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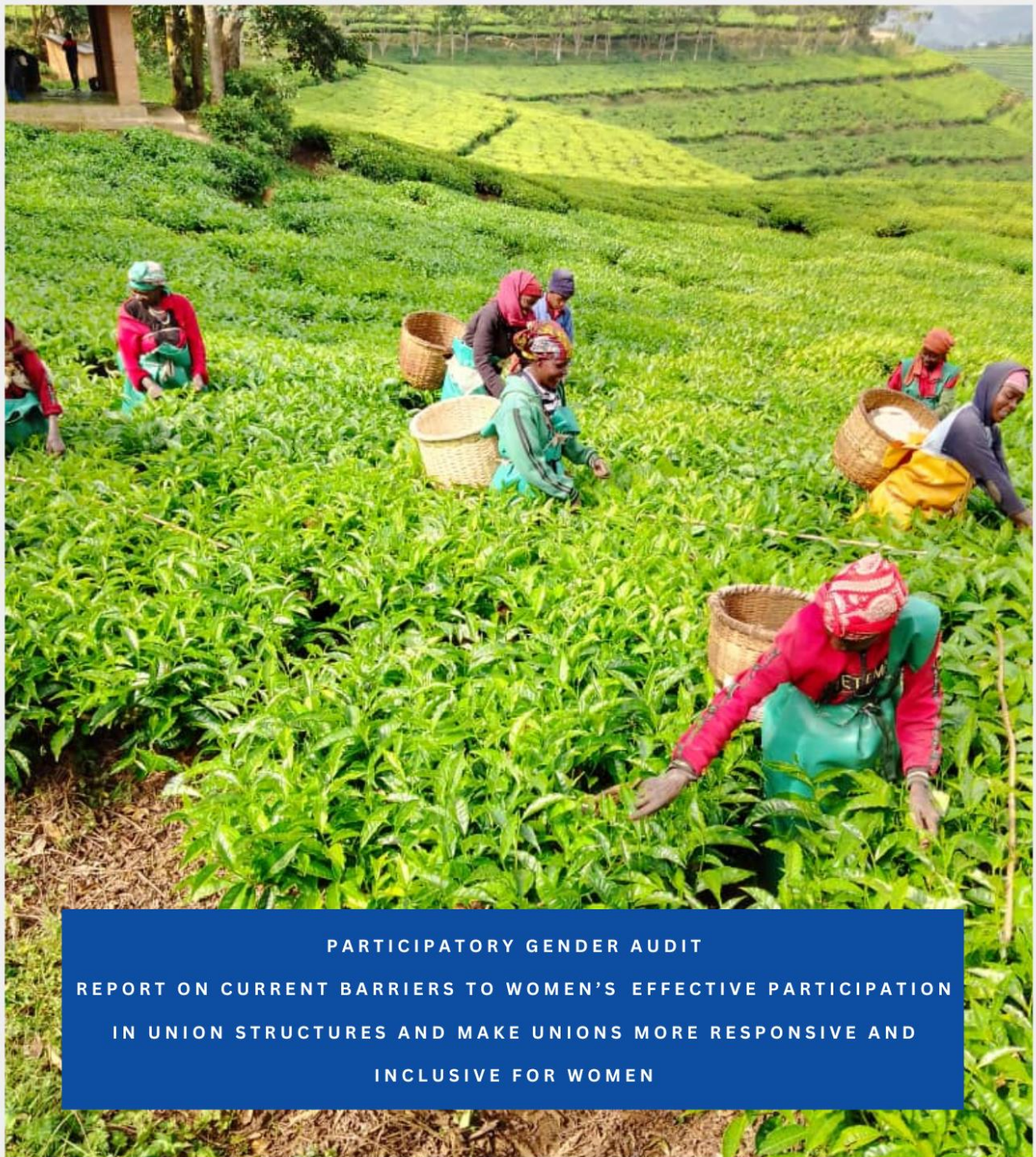


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PARTICIPATORY GENDER AUDIT
REPORT ON CURRENT BARRIERS TO WOMEN'S EFFECTIVE PARTICIPATION
IN UNION STRUCTURES AND MAKE UNIONS MORE RESPONSIVE AND
INCLUSIVE FOR WOMEN

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List of Acronyms and Abbreviations

BPFA	The Beijing Declaration and Platform of Action
COTRAF	Congrès du Travail et de la Fraternité des Travailleurs au Rwanda
COTRAF-IB	Congrès du Travail et de la Fraternité des Travailleurs de l'industrie et du bâtiment
CESTRAR	Centrale des Syndicats des Travailleurs du Rwanda
CEDAW	Convention on Elimination of all forms of Discrimination Against Women
FES	Friedrich Ebert Stiftung
EU	European Union
KIIs	Key Informant Interviews
GMO	Gender Monitoring Office
MIGEPROF	Ministry of Gender and Family Promotion
NGMs	National Gender Machineries
NST	National Strategy for Transformation
RMU	Rwanda Media Union
SYPERWA	Syndicat du Personnel de l'Education au Rwanda
SYNATRAEL	Syndicat National des Travailleur Agriculture et Elevage
SYNATRAS	Syndicat National des Travailleur en service
SNIC	Syndicat National Interprofessionnel de cadres
SDGs	Sustainable Development Goals
SMM	Senior Management Meeting
TU	Trade Union
TOR	Terms of Reference
UNCTAD	United Nations Conference on Trade and Development

Background and Justification

1.1 INTRODUCTION

The 1994 Genocide against the Tutsi left the country shattered. Women took up new roles as heads of households and engage in rebuilding the country along with others. Rwanda recognized that recovery and development would only succeed with women playing a central role. Today, 52 per cent of Rwanda's population are women. Gender equality and women's empowerment is a cornerstone of the Government of Rwanda's development strategy and a proven source of development progress.

The Government also has enacted a range of sounding policies and laws to work toward achieving gender equality and equity; the Sustainable Development Goals (SDGs) specifically 8.3 aiming to promote employment, decent work for all and social protection (leaving no one behind) by 2030, however women in Rwanda are less represented in Trade unions, industry, fisheries and mining.

COTRAF RWANDA (Congrès du Travail et de la Fraternité des Travailleurs au Rwanda) in Partnership with the Friedrich Ebert Stiftung (FES) is implementing EU funded 3 years Project to foster social protection, social dialogue, minimum wages, and the respect of national and international labour norms in Rwanda. The project targets three sectors: Mining, tea, and education.

The only way to ascertain whether trade unions benefit women and men equally is to perform a gender audit. The gender audit drew a baseline picture of the COTRAF's trade unions on the participation of women and men in the structures and raise women's barriers to meaningful and inclusive participation.

In line with the above context, COTRAF in collaboration with FES conducted a gender audit to identify current barriers to women's effective participation in union Structures and make unions more responsive and Inclusive for Women. The audit report includes the achievements, remaining barriers, gaps and strategies to curb the underlying barriers to women's effective participation.

The overall objective of the audit was to assess to what extent gender principles are mainstreamed in policies, strategies, practices, processes, systems, procedures, staffing, culture and resources across the trade unions and advise on actions to be taken.

1.2 Background on gender equality in Rwanda

The Government of Rwanda and its stakeholders recognize the importance of gender equality and women empowerment for national development and has put a gender agenda as central to the national development process. This has been demonstrated through ratification of a number of international, regional treaties and protocols on Gender equality and they have been translated into national policy and legal frameworks including those that promote informal sector development and facilitate increased gender equality throughout trade union work.

