to national institutions

Institution	Responsibilities	Driving Change
GSSWG	Driving the implementation of the strategy, particularly tracking performance and providing necessary knowledge products and facilitating sharing and communication platforms.	<ul style="list-style-type: none"> - Expansion of scope to include youth within mandate⁹ - Development of a Youth Activation Plan to ensure any gaps in knowledge required for the delivery of this strategy are addressed.¹⁰ - Develop linkages with other youth platforms of Government of Rwanda. - Coordination of gender and youth communication and knowledge sharing platform to facilitate mainstreaming (See Section 7.3) - Contribute to the development of tools for use by gender focal points across the country
Ministry of Gender and Family Promotion (MIGEPROF)	<p>Implementation alignment of strategy with National Gender Policy</p> <p>Ensuring gender strategy priorities are also reflected in GoR international gender equality commitments and reported on</p>	<ul style="list-style-type: none"> - Collaborate with MINAGRI to capture progress on key areas and in line with the National Gender Policy - Identify issues to share and report on in gender equality forums and reporting bodies eg on CEDAW - Ensure strategy is understood and incorporated in work plans of gender focal points especially at decentralised levels
Gender Monitoring Office (GMO)	Accountability to gender equality in agriculture especially in the five key action areas	<ul style="list-style-type: none"> - Use the strategy to engage the leadership of MINAGRI on gender equality commitments - Support MINAGRI senior staff to understand process of accountability to gender equality in agriculture - Engage also private sector actors in agriculture on accountability to gender equality in priority areas such as financial inclusion, capacities for market-oriented production etc - Promote accountability to gender equality in agriculture and hence contribute to the implementation of the strategy

Institution	Responsibilities	Driving Change
National Women Council (NWC)	Use its wide network to support women and youth to comprehend key aspects of strategy and to define collective action in the five key areas	<ul style="list-style-type: none"> - Highlight and promote action for women's increased roles in agricultural cooperatives and increased representation in higher value chains in agriculture - Use forums like the International Women's Day, the International Rural Women's Day to mobilise and advocate for gender responsive actions in agriculture and to discuss progress on the implementation of the strategy
Rwanda Women Parliamentarians' Forum (RWPF/FFRP)	Advocacy in parliament for action to address gender gaps in agriculture	<p>Facilitate sharing on key aspects of strategy to give parliamentarians an understanding of the strategy, its objectives and key areas of action.</p> <p>Build a coalition in support of gender responsive agriculture</p> <p>Support bills and budgetary allocations to the implementation of the gender strategy</p>
Development Partners	Alignment of funding, programming and operations to the strategy.	<ul style="list-style-type: none"> - Support and technical services to ensure the incorporation of strategy into the 2019/2020 (and future) planning and budget processes. - Financing Delivery of the strategy, including ownership of particular action areas where relevant and aligned to organisational mandate. - Technical support for delivery of the strategy

Institution	Responsibilities	Driving Change
Private Sector	Respond to gaps in agriculture productivity and align to government priorities where possible.	<ul style="list-style-type: none"> - Ensure adoption of best practice for gender and youth engagement in value chains and extension operations. - Respond to the financial cost (lost revenue) of the Agriculture Gender Productivity Gap and better include women and youth in private extension. - Document the business case for engaging women and youth in Agriculture. - Sector platforms to share experience and issues and engage with government on experiences of engaging women and youth.

7.3 COMMUNICATION AND KNOWLEDGE SHARING

A critical element in the successful mainstreaming of the strategy relates to communication and knowledge sharing. Currently, there is a gap relating to platforms for experience in the gender and youth space to be shared between and with stakeholders. GSSWG serves an invaluable function as a platform for likeminded organisations and individuals, but there is need for a broader engagement with others who are not typically engaged on these topics.

This broader platform might be an annual event which allows for experience and knowledge sharing in the form of (but not limited to) case studies, testimonials, best practices, data reporting and linkage with other Ministries. Whilst such a forum has clear value in and of itself, it also serves a valuable function in closing the loop in the institutional mainstreaming of gender and youth. The process outlined below shows that the existing processes for planning, budgeting and accountability (M&E) can be expanded to include better knowledge sharing, thereby creating an iterative cycle that ensures not just mainstreaming, but best practice application. The addition of the platform provides a forum for the results of existing programming to be shared rather than ending in a project log frame, and additionally equips stakeholders with key information and priorities prior to the beginning of the annual planning and budget cycle.

The entry points and programme areas by which gender will be mainstreamed into the annual planning, budgeting and reporting processes was detailed in Section 7.1. However, the establishment of this knowledge sharing, and communication platform will also require specific actions.

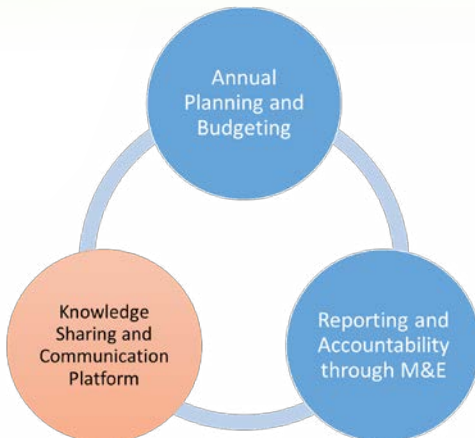


Figure 4 Iterative cycle for effective institutional mainstreaming

Knowledge sharing Programme Areas:

6.4.1 GSSWG to develop a proposal for the delivery and funding of an annual knowledge sharing and communication platform relating to women and youth in agriculture (also expanding collaboration with other relevant Ministries including MIGEPROF, GMO, NWC etc) .

6.4.2 GGSWG to expand mandate to encompass youth considerations.

8. IMPLEMENTATION OF THE STRATEGY

8.1 Implementation Framework

Implementation of this strategy is most effectively driven by commitment within the Imihigo to the achievement of key progress indicators. The indicators would be progressive and ensure that a solid foundation is achieved quite early on which more significant progress can be built towards the end of the strategy period.

To ensure that the gender mainstreaming commitments are reflected in the Imihigo, they need to be outlined within the annual Single Action Plan. The inclusion of activities in the Single Action Plan also links directly to annual budget process. Activities in the SAP are reflected in the budget as either projectisation or recurrent budget item. These labels refer to the financial classification for budget purposes only, not the nature of the programme or activity itself.

Targeting the MINAGRI Imihigo also has the benefit of leveraging the process to develop district, RAB and NAEB Imihigos to drive the better inclusion of gender and youth considerations, as well as directly linking into the MINAGRI budget.

A framework for delivering the strategy by targeting the MINAGRI Imihigo is shown below and the key elements are discussed in more detail in the following sections.



Figure 5 Framework for targeting MINAGRI Imihigo in delivery of the strategy

8.2 Implementation Models

Directly aligned with the framework shown above are the two main mechanisms under which the strategy will be funded and implemented, via projectisation (project activities) and via mainstreaming into institutional structures and processes (recurrent activities). The latter could be considered a more sustainable process as it leverages existing processes and budgets, however experience under the previous gender mainstreaming strategy indicates it is not sufficient to ensure that change occurs. Planning under this mechanism will likely require supplementation by projectisation in the short to medium term to ensure the relevant tools and systems are in place. The overall implementation approach of this strategy is to mainstreaming gender and youth across all of the ministry's work, rather than develop independent mechanisms. All activities packaged for funding (either as a project or recurrent line item) align to this approach via the careful development of the implementation plan.

8.2.1 Projectisation

Where necessary, short-term or one-off activities to facilitate the implementation of this strategy should be projectised as part of the annual planning process. This approach is suitable for activities needed on a short-medium timeframe (during the 7 years covered by the gender and youth mainstreaming strategy) such as, specific empowerment activities for men and youth, research and action learning interventions, youth activation plans, training of trainers for gender personnel and development of standardised gender assessment tools to apply to the project development and design cycle (SPIU and RAB). The process and timing by which the project/s are developed should align with the existing MINAGRI planning processes. The scoping and facilitation of this projectisation is considered an activity in itself and is reflected in the implementation plan.

8.3 Mainstreaming

Via this model, gender and youth can be effectively mainstreamed across portfolios of projects. Indeed, it is critical for both the achievement of the strategy and PSTA4 that gender and youth considerations are effectively mainstreamed into the large investments of PSTA4 (irrigation, radical terracing, land use management) as those projects are designed and implemented, being considered in planning and being carried through into reporting and knowledge sharing. Each phase of this process requires technical personnel as well as clarity on the responsibility of those personnel within the project cycles. Some of these elements are in place already within MINAGRI and their implementation agencies (technical personnel appointed within MINAGRI, SPIU, RAB, Districts) but most require implementation or strengthening. The

activities and resourcing specific to each institution are discussed earlier in Section 7.2 and are reflected in both the sub-programming under Action Area 4 and in the Implementation plan.

8.2.3 Implementation Plan

An Implementation plan (Annex 1) has been developed reflecting the programme areas identified under each Action Area in Section 6-10 above, as well as the supporting activities for the delivery of the implementation model outlined above. The implementation plan serves as a comprehensive summary of the activities and actions required to implement this strategy. It adopts existing MINAGRI templates so that it can be easily integrated into the MINAGRI Single Action Plan. This ensures that the implementation plan is comprehensive and can in fact directly link to a workplan for future programming to deliver this strategy. The implementation plan directly links to and is represented within the strategy logframe. The logframe and other results management aspects are discussed in Section 9. The expanded display of the Implementation Plan showing these elements (milestones and indicative workplan) is attached in Annex 1. The indicative workplan also proposes the most suitable modalities for implementation.



