



HAGURUKA
Defending the rights of women and children

ASSESSMENT ON THE LEVEL OF WOMEN PARTICIPATION IN THE PLANNING AND BUDGETING OF THE GENDER BUDGETING STATEMENT (GBS)

FINAL REPORT

Kigali, June 18, 2020

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ACCRONYMS

CEDAW: Convention on the Elimination of All Forms of Discrimination against Women

CSOs: Civil Society Organisations

DF: Deliberative Forum

EDPRS: Economic Development and Poverty Reduction Strategy

FFRP: Forum de Femmes Parlementaires au Rwanda

FGDs: Focus Group Discussions

GBS: Gender Budget Statement

GDP: Gross Domestic Product

GRB: Gender Responsive Budgeting

KIIs: Key Informant Interviews

MIGEPROF: Ministry of Gender and Family Promotion

NAR: Never Again Rwanda

NST: National Strategy for Transformation

NWC: National Women Council

ODK: Open Data Kit

PBCC: Planning and Budget Call Circular

PFTH: Pro-Femmes/Twese Hamwe

RALGA: Rwanda Association of Local Government Authorities

RGB: Rwanda Governance Board

RGS: Rwanda Governance Scorecard

CHAP. I: GENERAL INTRODUCTION

1.1 Background

Over the last three decades, women empowerment has been at the heart of the debate on how to achieve gender equality between men and women across the world. Women empowerment is considered a key condition for the success of development programs and endeavors. From the international scene, a number of international forums¹ that brought together decision-makers, and came up to the conclusion that inclusive development requires equal participation of men and women, including in the policy-making process and that women participation in all spheres and areas especially in planning and budgeting would generate a significant impact towards effective gender mainstreaming.

In Rwanda, efforts to integrate gender into national planning and budgeting have been invested right from 2003. A comprehensive gender-mainstreaming programme championed by the Ministry of Gender and Family Promotion (MIGEPROF) was conducted with the objective to address gender equity through the country's development agenda and processes. Since then, gender is an integral part of the Vision 2020, the EDPRS, NST1, Districts development Strategies, to mention a few. The integration of gender into the national development agenda is based on the belief that gender equality will remain an empty concept unless it is translated into concrete plans, budget programming, and allocation at all levels.

To materialize the advancement of gender equality in Rwanda's planning processes, the government has introduced the Gender Responsive Budgeting (GRB) programme that aims at ensuring government spending addresses the needs of women and men equitably. Gender Responsive budgeting program in Rwanda was reinforced with the adoption of the organic law No. 12/2013/OL/ of 12/09/2013 on state finance and property.

1.2 Objective of the assignment

The overall aim of this **assessment** is to find out whether women do participate in the gender budgeting statement (GBS) and planning process at the district level. From the aim above, the consultancy will address the following specific objectives:

- 1) Assess the knowledge of women on the GBS and existing platforms and structures for women participation in the planning and budgeting process of the GBS at the district level;
- 2) To determine the real role that women do play during the GBS at the district level;
- 3) To examine opportunities for and challenges to women participation in the planning and budgeting process of the GBS at the district level;

¹ These include, but not limited to: The 1990 world conference on education for all; The 1992 United Nations Conference on environment and development; The 1993 human right conference; The 1994 international conference on population and development and the 1995 4th world conference on women.

- 4) To formulate corrective measures (recommendations) for improved women participation in the planning and budgeting process in the GBS, including advocacy related recommendations

1.3 *The concept of gender Budget Statement*

1.3.1 Definition

GRB has been at the heart of the international agenda with regard to achieving gender equality. GRB serves as a strategy to promote the goal of gender equality and gender mainstreaming by paying attention to revenue raising and spending of government finances. GRB is a strategy for ensuring gender sensitive resource allocation and spending and a tool for engendering macro economic policies. The GBS is a tool to implement the GRB.

GRB specifically entails:

- An analysis of the gender-differentiated impacts of the budget; and
- A process of adjusting budgetary decision-making and priorities, in accordance with the differential needs of women and men.

The GRB is essentially both a political and technical undertaking, with the potential to be a powerful tool for social transformation and eliminating inequality. GRB:

- Recognizes that budgets are not neutral;
- Policies and how they are funded have different and unequal impacts on women and men and different groups of women and men (young, old, urban, rural etc.);
- women and men have different roles and responsibility, including in the economy — so budgets affect them differently;
- Incorporates gender analysis and concerns into all stages of the budget cycle to assess inequalities in society and ensure that women benefit equally from government expenditure;
- Promotes gender equality and gender mainstreaming by analysing how government revenue is raised and spent. For example: who gets the most or least benefit, who has more/less tax burden and what has been the impact on inequality and women's unpaid care work.
- Does not mean a separate budget for women and men and does not necessarily aim to increase the amount of money spent on women — but may involve increasing spending in specific sectors that benefit women and girls and reduce inequality, for example, in education and employment.

1.3.2 Importance of GRB

GRB is needed for a number of reasons. Women, men, girls and boys often have very different practical and strategic needs and priorities. For instance, because women are still under-represented in many governments sectors and therefore government policy, including economic policy may not take their needs and priorities into account. These differences mean that policies which appear neutral on the surface may have unintended consequences, including increasing gender inequality. For example, entitlements to state benefits and pensions are often tied to full-time paid employment over a lifetime. Women who work in the informal economy, or who do not work full-time all their lives because they are caring for children, parents or other family members may not qualify for these benefits.

At the same time, most governments base their budgets on those sections of the economy on which data are gathered – the formal, paid labour market and those areas that contribute to Gross Domestic Product (GDP). When policy makers come to make policy, they look at these figures and may ignore other relevant factors because the data are missing. However, estimates of the unpaid economy show that it is worth at least as much if not more as the paid economy. But unpaid caring, cleaning, child rearing and domestic food production are all unmeasured and may therefore not be considered when policy is made.

More specifically, GRB helps governments to:

- ✓ Implement their international commitments;
- ✓ Make budgets a stronger tool for achieving policies on gender equality and eliminating discrimination in society;
- ✓ Increase awareness and understanding among planners and policymakers of how budgets and policies affect people differently;
- ✓ Promote greater accountability for use of public resources, especially to women;
- ✓ Efficiently use public resources — gender inequality can lead to major losses in economic efficiency and human development; and
- ✓ Improve transparency by making the budget more understandable by everyone and encourage greater public participation

1.3.3 Key steps to GRB

The GRB process can be summarized into five-step framework:

- 1) Analyse the situation for women and men and girls and boys in a given sector or level;
- 2) Assess gender responsiveness and gaps of policies, programmes and legislation;

- 3) Assess the adequacy of budget allocations to implement gender sensitive policies and programmes;
- 4) Monitor whether the money was spent as planned, what services were delivered and to whom; and
- 5) Assess the impact of the policy /programme /scheme and extent to which the situation in step 1 has changed.

1.3.4 International and national commitments to GRB

There is a full range of international and national commitments pertaining to GRB. The table below selects some key commitments.

Table 1: International and national commitments pertaining to GRB

S/N	Commitments	Brief description
Selected international commitments		
1.	Convention on the Elimination of All Forms of Discrimination against Women, CEDAW (1979)	Governments' commitments under the CEDAW include removing barriers to women's participation in public life and are linked with the four main dimensions of budgets: revenue, expenditure, macroeconomics of the budget, and budget decision-making processes
2.	Beijing Declaration and Platform for Action (1995)	Refers to the need for "the integration of a gender perspective in budgetary decisions on policies and programmes, as well as adequate financing of specific programmes for securing equality between women and men" (annex II, chapter VI, para 345)
3.	The 2030 Agenda for Sustainable Development (2015)	Commit governments to "a significant increase in investments to close the gender gap and strengthen support for institutions in relation to gender equality and the empowerment of women at the global, regional and national levels." (A/RES/70/1, para 20)
4.	Africa agenda 2063	Goal 17 is about "full gender equality in all spheres of life"
5.	Addis Ababa Action Agenda on Financing for Development (2015)	Governments reiterated "the need for gender mainstreaming, including targeted actions and investments in the formulation and implementation of all financial, economic, environmental and social policies." (section I, para 6)
6.	The Maputo protocol on women's rights (2003)	States committed to "integrate a gender perspective in their policy decisions, legislation, development plans, programmes and activities and in all other spheres of life"(Article 2, para c).
Selected national commitments		
7.	The Constitution of 2003 as revised in 2015	Under the fundamental principles, the State of Rwanda commits itself, among others, to "building a State governed by the rule of law, ...equality of all Rwandans and between men and women which is affirmed by women occupying at least thirty percent (30%) of positions in decision-making organs"

8.	Gender Responsive Budgeting programme (2003)	The annual Budget Call Circular incorporates a GRB directive. For instance, paragraph 4(d) of the FY 2010/11 of this first call circular focused explicitly on GRB and gave the first formal indication that gender budget statements would be required. The paragraph reads: “the Government is further committed to mainstreaming gender and equity objectives in the planning and budgeting process. This involves articulation of the needs of beneficiaries according to gender and integration of respective interventions within the existing programmes as part of the budgeting process. Submission of budget requests accompanied by Gender Budget Statement shall be mandatory budget submissions.
9.	The National Gender Policy (2010)	The guiding principles state that the policy is based on the commitment of the government of Rwanda “to promote effective and full participation of all citizens, men and women, girls and boys in the development process of the country” and “ that women and men are equal citizens who ought to fully contribute to the development process and to equally benefit from it”, among others.
10.	Gender budgeting guidelines (2008)	The aim of the guidelines is “to provide a framework for gender mainstreaming in the planning and budgeting processes. This guide has been developed to address the current deficiencies in gender budgeting, providing guidelines for budget agencies and other stakeholders to develop budgets that will address the objective of gender equality”
11.	Organic Law no 12/2013/OL of 12/09/2013 on state finance	It reaffirms government commitment for financing gender equality. GRB is implemented through gender budget statement.

CHAP II. METHODOLOGY

In line with the above objectives, this assessment has resorted to mixed methods. The overall methodology consisted of the following key prongs.

2.1 The approach

The process to complete this assessment has been consultative in nature. It involved the participation of various key stakeholders to understand current gender dynamics around planning and budget process with a focus on the sampled 8 districts purposively selected. These districts are respectively Bugesera, Gasabo, Kamonyi, Kayonza, Musanze, Nyamasheke, Nyanza, and Rubavu. Various categories of people concerned with or interested in planning and budget process have been involved through Key Informant Interviews (KIIs) and Focus Group Discussions (FGDs) in order to address various aspects of women's participation in the planning and budgeting process of the GBS. Indicatively, the following stakeholders have consulted:

- ✓ The budget standing committee in the Parliament;
- ✓ MINECOFIN (Directorates in charge of Planning and Budget);
- ✓ Gender machinery MIGEPROF, Gender Monitoring Office (GMO), National Women Council (NWC) and the Forum de Femmes Rwandaises Parlementaires (FFRP)
- ✓ National Civil Society Organisations (CSOs) working on gender, women empowerment;
- ✓ Private Sector (Women chamber)
- ✓ Relevant Development partners;
- ✓ Commission in charge of Budget in the District Councils;
- ✓ Executive secretaries/ Division Managers/Director of Planning at the District and sector levels; and
- ✓ Sector staff in charge of agriculture (this sector was selected based on fact that it groups more women and its huge contribution to their livelihood).

2.2 The Process

The completion of this assignment followed a sequenced approach. The assignment went through the following steps:

- **Planning & Preparation:** This step consisted mainly in the preparation of the assignment activities not only to ensure project quality but also to deepen the understanding of the objectives and the context. In this regard meetings with various key players were organized to identify potential informants (per category)

and relevant documentation, and to discuss and gain a common understanding of the terms of reference;

- **Data Collection:** This is the actual fieldwork in selected districts of Rwanda. This phase focused on the review of existing literature, conversations with Key Informants and conduct of FGDs with selected community members and relevant local government staff;
- **Data processing and analysis:** The key patterns from collected information were identified and organized into coherent categories corresponding to key themes of the assessment, particularly those pertaining to women's participation in planning and budgeting at the district level. The emerging themes from each document, interview, FGD were rigorously scrutinized to understand their meaning and to know where they fit. Where feasible and relevant, the information has been triangulated using different sources in order to ensure quality and more precisely credibility;²
- **Drafting of the assessment report.** This step made it possible to harmonize the collected information in this coherent document named the “Participation of women in GBS planning and budgeting in Rwanda”.

2.3 Data collection methods

For data collection, the following data collection methods have been used:

2.3.1 Desk review

This assessment extensively resorted to **Desk Review** to learn from relevant existing literature on gender and the GBS. This literature covered institutional reports from relevant organizations, laws and policies. The objective of the desk review was to gain a deep understanding of the key concepts at hand, namely those related to women's participation in the planning and budgeting as well as dynamics around them and the elaboration of other data collection tools, including guides for interviews and FGD checklist. The full list of consulted documents is appended to this report.

2.3.2 Key Informants Interviews

Conversations have been organized with Key Informants to learn from their experience and expertise. In total, 40 interviews have been conducted across 8 districts. The list of

² Patton, Michael Q., *Qualitative Evaluation and Research Methods* (Sage Publications: Newbury Park, Calif., 1990); Miles, Matthew B., & A. Michael Huberman, *Qualitative Data Analysis: An Expanded Sourcebook* (Sage Publications: Thousand Oaks, Calif., 1994)

key informants and the interview guides are attached to this report. **Prior interview, verbal consent from each participant in KII was secured.**

2.3.3 Focus Group Discussion (FGDs)

Though the desk review and KIIs have provided plenty of useful information for this assessment, **FGDs** had additional advantages in that they provided an opportunity for debate, by creating an enabling environment to understand the community perspectives on women participation in GBS planning and budgeting at the district level. In total 16 FGDs (2 per districts, one with men and another one with women) have been conducted. In terms of composition, FGD consisted of women **who are not part of the leadership structures** selected at the lower level in collaboration with local authorities on the basis of their experience, professional background and education among other criteria.