1.2.1 International and Regional commitments

The Convention on elimination of all forms of discrimination against women (CEDAW) calls upon governments to realize equality between women and men through ensuring women's equal access to, and equal opportunities in employment, the right to equal remuneration, including benefits, and equal treatment in respect of work of equal value, the right to bank loans mortgages and other forms of financial credit.

Rwanda also subscribes to the 2030 Agenda for Sustainable Development commonly referred to as the Sustainable Development Goals (SDGs), specifically Goal 5 on achieving gender equality and empower all women and girls; Goal 8 on Promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all that intended to promote development that is sustainable.

The Beijing Declaration and Platform of Action (BPFA), 1995 call for Promotion of women's economic rights and independence, women's equal access to resources, employment, markets, trade and calls for provision of business services, training access to market information and technology, particularly to low-income women. The declaration also recognizes the importance of strengthening women's economic capacity, commercial networks.

In October 2001, the ILO launched the first series of groundbreaking participatory gender audits in accordance with the ILO Gender Mainstreaming Policy. This was the first exercise of its kind to be introduced in the United Nations system. The objective of these gender audits was to promote organizational learning on how to implement gender mainstreaming effectively in the policies, programs and structures of the institution and to assess the progress made in achieving gender equality (ILO, 2001).

The New Partnership for Africa Development (NEPAD) and Comprehensive Africa Agriculture Development Program (CAADP) through the gender, climate change and support program; aims at closing institutional gaps, capacity building of women smallholder farmers and creation/strengthening of women platforms and investments in up-scaling successive and innovative practices.

The Common Market for Eastern and Southern Africa (COMESA) and the Continental Free Trade of the African Union give a range of opportunities to Rwandans, both men and women to develop their businesses, widen markets for goods and services produced in Rwanda and benefit from facilities that are provided under these regional economic groupings. For instance, in accordance with the provisions of Articles 76 and 104 of the EAC Treaty, the EAC common market protocol provides for the free movement of goods, free movement of persons, free movement of labour, the right of establishment, the right of residence, the free movement of services and the free movement of capital.

More specifically, the protocol emphasizes on promoting equal opportunities and gender equality as well the promotion and protection of the rights of marginalized and vulnerable groups.

1.2.2 National Gender equality commitments

The constitution of the Republic of Rwanda 2003 as revised in 2015 enshrines the principles of gender equality and women's rights and provides for the minimum 30% quota for women in all decision-making positions. It also recognizes the importance of a private sector led economy, Promotion of equality and equity in employment opportunities and mainstream gender as a cross-cutting issue across all sectors at all levels.

The Rwanda vision 2050 recognizes the importance of a private sector led economy, promotion of equality and equity in employment opportunities and mainstream gender as a cross-cutting issue across all sectors and all levels. The National gender policy provides guidance on sector roles in gender mainstreaming and requires the private sector to increase women's representation in high finance positions, adopt affirmative actions to increase the number of women in all sectors. The policy supports women and men move from informal to formal and professionalized organizations/cooperative and supports women, men and youths to participate in country development.

The National Gender Policy of 2021 provides guidance on sector roles in gender mainstreaming and requires all sectors to increase women's participation and representation in decision making positions, adopt affirmative actions to increase the number of women in trade union, import-export trade, banking, agriculture and so on. The policy further provides measures aimed at facilitating an increased number of women in decision making in all sectors that should be undertaken. The policy also provides guidelines for women and men to move from informal to formal organizations/cooperative to participate fully in the country development.

The Rwanda Trade policy of 2010 recognizes that gender equality is by itself a legitimate policy goal, as it provides better opportunities for women and therefore fosters human development. This policy also commits to increased awareness among women of emerging trade opportunities at national, regional and international levels.

The agriculture gender mainstreaming strategy (2010), provides for the need of gender equality in agricultural services. The policy requests to develop public, private partnerships that integrate appropriate actions to respond to practical and strategic gender needs in agriculture. This allows the promotion of programs that directly contribute to women empowerment, such as child care facilities, building the capacities of women in cooperative leadership.

According to the fourth Integrated Household Living Conditions Survey (EICV4 published in 2014), the prevalence of the formal and informal sectors among different economic activities, the informal sector is predominant in most of economic activities except in human health and social work activities (44.5 percent), electricity gas steam and air conditioning supply (12.5 percent), education (35.0 percent), construction (24.4 percent) and Transportation and storage (36.3 percent).

Regarding the legal frameworks, the government of Rwanda has enacted the law No 27/2016 of 08/July/2016 governing matrimonial regimes, donations and succession. Article 75 gives the equal right to succession to either the surviving spouse.

This is a positive development since the old law (law No 22/99 of 12/11/1999 supplementing Civil Code Book I and instituting part five regarding matrimonial regimes, liberalities and successions) allowed the surviving female spouse to only administer the family property for children. Further, article 54 of this law emphasizes equal treatment of children in succession.

The Law N° 13/2009 of 27/05/2009 regulating labour in Rwanda provides for equal opportunities and equal pay for women and men, and prohibits sexual harassment in the workplace.

Law No 43/2013 of 16/06/2013 governing land in Rwanda, guarantees women equal rights with men on land, ownership and utilization.

Law no 51/2001 of 30/12/2001 establishing the labor code stated that trade union or employers' professional organisations must work out their own administrative statutes and rules, elect freely their representatives, organise their management and their activity and formulate their plan of action.

The Organic Law N°12/2013/OL of 12/09/2013 on State Finance and Property enforces accountability measures for gender sensitive resource allocation across sectors programmes and projects through Gender Budget Statements.

Rwandan women continue enjoying equal rights with men on property, including land, as provided by the 2016 inheritance law and the 2013 land law. They have also equal rights with men in the management of the household as stipulated by the Law governing persons and family of 2016 which was again revised in February 2020 to remove gender discriminatory provisions, among other objectives.

article 215 was amended and widows are no longer required to wait for 300 days after divorce before entering into a new marriage. The same Law, Article 18 was amended and removed the automatic custody for children under 6 years that was previously granted to mothers.

The policy and legal frameworks played a big role in promoting gender equality and fighting against gender based violence as key drivers in changing the patriarchal mind-set and social norms in the Rwandan community.



1.2.3 Historical background of Trade Union Movement in Rwanda

The constitution of Rwanda provides for the right to create professional associations and labour unions, and union membership is voluntary and open to all salaried workers. There are no restrictions on the right of association, but all unions must register with the Ministry of Labor for official recognition. There are no known cases in which the government has denied such recognition. The constitution also provides for the right to strike, although unions are required to first go through a series of negotiation before going on strike.

CESTRAR is the main union body in Rwanda. Created in 1985. Its services to affiliated unions primarily focus on strengthening capacities for membership drives, unionization, legal assistance, and computer training.

CESTRAR also carries out a range of lobbying activities on privatization, income taxes, and the new labor code. In this last area, it has worked in concert with other civil society groups on issues of mutual concern. For example, CESTRAR worked with Pro-Femmes, Haguruka, and Forum of Women Parliamentarians on the issue of maternity leave.

CESTRAR has also launched several civic education campaigns on democracy, good governance, and the fight against corruption. They produced a comprehensive training manual that covers topics such as definitions of democracy, the role of government in a democracy, understanding abuses of power, citizen rights and responsibilities under democracy, elections and participation by citizens and union members.