MINISTRY OF AGRICULTURE AND ANIMAL RESOURCES MINAGRI					
AGS Implementation Plan					
Programme	Sub Programme (Intervention)	Outputs	Indicators	Baseline	Total Target*
Action Area 2 Support mechanisms developed for women and youth to access markets and increase	Increased access to markets for women and youth	More Women involved in commercialised production.	% of women from selected locations participating in formal value chains (organised commodity groups, out growers, employment etc).	TBC	70%
		More Youth involved in commercialised production.	% of youth from selected locations participating in formal value chains (organised commodity groups, out growers, employment etc).	TBC	50%
	Increased representation for women and youth throughout the value chain	Women better represented in Value chain Youth better connected to Value chain Women and Youth involved in agribusiness.	Number of women within the value chain Number of youth linked formally to value chains Percentage of farmers involved in agribusiness by gender and age	TBC TBC TBC (to be aligned to PSTA4 when set)	30% female 10% annual increase TBC (to be aligned to PSTA4 when set)
	Support (including skills development) for entrepreneurial activities	Increased number of women entrepreneurs in a agriculture sector. Number of value chain actors (including farmers) trained and supported Increased capacity for business and financial literacy	Reduction in Gender Productivity Gap due to unequal market access and pricing Number of women and youth trained Number of youth trained on improved financial literacy within project intervention.	11.7% 0 TBC	6% reduction No Target for women and youth set in PSTA4 5% annual increase
Activities to Deliver Output					
Means of Verification					
2.1.1 Women- and youth-specific cooperative formation (and/or working with existing cooperatives) for capacity building to improve productive alliances through connections with input suppliers, aggregators, processors and transportation.					
2.1.2 Skills development and promoting increased involvement of women and youth in agribusiness (PSTA 4 - 1.3.3).					
2.1.3 Pilot interventions to analyse and address barriers to accessing ADF investments and trials of new approaches to increase access.					
2.1.4 Mainstream gender and youth in the large-scale investments under 3.1 and 4.3 of PSTA4, including Strengthened post-harvest handling, aggregation, and pre-processing. Promotion of productive alliances, Market Information Systems. Setting up value chain platforms for priority value chains at national level and new ADF investments under sectors such as knowledge generation, innovation and mechanisation.					
2.2.1 Pilot interventions to analyse and address gaps and limiting factors for women and youth participation in lucrative parts of value chains (organisation and skills assessments etc).					
2.2.2 Test and scale up models for women and youth engagement in value chains .					
2.2.3 Technical assistance and capacity building for cooperatives on marketing and aggregation services (PSTA4 3.1.1), pre-processing and related technology (PSTA4 3.1.1), diversification/graduation into value addition and/or engagement in high-end value chains (PSTA4 3.2.1).					
2.3.1 Increase the communication of market information to women and youth through E-Soko (eg on demand and supply, agronomic information, market potential, prices, regulation etc).					
2.3.2 Targeting of women and youth in capacity building for skills in farming as a business (marketing skills, post-harvest management, book keeping, auditing, leadership skills, gender equality and gender based violence (GBV) prevention) (PSTA4 1.3.2) as well as entrepreneurship skills in agribusiness, seeds multiplication and other arising agriculture opportunities (GMO, 2017).					
2.3.3 Targeting of women and youth in capacity building on management, organisational and entrepreneurial capacities of farmer organisations and cooperatives to provide services to their members (PSTA4 1.3.1).					
2.3.4 Target universities and successful women and young people in business, leveraging their experiences for testcases, conferences and public talks.					
2.3.5 Training manual for business incubation (youth with agriculture or livestock tertiary studies) (PSTA4 1.3.4) and assisting youth in accessing suitable financial products (PSTA4 1.3.4).					

MINISTRY OF AGRICULTURE AND ANIMAL RESOURCES (MNAAGRI)

Programme	Sub Programme (Intervention)	Outputs	Indicators	AGS Implementation Plan		Activities to Deliver Output
				Baseline	Total Target*	Means of Verification
Action Area 3 Support mechanisms to enable women and youth to access extension, inputs and technologies to improve productivity.	Improved access to inputs needed to raise productivity	Production improved through better access to inputs	Increase in amount of land irrigated for Female Household Heads	3-50%	20% annual increase	3.1.1 Increasing women and youth access to market information early during the production process. 3.1.2 Pilot interventions to analyse and address accessibility issues like limited road access and transport. 3.1.3 Targeted dissemination of information on products (agro-inputs) and benefits, such as improved breeds and best methods for application. 3.1.4 Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).
			Increase in amount of land protected against soil erosion for Female Household Heads	62-50%	5% annual increase	3.1.5 Targeted dissemination of information on products (agro-inputs) and benefits, such as improved breeds and best methods for application. 3.1.6 Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).
			Increase in amount of land affected by land consolidation for Female Household Heads	11%	15% annual increase	3.1.7 Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).
			Percentage of Female Household Heads incurring expenditure on fertilizers (inorganic and organic) increased on farm productivity (yields) for youth in agriculture sector	Chemical 27.6% Organic 9.9%	10% increase 10% increase	3.1.8 Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).
			Increased income for youth in agriculture sector	TBC	10% annual increase	3.1.9 Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).
			Number of Projects which target women's access to extension support, inputs and technologies.	TBC	60% of all MNAAGRI programmes	3.2.1 Tailor extension services to reflect women's priorities and the double labour burden building on work by considering timing, location and content of service delivery. 3.2.2 Better connection of agro-inputs to farms in ways that target women and youth (i.e. decentralized distribution directly to villages). 3.2.3 Continued target of 50% women in PF, FFS and cell leadership (GMO R4). 3.2.4 Introduce target for representation of women in district extension. 3.2.5 Capacity building for gender responsiveness and targeting in extension (PF, FFS, district/RAB extension staff) (PSTAA 1.2.2). 3.2.6 Increase on and off-farm economic opportunities for young people through training and other assistance to increase the productivity, market engagement and profitability of on and off-farm activities. 3.2.7 Conduct awareness programmes to raise youth awareness about profitable sector opportunities in marketing, processing, packaging and food service, in addition to on-farm production through multi-media campaigns showcasing agro-extension role models, new technologies, and exploring business opportunities for youth.
			Woman's access to tailored extension improved.			3.2.8 Accelerate the application of ICT and other advanced technologies to support growth and agribusiness opportunities for women and youth in agriculture. 3.2.9 Expand agrofood system training programs and increase the engagement of the private sector in improving existing curricula.
			Youth access to tailored extension improved	0	60% of all MNAAGRI programmes	

MINISTRY OF AGRICULTURE AND ANIMAL RESOURCES MINNARI

AGS Implementation Plan

Programme	Sub Programme (Intervention)	Outputs	Indicators	Baseline	Total Target*	Means of Verification	Activities to Deliver Output
Action Area 4 Institutional systems strengthened to better plan for and mainstream gender and youth.	Gender is mainstreamed in project planning and implementation (RAB, NAEB etc.)	Gender Mainstreamed in National Processes	Increased % of new projects annually including a gender and youth assessment	0	100%	Annual Project List and Project Summary Gender and Youth Assessment Document	4.1.1 Conduct capacity assessment for MINNARI and it's institutions and support a capacity building plan to be undertaken by new gender focal points. 4.1.2 Training of staff (senior management, planners, agronomists, M&E officers) at all levels including district in gender and youth mainstreaming (GMO 2017). 4.1.3 Develop guidance on best practice gender and youth mainstreaming for M&E and coordination purposes. 4.1.4 Track progress of gender- and youth-sensitive indicators and ensure results and learnings are shared. 4.1.5 Provide support and training as required for new RAB (IFAD and WB and KOBKA SPU) gender staff. 4.1.6 Ensure that gender and youth assessments (including gender and youth
	Gender Sensitive District Plans	Gender Mainstreamed in District processes	Number district personnel (Agronomist, Vet, Gender Focal Point) trained in knowledge of gender and youth in Agriculture	-	90	Training attendance	4.2.1 Conduct a needs assessment of district personnel and targeted briefing notes developed. 4.2.2 Develop tools for application of gender considerations at district level developed. 4.2.3 Gender Budget Statement process continued and strengthened (GMO).
	Increased availability and accessibility of information relevant to women and youth	More accessible information for women and youth in agriculture sector	Number of Annual Knowledge Sharing Platform conducted Number of Knowledge sharing activities (workshop, case studies, documents, mentoring events, excluding KSP).	0	1 per year (7 total) 4 per year (26 total)	GSSWG minutes Gender Focal Point	4.3.1 Technical and practical documentation and information made available for women and youth. 4.3.2 On-the-demonstrations utilised for information sharing.