2.3.4 Mini Survey by Questionnaire

Though the assessment was mainly qualitatively, quantitative information was collected through a questionnaire to gather relevant information pertaining to the level of women's participation in the planning and budgeting process of the GBS. With the support from a team of technicians (Tools developer, Statistician, Data analysts) and a pool of well-trained enumerators, data collection was conducted by using a modern technology known as Open Data Kit (ODK) to collect, process, analyze and store field-collected data. The use of ODK in data collection was motivated by the fact that it offers the following benefits:

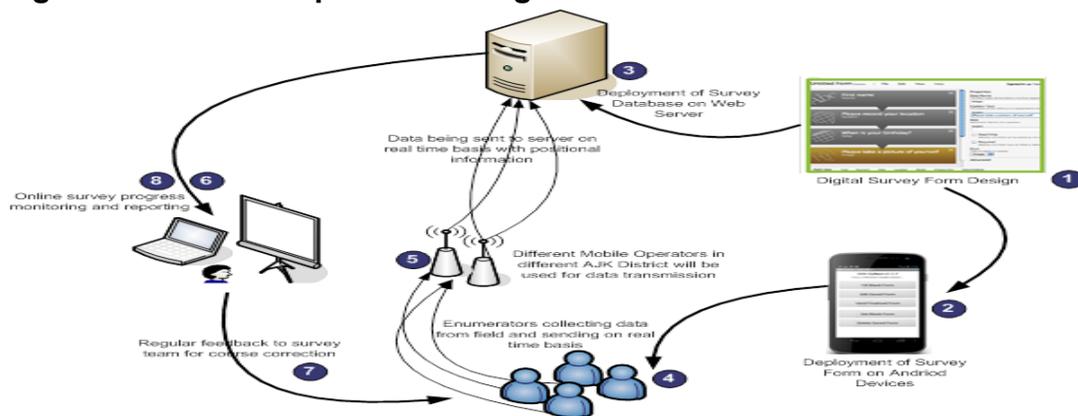
- *Digital data collection saves time and money:*
 - Data are immediately available for analysis: Once the data are collected, saved and submitted on the server, they become immediately available for data analysis. This helps a lot in tracking field progress and giving feedback to data collectors based on their early collected and submitted data
 - No need to develop a data entry database: The system serves both purposes (collecting and entering data) at once. This cuts the survey cost considerably as you won't need to build any entry mask system
 - No data entry phase since the data collection and entry are simultaneously performed on the spot
 - Data cleaning is greatly reduced due to built-in data checks and quality control features
- *Digital data collection ensures the quality of data by reducing errors*
 - On the spot validation: Unlike on a paper questionnaire, the system will be able to alert the user of wrong input patterns
 - Compulsory skips: Only relevant questions are asked. The system keeps track of previous answers and open or close sub-questions based on previous entries

- Compulsory fill-ins: Unlike on a paper questionnaire, you can't skip a question without answering if the author had set the question to be mandatory answered.
- Supervision: We will ensure that every team leader has access to the enumerators' data so as to correct him/her as soon as possible.

➤ *Ease of use*

- One form can be designed in one language and translated into many other languages without having to change the structure or content of the main questionnaire and enumerators had the ability to switch from language to language without quitting the interview. This is very helpful in ensuring that questions are asked and answered without any language barrier
- Users (enumerators) could be trained with or without advanced computer skills (just like using a mobile phone)
- Data was fed into the database through the ONA.io platform to ensure the security of data throughout data collection and data analysis phases.

Figure 1: How is the process of digital data collection undertaken?



Participants in the mini-survey

Participants in the mini-survey have been selected among opinion leaders at the sector level, including representatives of women (3), youth representatives (2), women-led civil society organizations (2), teachers (2), PSF (1), in the sector council and other forums. In total 80 respondents (10 per district) have participated in the mini-survey.

2.3.5 The Deliberative Forum (DF)

The Deliberative Forum (4) will be organised to collect additional information, enrich the draft assessment report and therefore contribute to the quality of the entire document. A deliberative forum (DF) is an expert moderator-led discussion that aims at deepening

understanding of a certain topic from an expert perspective. Although desk review, KIIs, and FGDs generated useful information, it is rather the DF that will provide more expert-based information through debates and analysis. In addition, DF will serve as a validation platform given the experience of participants. Experts from various gender machinery and other relevant institutions will partake in the DF.

2.4 Quality assurance measures

Quality assurance is a systematic effort to reviewing practices and procedures in order to develop appropriate research methodology and tools, collect credible information and analyze it appropriately. The following measures have been taken, among others, to achieve quality:

- ✓ Kick-off meeting between Haguruka and the consultants to ensure the terms of reference are understood the same way, and enriched and to set guiding methodological principles;
- ✓ Development of the inception report to guide future steps and ensure the work is on track;
- ✓ Use of modern technology in quantitative data collection;
- ✓ Regular consultations with the Haguruka to input both the process and products;
- ✓ Recruitment and training of experienced research assistants (enumerators) who have also been involved in field narrative reports;
- ✓ **Consent (verbal) from participants in the mini-survey and KII;**
- ✓ Process and products validation sessions, including the DF, to enrich the draft.

CHAPTER III. ASSESSMENT FINDINGS

This chapter addresses the objectives of the study in that it provides detailed findings on women participation in planning and budgeting of the GBS. In addition to the profile of the respondents, it presents general knowledge/awareness of various categories of women (those who are members of women structures at the local level and those who are not) about GBS as well as their role (participation) in the GBS planning and budgeting. The chapter also highlights factors/challenges that are still undermining women's effective participation in the planning and budgeting process of the GBS.

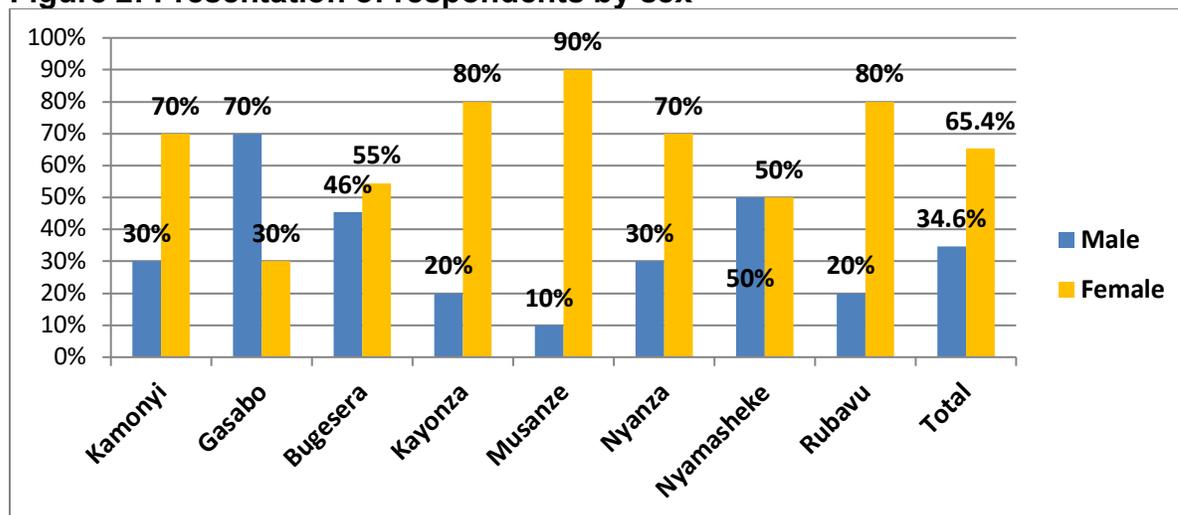
3.1 Profile of respondents

As clearly indicated in the methodology chapter, this assessment focused primarily on women from the district to the cell levels. But it also included men recruited mainly on the basis of their positions and expertise. The assessment has covered 8 districts from which almost an equal number of respondents have been recruited (refer to section 2.3 above). Below are the key socio-demographic characteristics of respondents.

3.1.1 Distribution of respondents per sex and marital status

This study aimed at examining women's participation in the GBS planning and budgeting process. For this reason, women were purposively targeted, to learn from their experiences and perceptions about the GBS planning process. Not surprisingly, women represent the majority of respondents as presented in figure 2 below.

Figure 2: Presentation of respondents by sex



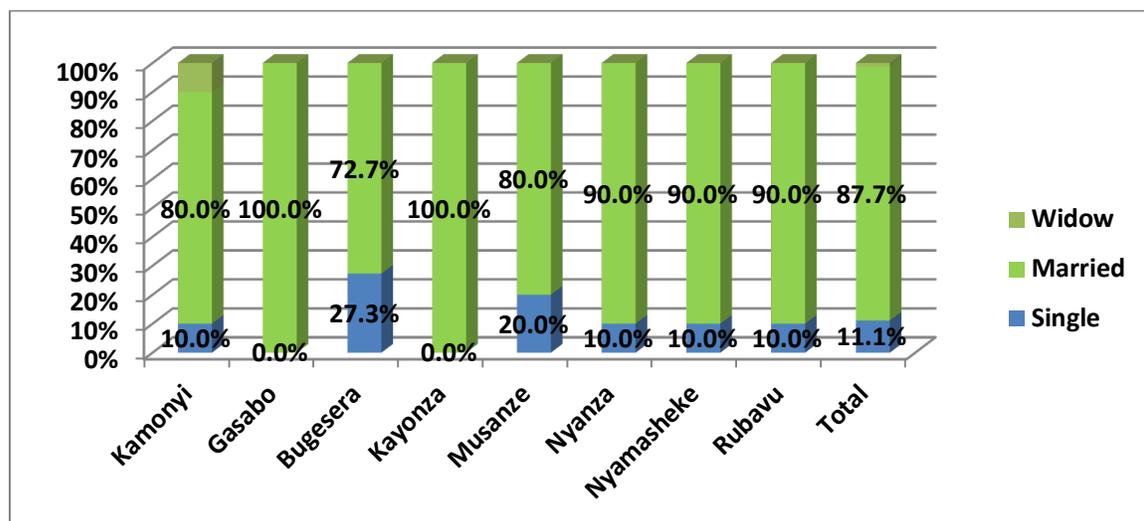
Source: Haguruka field survey, January 2020

From the findings in figure 2 above, about 3 out 4 respondents are women (65.4% females of for 34.6% males). As indicated above, less representation of men is due to the fact

that the assessment was initially female dedicated. Men were also involved to not only to get balanced views pertaining to women’s participation in planning and budgeting of the GBS, but also to engage men who are in positions to provide useful information.

In direct relation to the above, marital status was deemed an important variable in this assessment due to how it is likely to influence or prevent women’s participation. Indeed, household responsibility, division of labour, and support of the husband are important determinants with regard to women mobility, attendance of community meetings and other gatherings as well as availability.

Figure 3: Marital status of respondents



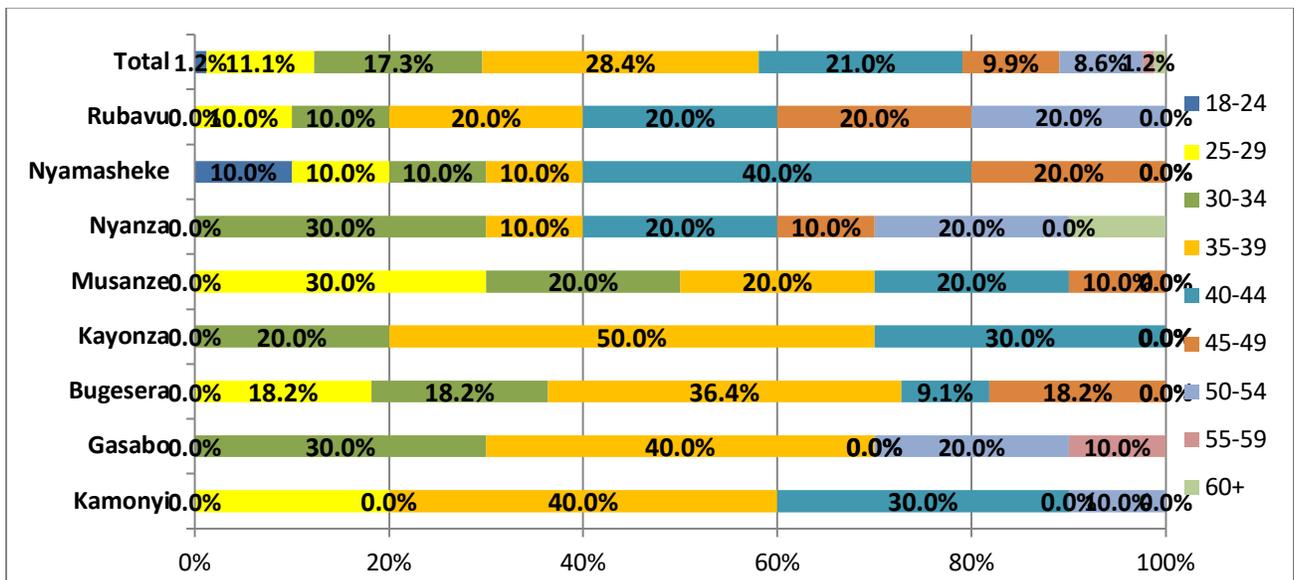
Source: Haguruka field survey, January 2020

In light of findings in Findings in figure 3 above, the majority of respondents are married representing 87.7% of the total respondents. Single and widow represent 11.1% and 1.2% respectively. Qualitative insights from the field show that women participation is still hindered, among other things, by heavy households workload despite encouraging progress. Division of labour is still strict at the expense of women: Children care, food preparation, and water provision are women-reserved activities. Gendered division of labour and the way it negatively impacts on women participation in community decision-making processes, including the GBS are further discussed under section 3.4 below.

3.1.2 Structure of respondents per age groups

Participation in community and local government processes can also be influenced by one’s age. In this regard, the assessment sought to know age groups of respondents as summarised in figure 4 below.

Figure 4: Structure of respondent per age groups



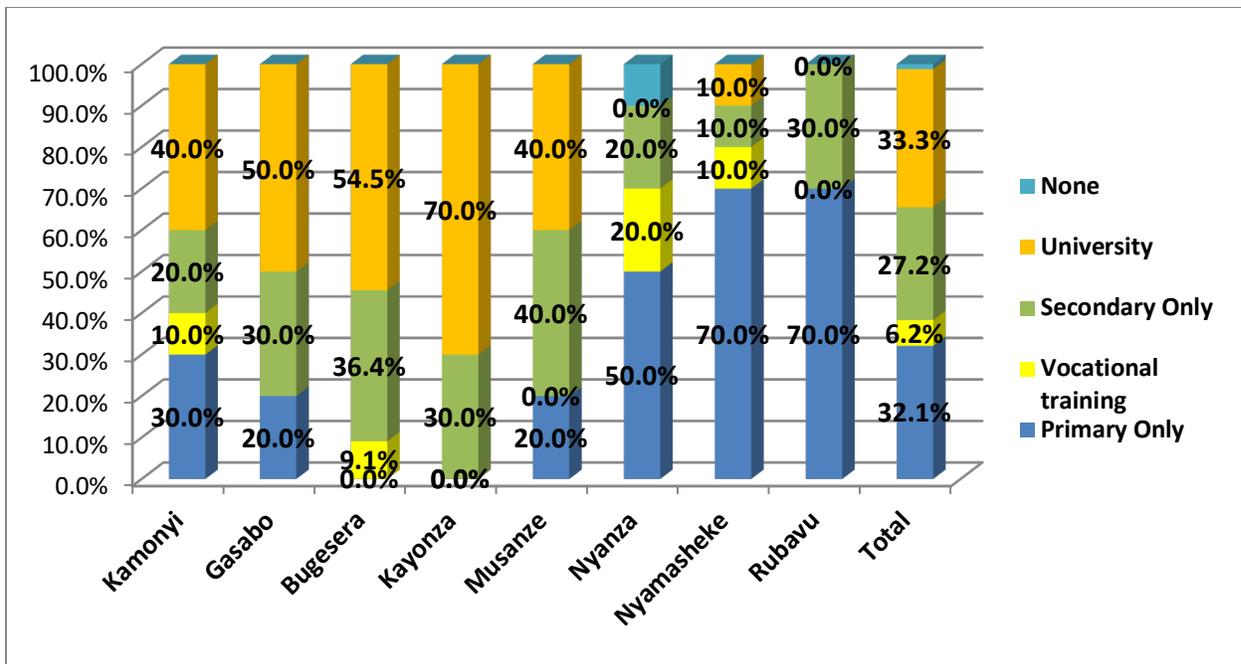
Source: Haguruka field survey, January 2020

From figure 4, it appears that the majority of respondents are in the age group of 35-39 with 28.4%, followed by those aged between 40 and 44 years with 21% of the total respondents. In the third position are respondents aged between 30-34 with 17.3% while respondents aged between 25-29 years represent 11% of the total respondents. Overall, a huge majority of respondents are in active age. They are therefore in the position to participate in various community and local government processes.