Le Conseil de Concertation des Organisations Libres au Rwanda (COSYLI), a collective of seven unions, was created in 1993 as an independent alternative to CESTRAR. It was officially recognized in 1997. It shares many of the same goals as CESTRAR, and has as its central mission the defence of worker rights in disputes with employers, but it also appears to have a more explicit focus on women's and children's rights.

COTRAF Rwanda is a trade union established on 15th March 2003 with the aim of revamping STRIGECOMI which was established in 1989. It is composed by 6 syndicates:

Cotraf IB : Congrès du Travail et de la Fraternité des Travailleurs de l'industrie et du bâtiment (Industries and Construction)

SYNATRAEL : Syndicat National des Travailleur en Agriculture et Elevage (Agriculture and animal husbandry)

SYPERWA : Syndicat du Personnel de l'Education au Rwanda

SNIC: Syndicat National Inter- professionnel de cadres (Civil servants, Universities and Higher Learning Institutions staff)

SYNATRAS : Syndicat National des Travailleur en Service (services providers)

RMU: Rwanda Media Union

In addition to institutions that aim at improving the rights of workers and safety of working environment, three federations of trade unions namely Centrale des Syndicats des Travailleurs au Rwanda CESTRAR, Confederation of Free Trade Unions of Rwanda (COSYLI) and the Congress of Labour and Fraternity in Rwanda (COTRAF) in Rwanda have achieved a lot as far as fighting for workers' rights and safe working conditions is concerned.

1.2.4. Justification of the participatory gender audit in COTRAF

COTRAF RWANDA (Congrès du Travail et de la Fraternité des Travailleurs au Rwanda) in Partnership with the Friedrich Ebert Stiftung (FES) is implementing EU funded 3 years Project to foster social protection, social dialogue, minimum wages, and the respect of national and international labour norms in Rwanda.

The project targets three sectors: Mining, tea, and education. The above-mentioned sectors are simultaneously facing enormous challenges in terms of gender imbalance, occupational safety, and low income. All three sectors are important for the Rwandan economy, and it is worthy reflecting about relationships between men and women, their access to resources, their activities, and the constraints they face relative to each other in the above-mentioned sectors and especially in trade union structures. In trade unions working in Tea, Mining and Education, women are significantly underrepresented, both in workplace, TU committees and at the top of the TU federation, including professional TU structures at national level/Confederation level (COTRAF, 2022).

It is therefore necessary to look for the causes to remedy this situation. The only way to ascertain whether trade unions benefit women and men equally is to perform a gender audit.

It is in the above framework, that COTRAF in collaboration with FES conducted a gender audit to assess to which extent gender equality is mainstreamed in COTRAF and its member unions to establish baseline information for effective planning. It will also document good practices towards promotion of gender accountability.

1.3 Objectives of the Assignment

The overall objective of the audit is to assess to what extent gender principles are mainstreamed in policies, strategies, practices, processes, systems, procedures, staffing, culture and to identify current barriers to women's effective participation in union structures and make unions more inclusive as well as advise on actions to be taken in Rwanda.

1.3.2 Specific objectives



Specifically, the participatory gender audit will serve to:

- Find out the level of understanding on gender equality in COTRAF and its union members at both strategic and operational levels;
- Find out gender equality status in COTRAF;
- Find out the level of understanding and strategies or mechanisms to fight or prevent gender based violence in general and at the work place in particular
- Document good practices that can be replicated and challenges to be addressed;
- Asses the contribution of audited trade union in reducing gender and employment gaps . especially looking at the nature of the work done by both men and women
- To come up with recommended actions to address the identified gender gaps during the audit

1.4. The scope and study limitations

1.4.1 Scope of the study

This assignment consisted of conducting participatory gender audit in COTRAF. The assignment was carried out at the 3 levels People, Papers and Process. The gender equality principles were assessed through policies, strategies, practices, perceptions, systems, procedures, staffing, culture and resources across the trade union.

1.4.2 Study limitations

Although the gender audit was effectively carried out with the support and active participation of COTRAF and its union members, some constraints were identified:

- Limited openness of trade union staff regarding issues of GBV;
- Limited documentation accessed as they were considered as private on one hand and due to lack of some key policy documents on the other hand.
- The absence of sex disaggregated data records;

1.5 Audit Analytical framework

The audit of COTRAF was undertaken in the wider framework of gender mainstreaming accountability taking into consideration the available legal and policy framework that the Rwandan Government has committed to. The audit also placed value on key gender concepts taking into consideration the different roles played by men and women and how they may impact on their participation along the different levels. The analysis dwelt much on the gender issues that may be embedded within the trade union staff, documents and procedures. The audit conceptual framework also considered issues of men and women access and control to resources and how these are impacted by the existing gender relations.

2 Definitions and Key concepts

2.1. Gender Related Concepts

1. Gender: refers to the socially and culturally constructed differences between men and women. The social constructs vary across cultures and time. These are able to be changed because our gender identity is determined by society. In different societies and at different times in history gender roles have been different. Policies can either respond to gender stereotypes and traditional gender roles (e.g. paying benefits on the assumption that only men are heads of households) or attempt to change them (e.g. taking into account the barriers to women and girls participating in non-traditional training courses).

2. Sex: refers to the biological and physiological differences between males and females as determined by nature. It is God-given, universal and non-changeable. The table below shows the difference between gender and sex. It is important not to undermine the significance of biological differences. Some biological/physical differences require differential treatment. Women's marginalization has often been seen as 'natural' and a fact of their biology nature. However these biological differences cannot explain why women have less access to power and lower status than men. Gender and the hierarchical power relations between women and men based on this are socially constructed, and not derived directly from biology. Gender identities and associated expectations of roles and responsibilities are therefore changeable between and within cultures.

Table 1. Difference between Gender and Sex

Gender	Sex
<ul style="list-style-type: none">• Able to be changed because our gender identity is determined by society• In different societies and at different times in history gender roles have been different.• Policies can either respond to gender stereotypes and traditional gender roles (e.g. paying benefits on the assumption that only men are heads of households) or attempt to change them (e.g. taking into account the barriers to women and girls participating in non-traditional training courses).	<ul style="list-style-type: none">• Impossible to change because we are born either female or male• Throughout the history and across cultures sex difference exists• Policies response to sex differences in an area to do with physical body e.g. child bearing and prostate diseases

Source : *Debbie Budlender et all (1998)*

3. Gender Equality: Refers to the equal rights, responsibilities and opportunities of men and women, girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both men and women are taken into consideration, recognizing the diversity of different groups of men and women. Gender equality is not a women's issue but should be a concern of both men and women.

4. Gender Equity: Just or fair treatment, balanced recognition and appreciation of both women's and men's potential.

5. Gender Mainstreaming: Gender mainstreaming consists of taking into account men's and women's problems in policies, programs, decision-making positions and budget. Both men and females' problems and skills are to be addressed with equity at the moment of designing, implementing, monitoring and evaluating policies and programmes, at political, economic and social levels in order to handle men and women similar and different concerns that create inequalities.

6. Gender Analysis: A process of identifying gender inequalities in a given context. Depending on the nature and the aim of the intervention, different tools are used to ensure that key gender inequalities are identified

7. Gender Blind: It is a conscious or unconscious way of doing or saying things without considering the position, needs, feeling of women, men, girls and boys.

8. Gender Practical Needs: Material needs that are specifically based on gender and/or sex. Practical needs are generally short-term and sustain existing gender inequalities. E.g.: water, food, clothing, shelter, etc.