MINISTRY OF AGRICULTURE AND ANIMAL RESOURCES MINAGRI

AGS Implementation Plan

Programme	Sub Programme (Intervention)	Output	Indicator	Baseline	Total Target*	Means of Verification	Activities to Deliver Output
Action Area 5 New approaches developed to target mind set and behaviour change at community and household level.	Increased in women's decision making power over land, technology, output sales, etc.	Women's empowerment (household level) Improved	Increase in women's household income from agriculture production.	49.80%	10% annual increase	GAO (2017)	5.1.1 Continue and expand empowerment and capacity building training for women including on empowerment, leadership and negotiation but also include interventions to educate women on their land rights and increase their capacity to use existing land legislation and land tenure practices to their benefit.
			Number of new models for increasing women's involvement in household decision making are piloted.	1 approach (GALS)	3 approaches modelled with supporting data	Annual Project List Gender Focal Point	5.1.2 Target communities (women and men) with capacity building for skills in farming as a business (marketing skills, post-harvesting, book keeping, auditing, leadership skills, gender equality and GBV prevention) (PSTA4 1.3.2).
	Equality in household labour and reduction in women's workloads which reduce the productive potential of their agriculture.	Equal division of household labour.	Increase in % of women's empowerment	TBC (A-WEAI 91%)	1% annual improvement in women's empowerment	A-WEAI	
			Increased % of rural female headed households with the right to sell or use land as collateral.	79%	2.5% annual increase	BICV	
			Reduced % of inequality in household labour demands	TBC (A-WEAI)	5% annual reduction in inequality	A-WEAI GALS	5.2.1 Development of communication and materials for women's training. 5.2.2 Pilot new approaches to change intra-household mindset and behaviour (i.e. GALS, MenCare+ or methodologies from other sectors i.e., public health & GBV) and scale up new approaches found to be effective. 5.2.3 Analyse experiences and impact (i.e. using GALS) of interventions that tackle root causes of time poverty (e.g. women harvesting, clean cookstoves) to build an evidence base for the scale up of these interventions.

MINISTRY OF AGRICULTURE AND ANIMAL RESOURCES MINAGRI

AGS Implementation Plan					Activities to Deliver Output	
Programme	Sub Programme (Intervention)	Outputs	Indicators	Baseline	Total Target*	Means of Verification
Enabling Environment Improved Enabling Environment for Mainstreaming	Improved mainstreaming in Project Design and Development	Gender and Youth mainstreamed in Project Design and Development	Minimum requirements for Gender assessment set Minimum requirements for Youth assessment set Youth impact indicator in Imbigo	No guidance No guidance No Indicator	Guidance document Guidance document Indicator included	6.1.1 New gender personnel in RAB are retained, skilled and appropriately resourced to deliver this strategy. 6.1.2 Inclusion of gender and youth assessments in all MINAGRI project design processes. 6.2.1 Inclusion of gender and youth performance indicators and milestones in the Imbigo 6.2.2 Standardised gender disaggregation of key outcomes in project programme logframes. 6.2.3 Linking programme logframes to women's economic empowerment indicators, using proxies where necessary and particularly leveraging the data collected under Women's Empowerment in Agriculture Index (WEAI) activities. 6.2.4 MIS for gender statistics mainstreaming such as gender sensitive data collection and analysis tools for agricultural surveys and assessments (GMO RG). 6.2.5 Annual reporting against logframe.
	Improved mainstreaming in Results Management	Gender and Youth is mainstreamed in MINAGRI and project RM	Gender impact indicator in Imbigo % of Projects with at least 2 key impact indicators gender disaggregated % of projects with interventions tailoring women which include women's economic empowerment indicators in M&E	No Indicator 0 0	Indicator included 100% 100%	6.3.1 Project Profile Document Template utilised in annual planning can be updated to require submissions to identify: 1) to which Action Area the project aligns, and 2) how gender and youth are targeted within the project. 6.3.2 Recommendations from the strategy are incorporated under the 2019/2020 planning cycle, including projectising of key programme areas as outlined in the Implementation Plan.
	Improved mainstreaming in Planning and Budget Cycle	Gender and Youth projects are included in SAP	Augmentation of Project profile document to include gender and youth considerations (Gender checklist) Inclusion of AGS recommendations in a project for SAP	No gender and youth 0	Template updated 2 projects	6.4.1 GSSWG to develop a proposal for the delivery and funding of an annual knowledge sharing and communication platform relating to women and youth in agriculture (also expanding collaboration with other relevant Ministries including MIGEPROF, GMO, NWC etc). 6.4.2 GSSWG to expand mandate to encompass youth considerations.
	Improved mainstreaming in Communication and Knowledge Sharing	Annual Knowledge Sharing Platform	Number of Knowledge Sharing Platforms (external audience)	0	1 per year (7 total)	

Verification means in blue text are where proxy or representative data is used to infer wider trends where there is not sufficient or easily accessible direct data.

* Unless otherwise specified targets and milestone targets where developed based on existing benchmarks and consultations with relevant MINAGRI staff.



9. RESULTS MANAGEMENT

Results management is a broader concept than Monitoring and Evaluation and refers to the entire process of monitoring, evaluation, analysis, reporting, validation, verification, learning and adaptive management that is required to understand the true impact of projects and to make the best decisions about their implementation.

9.1 Results Management for Gender and Youth

M&E systems typically focus on the collection of data and the tracking of inputs. Indicators are often developed to be easy to measure but often tell little of the impact of a project intervention. Often gender or age disaggregation of existing indicators is considered sufficient to mainstream gender or youth into a project, and whilst gender disaggregation of data is best practice, it often does not fully reflect the actual impact and assumptions in a theory of change.

For example, counting the number of women trained in climate-smart agriculture does not tell you whether the training had an impact on those women's economic empowerment. Information is needed about the uptake of the methodologies (how many, which ones, which percentage of her farm, over how many years), and then critically, information is needed about the changes in farm production from the application and the economic and household impact of that production change.

This is particularly important in gender and youth programming because project design is typically based on assumptions about what will achieve results for these populations and these assumptions are often technically hard to verify. Without verification it is easy for activities to be perpetuated within programming cycles with insufficient accountability. Addressing these typical gaps in the management of project results requires techniques which target the community level, income and household specific impacts. By the nature of the type of information needed (household level surveys etc.), these techniques are more costly and resource-intensive which is often a barrier to uptake.

These challenges can be overcome by adopting pilot and action learning approaches where only a portion of the project participants are subjected to more in-depth data collection. Additionally, the extrapolation of results, or adoption of proxies from other survey mechanisms such as WEAI or GALS can assist to produce a narrative about impact. With better understanding of impact chains, government and other key stakeholders can make better programming decisions. The mainstreaming activities occurring under this strategy will need to incorporate this improved approach to results management and therefore it is reflected in the implementation plan activities relating to integrating gender into project cycles.

9.2 Results framework

The purpose of the results framework for the strategy is to allow key stakeholders and implementers to track progress against the objectives of the strategy and to ensure that actions undertaken in the key action areas are leading to the anticipated outcomes. The analysis and adaptive management relating to the implementation plan of the strategy are an important part of the framework.

The results framework for the strategy is shown in the implementation plan in Section 8.3, further information on the milestones are shown in the expanded version in Annex 1, and the management and accountability for the framework are discussed in the following section. Experience under the previous mainstreaming strategy indicates that M&E is very difficult where the indicators are not aligned to existing data collection. There is no pathway (resources or mandate) for data specific to gender to be collected particularly at district level and this leads to incomplete annual reporting. To ensure that annual reporting against the results management framework is feasible and streamlined, care has been taken to ensure that, to the greatest extent possible, the indicators specified align to data already being collected as part of existing reporting.

9.3 Results Management Implementation

9.3.1 Annual Reporting

The Annual Results Management for the strategy is a three-phase process to ensure maximum value is extracted from the data collected. These phases include:

Reporting

This phase includes the compilation of data necessary to report against the results management indicators. This task is led by the gender focal point of the Ministry of Agriculture or other staff of MINAGRI's Directorate of Planning which has primary responsibility for M&E, with the support of other gender focal points (SPIU/RAB) as necessary. The task involves the collation and extraction of data that aligns to the indicators from the other MINAGRI data collection and reporting processes. Mid term (after 3 years) and final (at the end of the strategy) assessments and reports will be undertaken to report qualitative and quantitative experience of strategy delivery and results management.

Adaptive Management

This phase includes sharing the results of the annual reporting, with key stakeholders within MINAGRI in the first instance and later, the GSSWG. The purpose of this phase is to consider and analyse the results being achieved and, if necessary, identify changes to the implementation plan activities to modify the approach where results are not being achieved in accordance with the annual targets. For example, if a target is adopted that specifies that 100% of new projects undertaken include gender assessments in the project design cycle, but at the conclusion of the first year that rate is 50%, then consideration can be given to why that is the case. Is it an issue of staffing and personnel (gender focal points not having enough time to implement assessments), lack of buy-in into the process from other personnel, or just an impact lag from the delay in developing standardized tools for the assessment? The first two may need a change to be made to the approach to this activity, the latter does not.

Information Sharing

This phase includes sharing the results of the annual reporting with external stakeholders during the National Information Sharing and Communication Platform (See Section 7.3). This process leads to transparency and accountability (stakeholders representing women and youth farmers would participate in the event), lessons learning and further adaptive management of the implementation plan as other organisations also share their results and decisions on best practice can be made based on evidence.

10. FINANCING THE STRATEGY

10.1 Costed Implementation Plan

Costing has been carried out for the Implementation Plan to facilitate the efficient delivery on this strategy. The costing is indicative and based on costs developed within the PSTA4, MINAGRI annual and project budgets. The purpose of the costing is to facilitate the resourcing of the strategy and allow relative decision-making, phasing and prioritisation⁹⁰. The overall costing is provided below and broken down over the period of the strategy (7 years). The detailed budget for each Programme Area is provided in Annex 7.

Year 1 (RWF)	Year 2 (RWF)	Year 3 (RWF)	Year 4 (RWF)	Year 5 (RWF)	Year 6 (RWF)	Year 7 (RWF)	TOTAL (RWF)
521,100,000	1,802,088,624	909,949,840	840,438,584	604,115,220	670,012,330	373,911,394	5,721,615,992

To assist in operationalising the strategy the activities have been prioritised to allow for staged funding and implementation so that critical first activities can proceed whilst resourcing for other elements is in progress.