3.1.3 Distribution of respondents per level of education and employment status

Education is a critical factor of participation in that it equips people with the necessary knowledge and analytical skills for meaningful contribution. For the same reason, education is a primary requirement in most employment positions. For further analysis of the profile of respondents, the level of education of respondent was also considered in that it might determine the level of understanding gender policies, and other aspects pertaining to planning and budgeting of the GBS. Details about education of respondents are provided in the table below.

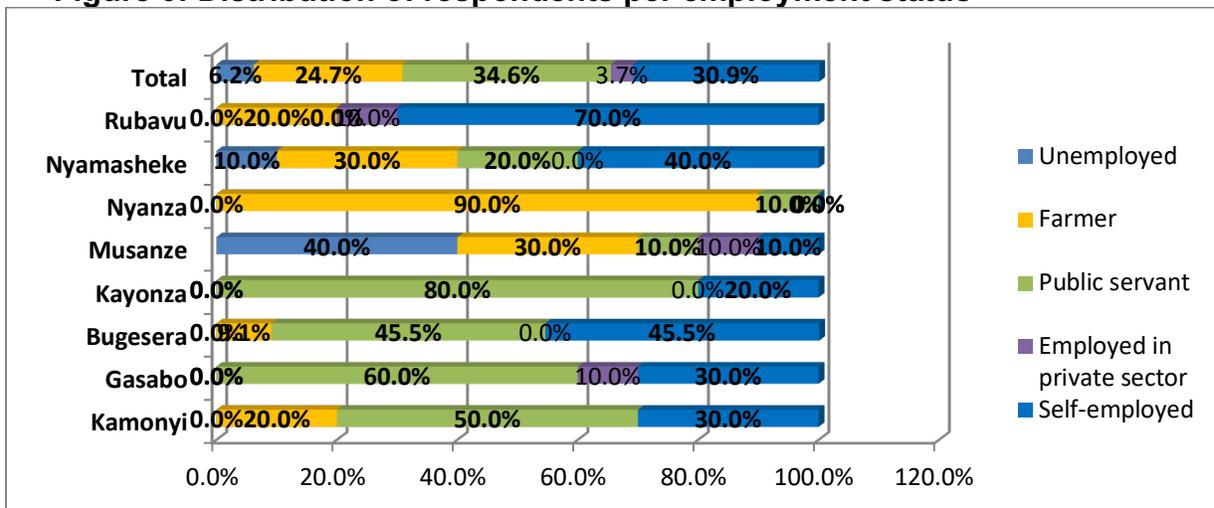
Figure 5: Respondents' level of Education



Source: Haguruka field survey, January 2020

In light of the findings in figure 5 above, 33.3% of respondents have completed the university. Respondents who completed the primary and the secondary education levels ranked second and third with 32.1% and 27.2% respectively. Respondents who have completed vocational training represent 6.2%. Based on the education qualifications above, in theory the majority of respondents are equipped with at least basic knowledge to understand policies and other processes around them, as well as the capacity to meaningfully participate in the GBS while making informed judgement.

Figure 6: Distribution of respondents per employment status



Source: Haguruka field survey, January 2020

With regard to employment status, the findings show that the majority of respondents are employed in the public sector (local governments and education mainly) followed by respondent who are self –employed (34.6% and 30.9% respectively). The findings show that 24% work in the agriculture sector, 6.2 % of respondents are unemployed, while 3.7%

are employed in private sector. In addition to a satisfactory level of education, this employment status suggests that the majority of respondents have access to existing networks and platforms that might enable them to have an idea on the GBS planning and budgeting process.

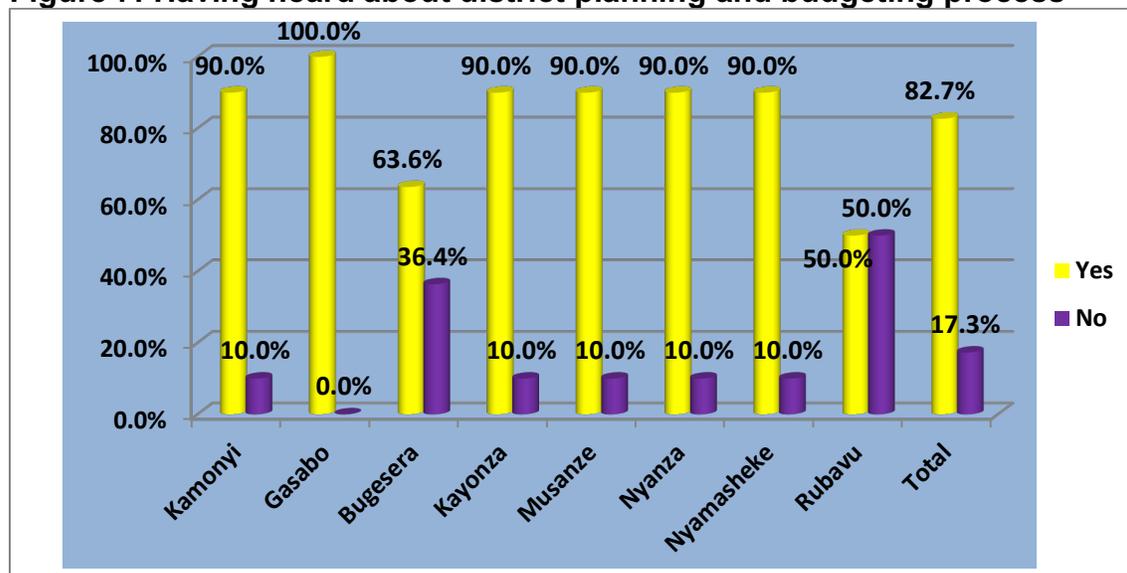
3.2 Awareness about district planning, budgeting process and the GBS

Awareness and knowledge of respondents about the planning and budgeting process is conceived as a pre-condition for women participation in the planning process in general, and the GBS in particular. This section assesses whether women are aware about the planning and budgeting process at the district level, about the GBS and whether they know existing platforms for participation in the planning process at the district level.

3.2.1 Awareness about the planning and budgeting process

Planning at the district level starts with community consultations to ensure the plans and budget address the real and priority needs of the people. However, despite the proximity of consultations, planning is considered a technical duty. The study sought to know whether participants were aware about the process. The findings are detailed in the figure below.

Figure 7: Having heard about district planning and budgeting process



Source: Haguruka field survey, January 2020

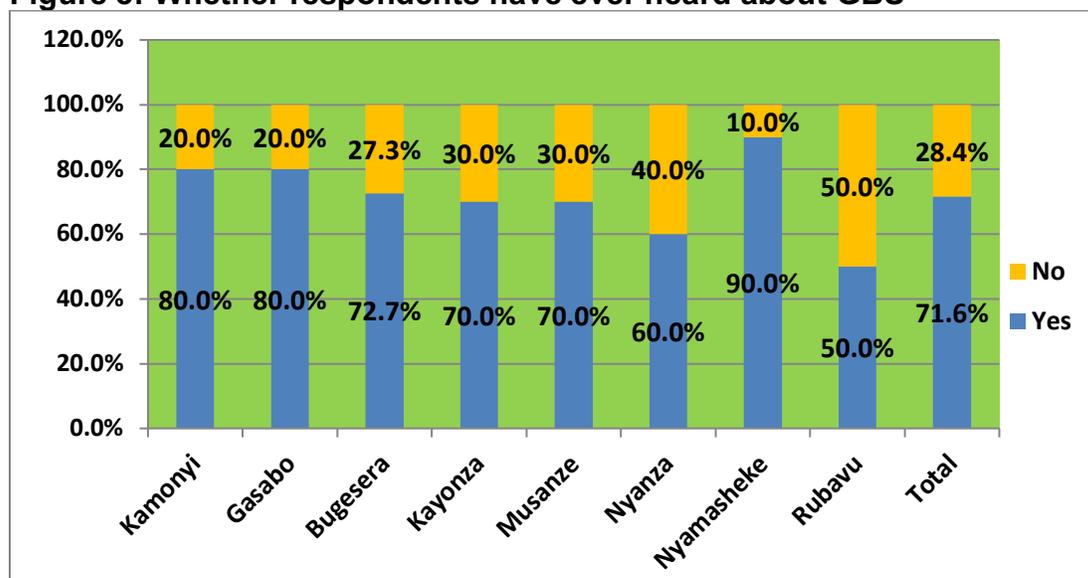
From the quantitative findings above, it appears that a huge majority of respondents representing 82.7% of the respondents have heard about district planning and the budgeting process while only 17.3% reported the contrary. The predominance of respondents who declared having heard about district planning is explained by the fact that meetings for the planning process kick off from the village and cells levels, the community closest administrative layers. As this is suggested by qualitative insights far

below however, the process is highly influenced by the local elite in that the actual planning requires some technical skills.

3.2.2 Awareness about the GBS process

In addition to the planning and budgeting process, participants in the mini survey were asked whether they have ever heard about the GBS. As summarized in figure 8 below, the number of respondents who affirmed having heard about GBS decreased compared to the general planning and budgeting process, but is still high: 71.6% of the total respondents for 28.4% other respondents declared having never heard about GBS.

Figure 8: Whether respondents have ever heard about GBS



Source: Haguruka field survey, January 2020

Straight from the above findings, it is clear that participants in the survey are aware of GBS in their respective districts. When it comes to district comparison, it is quite evident from the same findings that Nyamasheke is the district with the highest score (90%) of respondents who are aware of the GBS while Rubavu is the lowest with 50%.

The fact that the majority of respondents has ever heard and is even conversant with the notions of planning, budgeting and GBS is not surprising, but should not hide the reality about other segments of the population. Indeed, respondents to the quantitative survey were recruited from knowledgeable women, those representing the National Women Council at the sector and cell levels, teachers, members of the civil society and youth representatives. In the majority of cases, these are people who are highly educated and who have access to various information platform, local government structures and civil society initiatives. For instance, Pro-Femmes Twese Hamwe (PFTH) has initiated a project in some districts to raise awareness of women about the planning process from the village: *“Ubu dufite projet yitwa burijwi rifite agaciro’ dufashwa na PFTH aho*

*ishishikariza abagore kugira uruhare mu igenamigambi uhereye mu midugudu*³ (we presently have a project by PFTH on every voice counts that encourages women to participate in the planning process from the village).

Qualitative insights point to a different picture. According to participants in FGDs (women who are not members of various structures) organized in different districts including Rubavu, Kayonza, Nyamasheke and Kamonyi, the notions of planning and budgeting (*igenamigambi no gutegura ingengo y'imari*) are satisfactorily known, but GBS sounds new and unknown. In such circumstances, it is obvious that “ordinary” women participation in the elaboration of GBS is limited. In the words of a FGD participant *“ntabwo tuzi uko iryo gendamigambi n'ingengo y'imari bigendeye ku ihame ry'uburinganire rikorwa. Dukora inama nyinshi z'abaturage aho abayobozi badukangurira kuzuzanya no kwirinda ihohoterwa rishingiye ku gitsina, ariko ibyo bindi ntitubisobanukiwe”*⁴ (We do not know how the GBS is prepared. We rather have several community meetings where gender equality and the fight against gender based violence are promoted, but the rest we don't know).

3.2.3 Awareness about platforms for participation in the planning and GBS

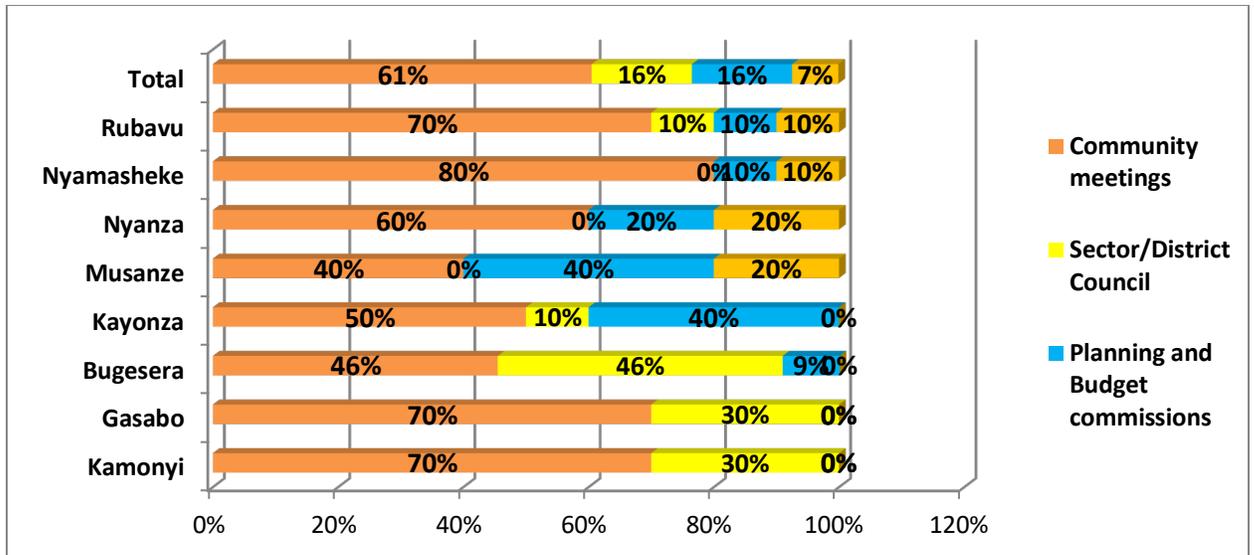
Rwanda has made significant progress with regard to creating structures and policies aimed at promoting citizen participation in all decision-making processes. The adoption of the national decentralization policy in 2000, which was revised in 2013 represent a turning point in establishing a conducive environment for citizen participation. Apart from the decentralization policy, the government has put at the decentralized and community levels additional platforms for direct citizen participation including the Community work (Umuganda), Community assemblies (Inteko z'abaturage), and the Evening of parents (Umugoroba w'ababyeyi) to mention some.

This study sought to know if participants are not only aware/conversant with these platforms, but also whether they resort them to participate in various decision-making processes, including the planning and GBS process. The detailed findings are provided in figure 9 below.

Figure 9: Platforms that foster women participation at the decentralised level

³ Interview with Nadine Kayitesi, Nyanza district gender officer, January 30, 2020.

⁴ Kayonza, women FGD of January 29, 2020.



Source: Haguruka field survey, January 2020

Women's participation in planning and budgeting of GBS can only be possible and enhanced if there exist operational fora or platforms and institutions that foster and encourage their participation at the grassroots level. In light of the above findings, it appears that more than 6 people out of 10 (61%) consider that community meetings (held generally every Wednesday of the week) commonly known as "Inteko z'Abaturage" are the most effective platform that fosters women participation in planning and budgeting. District budget commissions and sector/district councils ranked second with 16% of respondents each. Other platforms, including *Umugoroba w'ababyeyi* and cooperatives are represented by 7% of respondents.