9. Gender Strategic Needs: Are generally long-term and reduce existing gender inequalities. E.g.: education, economic/political empowerment, etc.

10. Sex -Disaggregated Data: Data indicating the number of women/girls and/or men/boys. These data are quantitative.

11. Gender Audit: A gender audit is a tool to assess and check the institutionalization of gender equality into organizations, including in their policies, programs, projects and/or provision of services, structures, proceedings and budgets

Source: Oxfam Gender Resource Book (1998)

12. Gender inclusive: Using gender-inclusive language means speaking and writing in a way that does not discriminate against a particular sex, social gender or gender identity, and does not perpetuate gender stereotypes (Source: UN, <https://www.un.org/en/gender-inclusive-language/> 2022).

2.2 Understanding of ILO Convention on GBV

According to ILO, Convention No. 190 provides the first international definition of violence and harassment in the world of work (Art. 1(1)(a), which refers to a: “range of unacceptable behaviours and practices, or threats thereof, whether a single occurrence or repeated, that aim at result in or are likely to result in physical, psychological, sexual or economic harm and includes gender-based violence and harassment.”

The Convention also defines gender-based violence and harassment (Art. 1(1)(b)) as: “violence and harassment directed at persons because of their sex or gender or affecting persons of a particular sex of gender disproportionately and includes sexual harassment.”

For prevention and protection purposes, under the Convention, Members have the obligation to define and prohibit violence and harassment in the world of work in laws and regulations (Arts. 4(2) (a) and (7) and to adopt appropriate measures to prevent it (Art 8).

In June 2019, at the Centenary Conference of the International Labour Organization (ILO), the Violence and Harassment Convention (No. 190) and its accompanying Recommendation (No. 206) were adopted. The global community has made it clear that violence and harassment in the world of work will not be tolerated and must end.

Trade unions exist to represent the needs and interests of all their members; they bargain for improved terms and conditions of employment and a safe and healthy working environment for both men and women. As a result, there is a need for specific consideration of gender issues in collective bargaining; certain issues may be of more concern to women because of their reproductive role, due to their ascribed role in regard to family and household care, or to the results of past discrimination.

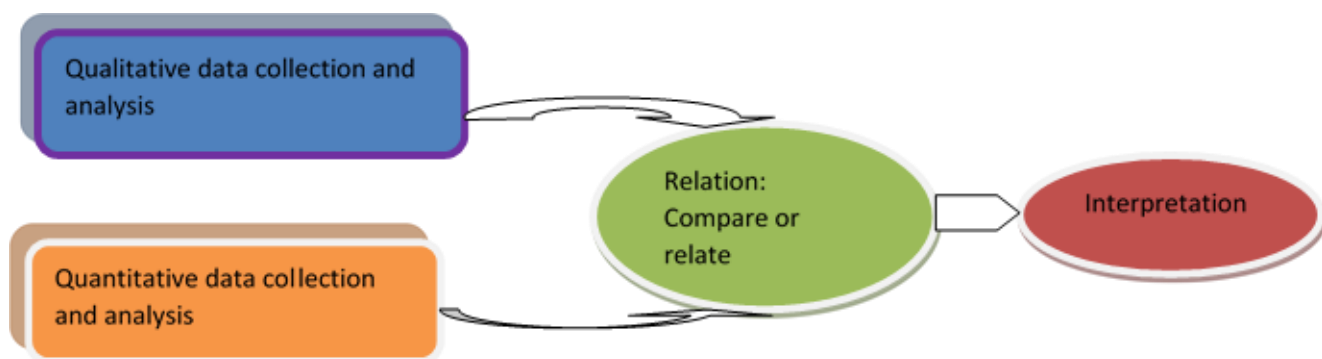
3.1 Introduction

The 3Ps approach: A Participatory Gender Audit approach was employed paying special attention to people, process and paper (3Ps) as sources of evidence. Based on audit results a clear picture emerged to indicate the status of gender mainstreaming in COTRAF. The participatory Gender Audit process engaged COTRAF management and staff at different levels. Key stakeholders and its union members were also brought on board to share their experience and knowledge on achievements, good practices and challenges for gender mainstreaming in the trade unions. The participatory approach facilitated and reinforced the trade union understanding, ownership, and readiness to act on a shared vision for gender mainstreaming at all levels.

3.2. Research Methods

Both qualitative and quantitative research methods were used in the collection and analysis of data to facilitate use of different tools for information gathering and triangulation of results. The data was generated from primary and secondary sources using different data collection methods as highlighted below.

Figure 1: Mixed research design: Convergent parallel design



3.3. Data Collection Methods and Tools

3.3.1. Desk Review

Documents were reviewed as sources of information for the gender audit and gave insight on the nature of commitment made by the Government of Rwanda and corresponding indicators. Further review of trade unions documents and academic publications, literature reviews, studies related to Trade Union, Gender audit, stakeholder's policies, strategies, strategic plans, procedures, reports, training manuals and communication materials provided the status on gender equality achievements, gaps and opportunities both at national and international perspectives were used.

3.3.2 Staff Survey

The gender audit team carried out a staff survey in a bid to reveal perceptions of trade union senior middle level management and program staff about what their trade unions are doing to advance gender equality in policies, strategies, procedure, program design, implementation and monitoring and organizational culture. A survey questionnaire was designed using semi structure questions and a range of answers to select from were provided to indicate the extent to which gender is mainstreamed across the different policy and program dimensions, organizational procedures and organization culture dimensions. For desk review, the consultants reviewed documents including:

- COTRAF and its Trade Union members' Internal rules and regulation, human resource and procedures manual, action plans, Training manuals and reports among others
- National Strategy for Transformation 1 (2017-2024)
- Vision 2050
- Labor survey reports from the NISR for Rwanda National Gender Statistics Report, 2019
- National Gender Policy 2021
- National Trade Policy,2010
- Beijing +25 Rwanda country report, 2019
- Global Gender Gap Report, 2021

3.3.3. Focus Group Discussions (FGDS)

Focus Group discussions (FGDs) were composed of at least 12 people both men and women specifically FGDs were held with technical staff for trade union members level for better understanding of gender equality status and reasons behind related to policy, programs, procedures and organizational culture. The FGDs at COTRAF syndicates level served to collect qualitative information on participants' experience of gender issues in their work, access to resources, awareness and occurrence of gender based violence. The discussion also focused on staff level of awareness about Gender Based Violence (GBV), prevention and response mechanisms.

At least 3 FGDs were conducted for COTRAF's Union syndicates staff and members and the qualitative data collected supplemented data from literature review, individual interviews and the staff survey, FGDs provided more information revealing causes behind existing gender issues and success factors.

3.3.4. Key Informant Interview

Key informant interviews have been held with key stakeholders seeking information on their work relationships with COTRAF and its union syndicates in line with their mandate and gaining their experiences regarding gender mainstreaming under study. Interviews were conducted with COTRAF FES Rwanda and 6 COTRAF member unions which are SYNATRAS, SYNATRAEL, SYPERWA, SNIC, RMU and COTRAF-IB.

3.3.5 Sampling

Purposive sampling methods were employed to identify respondents at each level. The respondents engaged in the exercise were those with knowledge and experience in the trade union and those responsible for implementation and monitoring of the Gender equality and women empowerment.