Category	Cost (RWF)
Budget for Critical First Steps	67,500,000
Budget for Highest Priority Activities*	2,539,407,650
Budget for Other Activities	2,124,748,518
Budget for Activities which rely on PSTA4 capitalisation^^	989,959,824

*highly suitable for projectisation

^^ considered to be lower priority

The estimated total cost of implementing the strategy is significant given the lack of existing funds. Successful implementation of this strategy will require partnership between government and development partners. To facilitate the process of developing those partnerships and phasing the investments and resourcing from all stakeholders, a prioritisation of activities has been undertaken. This prioritisation considers four categories. A small number of activities are critical for the initial uptake of this strategy and the sustainability of many other future activities. These 'first steps' include activities which support the resourcing of other programme areas within the strategy (support to any projectisation) and MINAGRI system changes

⁹⁰ Programme Area and intervention costings should be expanded to a greater level of specificity on a case by case basis, depending on the process by which they are being actioned - SAP, development partner etc

which can be delivered within existing resources but can achieve significant impact. A larger number of activities can be considered to be the next highest priority, fundamentally preparing the ground and beginning mainstreaming of gender and youth. These activities are highly suitable to be packaged for the purposes of funding. The third category is other activities which can be phased to build on the work in the second category. Finally, a number of activities are conceptualized to run in conjunction with PSTA4 commitments and can be implemented only if the relevant section of PSTA4 is capitalized. Where an activity aligns to a PSTA4 high value commitment, only the cost of the expansion to incorporate gender and youth has been included in this budget. More detail of the prioritisation of programme areas is reflected in the indicative work plan in Annex 1.

10.2 Action Plan for Financing

The greatest risk to the effective implementation of this strategy is a lack of financial commitment in line with required funding envelope. There is no allocation of funds in the 2019/2020 MINAGRI budget which can be used for operationalizing this strategy. As per Section 8.2, the implementation of this strategy will require the inclusion of both projectised and recurrent activities in the Single Action Plan for 2020. The facilitation of this process will be critical for the successful achievement of the vision of this strategy. The following actions are required to ensure this implementation plan is adequately financed.

- Analysis of the budget to identify if any activities are covered by existing allocations (i.e. Recurrent line items for RAB/SPIU gender staff).
- Consideration of which activities can be feasibly financed as MINAGRI recurrent line items.
- Engagement with Development Partners to assess where there is existing alignment to the implementation plan and to canvas funding support.
- Technical support to projectise activities in one of more packages to be reflected as project line item.

11. RECOMMENDATIONS

A series of recommendations which are necessary for the successful implementation of the strategy have been identified throughout the documentation. These recommendations are based on the experience of implementation under the previous strategy and the analysis and work undertaken in developing this strategy.

11.1 Priority Recommendations

Recommendations are provided throughout the strategy. From amongst the full range of interventions and actions necessary to implement this strategy, however, the recommendations below are considered to immediately and practically progress action under this strategy. Concurrently, the process of integrating the strategy into Ministry operations and culture should be undertaken.

MINAGRI

- Officially launch the revised Strategy to the public, showcasing successful case studies and emphasising MINAGRI commitment to mainstreaming gender equality and youth in agriculture.
- Immediately implement 'quick win' activities which can be achieved with existing resources such as:
 - o Commit to pro-actively mainstream gender and youth in all investments under PSTA4 and developing relevant templates.
 - o Mainstream gender into the Annual Report.
 - o Include the Gender and Youth checklist in the MINAGRI Project Profile Document Template for 2019/2020 and subsequent cycles;
 - o Resource RAB gender staff with the tools, systems and resources required to implement this strategy;
 - o In partnership with development partners, package higher priority activities for funding and mobilise resources in the 2019/2020 and subsequent planning cycles.

Development Partners and Implementers

- Commit to aligning programming and funding on gender and youth in agriculture to the strategy, and where possible, incorporate programme areas into projects.

- Work in partnership with MINAGRI to fund the delivery of this strategy, in the first instance ensuring that the highest priority activities are packaged within the 2019/2020 planning cycle
- Support monitoring of implementation and capturing of lessons.

GSSWG

- Expand mandate to include youth and engage relevant stakeholders such as Ministry of Youth
- Drive the establishment of the multisector knowledge sharing platform which will be the first step in building collaboration with other Ministries and stakeholders whose mandate does not directly include gender, but which are relevant to the success of this strategy.
- Support implementation of capacity building and conduct some field visits to assess implementation of strategy
- Support the annual, mid term and final reporting processes relative to this strategy.
- Use available opportunities to advocate for funding from individual institutions and other sources

11.2 Implementing the strategy

Mainstreaming

As well as the priority actions highlighted above, some longer-term recommendations on the functions and responsibilities of the institutions for successful mainstreaming are outlined below.

MINAGRI

- Incorporation of gender indicators in MINAGRI Imihigo
- Annual reporting on strategy implementation including results management
- Mainstream gender into significant project investments under PSAT4[1] through targeted assessments, pilots, action research and inputs into project development processes or GSSWG initiatives.
- In collaboration with Ministry of Youth, develop a Youth Activation Plan to ensure any gaps in knowledge required for the delivery of this strategy are addressed.

RAB/NAEB

- Process for RAB gender focal points input into RAB project cycles and activities specified and processes updated as required
- Contribute to annual AGS reporting as required

Districts

- Collaborate with key stakeholders (MINALOC) to introduce targets for representation of women in district extension services.
- Upskilling of district technical staff in incorporation of gender and youth considerations in technical support delivery'
- Design and development of briefing notes, case studies and emerging lessons
- Utilise opportunities to feed experiences of women and youth back to national institutions

GSSWG

- Develop linkages with other youth platforms of Government of Rwanda.
- Develop and execute an implementation follow up plan

Results Management

A number of recommendations can be made relating to results management.

- Address data collection gaps relating to youth disaggregated data including;
 - o Recommendations to NISR on relevant indicators to be youth disaggregated (i.e., Farm productivity, incomes in Ag sector) via MIS system.
 - o Core MINAGRI programs M&E systems updated to include youth disaggregation
 - o Indicators relating to women and youth value chain analysis included in MIS plan.
- MINAGRI and development partners to develop approach for and utilization of empowerment and gender productivity gap indicators;
 - o Agree on a realistic approach to the application of an empowerment indicator including timing, funding and tool (including proxies where relevant).

- o Linking programme log frames to women's economic empowerment indicators, using proxies where necessary and leveraging the data collected under these activities.
 - o Technical Assistance on development of methodology/ guidance for including women's empowerment indicators into project M&E system
- MINAGRI Project M&E Reporting Requirements updated to reflect this Strategy;
 - o Recommendations for best practice gender and youth mainstreaming for M&E and coordination purposes
 - o Guidance documents for gender and youth sensitive results management including standardised gender and youth disaggregation of key outcomes (2 per project) in project/ programme log frames.
 - o Roll out new requirements in M&E Reporting

Financing the strategy.

The following actions are required to ensure this implementation plan is adequately financed.

- Analysis of the budget to identify if any activities are covered by existing allocations (i.e. recurrent line items for RAB/SPIU gender staff).
- Consideration of which activities can be feasibly financed as MINAGRI recurrent line items.
- Engagement with Development Partners to assess where there is existing alignment to the implementation plan and to canvas funding support.
- Technical support to package activities (Particularly programme areas within AA1,2,3) into one or more packages to be reflected as project line items in the SAP.

MINISTRY OF AGRICULTURE AND ANNUAL RESOURCES MANAGER											
ACS Implementation Plan											
Programme	Sub Programme (Intervention)	Output	Indicator	Baseline	Goal Target*	Target 2019	Target 2020	Target 2021	Target 2022	Target 2023	Target 2024
Action Area 2 Support mechanisms to women and youth to access extension, inputs and markets to improve productivity.	Improved access to inputs needed to raise productivity	Production improved through better access to inputs	Increase in number of land engaged by female household heads	11.50%	20% annual increase	-	4.2%	5.0%	6.0%	7.3%	8.7%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	45.50%	50% annual increase	-	67.00%	68.81%	71.10%	73.90%	76.90%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
Action Area 3 Support mechanisms to women and youth to access extension, inputs and markets to improve productivity.	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
Action Area 4 Support mechanisms to women and youth to access extension, inputs and markets to improve productivity.	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%
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	Improved access to extension, inputs and markets to improve productivity	Production improved through better access to inputs	Number of female household heads engaged in agriculture	11%	15% annual increase	-	12.00%	14.10%	16.10%	18.10%	20.10%

INDICATIVE WORKPLAN

Legend

Recurrent/Ongoing
Highly suitable for projectisation
Critical First Steps
Dependent on PSTA funding/implementation being realised.