From the findings above, it appears that community meetings constitute the major fora or opportunity through which women participate in planning and budgeting across all districts covered by the study. These meetings however, are still considered as channels to discuss general matters at the village and cell level, and seem to be not appropriate for planning and budgeting due to their technical requirements. As observed one expert, community meetings are not meant "for planning and budgeting purposes, but rather to discuss problems that affect them, mainly conflicts in families and other issues pertaining to village and cells security. But given their frequency, they offer a great opportunity to various district departments to convey their messages, including about planning"⁵. Furthermore, qualitative insights indicate that these meetings serve to fetch ideas from the grassroots to feed the plans at the district and national levels.

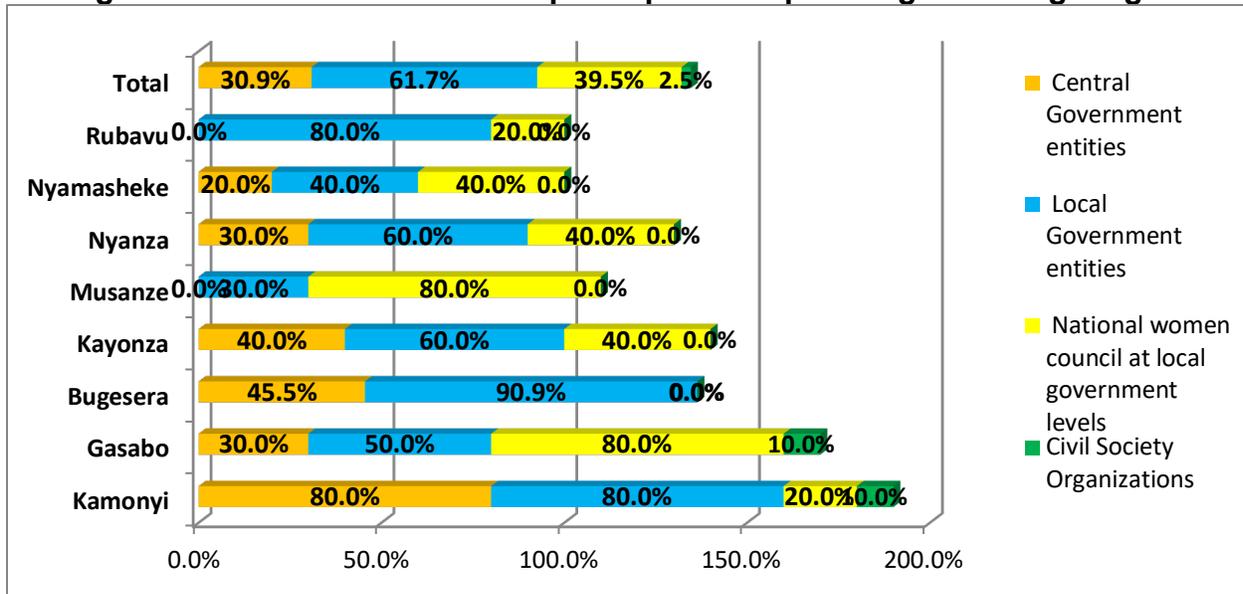
While community meetings serve as a critical space for fostering women participation in the local planning, including the GBS, they suffer from two measures constraints:

- They are used to discuss several issues within a relatively limited time;
- These meetings are attended and generally influenced by other, more knowledgeable and therefore influential people. This leaves a limited space for women participation.

⁵ Kigali, Informal discussion of March 13, 2020.

The reality above suggests that women’s effective participation in local processes requires dedicated spaces and times. Particularly in that they need to be empowered before they can make significant contributions. With regard to specific participation in the GBS, the role of civil society appears important compared to general participation in local decision-making processes.

Figure 10: Platforms for women participation in planning and budgeting of the GBS



Source: Haguruka field survey, January 2020

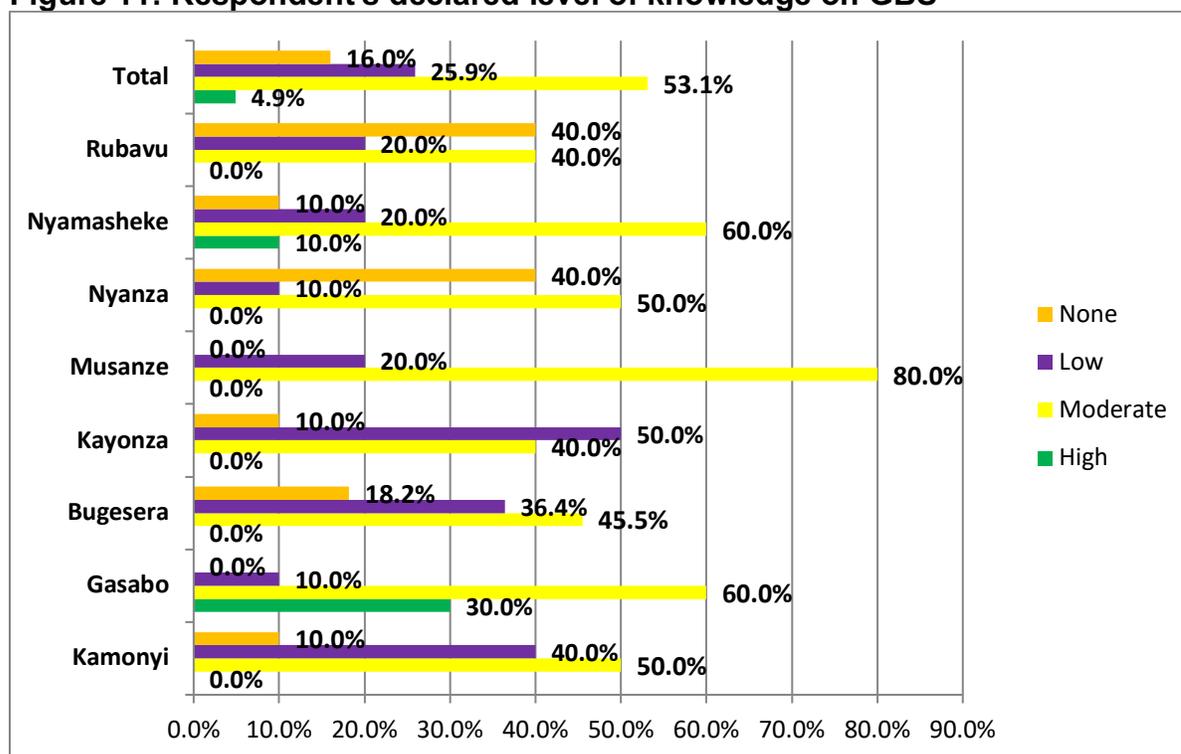
In relation to specific participation in the GBS, local governments, the National Women Council at the local level (cell, sector and district) and central government relevant entities play a pivotal role in the same order of importance. The role of civil society organisations is still very small: it stands at 10% in the districts of Kamonyi and Gasabo while it is perceived non-existent in the other 6 districts in which the study was conducted. This however contradicts the qualitative information where the role of PFTH was for instance clearly mentioned in the district of Nyanza. Inconsistencies are more troubling in that only “educated” women; those present in various local government institutions and active in community-based structures were involved in the mini-survey.

Whatever the case, these findings suggest that the improvement of the role of civil society in raising awareness about the GBS and empowering women for effective participation is needed.

3.2.4 Knowledge about the Gender Budget Statement

Knowledge is a prerequisite to effective participation. Both knowledge and attendance of existing structures for participation, particularly those based at the district and community level as discussed above and knowledge about the GBS.

Figure 11: Respondent's declared level of knowledge on GBS



Source: Haguruka field survey, January 2020

Section 3.2 above elaborated on awareness about the overall planning and budgeting process at the district level as well as the GBS. As the findings indicate, 82.7% women respondents are aware about the overall district planning and budgeting process while 71.6% have heard about the GBS, a decrease of 9%.

In light of the findings in figure 9 above, the level of awareness about GBS is multiple depending on districts and individual respondents. On average, 53.1% of respondents declared having a “moderate level” of knowledge about GBS while about 26% declared the same level “low” and 16% none. A small share of respondents amounting to 5% of the total respondents to the mini-survey considers its level of knowledge about GBS “high”. With regard to districts, a big share of respondents who declared having a “moderate” knowledge about the GBS is situated in Musanze while the “lowest” is in Kayonza. More importantly, 40% of respondents in Nyanza and Rubavu districts claimed having “no knowledge” about GBS. In light of the same findings, there is no single respondent from both Gasabo and Musanze districts who have never heard about GBS.

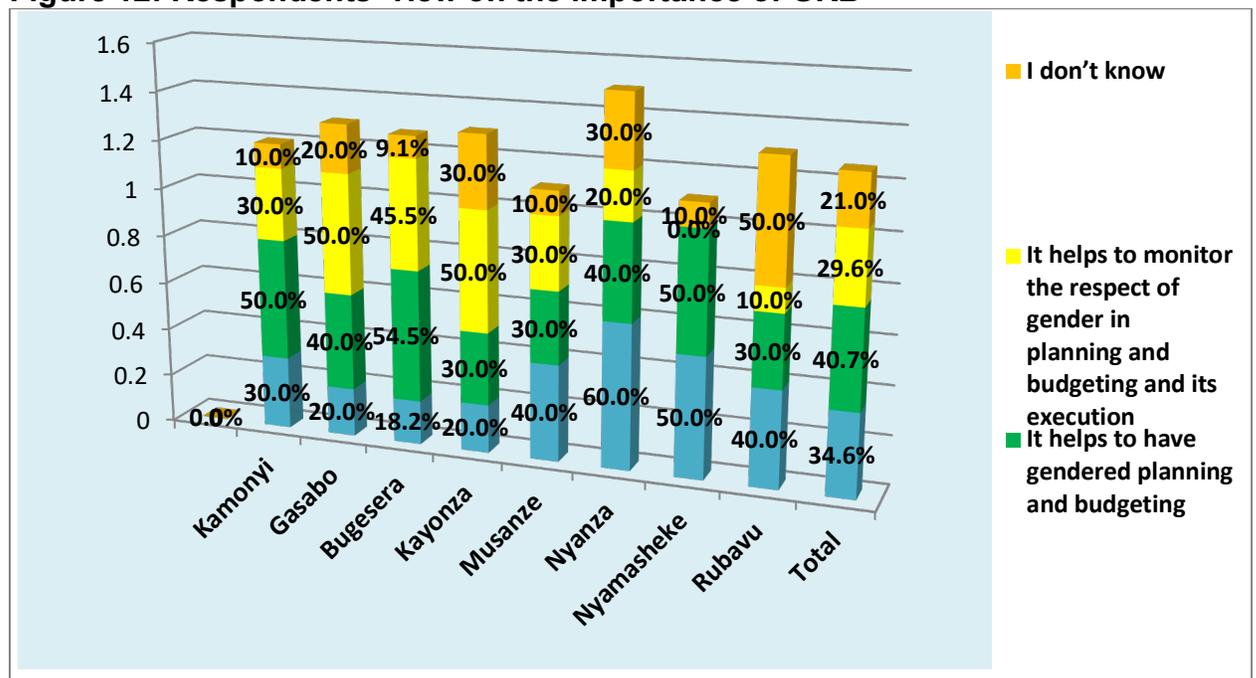
Moderate level of knowledge implies that respondents have heard about GBS, but have only general knowledge and not substantive knowledge that can allow them to have significant participation. This constitutes a limiting factor for their effective involvement in planning and budgeting of GBS. Low level of knowledge means a basic awareness, which sometimes is equivalent to having heard about the name GBS without further details. Efforts are to be deployed to improve citizens’ level of awareness and meaningful

knowledge about GBS for a significant participation in the planning and budgeting of GBS, with special focus on Nyanza and Rubavu districts.

3.2.5 Perceived importance of Gender Responsive Budgeting

In direct relation to the above, participants in the survey were asked to state the importance of the GRB for which GBS is a tool. This aimed not only at crosschecking their declared level of understanding of the GBS, but also the meaning they assign to the same. Findings in figure 10 below provide details on the ways participants understand the importance of the GBS.

Figure 12: Respondents' view on the importance of GRB



Source: Haguruka field survey, January 2020

According to responses from the mini-survey, overall, GRB is associated with its core meaning: engendering the budget process. Three key prongs emerged from the study findings as summarized in figure 10 above:

- 40.7 % of respondents consider GRB as a process to achieve a gendered planning and budgeting. This implies taking into account the needs of men and women, girls and boys when preparing development plans and accompanying budgets;
- 34.6% respondents see GRB as a way to “include gender in the planning and budgeting while 29.6% other respondents define GRB as a strategy to monitor respect of gender in the planning and budgeting process, including the execution.

In some, all these assertions have almost the same meaning and qualitative insights brought a simplified and inclusive explanation of what the GRB is. In substance, according to districts planning staff, the end state of any GRB is to “set priorities during the district planning process based on results for people, both women and men, girls and boys, to improve development plans and make them more sensitive to the needs of both

categories (...) GRB is not a new budgeting method, but the integration of the gender dimension or gender mainstreaming into all the steps of the budget process”.⁶

Based on the findings above, it appears that a huge majority of study mini-survey participants have a clear understanding of the GRB. But there is another significant share of respondents representing 21% who declared “not knowing the importance of the GRB”. This percentage is high if we recall the fact that respondents to the mini-survey questionnaires were recruited from “well educated and active” women. It also suggests that understanding of the GRB is quit lower among less educated women and those who are not active in community and local governments-based structures, which calls for initiatives to raise awareness of less privileged women on issues pertaining to planning and the budgeting process.

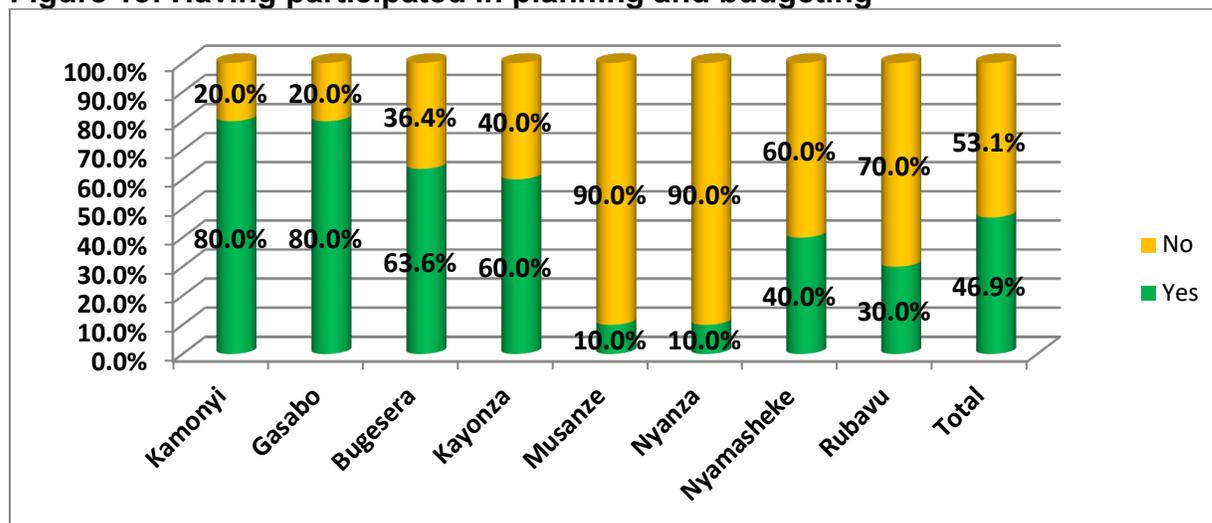
3.3 Women’s participation in planning and budgeting of GBS

Section 3.2 above have elaborated on what respondents know about and related to the GBS and GRB. It looked into awareness, knowledge and perceived importance of the GRB. This section examines the actual participation of women in the GBS process in their respective districts.