The sample was made of 34 persons randomly selected from FES, COTRAF Rwanda and affiliated unions: 13 respondents for the FGD with females, 7 respondents for the FGD with males, and 13 respondents through KIIs (4 females and 9 males).

3.3.6. Data analysis

Data analysis was done through an assessment of sex disaggregated data and triangulation with qualitative data. Gender analysis was done at three levels to assess enabling environment: at macro level focusing on national programs and policies, at macro level, looking at COTRAF and union syndicates and micro level with individual's men and women. The trade union for Rwanda context provided a framework for analysis of gender dynamics. The analysis was however extended to the trade union governance, constraints to women's effective participation in union structures, prevention and response to gender based violence within COTRAF and its union syndicates.

3.4. Identification of gender analysis tools

The following gender analysis tools were used:

- Gender mainstreaming analysis: used to assess the policy or program for clear goals and objectives for gender equality.
- Gender roles: used to understand the gender division of labor, specifically analysis of what tasks men, women, girls and boys are involved in at different levels of the trade union and syndicates.
- Access and control over resources and benefits: this tool facilitates understanding of men's and women's access to required resources and constraints that may limit their access to the needed resources.
- Sex disaggregated data analysis: this involved collection and recording of data for men and women separately. Analysis of sex-disaggregated data facilitates planning, implementation, monitoring, reporting and evaluating based on gaps and good practices identified.
- Gender, social relations and power: the tool was used to analyze structural and control power on decision making and resources management in the trade union audited.

3.5. Identification of 3Ps indicators for data collection tools

The literature review facilitated to identify gender commitments and reference instruments related to different trade union and syndicates sectors to guide the participatory gender audit. Based on these gender commitments, a set of indicators were purposely selected to feed the data collection tools (see appendices). Indicators have been identified during the comprehensive literature review to support the analysis.

The identified indicators around the 3Ps (Paper, People and Process) served to develop data collection tools that revealed the extent of gender mainstreaming, the perception and procedures related to the following:

- Gender mainstreaming in organizations guiding policies, plans, regulation, reports
- Number of men and Women participating in decision making positions
- Use of gender desegregated data for evidence based planning and monitoring
- Gender responsive budgeting

-
- Gender responsive budgeting
 - Organizational culture for sharing knowledge on gender
 - Level of access and control over resources
 - Different roles played by men and women in the trade union
 - Workers security and mechanism for gender based violence prevention

4. Presentation of Findings of the participatory gender audit

4.1 Introduction

This chapter presents the audit findings, their interpretation and analysis based on the objectives that were set. The findings were analyzed from both primary and secondary data collected from COTRAF and its union members.

4.2 Profile of the audited trade union

The table below provides a brief description of the audited trade union.

Table 2. Profile of audited trade union

Actors	COTRAF
Headquarters	Gasabo District , Gisozi Sector
Date of Establishment	15 th March 2003
Union members (Syndicates)	COTRAF IB, SYNATRAEL, SYPERWA , SNIC ,SYNATRAS ,RMU
Contacts	Tel:0788758395/0788524218/0788491200 E: cotrafrwanda2003@gmail.com
Staff	Men: 3 Women:1

Source: Primary Data

As indicated in the above table, COTRAF established in 2003 to strengthen STRIGECOMI which was established in 1989 to foster social protection, social dialogue and the respect of national and international labour norms in Rwanda and well-being for both men and women.

Table 3. Respondents' characteristics (sex)

FGD with females	FGD with males	FGD with females and males mixed
13	7	20

In addition to FGD, interviewed were conducted with 13 respondents (4 females and 9 males).

4.3. Gender perspective in documentation and processes

In line with the Revised National Gender Policy of 2021 which requires public, private and civil society institutions to be equipped with the necessary instruments for effective gender mainstreaming processes including policies, procedures, strategies and guidelines, the audit sought to find out if such instruments are in place in the audited trade union. Findings on the required instruments are detailed below:

4.3.1. Gender policy/strategy

The assessment of gender mainstreaming status in key documents has revealed the absence of gender policy/strategy as informed through documents review and informed by Management in COTRAF and its syndicates. None of the trade union has a gender or anti GBV policy or strategy. The absence of the above-mentioned strategy leads to non-strategized intervention and lack of guideline to implement gender equality commitments. The gender audit team attributed the gender good practices as non-sustainable due to the fact that they are neither written commitments nor belong to the trade union guiding documents.

4.3.2. Employment policies

Based on Internal rules and regulations, COTRAF adheres to an equal opportunity employer, against discriminatory practices and promote equal opportunities and social justice (l'égalité des chances et la Justice sociale). COTRAF has mechanism in place to protect individuals' rights in general. All employee's benefits (Annual leave, maternity with 100 % payment for three months and paternity leave, occasional leave, parental death leave, breastfeeding hours respected).

4.3.3. Anti GBV policy

Regarding the mainstreaming of anti GBV preventive mechanisms, the findings from documents revealed that COTRAF and its syndicates do not have a sexual harassment policy or a code of conduct policy that prohibits gender based discrimination and promotes fairness in the work place.

4.3.4 Sustainable Agriculture Network (SAN)

Principle 5 (SAN, 2010 Version 4) of the SAN Standard provides for fair treatment and good working conditions for all workers, and clearly prohibits discrimination in hiring and procedure policies based on race, gender, age, social class and any other discrimination. The consultants found that this provision has been well integrated in the SYNATRAEL work. The principle also provides for equal pay, training and promotion opportunities and benefits for all workers for the same type of work.

By looking at the direct effects of exports on women's employment structure as well as the effects of imports on women's consumption patterns and government spending ("revenue effect"), UNCTAD's analysis shows that men and women are not benefitting equally in the gains from trade.

The study finds that women are crowded into subsistence-oriented staple agriculture and tend to be segregated into less-dynamic, contracting sectors of the economy - by and large those that are informal and non-tradable. On the one hand this means they remain relatively insulated from the potential threats of trade, including food-price fluctuations, but on the other from its direct benefits(UNCTAD,2014).

4.4 Gender accountability of management and staff

This section intended to assess gender accountability issues relating to gender responsive planning and monitoring as well as gender and capacity building as provided for in the National Gender policy which provides for gender mainstreaming and institutional capacity development programme, including gender responsive planning, monitoring, and capacity building. Information was collected mainly from document review and interviews with management teams in the trade union audited.

4.4.1. Gender responsive planning and monitoring

The strategic plan of COTRAF is gender neutral; there is no Human Resource Policy and current annual plan as well as report. The audit revealed that, the recent annual plan was for 2020, and neglecting the use of gender-disaggregated data for evidence based planning and monitoring contravenes provisions of the National Gender Policy 2021. As results, Gender blind plans contribute to the failure to address both men and women's needs in the national development process and is against the principle of good governance.

4.4.2. Gender and capacity building

One of the document reviewed include capacity building activities. Findings revealed that in planned training activities COTRAF commits to continuous training for all members but no provisions for gender or gender based violence related training. FGDs revealed that no gender training has been undertaken for staff/members at all levels. The syndicate management revealed that they have commission in charge of Gender but they don't have enough gender related skills but negotiations with District can offer occasional trainings of trade union staff and members on gender and GBV

Since each sector including trade union is required to mainstream gender in their work according to the national gender policy, management teams are responsible to ensure that they understand and should be guided by appropriate gender commitment and ensure training for the staff.