Programme Area and Activity		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
		2019	2020	2021	2022	2023	2024	2025
AA1 Appropriate Financial Services tailored to women and youth and reduced barriers to access.								
1.1 Eliminating barriers to accessing products								
1.1.1 effectiveness and barriers to uptake of existing products for both women and youth e.g. through partnership with AFR.								
1.1.2 Review and revision of the BDF funding windows to increase uptake by target groups.								
1.1.3 Existing projects providing financial services to include non-financial service training, including involvement of men to understand and facilitate women to access financial services as well as testimonies on successful business models.								
1.1.4 Financial services programmes to include sensitisation of men on household sharing and savings responsibilities.								
1.1.5 Financial literacy training for women and young people engaged in farming and micro-enterprises to de-risk this market segment for financial institutions (mentioned under PSTA4 IA3.2 but not reflected in workplan or budget).								
1.2 Targeting of Women and Youth in PSTA4 Interventions on access to finance								
1.2.1 Mainstream Gender and Youth in the key investments under 3.2.1 of PSTA4, including the National Agriculture Insurance Scheme, Agricultural Guarantee Schemes (and other relevant financial products), technical assistance to SACCO's, capacity building for young entrepreneur, savings groups for vulnerable farmers etc.								
AA2 Support mechanisms developed for women and youth to access markets and increase representation throughout the value chain.								
2.1 Increased access to markets for women and youth								
2.1.1 Women- and youth-specific cooperative formation (and/or working with existing cooperatives) for capacity building to improve productive alliances through connections with input suppliers, aggregators, processors and transportation.								
2.1.2 Skills development and promoting increased involvement of women and youth in agribusiness (PSTA 4 - 1.3.3).								
2.1.3 Projects to analyse and address barriers to accessing ADF investments and trials of new approaches to increase access.								
2.1.4 Mainstream gender and youth in the large-scale investments under 3.1 and 4.3 of PSTA4, including: Strengthened post-harvest handling, aggregation, and pre-processing; Promotion of productive alliances; Market Information Systems; Setting up value chain platforms for priority value chains at national level and now ADF investments under sectors such as knowledge generation, innovation and mechanisation.								
2.2 Increased representation for women and youth throughout the value chain								
2.2.1 Pilot interventions to analyse and address gaps and limiting factors for women and youth participation in lucrative parts of value chains (organisation and skills assessments etc).								
2.2.2 Test and scale up models for women and youth engagement in value chains								
2.2.3 Technical assistance and capacity building for cooperatives on marketing and aggregation services (PSAT4 3.1.1), pre-processing and related technology (PSTA4 3.1.1), diversification/graduation into value addition and/or engagement in high-end value chains (PSTA4 3.2.1).								
2.3 Support (including skills development) for entrepreneurial activities								
2.3.1 Increase the communication of market information to women and youth through E-Soko (eg on demand and supply, agronomic information, market potential, prices, regulation etc.)								
2.3.2 Targeting of women and youth in capacity building for skills in farming as a business (marketing skills, post-harvest management, book keeping, auditing, leadership skills, gender equality and gender based violence (GBV) prevention) (PSTA4 1.3.2) as well as entrepreneurship skills in agribusiness, seeds multiplication and other arising agriculture opportunities (GMO, 2017)								
2.3.3 Targeting of women and youth in capacity building on management, organisational and entrepreneurial capacities of farmer organisations and cooperatives to provide services to their members (PSTA4 1.3.1).								
2.3.4 Target universities and successful women and young people in business, leveraging their experiences for testimonies, conferences and public talks.								
2.3.5 Training/mentoring for business incubation (youth with agriculture or livestock tertiary studies) (PSTA4 1.3.4) and assisting youth in accessing suitable financial products (PSTA4 1.3.4).								

Programme Area and Activity		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
		2019	2020	2021	2022	2023	2024	2025
AA3	Support mechanisms to enable women and youth to access extension, inputs and technologies to improve productivity.							
3.1	Improved access to inputs needed to raise productivity							
3.1.1	Increasing women and youth access to market information early during the production process.							
3.1.2	Pilot interventions to analyse and address accessibility issues like limited road access and transport.							
3.1.3	Targeted dissemination of information on products (agro-inputs) and benefits, such as improved breeds and best methods for application.							
3.1.4	Development of gender- and youth-friendly technologies (i.e. don't require much strength or high capital for uptake), such as irrigation pipes and agricultural machines (GMO R7).							
3.1.5	Pilot interventions that analyse and address barriers and test new approaches for post-harvest and processing, pre-processing and climate smart technologies and information (GMO R3).							
3.2	Develop skills and expertise to address existing gaps and shift to market oriented production							
3.2.1	Tailoring of extension services to reflect women's priorities and the double labour burden, in particular considering timing, location and content of service delivery.							
3.2.2	Improved connection of agro-inputs to farms in ways that target women and youth, (i.e. decentralised distribution directly to villages).							
3.2.3	Continued targeting of 50% women in FP, FFS and cell leadership (GMO R4).							
3.2.4	Introduction of a target for representation of women in district extension services.							
3.2.5	Capacity building for gender responsiveness and targeting in extension (FPs, FFSs, district/RAB extension staff) (PSTA 1.2.2).							
3.2.6	Increase on and off-farm economic opportunities for young people through training and other assistance to increase the productivity, market engagement and profitability of on and off-farm activities.							
3.2.7	Conduct awareness programmes to raise youth awareness about profitable sector opportunities in marketing, processing, packaging, and food service, in addition to on-farm production through multi-media campaigns showcasing agri-entrepreneur role models, new technologies, and exploring business opportunities for youth.							
3.2.8	Accelerate the application of ICT and other advanced technologies to support growth and agribusiness opportunities for women and youth in agriculture. Expand out-of-school rural youth access to technology and engagement through rural Technology Innovation Labs and Service Centers similar to KLab (Kigali).							
3.2.9	Expand agrifood system training programs and increase the engagement of the private sector in improving existing curricula.							
3.3	Mainstreaming of Gender and Youth considerations into highest value MINAGRI investments							
3.3.1	Based on results of 3.2.3 above target rural women under the activities for mechanisation and technology under PSTA 4.2.1.4 (IA 2.4).							
3.3.2	Mainstream gender into significant project investments under PSAT4[1] through targeted assessments and inputs into project development process that recommend, pilots, action research, impact assessments or GSSWG initiatives.							
AA4	Institutional systems strengthened to better plan for and mainstream gender and youth.							
4.1	Gender and Youth is mainstreamed in project planning and implementation (RAB, NAEB etc.)							
4.1.1	Conduct capacity assessment for MINAGRI and it's institutions and support a capacity building plan to be undertaken by new gender focal points.							
4.1.2	Training of staff (senior management, planners, agronomists, M&E officers) at all levels including district in gender and youth mainstreaming (GMO 2017).							
4.1.3	Develop guidance on best practice gender and youth mainstreaming for M&E and coordination purposes.							
4.1.4	Track progress of gender- and youth-sensitive indicators and ensure results and learnings are shared.							
4.1.5	Provide support and training as required for new RAB (IFAD and WB and KOIKA SPIU) gender staff.							
4.1.6	Ensure that gender and youth assessments (including gender and youth analysis, corresponding activities, and gender and youth impact and target indicators) are undertaken as part of MINAGRI SAP project profile documentation.							
4.2	Gender and Youth Sensitive District Plans							
4.2.1	Conduct a needs assessment of district personnel and targeted briefing notes developed.							
4.2.2	Develop tools for application of gender and youth considerations at district level developed.							
4.2.3	Gender Budget Statement process continued and strengthened (GMO).							
4.3	Increasing the availability and accessibility of information tailored to the needs of women and youth							
4.3.1	Technical and practical documentation and information tailored to the needs of women and youth available (ie. information on technical, financial and support services relevant to them).							
4.3.2	On-site demonstrations utilised for information sharing.							

Programme Area and Activity		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
		2019	2020	2021	2022	2023	2024	2025
AA5	New approaches developed to target mind set and behaviour change at community and household level.							
5.1	Enhancing women's decision making power over land, technology, output sales, etc.							
	Expand empowerment and capacity building training for women including on empowerment, leadership and negotiation but also include interventions to educate women on their land rights and increase their capacity to use existing land legislation and land tenure practices to their benefit.							
5.1.1	Target communities (women and men) with capacity building for skills in farming as a business (marketing skills, post-handling, book keeping, auditing, leadership skills, gender equality and GBV prevention) (PSTA4 1.3.2).							
5.1.2								
5.2	Women's household labour and workloads which reduce the productive potential of their agriculture.							
5.2.1	Development communication and materials for awareness raising.							
	Pilot new approaches to change intra-household mindset and behaviour: (i.e. GALS, MenCare+ or methodologies from other sectors i.e., public health & GBV) and scale up new approaches found to be effective.							
5.2.2	Analyse experiences and impact (i.e. using GALS) of interventions that tackle root causes of time poverty (e.g. water harvesting, clean cookstoves) to build an evidence base for the scale up of these interventions.							
5.2.3								
EE	Improved Enabling Environment for Mainstreaming							
6.1	Project Design and Development							
	New gender personnel in RAB are retained, skilled and appropriately resourced to deliver this strategy.							
6.1.1	Inclusion of gender and youth assessments in all MINAGRI project design processes.							
6.1.2								
6.2	Results Management							
6.2.1	Inclusion of gender and youth performance indicators and milestones in the Imihigo.							
6.2.2	Standardised gender disaggregation of key outcomes in project/programme logframes.							
6.2.3	Linking programme logframes to women's economic empowerment indicators, using proxies where necessary and particularly leveraging the data collected under Women's Empowerment in Agriculture Index (WEAI) activities.							
6.2.4	MIS for gender statistics mainstreaming such as gender sensitive data collection and analysis tools for agricultural surveys and assessments (GMO R6).							
6.2.5	Annual reporting against logframe.							
6.3	Planning and Budget Cycle							
6.3.1	Project Profile Document Template utilised in annual planning can be updated to require submissions to identify: i) to which Action Area the project aligns; and ii) how gender and youth are targeted within the project.							
6.3.2	Recommendations from the strategy are incorporated under the 2019/2020 planning cycle, including projectising of key programme areas as outlined in the Implementation Plan.							
6.4	Communication and Knowledge Sharing							
6.4.1	GSSWG to develop a proposal for the delivery and funding of an annual knowledge sharing and communication platform relating to women and youth in agriculture.							
6.4.2	GSSWG to expand mandate to encompass youth considerations.							