3.3.1 Women participation in the GBS

As such, participants in the study (mini-survey) were asked if they have ever participated in planning and budgeting process in general, and the GBS in particular. Not surprisingly participation was higher in the GBS process as compared to participation in the ordinary planning and budget process. This is mainly due to the profile of respondents in the mini-survey. Qualitative insights show a completely different picture of the situation.

Figure 13: Having participated in planning and budgeting



Source: Haguruka field survey, January 2020

⁶ Interviews with district planning officers in the Eastern, Wester and Southern Provinces, January 2020.

Findings in figure 11 above indicate that the majority of respondents amounting to 53.1% have never participated in planning and budgeting, while 46.9% have participated. When it comes to district comparison, the districts of Nyanza, Musanze, Rubavu and Nyamasheke are lagging far behind with highest percentage (90% in the first two districts, 70 % and 60% respectively for the other two districts) of respondents who have never participated in the planning and budgeting. When it comes to GBS, the level of participation increases for reasons associated with its preparation targets a certain category of citizens, particularly those members of women structures and district and sector relevant positions.

But the reality shows that participation in both the ordinary planning and GBS process is still unsatisfactory. Key informant interviews and FGD highlighted a number of factors that hinder citizen participation in the planning and budgeting process general, and women participation in particular: These include:

- Limited knowledge and skills for a big share of women to meaningfully contribute to the planning and budgeting process;
- The fact that the GBS targets a certain category of people, particularly members of women structures and some relevant district and sector positions leaving behind a huge majority of other women;
- Lack of confidence for less educated women, particularly those living in rural areas who consider the planning and budget processes a domain reserved for those educated and in position of influence;
- Lack of confidence to speak in public during community meetings;
- Low attendance of planning and budgeting consultations due to conflicting priorities and gendered division of labour;
- Poor understanding of the district expectations from communities with regard to planning and budgeting; and
- Misunderstanding about the principle of gender equality that deprive some women from husband support and cooperation and which lead in the worst scenario to spousal conflicts.

Limited participation of citizens has already been documented. According to the fifth Rwanda Governance Scorecard (RGS), the participation of citizens in governance issues registered minimal improvement. Based on the 2018 RGS report, at 65.63%, citizen participation is among the least improving aspect of the 37 indicators in the RGS 2018 survey⁷. This means that there is need to improve citizen participation in the development process, community transformation and accountability as well as deepening community consultations at the grassroots level.

A study by Never Again Rwanda (NAR) had already pointed to similar findings. According to NAR, participation of citizens is still limited. “The key hindering issues highlighted are limited capacity (approaches, tools, methodology) by local leaders and aides to genuinely engage citizens in public decisions, some citizens are not aware of own participation as a right and duty while most citizens & some local leaders are not generally knowledgeable

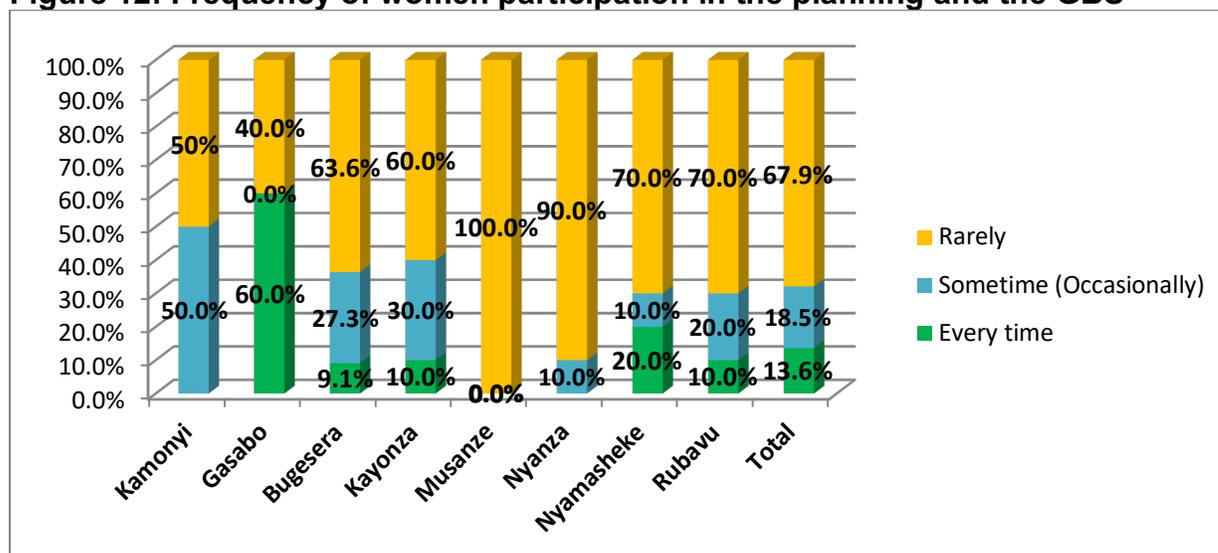
⁷ RGB, *Rwanda Governance Scorecard 5th edition. The state of governance in Rwanda*, Kigali, 2018.

about *Imihigo* (performance contracts) processes”⁸. In relation to the above, participants in this study know that consultation of citizens during the planning and budgeting process in general and the GBS in particular is part of their rights (80.2 % and 77.8% respectively).

3.3.2 Frequency and perceived influence of women participation in the GBS

Another way of assessing women’ participation in district planning, particularly the GBS, is to examine how frequent this participation is and what is the perceived influence of women’s ideas throughout the process. The findings point to mixed results as presented below.

Figure 12: Frequency of women participation in the planning and the GBS



Source: Haguruka field survey, January 2020

Rwanda Gender Budgeting Guidelines of 2008 clearly outlines the importance for both people within and outside government to be involved in gender budgeting process and defines detailed steps to be undertaken at the stages of policy review, strategic planning, resource allocation as well as monitoring and evaluation of a gender based budget. Given that budgeting is an annual exercise, participants in this were asked how frequent they are involved in the district planning and GBS process.

Surprisingly, despite a satisfactory level of knowledge by respondents (to the mini-survey) about the planning and GBS, consultations or participation seems less frequent. Indeed, according to findings from figure 12 above, a huge majority of study participants have indicated that “rarely” participate in the GBS (about 70%). Another significant share of respondents participate in the GBS on “occasional basis” (18.5%) while only a small part of respondents participate in the GBS on “regular” basis (13.6%). But why are knowledgeable respondents from relevant community-based structures do not participate

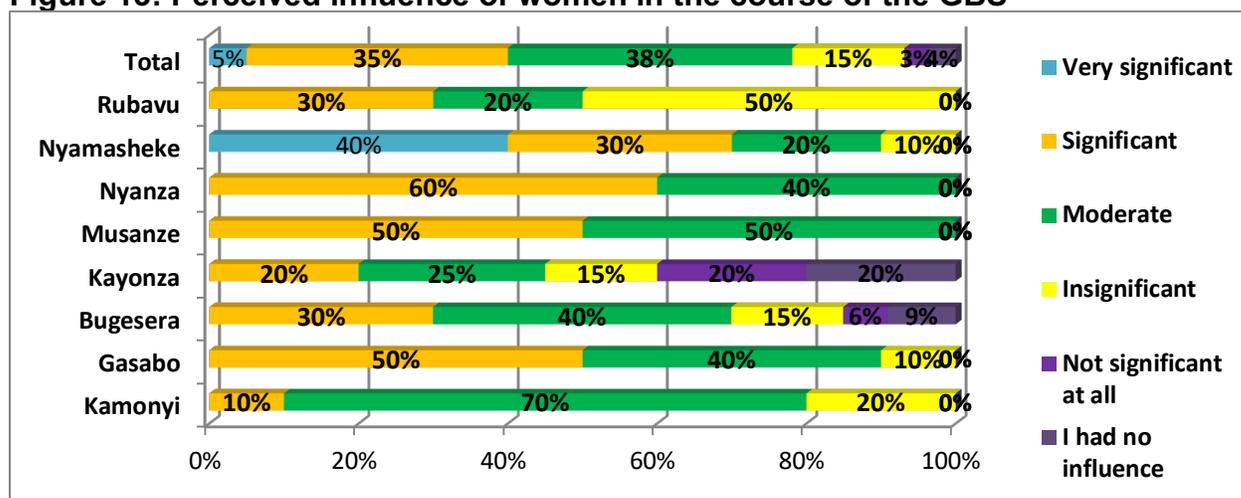
⁸ NAR, *Local Government Imihigo Process: Understanding the factors contributing to low citizen participation*, Kigali, June 2018.

in the GBS process on a regular basis? From the qualitative findings, there are factors that affect effective consultations of those who are in the positions to inform the GBS:

- Planning activities are always done in a busy period when time for consultations is very limited due to conflicting agenda and priorities in the local governments;
- There is a high turnover in local governments, which affects continuity and effective communications;
- The majority of members of women-based structures belong to different structures at the same time to the extent that some of them clearly confuse between these structures. This results into repeated absenteeism for some members who end up losing interests in some areas. According to FGD participants, “*sometimes community duties conflict with household’s responsibility, pushing some women to withdraw from community structures or to become dormant*”⁹.

What kind of influence can women have when their participation in the GBS process is rare or dormant? In direct relation with the above, the analysis went further to find out the level of influence of women during the course of the GBS.

Figure 13: Perceived influence of women in the course of the GBS



Source: Haguruka field survey, January 2020

Based on the study findings, only 35% of respondents consider that women’s influence on the course of the GBS is “significant” while 38% of other respondents see this influence as “moderate”. For 15% of respondents this influence is very limited or “insignificant”. In some districts such as Bugesera and Kayonza, non-negligible shares of respondents indicated having “no influence at all” on the GBS as evidenced by the findings in figure 13 above.

However, qualitative findings tend to affirm that the main issue is attendance of consultation sessions and the quality of ideas, not the influence. According to interviewees, “*Provided they address national priorities such as employment, everyone’s*

⁹ FGD with women, Rubavu, January 29, 2020.

ideas are heard and taken into account when planning for the GBS (...) Every month we report to the ministry in charge of planning for them to ensure activities are gender sensitive. In case activities are not gender sensitive enough, we are simply not given funds. Major GBS activities are determined in collaboration with women structures and cooperatives”¹⁰. Similar statements were heard in Gasabo. For instance, the Vice-Mayor in Charge of economic affairs Mr Mberabahizi Rémond Chrétien indicated that every infrastructure project, such as road construction, should consider the number women and men who will be involved. This, “has become a culture, and we will keep observing the principle of gender balance wherever applicable”¹¹, he said.

3.3.3 Women’s forms and experience of participation in the GBS

Women and girls’ participation should not remain theoretical and full of mere piece of words; instead, it has to be evidenced by concrete actions that materialize their participation. In this regard, participants were asked about the ways or forms through which they contribute to the GBS.

Table 2: Women’ personal experience of participation in the GBS

District	I don’t participate	I attend Planning, Budgeting and GBS meetings	I give ideas (opinion) in meetings	I raise concerns pertaining to GBS	I monitor the implementation of the GBS	Other
Kamonyi	40.0%	10.0%	50.0%	0.0%	0.0%	0.0%
Gasabo	40.0%	20.0%	40.0%	0.0%	0.0%	0.0%
Bugesera	63.6%	0.0%	27.3%	0.0%	0.0%	9.1%
Kayonza	60.0%	10.0%	20.0%	0.0%	10.0%	0.0%
Musanze	100.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Nyanza	90.0%	0.0%	10.0%	0.0%	0.0%	0.0%
Nyamasheke	70.0%	30.0%	0.0%	0.0%	0.0%	0.0%
Rubavu	70.0%	20.0%	10.0%	0.0%	0.0%	0.0%
Total	66.7%	11.1%	19.8%	0.0%	1.2%	1.2%

Source: Haguruka field survey, January 2020

In their endeavor to participating in decision-making, women and girls register or encounter positive or negative experiences that would determine their future attitude towards their participation. Positive experience is likely to motivate them to participate further. Unlike the positive experience, the negative one will certainly generate a feeling of fear, discouragement, and inferiority; and will hamper/hinder women and girls’ further steps towards participation. For those who have participated, below are

¹⁰ Interview with Bagirishya Pierre Claver, Executive Secretary of Musanze District, Musanze, January 27, 2010.

¹¹ Kigali, Interview of 28 January 2020.

their views on their personal experience during their participation in planning and budgeting of the GBS.

While 67.9% of respondents have indicated that they rarely participate in the GBS (see sub-section 3.3.2), 66.7% (findings under table 2 above) clearly indicated that they do not participate in the GBS. Only 19.8% respondents participate by “*giving ideas*” during the GBS consultation meetings while another non-negligible share of respondents amounting to 11.1% do “*attend planning, budgeting and the GBS meetings*”. This situation corroborates qualitative findings that show that planning and budgeting meetings are popular notions, but only limited people have a clear understanding of what they entail, how the process looks like and do actually attend them.

For some district staff members, “*planning and budgeting process are mainly cosmetic when it comes to the role of populations. Citizens are not given enough time to express their views and wishes. In some cases, the role of relevant district structures such as the budget commissions and women representatives is considered sufficient to inform the GBS. The planning and budgeting process are presented as technical activities that require only expert views. This is how participation of ‘ordinary’ citizens has remained a slogan. When they happen to be consulted, this is done just for the sake of legitimizing the process*”.¹²

In sum, various sources tend to affirm that women participation in the GBS is still low. Their representation in decision-making processes and presence in various infrastructural projects such as roads is chiefly a result of a strong national political will, than an outcome of effective participation in local decision-making processes. Participation in the GBS is still superficial in that only a few of them are really involved and common ideas less valued. Paradoxically, the few women who happen to partake in the local planning and GBS processes enjoy being consulted because they felt “valued” as summarized in the table below.

Table 3: How women interpret their role in the GBS process

¹² Interviews with district staff in charge of gender, January 2020.