However, gender equality and women empowerment related messages are not taught in their forums, although they are an opportunity for channeling such skills and mobilizing for enhanced gender equality and GBV free community. The audit team has suggested using available forum to mobilize and train members and staff on gender and GBV prevention. COTRAF and its partners provide training mainly on labour standards, workers and syndicate rights and obligations, social security, collective negotiation however revealed that no gender related training topics are integrated.

4.5 Staff Perceptions on gender mainstreaming status

The staff survey perception questions considered issues related to presence of gender focal person, equality of opportunity in recruitment process and, equal payment for same work and a gender responsive work environment that facilitates both men and women and other points in the table below.

Table 4. Staff Perceptions on gender mainstreaming status

Questions	COTRAF						SYNDICATES					
	Male %			Female %			Male %			Female %		
	Yes	No	Don't know	Yes	No	Do n't know	Yes	No	Don't know	Yes	No	Don't know
Knowledge on existence of National gender policy	91	9	0	90.9	9.1	0	100	0	0	87.5	12.5	0
Your Trade union has a gender strategy?	8	77	15.4	5.2	93	1.8	7	83	10	8	81	11
Is gender equity included in program/project design?	85	8	7	73	18.1	8.9	58	32	10	77.5	11	11.5
Does your planning consider on both men and women needs?	60.3	30	7.7	70.9	24.7	4.4	59.3	27.7	13	87.5	12.5	0
Senior management actively support and take responsibility for the implementation of the policy	15	38	46.2	9.1	45.5	45.5	42	50	8.3	12.5	87.5	0
There has been an increase in the representation of women in senior management positions in the past five years.	82	15	3.0	64.5	26.4	9.1	83	17	0	72.5	15.8	11.7
The trade union staff support and own gender promotion in daily activities	90	8.3	1.7	87	6.4	6.6	58	33.3	8	62.5	25	12.5

Your Trade union has a gender strategy?	8	77	15.4	5.2	93	1.8	7	83	10	8	81	11
Is gender equity included in program/project design?	85	8	7	73	18.1	8.9	58	32	10	77.5	11	11.5
Does your planning consider on both men and women needs?	60.3	30	7.7	70.9	24.7	4.4	59.3	27.7	13	87.5	12.5	0
Senior management actively support and take responsibility for the implementation of the policy	15	38	46.2	9.1	45.5	45.5	42	50	8.3	12.5	87.5	0
There has been an increase in the representation of women in senior management positions in the past five years.	82	15	3.0	64.5	26.4	9.1	83	17	0	72.5	15.8	11.7
The trade union staff support and own gender promotion in daily activities	90	8.3	1.7	87	6.4	6.6	58	33.3	8	62.5	25	12.5
The trade union has budgeted adequate financial resources to support our gender integration work.	21.3	67	11.7	72.7	0	27.3	25	8	66.7	50	0	50
There is a person specifically designated to support gender mainstreaming in trade union	100	0	0	98.8	2	0	99.5	0.5	0	99	1	0

Source: Primary Data

The perceptions about gender mainstreaming among COTRAF members and staff shows the high knowledge of National Gender Policy but there is no trade union that has a gender strategy. Trade unions pay little attention on gender inclusiveness, although some audited trade unions' staff responded positively to the presence of a gender focal person, an increase of women representation in decision making, equal remuneration and impact of project on both men and women, the audit revealed that in some trade union gender focal person is also in charge of youth with very limited budget which is a big challenge. During the interview, some respondents suggested that gender and youth should be separated for effectiveness and visibility of gender equality and women empowerment interventions.

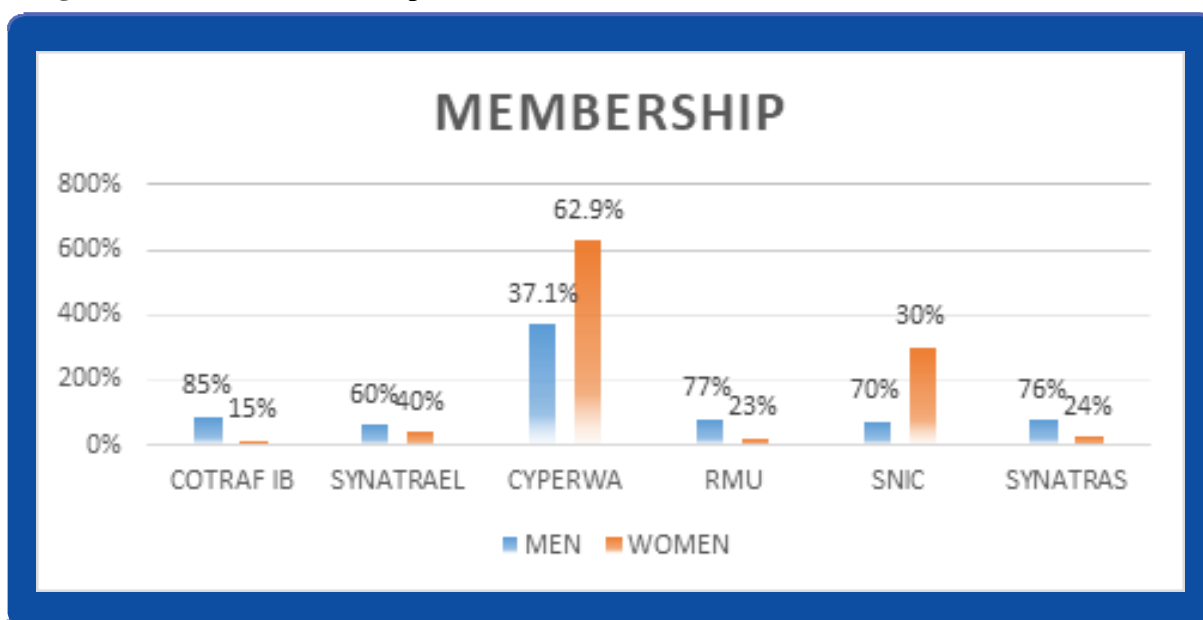
Additionally, among the 5 syndicates the staff in charge of gender and youth are women and only one male in one syndicate. This may imply how gender mainstreaming is still taken as women's issues only. In COTRAF respondent's men and women expressed that the recruitment process gives equal opportunity to both women and men at all levels of the trade union and its syndicates and equal remuneration is for both women and men on the same job position.

As witnessed from COTRAF office tour, there is only one sanitation facility (wash room or toilet) for both men and women and this was confirmed by the surveyed staff. Both women and men confirmed that the human resource department do not consider specific women and men needs like separate toilet and menstruation hygiene pads, etc.

As provided by the Rwandan Labour law, KIIs revealed that female in COTRAF and its syndicates staff enjoy paid maternity leave for 3 months and 4 days' circumstantial leave for men.

4.6. Gender and participation in Trade Union Membership

Figure 2. Unions' membership of women and men



Source: Primary Data

As per the figure above, in five unions males are majority than women. An exception is on CYPERWA which is a Rwandan education workers' union (37.1% of members are males whereas 62.9% of members are females). Though we didn't make a specific study on this, but we believe the reason may be the fact that a significant majority of primary teachers in Rwanda are female.