ANNEX 2 STAKEHOLDER LIST

Name	Role	Organisation
Jean Claude Kayisinga	Former Permanent Secretary	MINAGRI
Dr Octave Semwaga	DG Planning	MINAGRI
Charles Murekezi	DG Agricultural Development	MINAGRI
Beatrice Uwumukiza	DG Rwanda Agriculture and Livestock Inspection and Certification Services	MINAGRI
Corneille Ntakirutimana	Director of Planning	NAEB
Solange Uwituze	DDG Animal Resources, Research and Technology transfer	RAB
Charles Bucagu	DDG Agricultural Research and Technology transfer	RAB
Caritas Kayilisa	Gender Advisor	MINAGRI
Eric Gatera	Advisor DG Planning	MINAGRI
Jean Lambert Rurangwa	Advisor DG RAB	RAB
Sosthene Ndikumana	Planning & Budgeting Specialist	MINAGRI
Joas Tugizimana	Monitoring & Evaluation Specialist	MINAGRI
Kalimba Evariste	GSSWG/NAEB Gender Focal Person	NAEB
Dusengemungu Leonidas	GSSWG/ RAB Gender Focal Person	RAB
Musabyimana Augustin	GSSWG Member	RAB
Kanyangira Ignace	GSSWG Member	MINALOC
25 participants	Broad Stakeholder Group	GSSWG
Ms. Nadine Umutoni	Permanent Secretary	MIGEPROF
Ntagozera Emmanuel	Gender Focal Point	MIGEPROF
Rose Rwabuhiri	Chief Gender Monitor	GMO
Naomi Jean D'arc	GSSWG	GMO
Jackie Kamanzi	Executive Secretary	CNF
Martin Ongol	Programme Manager	DFID

Fatou Lo	Country Director	UN Women
Gayoung Chung	GSSWG	UN Women
Sandra Hollinger	GSSWG	UN Women
John Mutamba	Independent Farmer	
Donnah Kamashazi		National Council of Women
John Baptiste Hategekimana	Chairman	Youth in Agribusiness forum
Nyiraneza Speciose	Executive Secretary	Rwanda Women Parliamentary Forum (FFRP)
Mads Knudsen	Independent Consultant	
Mugeni Kayitenkore	Gender Focal Point	EU
Alex Ndagijimana	Acting SPIU Coordinator	IFAD
Raymond Kamwe	Gender specialist	IFAD
Judith Katabarwa	Coordinator JPRWEE	WFP
Ai Namiki		WFP
Mukamwiza Matuje	GSSWG	FAO
Mugabo Calvin	GSSWG	RWAMREC
SHYAKA Francis	GSSWG	ICCO Cooperation
Uwamahoro Solange	GSSWG	DUTERIMBERE IMF
Aline Clarisse Musamarirwa	GSSWG	SPIU World Bank Funded Projects
Gloriose Bazigaga	GSSWG	International Alert
Anne Pierre Mingelbier	International Programme Officer	Enable
Dr. Kato Mukasa Kimbugwe	Programme Design Team	Enable
Mr. Dirk Deprez	Resident Representative	Enable
Josephine Uwamariya		ActionAid
Innocent Harerimana,	Acting Director of Ag and NR	Rubavu District

Robert Kalisa	District Animal Resources Officer	Rubavu District
Onesphore Biryabanzi	Gender and Family Promotion Officer	Rubavu District
Augustin Rwandanga,	District Ag Officer	Rubavu District
	Sector Agronomist	Rubavu District
	Leader, Youth Cooperative	Rubavu District
Marie Claire Uwamaliya	Vice-Mayor Social	Musanze District
Camille Hodar	District Ag officer	Musanze District
Slivanie Gasoromanteja	Gender and Family Promotion Officer	Musanze District
	Sector Agronomist	
20 participants	Community Focal Group	
	Sector Agronomist	
20 participants	Community Focal Group	
Fabien Ngirinshuti	District Vet Officer	Nyagatare District
Uwimana Fortunee	Executive Secretary	Ruhango District
Jean Marie Vianney Rusilibana	Vice Mayor Finance, Economics and Development	Ruhango District
	District Agronomist	Ruhango District
	District Animal Resources	Ruhango District
	District Crops	Ruhango District
	Gender Focal Point	Ruhango District

ANNEX 3 STAKEHOLDER QUESTIONNAIRE AND NOTES

QUESTIONS FOR STAKEHOLDER ENGAGEMENT

FOR OFFICIALS:

1. In your role as.....what are your priorities for this year?

Follow up: how does gender fit in that?

What about youth?

How do you ensure that your department is effectively targeting women and youth?

Any programme with private sector

2. What are your thoughts on climate change and prospects for agricultural transformation in Rwanda? How does gender interact with that?

How does gender link with nutrition?

3. How are you structured to engage with gender, i.e. What are the institutional arrangements for AGS/compliance with the national laws and policies on gender?

Follow up:

What is your institutional capacity to address AGS? I.e. How many people handle gender mainstreaming; what is their level of authority for decision-making?

On a scale of 1-10 (best), how do you assess your institutional compliance/success on AGS?

What lessons emerge for you from the implementation of the last AGS?

4. From your experience, what should the new strategy address?

Follow up: what are the entry points?

What institutional support would you provide? Could you envisage your dept. having a role in implementing the AGS? If so, what?

What institutional support would you need to help support delivery of the AGS?

5. Any other suggestions, from an institutional perspective, for a more effective AGS?

FOR STAKEHOLDERS:

FARMERS

1. How do women, men and youth engage in agriculture? (teasing out gender and youth perspectives)

2. What are your priorities in agriculture?

Follow up: how do you see the roles for men, women

What about youth? Any programme with private sector

What are the main challenges you face on your farm?

3. Which institutions are most supportive/accessible for you in agriculture? Do you have recommendations for institutional support?

4. What are your biggest challenges in growing agriculture?

5. Do any of you have a leadership role in cooperatives and/or other structures

FRONTLINE SERVICE PROVIDERS i.e. extension workers, district agronomists, veterinary officials among others.

1. What are the most common problems farmers face in this area?

2. How do you support farmers? Does this differ for men, women and youth?

3. What do you need from your organisation in order to support women, men and youth better?

4. What are the most important problems that the AGS should address?

5. What is the best way to empower women and youth in this area to increase both their contribution to agriculture and the benefits they get from farming, agri-business, etc.?

Gender Machinery

e.g. GMO, NWC

- 1. In the new AGS, what should be the key focus areas?**
- 2. What institutional support would be most useful for advancing AGS in agriculture?**
- 3. What are the key gender accountability issues in agriculture?**
- 4. Where should agriculture focus in terms of meeting Rwanda's national, regional and international commitments?**
- 5. Any other suggestions for the new AGS?**

SUMMARY OF KEY FINDINGS

On the basis of the questionnaire administered across a variety of stakeholders, issues, priorities and obstacles were expressed. We have collated them as expressed by the stakeholders. Some of these range from key issues to action. The purpose for listing issues as expressed is to give a fuller appreciation of the wide range of issues and stakeholder interest in agriculture and gender equality. We have drawn on these for action areas and have integrated them throughout the analysis.

LIST OF KEY ISSUES RAISED DURING STAKEHOLDER CONSULTATIONS

- Management of collection centers for farm products skewed in favor of men
- Certification for quality ongoing but inadequate preparation for that among smallholder farmers
- Storage facilities positively correlated with post-harvest losses
- Inequitable market access
- Women's absence in higher value chain segments. Men dominate the cash segments of the value chain
- Potential for transformation of lives through agriculture not visible for many rural households
- Capacity building essential especially for business skills
- Coping mechanisms need greater attention
- Must ease work burden for women
- Mindset change on gender equality. Even if women have land titles, cultural norms and lack of power compromise the value of ownership equality.

- Women don't take on new technology easily.
- Women's roles in cooperatives are neither strategic nor empowering
- Mechanisms of accountability must be strengthened;
- Gender Budget statements must be aligned to transformative action for increased impact. GBS can also support a strengthened gender structure in MINAGRI
- Joint Action Development Forum that brings together public, private and CSOs - an important forum for addressing gender issues and should be used effectively even for introducing gender indicators.