District	No appreciation	I felt valued	My idea was taken into account	I was appreciated	I was misunderstood and misinterpreted	Other, specify
Kamonyi	20.0%	30.0%	40.0%	10.0%	0.0%	0.0%
Gasabo	20.0%	70.0%	0.0%	10.0%	0.0%	0.0%
Bugesera	36.4%	9.1%	27.3%	9.1%	0.0%	18.2%
Kayonza	40.0%	10.0%	50.0%	0.0%	0.0%	0.0%
Musanze	90.0%	10.0%	0.0%	0.0%	0.0%	0.0%
Nyanza	90.0%	10.0%	0.0%	0.0%	0.0%	0.0%
Nyamasheke	60.0%	30.0%	10.0%	0.0%	0.0%	0.0%
Rubavu	70.0%	10.0%	10.0%	10.0%	0.0%	0.0%
Total	53.1%	22.2%	17.3%	4.9%		2.5%

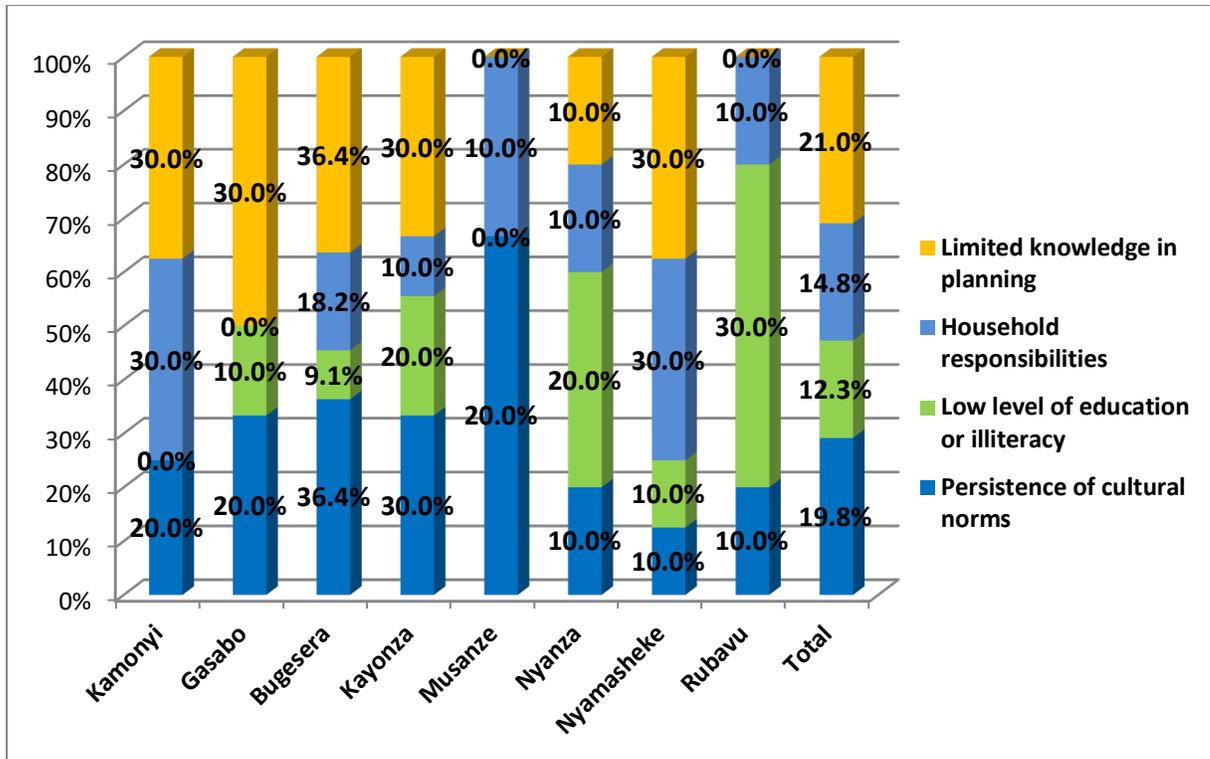
Source: Haguruka field survey, January 2020

The findings in table 3 above show significant differences between districts with Gasabo, Kamonyi, Kayonza, and Nyamasheke doing better. Qualitative findings in our possession do not provide specific reasons why some districts are doing better than others, but one may hypothesize leadership methods that favour women empowerment.

3.4 Major constraints that prevent women’s participation from the GBS

Section 3.3 above has elaborated on the current status of women participation in the district planning in general and the GBS in particular. In light of the study findings, overall, participation is still low and confined to only few people, particularly those present and active in relevant district and community-based structures. For a large majority of other women, not only participation is low, but also awareness about the planning and GBS process is very limited. This section discusses the major constraints that affect women’s participation in local-decision-making processes, including planning and the GBS. Some constraints are gender-related while others are context-based.

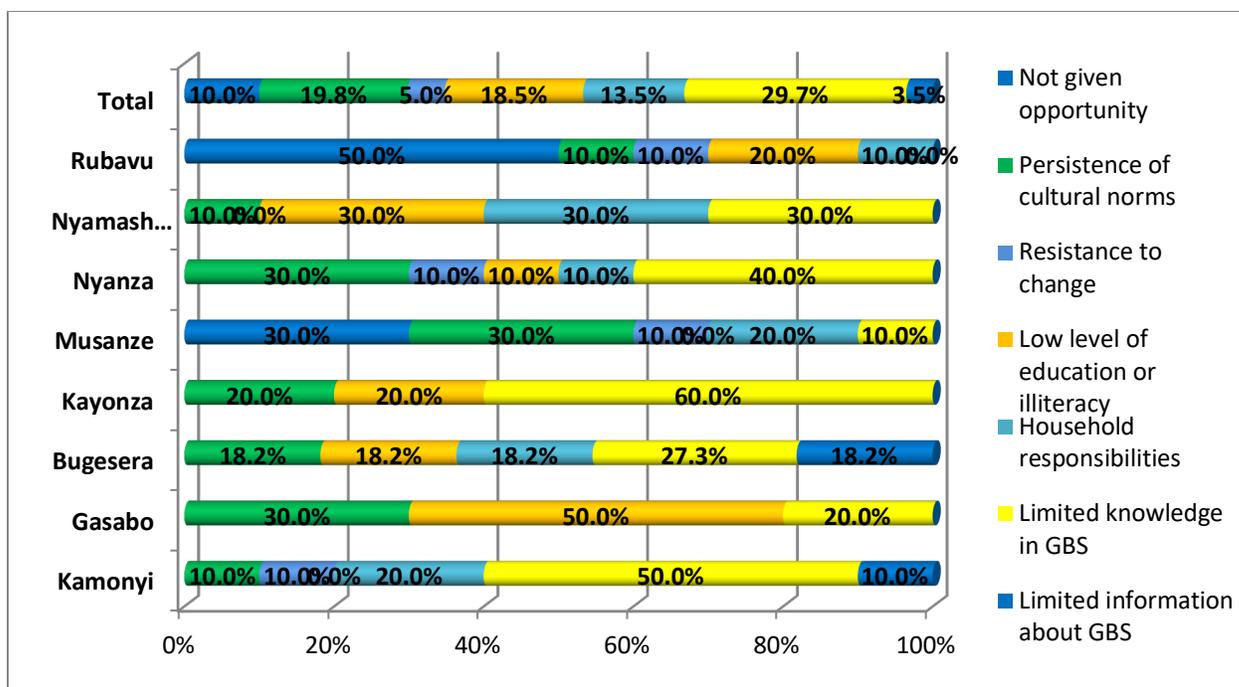
Figure 14: Constraints preventing women’s participation in planning and budgeting



Source: Haguruka field survey, January 2020

In light of the findings under figure 14 above, there are four (4) main factors that affect women’s participation in the planning and GBS process. These are respectively limited technical planning knowledge and skills (1), persistence of gender-biased cultural norms (2), conflicting and heavy household responsibilities (3), and illiteracy or low level of education among women (4). With regard to the GBS in particular, similar factors have been mentioned as summarized in figure 15 below.

Figure 15: Factors preventing effective women’s participation in GBS



Source: Haguruka field survey, January 2020

In light of the findings related to factors hindering women participation in the general planning and budgeting process, there appear an amazing similarity with those affecting participation in the GBS. Limited knowledge and skills, persistence of unfair cultural norms, low level of education among women, and household responsibilities are still the major factors. Not only the factors are the same, but also the perceived order of importance is almost the same with 29.7%, 19.8%, 18.5% and 13.5% respectively.

3.4.1 Limited technical planning knowledge and skills

In the views of the study participants, the most important factor that affects women's participation in the planning and budgeting process is "limited technical knowledge and skills" (21%). This in turn affect women's self-confidence some of whom end up withdrawing from constituted structures at the local level, including women-led structures. This leads to limited consultation, and therefore participation in local development plans elaboration, including the budget. Evidence from the Every Voice Counts project implemented by PFTH in partnership with Care International in five Districts of the Southern Province of Rwanda highlights persisting challenges that affect women participation and influence. According to the project findings, "women participation in governance, particularly in local planning and budgeting processes is still lagging behind compared to men, due to a number of socio-economic and cultural factors, including gender-biased division of labour"¹³. As indicated earlier, citizens' satisfaction in their participation in preparation of district plans and budgets is still low despite an increase

¹³ PFTH, cited by the New Times, December 23, 2019.

from 27% in 2016 to 53.6% in 2019.¹⁴ This indicator is among the least performing of the RGS.

3.4.2 Persistence of gender-biased cultural norms

Gender biased cultural norms are still a real constraint that prevent women from effectively participating in making decisions that affect their lives(19.8%). Despite evident advances over the past two decades at the national level, progress has been slow at the decentralized level. Women continue to be underrepresented in critical decision-making positions and processes, including planning and budgeting and still face multiple obstacles deeply rooted in inequality in gender norms and expectations. Gender norms and expectations drastically reduce women’s interest in public decision-making processes and knowledge in politics than men in favour of traditionally female-reserved domains. Despite noticeable improvements in Rwandese attitudes towards gender equality, stronger stereotypes about women being as good as men in positions of political leadership persist. There are still moral pressures and negative attitudes of both men and women towards women in leadership and public decision-making, particularly in the rural areas. A study by Rwanda Association of Local Governments Authorities (RALGA) shows that one of the challenges that women local councilors face is negative perceptions of women in leadership. From a traditional point of view, women are known to be wives/mothers/caregivers. Women who strive to take part in leadership are portrayed as wanting to become “men”, “money minded”, “ambitious”, etc. Discussions with female councilors demonstrated that Rwandans’ beliefs about gender affect the way they perceive men and women in leadership roles. From a number of discussions and interviews, researchers in the RALGA study found that *“the characteristics Rwandans typically associate with leadership are often stereotypically masculine.”* Speaking up and holding the floor during group conversations are considered agentic behaviors. Therefore women who manage to speak up in public meetings are sometimes referred to as “Inshyanutsi”, and even “Inshizi” which rarely applies to men who behave the same way.¹⁵

These degrading attitudes discourage some women from fully engaging in public spheres and processes. Paradoxically, the experience has already shown that greater participation of women in local government processes can bring a different perspective on women’s needs and priorities when framing local policies and allocating budgets. For instance, a study conducted in 110 countries showed that women parliamentarians were *“more likely than men to prioritize gender and social issues such as childcare, equal pay, parental leave, pensions, reproductive rights and protection against gender-based violence”*¹⁶.

¹⁴ RGB, Rwanda Governance Scorecards 2016 and 2018.

¹⁵ RALGA, *Challenges facing women councilors and staff in relation to the working environment in local government in Rwanda*, Kigali, January 2017.

¹⁶ IPU, *Equality in Politics: A survey of Women and Men in Politics*, 2008.

3.4.3 Heavy household responsibilities

Another major constraint that negatively affects women's participation in the planning, budgeting and other decision-making processes is their overall domestic work (14.8%). As a result, many women are not willing to accept roles in the public spheres in that these new responsibilities affect their roles of wives and mothers. The study showed that for women to be able to participate meaningfully in planning and budgeting processes, more support would be required at household as well as community levels. At the household level, women would need support and assistance with domestic chores in order to release time to participate in local decision-making and development processes. At community level, women and men members of community structures would need to better understand the existence of gender biases against women's participation in local processes and their role and responsibilities to counter such biases.

3.4.4 Illiteracy and/or low level of education among women

Barriers to women participation in local development planning and budgeting seem to start with women's low education and are negatively impacted by low economic incentives (12.3%). There remains a clear disconnect between the skills and education women acquire, and those demanded for sound planning and budgeting, including for the GBS. Budgeting for gender starts with a gender analysis, which demands a deep understanding of cultural, economic and social gender dynamics, international and national frameworks, priority needs, etc. All of these require a strong education foundation, which the majority of women, particularly those living in rural areas do not have.

In addition to the constraints above identified by the study, further factors reduce women's participation in the planning and budgeting process at the local levels. Previous studies have already pointed to these factors, including limited time for consultations as briefly mentioned under section 3.3 above and limited gender mainstreaming capacity for responsible institutions.

3.4.5 Limited time for citizens' consultations

Planning implies having sufficient time for consultations of various segments of the populations with the aim to identify the real needs and priorities, devise appropriate plans and allocate adequate resources. In light of the qualitative insights from this study, this is not always the case. According to some district interviewees "*planning is generally done in hurry, which makes consultations very difficult*".¹⁷ The issue of limited time for consultations applies to various local government processes and has been previously documented by PFTH. The analysis of the first 2020/2021 Planning and Budgeting Call Circular (PBCC) that PFTH carried out indicates that "*only One (1) month period (October through November) is provided to institutions to identify priorities, set targets from the village to the district, consult various groups of citizens and submit plans to the Ministry of*

¹⁷ Interviews with district gender officers in Kigali and eastern province, January 2020.

Finance". This, PFTH concluded, "*not only limits the level of extensive consultations required from all categories of people taking into consideration various concerns and needs of women and girls among other categories, but it also has implications on the quality of plans and budgets that districts submit*"¹⁸.

3.4.6 Inadequacy of existing citizens' consultation fora and feedback

The role that existing community structures and mechanisms play in engaging citizens is self-evident. The PBCC on its side clearly provides for consultations with citizens' views and feedback. However, given the nature of community structures (some convene in evening hours or at precise days and time including week end days), they often fail to adjust to the procedural nature of the planning process. In addition, due to time pressure, citizens' participation is often confined to the implementation of plans as opposed to the planning phase.

3.4.7 Limited gender mainstreaming capacity in the districts

In light of the PBCC, mainstreaming gender in planning and budgeting processes is mandatory. This means that Integration of gender in local plans is the entry point for gender sensitive plans and budgets. This also that gender skills and expertise is a prerequisite to better position gender accountability in institutional planning, budgeting, monitoring and reporting frameworks. However, there are still limited capacities of responsible entities in mainstreaming gender in planning and budgeting, which in turn impedes the integration of needs and priorities of both women and girls, men and boys in District plans and budgets. When gender sensitive activities are aligned in the plans, they do not necessarily follow a gender analysis to ensure responsiveness. They are rather integrated to "*respond to a certain pressure and anticipate future evaluation missions*" as an expert in gender observed.¹⁹ This is the reason why resources allocated to "gender" activities are generally symbolic.

3.5 Strategies to improve women's participation in planning and the GBS

The findings of this study plead for more strategies in addition to the PBCC and other initiatives in Rwanda. The debate to bring gender perspectives to bear on national and district budgets dates back to 2003. The programme was initially championed by the MIGEPROF and was incorporated into the national planning process since 2008. In sum, the programme aims at incorporating relevant gender perspectives into national and district budget processes. The core objective of the initiative has evolved over time. At the basis of the GRB and the deriving BGS is the need to make national budget processes more accountable from a gender perspective, to ensure that policy and budget decisions take gender perspectives into account and that policies on gender equality are matched with adequate resource allocations. The study findings show that progress has been made

¹⁸ PFTH cited by the New Times, *Op. Cit.*

¹⁹ Kigali, interview of February 27, 2020.

and that the concept has been integrated in district planning. A related objective today however is to increase women's participation in planning and budgeting processes. Despite progress, there is still a long way to go to ensure effective involvement of women, and therefore influence on the GBS process and outcome. The following strategies can help achieve better participation. They directly align to the study findings as discussed in section 3.4 above.