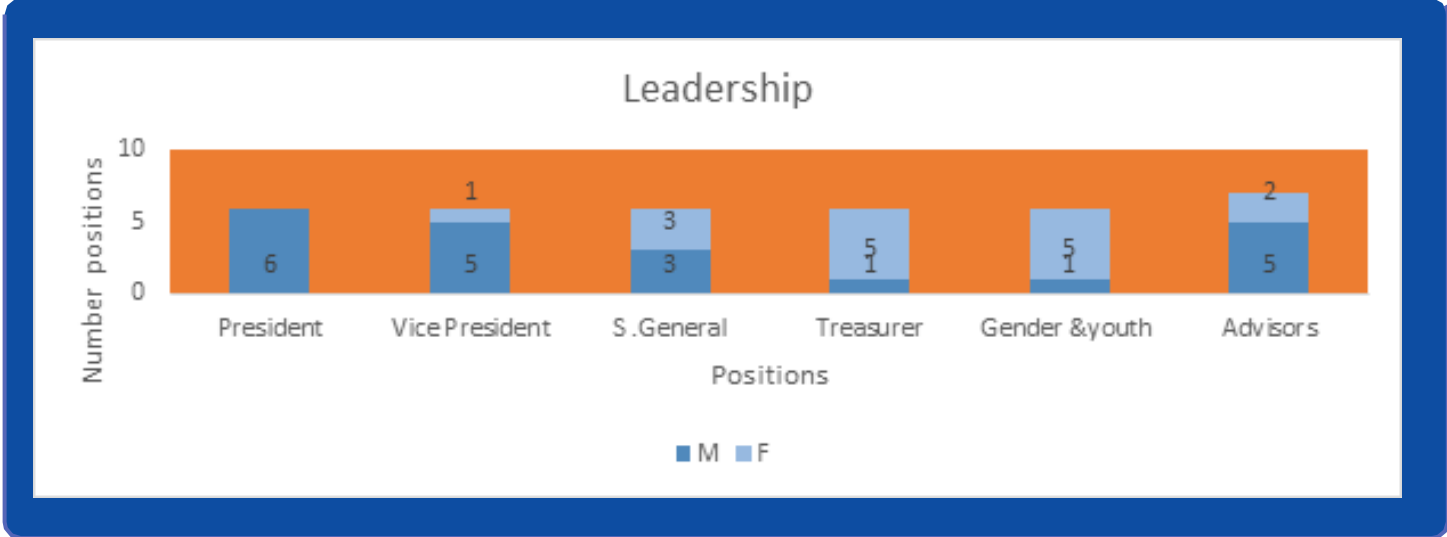
TAs indicated in the above table, men are majority in membership of trade union, as revealed in focus group discussion, women do not have information on trade union sector, and those who have information believe that it's a men area.

During the Key Informant Interview, another leader added that “I think we have few women in this area, because it is very hard for women to join trade union sector, as meetings are mostly conducted in the evening hours or during the weekend which is hard for women. And to attend meetings or work outside of the country meetings/training, women requires permission from husband and children which is very hard”.

4.7 Gender and participation in decision making

Assessing gender participation in decision making is important as a constitutional provision and an entry point for both women and men’s opportunity to have influence on decisions taken. Despite provisions, regulating decision making organs from the Rwanda Constitution’s requirement to ensure gender equity (at least 30%) in leadership, women representation in leadership positions is still minimal in COTRAF and its syndicates as illustrated in the table below.

Figure 3. Gender and participation in decision making



Source: Primary Data

Findings from the audit indicated that in all syndicates, decision making positions are dominated by males at all levels from the Board Members to the Heads of Departments. Women are assigned some tasks that are related to their traditional roles like secretaries compared to their male counterpart who occupy key positions like president and secretary general among others. This shows that there is still a big gender gap where there is no single female trade union president and only 20% are vice presidents and majority of women 80% as secretaries which is a traditional role for women. The limited number of women in decision making at the top level is a short fall in terms of influencing important decisions taken as well as access to benefits related to those posts.

The Rwandan Constitution of Rwanda 2003 revised in 2015 provides for at least 30% women in decision-making at all levels but this has not been observed hence need for reinforcement by the COTRAF in collaboration with National Gender Machinery and FES.

In one of Syndicate male leader said that” so far women are many in general, but among leaders there are few due to their low self-confidence and cultural norms which makes them stay always behind”.

In terms of numbers, both men and women are represented within the board of director but women are not in strategic positions. Lack of experience in the trade union sector was given as a reason there are fewer women. Respondents from the focus group discussions mentioned that factors leading to under representation of women in technical competitive positions include limited skills and experience among women resulting from low level of education, fear to join those positions because they are too demanding in terms of time which is limited due to unpaid care works, and limited access to information and mobility among others.

4.8. Gender based violence

This section provides highlights information from the staff and members on their perception about existence of Gender Based Violence in the COTRAF &its syndicates

The consultants asked to know whether respondents believed there is GBV either at COTRAF or at the member’ unions, 8% of the men responded that there have been some cases and 25% of the women asserted existence of GBV. However, the low levels of awareness on different types of GBV other than sexual harassment may imply GBV exists but staff are not aware that GBV is beyond physical violence. All the syndicates do not have sexual harassment policies they need also to put in place Anti- GBV reporting mechanisms.

4.8. SWOT Analysis for mainstreaming gender in COTRAF

The SWOT analysis was used to show strengths and weaknesses for gender mainstreaming and external threats and opportunities in COTRAF. The analysis used information from the 3Ps: People, Papers and Process as well as participatory discussion with leaders, staff and trade union members.



Table 5: SWOT Analysis for mainstreaming gender in COTRAF

Strengths	Weaknesses
<ul style="list-style-type: none"> • COTRAF has 6 Trade Union syndicates • Participation of women and men as members • Information sharing • Women in elected leadership as members of general assembly to represent others gives power of influence • All trade unions offer equal employment opportunity for both men and women • Each syndicate has a commissioner in charge of Gender • Wages are equal • Equal job opportunity 	<ul style="list-style-type: none"> • Trade Union management is male dominated • Skills gaps in Mainstreaming gender in trade union • Limited gender responsive budgeting • No gender related training • Lack of separate washroom in COTRAF and syndicates • Lack of child care facilities a hindrance for women full participation. • Lack of sex disaggregated data and limited documentation
Opportunities	Threats
<ul style="list-style-type: none"> • National Gender Policy • Each district has a gender officer to guide gender related interventions • National constitution provide at least 30% of women representation at all levels in all sectors 	<ul style="list-style-type: none"> • Changing climate affect Agriculture production • Cultural behaviours which make women lacking self-confidence for competing for Strategic leadership positions • Unrevealed GBV in some trade union due to lack of sufficient knowledge

4.9. The gender best practices

The best practices are noted in all trade union like:

- Privatization gives shareholding powers to farmers (Shareholders) which has improved their socio-economic status and livelihoods of both men and women
- Support for formation of women association composed of female factory workers and wives of men working in the factory gave them opportunity to set up income generation activities including a restaurant, soap making and a project for making re-usable sanitary pads
- SORWATHE has initiated many programs including establishment of (nursery and pre-schools school) in building on already existing schools and the company provides porridge to nursery pupils as well as subsidized school materials. This has benefited women in terms of child care for morning hours and both men and women appreciated the subsidized cost on school requirements.
- The well performing females Secretary General of SYPERWA & SYNATRAS, have acted as role models in a male dominated field of trade unions.
- Clean water supply contributed to health improvement of women and children in Shagasha-Kitabi tea factory
- Established accommodation facilities for plantation workers from far off sectors or District are increasing the number of women's access to job Shagasha-Kitabi. Settlements of workers (Imidugudu)-Kitabi

5.1 Conclusion

There is a misconception at syndicate level that once some a woman’s issue is addressed, gender is mainstreamed. Through discussions some staff expressed the concern that gender mainstreaming in trade unions would be realistic when the issues of human rights and social justice are addressed. Also, a substantive number of staff and members revealed the general lack of knowledge on the national gender policy, and gender mainstreaming as a development approach. In fact, in an effort to increase accountability and implementation of the the National gender policy, the auditing team recommends the development of the gender policies or strategies with provision for prevention and response to GBV.