LIST OF SUGGESTED PRIORITY ISSUES FOR ACTION

- Job creation for women farmers and rural households
- Obstacles to women's access to credit (never gone beyond 25%): knowledge; capacity, employment, disaggregated data.
- Address challenges to BDF access for women and youth
- Mechanisation and commercialization must integrate gender dimensions. This is also important in programs for crop intensification, seed multiplication, fertiliser use and technology uptake
- Do not increase gender-based burdens through agriculture strategy; Quantify what women are doing
- Eliminate gendered attitudes on crops and animal husbandry
- Develop or strengthen capacities for coping mechanisms for climate change
- Post-harvest management
- Commercialisation of agriculture must consider food crops and nutritional issues as smaller and smaller pieces are reserved for food crops.
- Examine changes in household and intrahousehold dynamics of commercialisation of agriculture as this may not translate into improved household well-being.
- Farming population is aging. Youth not adequately prepared to take over. Youth have very limited access to land and view agriculture as unattractive. Need ICT and mechanisation to reduce drudgery attached to farming.
- Move from short-term investment
- Improve productivity
- Invest in value chains
- Increase off-farm employment
- Affirmative action for women through improved services for market access and extension advice

- Enabling environment for private sector investment in agriculture
- Gender as part of the training curricula at higher levels of education (i.e. universities) and capacity building initiatives for farmers and professionals working with them.
- Expand Irrigation
- Research on improved seed varieties and high yielding animal breeds
- Continued focus on agro-processing
- Organisation of farmers to aggregate produce, increase bargaining power and improve post-harvest management in collaboration with private sector;
- Invest in storage and packaging. Also increase drying sheds
- Intensify internship programme for university graduates in agriculture
- Popularise e-trade portal
- Build capacities on standards for export trade as well as inspection and certification requirements
- Gender equitable capacity building across value chain segments
- Exploit cross border trade opportunities.
- Address cost of gender gap in agriculture
- Distribution network for seeds and fertilisers must respond to needs of women and youth
- Strengthen farmer to market alliances including forward contracting to secure women, men and youth farmers
- Make innovation work for small scale farmers
- Rwanda hosts almost 200 conferences per year. Facilitate women farmers to benefit through supplying raw food products for these conferences
- Strengthen RAB and NAEB capacities to deliver on gender.
- Development of feeder roads. Bring big buyers closer to the farmers as an alternative means of accessing the markets
- Beyond numbers. Go beyond what is simple to what is transformative. It should go into perceptions, attitudes; need to look at security dimensions of women in agriculture: need to link this up to security arrangements at village-umudugudu, cell -akagare, sector-umurenge and district-akarere levels;
- Labour-saving technologies for women and men; reduce the constant burden of carrying
- Continue organised policy dialogues on mainstreaming gender in agriculture at multiple levels: parliament, institutions of learning, implementing agencies, districts and others
- Be deliberate about bringing young women on board in the new opportunities coming up in agriculture i.e. in storage, seed multiplication mechanisation

SOME IDENTIFIED BARRIERS AND OBSTACLES

- Limited capacity to cope with climate variability
- Unpaid care work for women and time poverty due to multiple roles
- Tradition and resistance to behaviour change
- Limited understanding of gender dynamics among officials at decentralised levels
- Policy implementation gaps. Institutional structures exist but the capacity gets weaker at district level. Need to strengthen capacity on practical aspects of gender mainstreaming including understanding of budget lines for GE initiatives
- Infrastructure not yet adequate for easy access from farm to markets. Affects decisions on where and what is grown and sold.
- Hilly terrain also an issue for soil erosion and transportation of produce



ANNEX 4 CONCEPTUAL FRAMEWORK FOR A REVISED STRATEGY

A study conducted in Rwanda in 2013, aiming to establish a Women's Economic Empowerment Index, found that production decision-making (input in production decisions and autonomy in production); access to productive resources (ownership of assets, purchase, sale, or transfer of asset and access to and decisions on credit); control over use of income; control over allocation of time use (workload and leisure) were among key issues determining women's empowerment.⁹¹ More recent reviews and analyses indicate that these empowerment issues are still significant and relevant in agriculture in Rwanda.⁹² Our discussions with the youth both at RYAF and on the ground also suggested that youth faced empowerment issues especially on access to and control of productive resources, assets and capabilities, agency and influence.

A revised gender and youth mainstreaming strategy for transformative development outcomes in agriculture in Rwanda has been conceptualized in an empowerment framework that comprises five key elements: Agency, Control, Negotiation and Influence, Power, Assets and Capabilities. Empowerment essentially refers to increasing the capacity of individuals and groups to make informed, intentional choices and transforming those choices into desired actions and outcomes.⁹³

The Empowerment framework considers the above five key elements associated with the concept of empowerment.⁹⁴ Additionally, an empowerment framework supports this gender and youth mainstreaming strategy to address two simultaneously opposing and reinforcing spheres:

1. Institutions that oversee the policy and legal framework with formal authority and control. All the elements of empowerment can be addressed through this sphere.
2. Informal institutions especially in traditional settings with informal power and influence over women and men and youth. It is here for example where patriarchy finds expression, opposing progress in the elements of empowerment.

Agriculture in Rwanda sits in these two spheres in which formal policies and rules are juxtaposed with culture and tradition. Formal institutions have mechanisms and systems for accountability and performance appraisal. Empowered women and youth can, *inter alia*, interact with formal institutions to demand inclusion, better services and negotiate market access. Without being empowered, culture and tradition might limit those possibilities and delegate such roles to men. As agriculture in Rwanda is mostly practiced in

91 Westat (2013), cited in International Food Policy Research Institute (2014) *Women's Empowerment in Agriculture Index, Baseline Report p.27 Population Based Survey: Rwanda conducted by Feed the Future.* Unpublished, Rockville, MD, US.

92 See for example FAO (2017) *Country Gender Assessment of Agriculture in Rwanda.*

93 World Bank (Deepa Narayan, Ed.), *Measuring Empowerment: Cross Disciplinary Perspectives*, 2005.

94 World Bank, *Empowerment and Poverty Reduction: A Source Book*, 2002.

rural areas, empowerment helps confront norms and practices that hinder effective transformation.

The National Agricultural Policy (2018) validates the empowerment approach by acknowledging women's empowerment as beneficial for the economy, positively influencing, in particular, household health, food security and nutrition and reduction of gender-based violence and discrimination. NAP confirms that unequal power relations limit women's decision-making which in turn affects their control over agricultural assets, inputs, produce, and capacity building opportunities, resulting in lower-than-average productivity.⁹⁵

The figure below identifies possible interventions under the empowerment framework that influenced the development of the AGS.

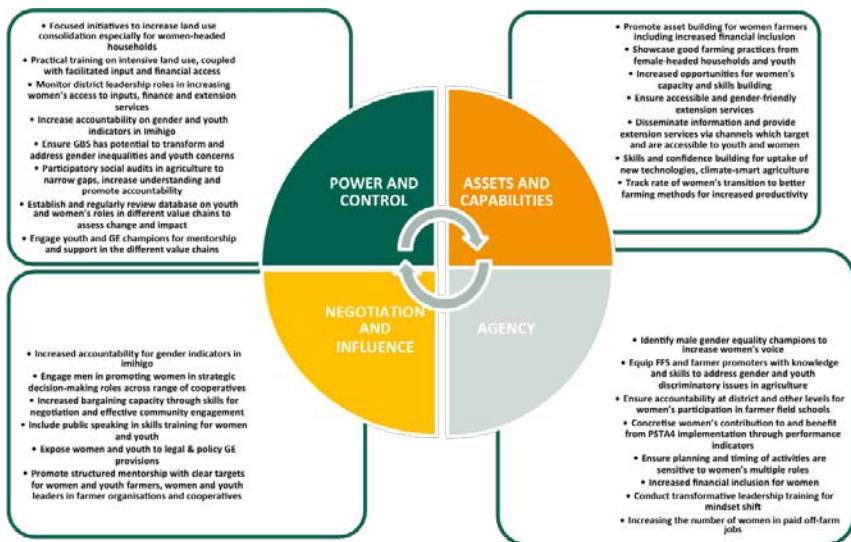


Figure 6 Application of Empowerment Framework: Sample Interventions

This framework does not seek to establish causality but instead looks at potential interventions relative to different elements of empowerment. It is possible to have similar interventions to address one or more empowerment elements. The proposed interventions were considered in developing the Action Areas for this strategy and align with its programme areas within the Implementation Plan.

ANNEX 5 AGRICULTURE SYSTEM ANALYSIS

It is helpful to consider what a successful woman or young farmer looks like and then to consider what is the comprehensive environment within which they operate that needs to be well-functioning for the vision to be a reality.

It is valuable to apply a systems analysis to the issues that have been identified in the data collection phases. To do this we consider what is required for a woman or youth in the agriculture sector to successfully achieve the vision of this strategy. This process allows us to identify issues which are not immediately apparent during data collection, but which can create barriers to success in other areas.

Farmers do not operate a farm in isolation, but are part of many complex systems relating to markets, finance, knowledge, technology, transportation and many other elements. All of these supporting systems need to be well-functioning for any farmer to be successful and therefore there are many issues beyond farm production that impact on a smallholder farmer's success. This applies regardless of the gender or age of the farmer. The figure below represents the systems within which farmers function.



Figure 7 Systems environment within which farmers function

Input Systems

A range of inputs are required by any farmer for their farm to operate to its maximum potential.

- Farm inputs - the best and most appropriate (tailored to community and agro-ecological zone) seeds, breeds, feed, fertiliser, pesticides and other farm products which are needed to run the farming operations well.
- Resource/Financial inputs - the financial and labour resources required to undertake farming operations across the season and to manage the risks associated with farming operations.
- Knowledge inputs - the best and most appropriate (tailored to community and agro-ecological zone) information about farming and husbandry practices, financial models, market prices, returns on investment, value addition, climate and pest forecasting, etc.

Farm Production Systems

The farm system is the core of the successful operations and a range of farm practices need to function well for the farm to operate to its maximum potential.

- Planting - timely planting operations, best and precise use of inputs,
- Climate Smart Agriculture - best farm practices to minimize the risks and shocks associated with climate change and to adapt to changing weather trends.
- Labour - access to labour and equipment required for best farm operations including access to mechanisation.
- Production and harvesting - crop rotation, soil protection - cover crops, crop residues, crop diversification, other - eg micro-irrigation, with shared infrastructure
- Natural Resource Management - managing the soil, water and vegetation cycles so that production is maximized and the health of these critical elements is managed for long term sustainability of output.

Output Systems

A range of systems relating to farm outputs need to function well for the farm to operate at its maximum potential.