3.5.1 Train women in planning and budgeting techniques

In light of the findings in sections 3.3 and 3.4, there is need for explicit plans to be made and resources allocated in order to train women to work at technical and professional planning and budgeting levels, in addition to their traditional grassroots involvement. Advocating access for women to scholarships in planning, budgeting, and gender analysis and setting targets for women's participation, can ensure gender considerations are taken fully into account during the planning and budget circles. Building the basic capacity for rural and less privileged women in Rwanda in planning and budgeting will not only increase their level of confidence and ownership of development plans, but can also raise their interests in local processes. Involvement in local planning can contribute to building poor women's capacities to influence budgeting, through support for gender-responsive budgeting. Previous studies showed how consistent and inclusive participation by a range of local and national actors has sustained and strengthened gender-responsive budgeting in various countries.²⁰

3.5.2 Reinforcing district and sector gender mainstreaming capacities

Training is relevant throughout all aspects and stages of planning and gender responsive budgeting. Rwanda had got a specific PBCC requiring districts and other planning units to take gender into account when drawing up their budgets. However, as the findings of this study indicate, despite the clarity of the PBCC instructions, officials responsible for planning and budget drawing still need to be supported to ensure that they have the necessary gender analysis skills. Gender mainstreaming capacity building should focus on the use of gender analysis tools, participatory rural appraisal to stimulate a participatory planning process. Taking into account gender in the design, implementation and review of district development plans adds value to such plans. In addition, the use of participatory planning tools and methodologies facilitates the collection of gender-differentiated information on the social, environmental, technical and economic aspects planning. Training on gender-responsive budgeting will often have to include general gender training for officials who have only superficial familiarity with gender concept as well as

²⁰ See for instance Muchabaiwa, B. L. Gender-Sensitive and Child-Friendly Budgeting in Zimbabwe. In: McNeil, M., & Malena, C. (eds.). (2010). *Demanding Good Governance: Lessons from Social Accountability Initiatives in Africa*. Washington: World Bank Institute, 109-135. http://www.wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2010/07/06/000334955_20100706051828/Rendered/PDF/555460PUB0Dema1EPI1978968101PUBLIC1.pdf (accessed on March 26, 2020).

local representatives of women structures. This is particularly important bearing in mind the high turnover in local government staff.

3.5.3 Linking gender-responsive budgeting with other structural inequalities

Research has proven that that “*similarities and synergies can emerge when several systems of inequality are addressed in budgeting*”,²¹ in this case affinities between gender-responsive budgeting and fair division of labour at the household level in Rwanda. Conversely, research has also indicated that “*explicitly addressing gender but not other structural inequalities in budgeting will fail to adequately meet the needs of disadvantaged men and women, including women who are at the intersection of several vulnerabilities*”²². In regard to the above, despite experience in gender-responsive budgeting, countries failed to tackle the situation of women participation in the absence of comprehensive strategies that address their other needs, including heavy domestic workload and community stereotypes about women’ role in public affairs. District gender mainstreaming capacity building and training of women planning and budgeting should go hand in hand with community and men’s sensitization on the necessity to uproot gender-biased social norms and adopt norms that take into account the needs and rights of both men and women.

3.5.4 Introducing gender responsive budget initiatives (GRBI)

Rwanda’s administration system has proven its attachment to performance evaluation and ranking as an incentive for better services. One way of promoting participation of women in local planning and budgeting processes is to conduct periodic assessment of districts budgets from a gender perspective. A gender responsive budget initiative does not aim to produce a separate budget for women. Instead it aims to analyse any form of public expenditure, or method of raising public money from a gender perspective, identifying the implications and impacts for women and girls as compared to men and boys. The key question is: What impact does this fiscal measure have on gender equality? Does it reduce gender inequality; increase it; or leave it unchanged? Knowing that women do not constitute a homogeneous group, the focus on gender inequality can be structured so as to take account of other forms of inequality, such as residence, region, education and other factors. The key question might be reformulated, for example, as: Does this fiscal measure improve, worsen, or leave unchanged the position of the most disadvantaged women? A gender budget initiative always involves a gender analysis of some dimension

²¹ Combaz, E. (2013). *Positive Impact of Gender-Responsive Budgeting* (GSDRC Helpdesk Research Report 977). Birmingham, UK: GSDRC, University of Birmingham. <http://gsdrc.org/docs/open/hdq977.pdf> (accessed on March 26, 2020).

²² See indicatively Hans, A., Patel, A. M., & Agnihotri, S. B. (2008). The Need for a Framework for Combined Disability and Gender Budgeting. *Indian Journal of Gender Studies*, 15(2), 233–260.

of the raising and use of public money²³. But there is no single way of doing this, and a number of analytical tools can be used. The implementation of the initiative can take several forms, depending on its political location, the extent of coverage and the stage of the budget cycle at which it is undertaken. So is the presentation of the findings.

CHAP. IV. CONCLUSIONS AND RECOMMENDATIONS

The overall objective of this study was to examine women participation in the district planning and gender budget statement process. The study resorted to both qualitative and quantitative methods of data collection. In total 8 districts were covered. More specifically, the study aimed at:

- Assessing the knowledge of women on the GBS and existing platforms and structures for women participation in the planning and budgeting process of the GBS at the district level;
- Determining the real role that women do play during the GBS at the district level;
- Examining opportunities for and challenges to women participation in the planning and budgeting process of the GBS at the district level; and
- Formulating corrective measures (recommendations) for improved women participation in the planning and budgeting process in the GBS, including advocacy related recommendations.

4.1 Key study findings

In line with the objectives above, the study major findings are as follows:

- Overall, awareness about the planning process in general and the GBS in particular are high. In light of the quantitative findings, the majority of women who partook in the study have heard about these processes, but knowledge about the process is generally basic. In substance, a significant share of respondents equate GRB with

²³ See among others UNIFEM, *Gender Budget Initiatives: Strategies, Concepts and Experiences, 2002*; Hewitt, Guy and Tani Mukhopadhyay. 2001. *Gender Responsive Budget Initiatives: A Report on Commonwealth Experiences*. London: Commonwealth Secretariat. Reprinted in Budlender et al. 2002

having a gendered planning and budgeting, the one that take into account the needs of men and women, girls and boys. Respondents are equally aware about the existing platforms for women participation including community meetings, community-based structures and district budget commissions. However, respondents to the mini-survey were recruited from people involved in local women and district relevant structures, and schools. With regard to the women who are not part of those structures, both the level of awareness and understanding of the planning and GBS process are very limited;

- Unlike awareness, participation in the planning and budgeting process is still low. If it is true that women (mainly those who are members of existing structures) attend planning meetings and give their ideas, and are consulted during the planning and GBS process, it is also true that this participation is generally cosmetic, for several reasons. Their skills to provide meaningful inputs are very limited, time for consultation is very short, and their availability limited due to heavy domestic workload among other reasons. In addition, gender-biased social norms, limited district gender mainstreaming capacity and inadequacy of citizens' consultations and lack of appropriate feedback mechanism affect the quality of women participation in the GBS. Opportunities for participation in the district planning and budgeting process include a strong political will, the PBCC, community meetings and structures such weekly assemblies, community work *Umuganda* and the parents' evening. The nature of these fora however does not fit the procedural character of the planning process;
- A range of strategies can help to improve women's participation in local planning and budget making processes. These include empowerment of women in planning, budgeting and gender analysis skills, community-based gender focal points, linkage of GRB with other structural inequalities, introduction of GRB incentive schemes such as periodic assessment and subsequent ranking, district and sector gender mainstreaming capacity building.

4.2 Recommendations

In relation to the study major findings, and drawing lessons from experience to date, the following specific recommendations are formulated:

To the central government (Ministries in charge of planning and finances and local administration)

- ✓ Provide enough time to local government entities for wider pre-consultations during the planning period preferably for at least 4 months preceding the release of the first PBCC in October;
- ✓ Incorporate the gender budgeting into standard budget processes so that it becomes fully institutionalized;

- ✓ Design a gender-mainstreaming capacity for districts and sectors.

To districts and sectors

- Devise practical ways of and dedicate specific period for consultations with citizens through existing structures in accordance with the nature of these structures and taking into account citizens availability and other responsibilities;
- Conduct gender analysis for every planning and budgeting exercise and address specific goals, such as reducing inequality in educational attainment, health and nutrition...that have clear benefits for both men and women, boys and girls;
- Put in place mechanisms for feedback to citizens following planning and budgeting consultations.

Civil society organisations and development partners

- Design a program for training of women on gender analysis, planning and gender budgeting techniques and skills;
- Establish community-based gender focal points and provide them with a comprehensive gender training, including gender monitoring and reporting;
- Conduct GRB periodic assessments and award the best performing districts, produce and organize advocacy in accordance with the findings of the assessment.

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APPENDICES

A. MINI SURVEY QUESTIONNAIRE ON THE “LEVEL OF WOMEN PARTICIPATION IN THE PLANNING AND BUDGETING OF THE GENDER BUDGETING STATEMENT (GBS)”

I. RESPONDENT'S IDENTIFICATION									
1.1. Sex of Respondent					Male		01		
					Female		02		
1.2 Age groups/ Icyiciro cy'imyaka									
18-24	01		35-39	04		50-54	07		
25-29	02		40-44	05		55-59	08		
30-34	03		45-49	06		60+	09		
1.3 Employment Status/ Umurimo			1.4 Level of education attained/ Icyiciro rw'amashuri yagezeho			3.6 Marital status/ Irangamimerere			
Unemployed/ Nta kazi	01		Primary Only/ Abanza gusa	01		Married/ Yarashatse	01		
Farmer/ Umuhinzi	02		Vocational training/ Ay'imyuga	02		Single/ Ingaragu	02		
			Secondary Only/ Ayisumbuye gusa	03		Widow (er)/ Umupfakazi	03		
Public servant/ Umukozi wa Leta	03		University/ Kaminuza	04		Divorced/ Yatandukanye n'uwo bashakanye byemewe n'amategeko	04		

Employed in CSO,NGO/ Akorera imiryango itari iya Leta	04	None/ Ntacyo	05		Separated/ Ntakibana n'uwo bashakanye	05		
Employed in private sector/ Akora mu nzego z'abikorera	05							
Self-employed/ Arikorera	06							
Retired/ Ari mu kiruhuko cy'iza bukuru	07							
Other, specify...../ Undi, sobanura.....	08							

II. ACTUAL RESEARCH QUESTIONS/ IBIBAZO BY'UBUSHAKASHATSI NYIRIZINA

QUESTIONS RELATED TO GENERAL KNOWLEDGE ABOUT WOMEN PARTICIPATION, PLANNING, BUDGETING, AND GBS/ IBIBAZO BIJYANYE N'UBUMENYI RUSANGE KU KUGIRA URUHARE KW'ABAGORE, IGENAMIGAMBI, INGENGO Y'IMARI NA GBS

N°	Questions	Answers
AQ1	What do you think about women's participation in decision-making? Niki utekereza no kugira uruhare kw'abagore mu ifatwa ry'ibyemezo?
AQ2	According to you, what is Planning?/ Kubwawe, Igenamigambi n'iki?
AQ3	According to you, what is a Budget?/ Kubwawe, ingengo y'imari n'iki?
AQ4	Have you ever heard of the Gender Budget Statement (GBS)/ Waba warigeze wumva icyitwa GBS ? Niba warayumvise, ni iki isobanuye?
AQ5	What is the importance of GBS towards gendered planning and budgeting? Ni akahe kamaro ka GBS mu igenamigambi n'ingengo y'imari byubahirije ihame ry'uburinganire?	1= It helps to include gender in planning and budgeting / <i>Idufasha kubahiriza gender mu gutegura igenamigambi n'ingengo y'imari</i> 2=It helps to have gendered planning and budgeting / <i>Idufasha kugira igenamigambi n'ingengo y'imari bigendeye ku ihame ry'uburinganire (ubwuzuzanye hagati y'abagabo n'abagore)</i> 3= It helps to monitor the respect of gender in planning and budgeting and its execution / <i>Idufasha gukurikirana iyubahirizwa ry' ihame ry'uburinganire mu itegurwa no mu ishyirwa mu bikorwa ry' igenamigambi n'ingengo y'imari</i>

		4= I don't know /Ntabyo nzi/ntabyo nsobanukiwe
AQ6	What is your level of knowledge on (GBS)? Ubumenyi ufite kuri GBS buri kuruhe rugero?	1= Very High/ Hejuru cyane 2= High/ Hejuru 3= Moderate /Ruringaniye 4= Low /Ruciriritse 5= None/Ntabwo
QUESTIONS RELATED TO WOMEN'PARTICIPATION IN PLANNING AND BUDGETING PROCESS OF THE GBS/ IBIBAZO BIJYANYE NO KUGIRA URUHARE KW'ABAGORE MU GENAMIGAMBI NO MU GUTEGURA INGENGO Y'IMARI		
BQ1	Have you ever heard about women's participation in Planning and Budgeting/ Wigeze wumva ibijyanye n'uruhare rw'abagore mu gutegura igenamigambi n'ingengo y'imari?	1= Yes/ Yego 2= No/ Oya
BQ2	Have you ever heard about women's participation in GBS/ Wigeze wumva ibijyanye n'uruhare rw'abagore mu gutegura igenamigambi n'ingengo y'imari byubahirije ihame ry'uburinganire?	1= Yes/ Yego 2= No/ Oya
BQ3	Have you ever participated in Planning and Budgeting in your district and sector?/ Wigeze ugira uruhare mu gutegura igenamigambi n'ingengo y'imari?	1= Yes/ Yego 2= No/ Oya
BQ4	Have you ever participated in GBS in your district and sector?/ Wigeze ugira uruhare mu gutegura igenamigambi n'ingengo y'imari byubahirije ihame ry'uburinganire?	1= Yes/ Yego 2= No/ Oya
BQ5	If YES to BQ1, what is your personal perception with regard to women's participation in Planning and Budgeting?/ Niba ari YEGO kuri BQ1, ubona ute ibijyanye n'uruhare rw'abagore mu gutegura igenamigambi n'ingengo y'imari?	1= It is optional/ Ni amahitamo 2= It is a favor/ Ni ubugwaneza 3= It is a right/ Ni uburenganzira 4= It is a governance choice and priority/ Ni amahitamo n'icyitabwaho mu miyoborere mu Rwanda 5= Other, specify.../ Ikindi, kivuge....
BQ6	If YES to BQ2, what is your personal perception with regard to women participation in GBS Niba ari YEGO kuri BQ2, ubona ute ibijyanye n'uruhare rw'abagore mu uruhare mu gutegura igenamigambi n'ingengo y'imari byubahirije ihame ry'uburinganire?	1= It is optional/ Ni amahitamo 2= It is a favor/ Ni ubugwaneza 3= It is a right/ Ni uburenganzira 4= It is a governance choice and priority/ Ni amahitamo n'icyihutirwa by'imiyoborere 5= Other, specify.../ Ikindi, kivuge....