The Trade union’s openness for equal employment between males and female in positions of decision-making is a welcome idea, but sensitizations for mindset change and incentives would enhance female participation to fill the gender and employment gap identified in different trade unions.

In this regards, there are positions that are labelled to be “hard and influential” (presidents, secretary general) versus “soft and less influential” (accountants, advisors and Commissioner in charge of Gender); all syndicate presidents are men however secretary general for 2 Syndicates are women.

One of male syndicate leaders mentioned that, “women are capable, we really recognize that Female Secretary General are performing more than their male counterpart, this shows how if women given opportunities can be change makers”.

5.2. Recommendations

a. Recommended actions for audited trade union

- Develop a gender strategy with plan of action and monitoring and evaluation for the COTRAF Rwanda and her member unions;
- Planning process in syndicates should take a down – top approach based on a gender responsive needs assessment including both men and women at all levels with support from COTRAF Rwanda and FES.
- Plans should have gender specific objectives, gender responsive situational analysis and key actions to address gender specific needs at all levels (COTRAF Rwanda)
- Capacity building and affirmative action for potential women to take over leadership role when opportunities arise (COTRAF Rwanda and Syndicates).
- Systematically address the cause of low female participation in strategic positions and assuming though capacity building, sensitization and division of labor (COTRAF and FES)
- Use of gender disaggregated data in planning and monitoring
- Strengthen capacities of gender focal person with gender skills(FES)
- Establish a reporting mechanism for GBV cases (COTRAF and Syndicates)
- COTRAF and Syndicates should mobilize funds to implement gender and GBV related activities
- 30 % of women in decision making should be respected in all syndicates at all levels
- Men should be mobilized and trained in gender equality promotion and women empowerment and how unpaid care work can be distributed among both men and women

b. Recommendation to MIFOTRA

- Engage the trade union and its stakeholders for gender equality reinforcement.

c. Recommendations to MIGEPROF and CSOs

- Dissemination of the Revised National Gender Policy, PSF gender policy and Agriculture Gender strategy in the trade union
- Organize Gender and GBV related capacity building in trade unions

d. Recommendation to DISTRICT

- Support and oversight the implementation of gender equality commitments among trade unions and its syndicates in their respective operation areas.

5.3. Key points for advocacy

-Women are the majority among trade unions but their representation in decision making is low; their capacity needed to be reinforced

-The pay is low for plantation workers and women are the lowest income earners in the tea value chain, they are found majority in plantation, highly represented in tea pickers;

-Gender stereotype/Attitude of women vis-à-vis tea processing job, there is a link between women education and labour market;

-COTRAF and its members should advocate for Rwanda to ratify ILO Convention 190 against violence and harassment at workplace

5.4. Tentative action plan or commitments for COTRAF & ITS SYNDICATE UNIONS

Action plan/ commitment	Tentative timeline
The Agriculture related trade union in partnership with Stakeholders to establish home based child care centers	January-December 2023
Start the record system that use sex disaggregated data	Immediate (Jan 2023)
Develop trade union gender strategy/policy	December 2023
conduct gender, GBV and men engage related training for leaders, staff and members in collaboration with district gender officer as well as gender analysis, planning and monitoring for sustainable and inclusive development of trade union sector in Rwanda	January-December 2023
Establishment of GBV reporting mechanisms	Immediate (Jan 2023)
Strengthen Gender and GBV knowledge and skills among Gender commissioners	January-December 2023

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- 2) COTRAF (2020), Narrative Annual Report;
- 3) Government of Rwanda, NISR, Establishment Census 2020;
- 4) ILO (2022). Participatory Gender Audit: A Tool for Organizational Change <http://www.ilo.org> accessed on 28th October 2022;
- 5) MIGEPROF (2021) Rwanda National Gender Policy;
- 6) MINAGRI (2010), Agriculture Gender Strategy;
- 7) MINICOM (2010). Rwanda Trade policy
- 8) (NISR), EICV4 - Economic activity thematic Report, March 2016;
- 9) UNITED NATIONS (2014). Who is gaining from Trade Liberalisation in Rwanda: A Gender Perspective UNCTAD/DITC

Annex 1: List of Key Informants

INSTITUTION	POSITIONS	SEX
COTRAF IB	President	M
SYNATRAEL	President	M
CYPERWA	President	M
RMU	President	M
SNIC	Secretary General	M
SYNATRAS	President	M
	Vice President	F
COTRAF	Secretary General	M
	Program Manager	M
	Project Manager	M
	Finance Officer	F
FES Rwanda	Country Director	F
	Project Manager	F

Annex 2: KII questionnaire

GENDER AUDIT TO IDENTIFY CURRENT BARRIERS TO WOMEN'S EFFECTIVE PARTICIPATION IN UNION STRUCTURES AND MAKE UNIONS MORE RESPONSIVE AND INCLUSIVE FOR WOMEN

Interview guide

1. What is the background information of your trade union?
2. Does your Trade union have a gender policy, strategy, guidelines or values? If so does it have an operational plan that includes clear allocation of responsibilities and timeframe for monitoring and evaluation?
3. What have been your achievements in integration of Gender in organization policy, strategies and procedures documents?
4. What measures do you use to ensure that senior management and board members are engendered?
5. What are your strengths and constraints regarding incorporation of gender in Program planning, implementation and monitoring?
6. Has there been any change in the ratio of men and women in senior management and board of directors the last five years? If a big gender gap exists? What strategies do you have to close the existing gap?
- 9 Who are the key stakeholders in this area of trade union and what are the key areas of intervention?
- 10 Do you have specific stakeholders in area of gender equality?
- 11 Do you have specific Budget to address the existing gender gaps if any?
- 12 Are you required or is it mandatory to integrate gender during the planning process? If so how do you do it?
- 13 Do you have clear gender equality goals during the planning process?
- 14 Do you undertake a needs assessment or situational analysis to guide the planning process? If so, to what extent do you engage both men and women to capture their opinions and needs?
- 15 Does your program implementation provide skills development for both men and women's capacity needs?
- 16 Would you consider your working environment gender responsive for both men and women at your union?
- 17 Do your training programs integrate skills for gender mainstreaming?
- 18 Does your monitoring and evaluation process engage both men and women and does it use gender responsive indicators?
- 19 What strategic actions do you propose for improved gender mainstreaming and by who?
- 20 What do women need in order to feel comfortable and safe within the union structures?

Annex 3: FGD questionnaire

1. How many women and men are in your leadership?
2. Does your union vote for representatives based on gender equality principles?
3. If you have few women in your union (members), what are reasons?
4. What do women need in order to have the feeling that your union is a safe and gender sensitive organization?
5. Does your union have mechanisms to ensure that both men and women have equal access to training (number of hours of training, type of training and resources allocated)?
6. Is there any specific institutional policy in place governing the prevention of sexual harassment, exploitation and abuse within your union and its member unions?
7. Are meetings with delegates inclusive and do they consider specific needs of everyone (i.e. not taking place late at night; kids day care etc.)