- Post-harvest losses are minimized through best practices, collection, control, storage and processing.
- Timely information about markets and prices to allow for informed decision-making about production sales.
- Physical access to markets including time, transport and mobility.
- Linkages to wholesalers, middle men and processors which allow for optimum profit.

Support and Enabling Systems

For all of these systems to be operating well a range of supporting systems and services need to be in place to create an enabling environment that supports the comprehensive operations of the farmer.

- Policies - policies need to be in place which outline the objectives for the sector and directly link to practical applications and provide support and motivation for farmers.
- Services - service providers need to have the skills and motivation to facilitate the supporting environment to function well.
- Capacity - service providers need to have the technical knowledge to facilitate the enabling environment that is needed for farmers to be successful.
- Community - social systems, value systems, cultural expectations and norms.

The challenges that all smallholder farmers face in operating within these external systems are exacerbated for women and youth. For example, whilst access to appropriate financial products is an issue that is recognised to impact significantly on all smallholder farmers, for women and youth finance access challenges are exacerbated by lack of access to or control over collateral relative to their adult male counterparts.

ANNEX 6 KEY GENDER CONCEPTS AND TERMS

Gender is a socially constructed term that assigns roles and responsibilities and defines societal conceptions of being a girl, a boy, woman or a man

Sex the biological anatomy or physiology that defines human beings as male or female. These biological characteristics predominantly assign certain roles (without medical interventions for changed roles) to males and females e.g. giving birth.

Gender Equality equal enjoyment of human rights, opportunities and access for both women and men, girls and boys. This is a condition where the playing field is level for both men and women, boys and girls. Gender Equality aims to create a prevailing condition for non-discrimination on the basis of gender.

Gender Equity allocation of resources and opportunities fairly while considering any past gendered imbalances to justify differential actions to achieve equity. Equity aims to achieve gender equality as a result.

Gender Mainstreaming: the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in all areas and at all levels. A strategy for making women as well as men's concerns and experiences 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. (UN ECOSOC, 1977)

Gender analysis: assessing programmes, policies, services and other issues in order to deepen understanding about the differences in the experiences for women and men and the differential impacts on their lives while acknowledging the historical and social disadvantages experienced by women.

Gender Gap the difference between women and men in terms of their levels of participation, access to resources, rights, power and influence, remuneration and benefits.

Gender Blind inability to distinguish or recognise gender dimensions in an issue. This contrasts with **Gender Awareness** where there is recognition that even life experiences and outcomes have a gender dimension which often define or perpetuate inequality.

Agency: In its simplest terms, it's the capacity to speak and act for oneself. In a deeper sense, it is the 'ability to make effective choices and to transform those choices into desired outcomes. Agency can be understood as the process through which women and men use their endowments and take advantage of economic opportunities to achieve desired outcomes. Thus, agency is key to understanding how gender outcomes emerge and why they are equal or unequal.' ⁹⁶



ANNEX 7 INDICATIVE BUDGET

Programme Area and Activity		TOTAL
AA1	Appropriate Financial Services tailored to women and youth and reduced barriers to access.	
1.1	Eliminating barriers to accessing products	322072104
1.2	Targeting of Women and Youth in PSTA4 interventions on access to finance	20000000
AA2	Support mechanisms developed for women and youth to access markets and increase representation throughout the value chain.	
2.1	Increased access to markets for women and youth	570833336
2.2	Increased representation for women and youth throughout the value chain	545000000
2.3	Support (including skills development) for entrepreneurial activities	849627928
AA3	Support mechanisms to enable women and youth to access extension, inputs and technologies to improve productivity.	
3.1	Improved access to inputs needed to raise productivity	6564446052
3.2	Develop skills and expertise to address existing gaps and shift to market oriented production	1277060468
3.3	Mainstreaming of Gender and Youth considerations into highest value MINAGRI investments	35000000
AA4	Institutional systems strengthened to better plan for and mainstream gender and youth.	
4.1	Gender is mainstreamed in project planning and implementation (RAB, NAEB etc.)	268504000
4.2	Gender Sensitive District Plans	103600000
4.3	Increased availability and accessibility of information relevant to women and youth	52500000
AA5	New approaches developed to target mind set and behaviour change at community and household level.	

5.1	Women's decision-making power over land, technology, output sales, etc.	0
5.2	Women's household labour and workloads which reduce the productive potential of their agriculture.	968472104
EE	Improved Enabling Environment for Mainstreaming	
6.1	Project Design and Development	0
6.2	Results Management	10000000
6.3	Planning and Budget Cycle	25000000
6.4	Communication and Knowledge Sharing	17500000
	TOTAL	5721615992
	Total costs requiring PSTA4 capitalisation	989,959,824
	Total costs not reliant on PSTA4 capitalisation	4731656168

Where no cost is identified (5.1, 6.1) this is due to the costs contributing to this action area having been covered elsewhere in the budget.

ANNEX 7 GENDER AND YOUTH INCLUSION EXAMPLE

Below is an sample of an action plan to target gender and youth in a project intervention. This table is one part of a two pronged approach that is adopted by the Green Climate Fund to include Gender considerations in project design. Part one is a written Gender Analysis/Assessment.

With updates, this type of tool could form one part of the template that is used for a Gender and Youth Assessment which is incorporated into the project profile document for SAP and the project design processes themselves. A comprehensive tool would need to also include guidance as to the scope and content of the written gender analysis, and ensure that the action plan responds directly to the issues arising from that analysis. The tool should align to the strategy approach of focusing on impact and empowerment for gender and youth and include results management which moves beyond disaggregation targets to implement an impact approach. Guidance on critical considerations to align to the strategy should be included in the template notes as well as detail and tips on how to complete the tool.



Impact Statement: e.g. Increased resilience of vulnerable communities to climate change; watershed services restored, agricultural and forestry practices adapted to climate change and reduced exposure of human settlements to flooding and landslides.

Outcome Statement: e.g. Improved and diversified livelihood opportunities for 150,000 people (50% women and girls, 50% youth) from rural communities currently dependent on rain-fed agriculture.

Output 1: e.g. Small scale farmers supported to adopt climate resilient practices				
Activities – examples included below	Indicators and Targets – examples included below	Timeline	Responsibilities	Costs
<p>1.1 Women and youth trained and supported to take on leadership roles in cooperatives</p> <p>1.2 Women's preferences taken into account during species selection for integrating agro-forestry into farming systems</p> <p>1.3 Poor and socially excluded female headed households (FHH) targeted for support to adopt agro-ecological approaches to increase climate resilience</p> <p>1.4 Women and youth are specifically targeted and trained to be trainers and Farmer Promoters to better engage and communicate with other women farmers in integrate climate resilient practices into local extension services</p> <p>1.5 Training and job opportunities communicated through various channels to reach women, men and youth</p> <p>1.6 Training timed with consideration toward women's traditional responsibilities and roles and the location of, transportation to, and costs associated with training are responsive to local gender norms and cultural stigmas. E.g. training locations need to provide sanitation facilities for women and be mindful of children who may be accompanying women to training</p> <p>1.7 Training materials are gender-and youth-responsive and take into consideration different literacy levels</p> <p>1.8 Facilitators are knowledgeable on local gender and youth issues and dynamics and can foster space and confidence for women to actively engage</p>	<p>At least 40% of leadership roles filled by women and 30% youth in cooperatives</p> <p>Species selection reflects women's and youth preferences in at least 50% of target HH</p> <p>At least 25% of HH supported in CRA are FHH</p> <p>At least 40% of trainers and 30% of FPs are women and youth.</p> <p>At least 40% of employment opportunities filled by women and 50% by youth.</p> <p>Women's and youth participation in training is at least 50%.</p> <p>At least 70% of facilitators score more than 60% on annual gender and youth test.</p>			
Activities	Indicators and Targets	Timeline	Responsibilities	Costs
2.1				
2.2				
2.3				
2.4				

ANNEX 8 LIST OF PSTA4 INDICATORS FOR WHICH GENDER DISAGGREGATION IS PROPOSED

Priority Area	Outcome indicators	Output indicators
1	<ol style="list-style-type: none"> Percentage of farmers adopting appropriate technology and improved practices (gender and age disaggregated) Number of innovative start-ups / businesses created through research partnerships, trainings, extensions, and financial grants (cum.) (gender and age disaggregated) Women empowerment in Agriculture index 	<ol style="list-style-type: none"> Percentage of farmers who received extension and/or advisory services in the previous year (disaggregate by gender) including climate smart and nutrition sensitive agriculture Number of value chain actors (including farmers) trained and supported in business/cooperative management (disaggregated by age and gender) (cum.) Number of women and youth supported in setting up an agri-business (cum.)
2	No indicators	<ol style="list-style-type: none"> Percentage of farmers use quality seeds: on consolidated sites/ large-scale farmers) (disaggregated by gender) Percentage of farmers using improved feed / fodder and technologies (hay, silage, improved pasture) (disaggregated by gender) Percentage of livestock owners accessing animal health services (disaggregated by gender) Number of vulnerable farmers who have benefitted from asset building programmes (disaggregated by male/ female headed HH)

Priority Area	Outcome indicators		Output indicators	
3	1.	Percentage of men and women engaged in agriculture that have access to financial services to be able to transact agriculture business - CAADP Indicator	1.	Number of farmers (male/female) accessing the Market Information Tool (E-soko+) (cum.)
	2.	Percentage of famers involved in agribusiness by gender and age		
4	No indicators		1.	Number of policies, regulatory frameworks and strategies developed or revised according to produced policy analysis toolkit and taking cross-cutting priorities into account
			2.	Percentage of decentralised projects integrating cross-cutting components



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