BQ7	What is your perception on the extent to which women participate in planning and Budgeting?/ Ni ku ruhe rugero ubona uruhare abagore baba bagira mu gutegura igenamigambi n'ingengo y'imari ku ruhe rugero?	1= Very high participation/ Uruhare ku rugero rwo hejuru cyane 2= High participation/ Uruhare ku rugero rwo hejuru 3= Moderate participation/ Uruhare ku rugero ruringaniye 4= Low participation/ Uruhare ku rugero rwo hasi 5= Very low participation/ Uruhare ku rugero rwo hasi cyane 6= I do not know/ Simbizi
BQ8	Which fora, among the following, that foster participation in Planning and Budgeting have you personally used as a way to participate as a woman?/ Ni ubuhe buryo muri ubu bukurikira, buteza imbere uruhare rw'abaturage mu gutegura igenamigambi n'ingengo y'imari waba warakoresheje mu rwego rwo kugira uruhare nk'umugore?	1= Community meetings/ Inteko z'Abaturage 2= Sector/District Council / <i>Njyanama</i> 3= Planning and Budget commissions/ <i>Komisiyo y'igenabigambi n'ingengo y'imari</i> 4= Other, specify...../ Ubundi, buvuge.....
BQ9	From your personal experience, which institutions/organizations have contributed to fostering women's participation in planning and budgeting/ Ukurikije ubunararibonye bwawe, ni ikihe kigo, muri ibi bikurikira, kibateza imbere/ kibashishikariza kugira uruhare mu gutegura igenamigambi n'ingengo y'imari?	1= Central Government entities (Ministries, Government institutions, etc.)/ Inzego za guverinoma ku rwego rw'igihugu (Minisiteri, ibigo bya leta, n'ibindi) 2= Local Government entities/ Inzego z'ibanze 3= National women council at all local government levels/ Inama y'Igihugu y'Abagore ku nzego z'ibanze zose 4= Civil Society Organizations/ Societe sivile 5= Other, specify/Ibindi, bivuge.....

BQ10	If the answer is YES to BQ3 & BQ4, how often have you participated in decision-making about planning and budgeting/ Niba ari YEGO kuri Q3&Q4, ni kangahe wagize uruhare mu ifatwa ry'ibyemezo kubirebana n'igenamigambi n'ingengo y'imari?	1= Every time/ Buri gihe 2= Sometime (Occasionally)/ Rimwe na rimwe 3= Rarely/ Gake 4= Don't know/ Simbizi
Q11	If the answer to BQ10 is 1(= Every time) and 2 (= Sometimes), how do you rate your level of influence during your participation in planning, budgeting, and GBS? / Niba igisubizo kuri Q10 ari 1 (=Buri gihe) na 2 (Rimwe na rimwe) ku kibazo cya 17, ni ku ruhe rugero wavuze rikumvikana mu gihe wagiraga uruhare mu itegurwa ry'igenamigambi n'ingengo y'imari?	1= Very significant/ Rushimishije cyane 2= Significant/ Rushimishije 3= Moderate/ Rugereranyije 4= Insignificant/ Rudashimishije 5= Not significant at all/ Rudashimishije na gato 6= I had no influence/ Ntacyo navuze ngo cyumvikane 7= I do not know/ Simbizi
Q12	If the answer is YES to BQ3 & BQ4 What has been (is) your specific contributions as a sign of participation/ Niba igisubizo ari Yego kuri BQ3 & BQ4, ni uruhe ruhare rwhariye waba waragize (ugira) mu buryo bwavuzwe haruguru muri gahunda y'igenamigambi n'ingengo y'imari?	1= I attend Planning, Budgeting and GBS meetings/ Nitabira inama zitegura igenamigambi n'ingengo y'imari 2= I give ideas (opinion) in meetings/Ntanga ibitekerezo mu nama 3= I raise concerns pertaining to GBS/Ngaragaza ibyakwitabwaho kubijyanye na GBS 4= I monitor the implementation of the GBS/ Nkurikirana ishyirwa mu bikorwa rya GBS 5= Other, specify...../ Ikindi, kivuge....
Q13	If the answer is YES to BQ3 & BQ4, what has been your personal appreciation?/ Niba ari YEGO kuri to BQ3 & BQ4 wabyakiriye ute ku giti cyawe?	1= I felt valued/ Numva mpawe agaciro 2= I was mocked by participants/Nahawe urw'amenyo n'abari bitabiriye inama 3= My idea (opinion) was taken into account/Igitekerezo cyanjye cyahawe agaciro

		<p>4= I was appreciated/ Narishimiwe</p> <p>5= I was misunderstood and misinterpreted/ Banyumvise nabi (uko ntavuze ibintu)</p> <p>6= Other, specify...../ Ikindi, kivuge.....</p>
Q14	<p>If NO to BQ3 & BQ4, what are your personal reasons for non-participation in planning and budgeting? Niba ari OYA kuri BQ3 & BQ4, ni izihe mpamvu zatumye utagira uruhare mu igenamigambi n'ingengo y'imari?</p>	<p>01= I was not consulted/ Sinigeze menyeshwa</p> <p>02= I do not attend meetings or public gathering/ Sinjya nitabira inama cg ihuriro rusange</p> <p>03= I do not see the importance to participate/ Simbona akamaro ko kugira uruhare</p> <p>04= I once attended and my views were ignored/ Nigeze nitabira inama igitekerezo cyanjye ntiyahabwa agaciro</p> <p>05= I do not feel confident enough to participate/ Numva ntiyizeye bihagije ku buryo nagira uruhare</p> <p>06= I was restricted by my partner (husband)/ Nabujijwe n'uwo tubana (umugabo wanjye)</p> <p>07= Other, specify...../ Indi, yivuge.....</p>
<p>QUESTIONS RELATED TO FACTORS THAT HINDER WOMEN'S PARTICIPATION IN PLANNING AND BUDGETING PROCESS OF THE GBS/ IBIBAZO BIJYANYE NO KUGIRA URUHARE KW'ABAGORE MU GUTEGURA IGENAMIGAMBI, INGENGO Y'IMARI NA GBS</p>		
CQ1	<p>What do you think are the factors that hinder women's effective participation in Planning and Budgeting? <i>Ni ibiki utekerezako byba bikibangamira abagore mu kugira uruhare rufatika mu gutegura igenamigambi n'ingengo y'imari?</i></p>	<p>1= Not given opportunity/ Nta mahirwe duhabwa;</p> <p>2= Low representation of women in the Planning and budgeting team/ Umubare</p>

		<p>muke w'abagore mu tisnda rikora igena migambi</p> <p>3= Persistence of cultural norms/ Gutsimbabarara ku mahame ashingiye ku muco</p> <p>4= Resistance to change/ Kutemera (kutakira) impinduka</p> <p>5= Low level of education or illiteracy /Amashuri make cyangwa kutamenya gusoma no kwandika</p> <p>6= Household responsibilities/ Inshingano z'urugo</p> <p>7= Little (Lack of) interest/ Kutabyitaho</p> <p>8= Limited knowledge in planning/ Ubumenyi budahagije mu igenamigambi</p> <p>9= Limited knowledge in Budgeting/ Ubumenyi budahagije mu gutegura ingengo y'imari;</p> <p>10= Other, specify.../ Indi (yivuge) ...</p>
CQ2	<p>What do you think are the factors that hinder women's effective participation in GBS? Ni ibiki utekerezako byaba bikibangamira abagore mu kugira uruhare rufatika mu gutegura igenamigambi n'ingengo y'imari by'ubahirije ihame ry'uburinganire?</p>	<p>1= Not given opportunity/ Nta mahirwe duhabwa;</p> <p>2= Low representation of women in the Planning and budgeting team/ Umubare muke w'abagore mu tisnda rikora igena migambi</p> <p>3= Persistence of cultural norms/ Gutsimbabarara ku mahame ashingiye ku muco</p> <p>4= Resistance to change/ Kutemera (kutakira) impinduka</p>

		<p>5= Low level of education or illiteracy /Amashuri make cyangwa kutamenya gusoma no kwandika</p> <p>6= Household responsibilities/ Inshingano z'urugo</p> <p>7= Little (Lack of) interest/ Kutabyitaho</p> <p>8= Limited knowledge in GBS/ Ubumenyi budahagije mu GBS</p> <p>9= Limited information about GBS/ Amakuru adahagije kuri GBS;</p> <p>10= Other, specify.../ Indi (yivuge) ...</p>
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QUESTIONS RELATED TO STRATETEGIES/ IBIBAZO BIREBANA N'INGAMBA

DQ1	<p>What do you think can be done (strategies) to improve women's participation in Planning and Budgeting in your district participation/ Ni iki wumva cyakorwa (Ingamba) kugira ngo umugore arusheho kugira uruhare mu integurwa ry'igenamigambi n'ingengo y'imari mu karere kanyu ?</p>	<p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>
DQ2	<p>What do you think can be done (strategies) to improve women's participation in Planning and Budgeting in your district? / Ni iki wumva cyakorwa (Ingamba) kugira ngo umugore arusheho kugira uruhare muri igenamigambi n'ingengo y'imari byubahirije ihame ry'uburinganire mu karere kanyu ?</p>	<p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>.....</p>

B. INTERVIEW GUIDE AND FGD CHECKLIST
ON THE “LEVEL OF WOMEN PARTICIPATION IN THE PLANNING AND BUDGETING OF THE GENDER BUDGETING STATEMENT (GBS)”

1. What is your opinion on women participation in planning and Budgeting of the Gender budget statement and what change would like to see in this regard/*Ni iki utekereza ku ruhare rw’abagore mu itegurwa ry’ingenamigambi n’ingengo y’imari bigendeye ku ihame ry’uburinganire/ubwuzuzanye hagati y’abagabo n’abagore?*
2. What are the available mechanisms that foster women's participation in planning and Budgeting of the Gender Budget Statement (GBS)? What about their effectiveness?*/Ni ubuhe buryo (ingamba) buriho bwo guteza imbere uruhare rw’abagore mu itegurwa ry’ingenamigambi n’ingengo y’imari bigendeye ku ihame ry’uburinganire/ubwuzuzanye hagati y’abagabo n’abagore?*
3. What are the actions implemented by various actors (Government, local government and CSOs) to promote women’s participation in planning and budgeting of the GBS? */Ni ibihe bikorwa abafatanyabikorwa batandukanye (leta, uturere nimiryango itari iya leta) baba bakora bigamije guteza imbere uruhare rw’abagore mu itegurwa ry’ingenamigambi n’ingengo y’imari bigendeye ku ihame ry’uburinganire/ubwuzuzanye hagati y’abagabo n’abagore?*
4. What are the success stories/ achievements in relation to women’s participation in planning and budgeting of the GBS? */Ni ibiki byagezweho by’ingenzi muri iyi gahunda y’itegurwa ry’ingenamigambi n’ingengo y’imari bigendeye ku ihame ry’uburinganire/ubwuzuzanye hagati y’abagabo n’abagore?*
5. What are the major challenges related to the women's participation in planning and budgeting of the GBS? */Ni izihe nzitizi z’ingenzi zibangamiye uruhare rw’abagore itegurwa ry’ingenamigambi n’ingengo y’imari bigendeye ku ihame ry’uburinganire/ubwuzuzanye hagati y’abagabo n’abagore?*

6. What do you think are the best strategies to ensure effective participation of women in planning and budgeting of the GBS?*/Ni izihe ngamba utekereza zafasha muguteza imbere uruhare rw'umugore mu itegurwa ry'ingenamigambi n'ingengo y'imari bigendeye ku ihame ry'uburinganire/ubwuzuzanye hagati y'abagabo n'abagore?*

C. LISTS OF INTERVIEWEES AND FGDS ORGANIZED

DISTRICT	DATE	NAMES	POSITION	PHONE NUMBER
GASABO	28.01.2020	1. MBERABAHIZI Remond Chretien	Vice mayor Economics	0788648698
		2.SIMPENZWE Thomas	Director of Planning	
		3.SHEMA	Director of Good Governance	
		4.UWINGABIRE	Director of Finance	
		5.INGABIRE Augustin	Executive secretary	
KAYONZA	29.01.2020	6. HARERIMANA Jean Damascene	Vice mayor Social	0788565792
		7. MUNYANSANGA Philbert	Director of Planning	0788845312
		8.RURANGWA Jean Paul	12. Director of Good Governance	0788845236
		9.NSANZUMUHIRE Anastase	Accountant	078806575
		10.KABANGA Hero Aron	Executive secretary	0782165290
BUGESE RA	30.01.2020	11. KAMANZI Anastasie	Umuyobozi w'inama y'iguhu y'abagore akaba no muri njyana ya karere	
		12.KIGAND Francois	Budget Officer	
		13. Mududa Fred	Planning Officer	
		14. SEBATWARE Magellan	Director of Good Governance	
		15. MUKAKARANGWA Jeanne	Njyanama y'Akarere	
KAMONYI	31.01.2020	16.NDAGIJIMANA Pierre	Budget Officer	
		17.RUBADUKA Samson	Director of Planning	
		18.UWAMAHORO Prisca	Vice mayor Social	

#	NAMES	DISTRICT	POSITION & PHONE NUMBER	DATE
1	BAGIRISHYA Pierre Claver	MUSANZE	District Executive Secretary/0788857147	
2	NTAWUMENYUMUNSI Alphonse	MUSANZE	Division manager/0788855751	27/1/2020
3	GASOROMANTEJA Sylvanie	MUSANZE	Gender officer /0788605918	20/1/2020
4	KAMANZI Innocent	MUSANZE	Director planning/0788696796	27/1/2020
5	Abagize jyanama: 1. NIZEYIMANA Celestin/0788630189 2. NTIRENGANYA Emmanuel/0788425405 3. RUCYAHANAMPUHWEAn drew/0783768500 4. TWIZERIMANA Innocent/0788615844 5. UWAMAHORO Jeanne d'Arc/0788429257 6. UMUTONI Sheilla/0785984729	MUSANZE	Komisiyo y'ubukungu y'abajyanama mu karere ka Musanze	27/1/2020
6	FGDs 2 (Abagabo n'abagore)	MUSANZE	Akagali ka Cyabagarura/Musanze	27/1/2020
7	RUHAMYAMBUGA Olivier	RUBAVU	District Executive Secretary/0788441982	28/1/2020
8	NIYIBIZI NTABYERA Hubert	RUBAVU	Division manager /0788612838	28/1/2020
9	HARERIMANA Blaise	RUBAVU	Director planning	28/1/2020
10	NAKURE Claudine	RUBAVU	Gender officer	28/1/2020
11	PIERRE Claver	RUBAVU	Umujyanama muri komisiyo y'ubukungu	28/1/2020
12	FGDs 2 (Abagabo n'abagore)	RUBAVU	Akagali ka byahi	29/1/2020
13	NDAYISENGA Aaron	NYAMASHEKE	Umujyanama muri komisiyo y'ubukungu/0783667172	29/1/2020
14	MUGIRANEZA William	NYAMASHEKE	Director social protection/0788835478	29/1/2020
15	BIKORIMANA Silas	NYAMASHEKE	Budget officer/0788411404	29/1/2020
16	NIYOYITA Come	NYAMASHEKE	Director planning/0785813848	29/1/2020
17	FGDs 2 (Abagore n'abagabo)	NYAMASHEKE	Akagali ka Ninzi	29/1/2020

18	NKURUNZIZA Enoch	NYANZA	Division manager/ 0788319111	30/1/2020
19	KAYITESI Nadine	NYANZA	Gender officer /0788557820	30/1/2020
20	SILVER	NYANZA	Director planning	30/1/2020
21	MUNYANTORE Jean Baptiste	NYANZA	Umujyanama muri komisiyo y'ubukungu/0788479481	30/1/2020
22	MUKARURANGWA Sophie	NYANZA	Umujyanama muri komisiyo y'ubukungu/0788498553	30/1/2020