



Integration of the gender dimension in the ICP: general approach and case study for RDC

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Outline of presentation

- 1. Introduction
- 2. Donor entry points for promotion of gender equality
- 3. Gender mainstreaming in the agricultural sector
- 4. Operationalisation of the instructions for ICP/JC (06/02/2009)
 - 4.1. Diagnosis
 - 4.2. Elaboration of ICP
- 5. Case study RDC
 - 5.1. Context
 - 5.2. Assessment of current GM in Belgian entry points + Recommendations
 - A. Preparation of ICP: diagnosis
 - B. Preparation of ICP: elaboration
 - C. Policy dialogue
 - D. Capacity building
 - E. Monitoring
 - F. Well-aligned pilot projects
 - 5.3. SWOT

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1. Introduction (1)

- There is commitment for gender equality within Belgian DC
 - ✓ law on International Cooperation
 - ✓ instructions for International Cooperation Programmes and Joint Commissions (06/02/2009)
 - ✓ Belgian National Plan for the implementation of the UN Security Council Resolution 1325
- but need for:
 - ✓ further operationalisation of instructions
 - ✓ adequate human and organisational capacities
 - √incentives
- TOR policy advisory research (VLIR-UOS 0*platform Aid Architecture and Aid Effectiveness)
 - \checkmark support DGOS with operationalisation of instructions for integration of gender dimension in ICP and priority sectors
 - \checkmark focus on agricultural sector
 - ✓methodology: desk study + field study



1. Introduction (2)

- Output so far:
 - \checkmark Report 1 (operationalisation of the instructions) (September 2009)
 - executive summary
 - donor entry points for the promotion of gender equality in the PD & AAA
 - gender mainstreaming in different phases of programmes in agricultural sector
 - operationalisation of instructions for the preparation of an ICP/ JC (6 February 2009)
 - suggestions to support GM in agricultural sector
 - desk case studies: Mali, Burundi and RDC
 - ✓ Report 2 (case study RDC) (January 2010)
 - executive summary recommendations
 - agricultural sector in the RDC
 - gender equality in the agricultural sector
 - Belgian support to the agricultural sector
 - entry points for the promotion of gender equality in agricultural sector in RDC: assessment and recommendations
 - SWOT



2. Donor entry points for promotion of gender equality in national and sector policy and programmes (1)

- PD and NAA: offer opportunities and pose challenges for gender equality (see annex 1)
- Changing division of responsabilities
 - \checkmark leadership for integration of gender dimension in sector policies and processes in hands of recipient country
 - gender actors within and outside the ministry
 - key-actors involved in national & sector policy, implementation, M&E
 - ✓ but donor responsibility remains
 - different donor entry points

2. Donor entry points for promotion of gender equality in national and sector policy and programmes (2)

Preparation of indicative cooperation	-integration of gender issues in analysis of	-inclusion of gender elements in
programmes	 quality of national or sector policy and programmes (content) -analysis of existing capacity for gender mainstreaming & budgeting -integration of results of analysis in elaboration of ICP and sector programmes (see also other entry points) 	ICP -> basic dossiers of Burundi and DRC include some gender analysis -section 4 provides suggestions to operationalise the instructions \rightarrow improve quality of analysis
Policy dialogue	-inclusion of gender-sensitive issues (based on results of analysis)	-mainstreaming of gender in the working group on agriculture and rural development in DRC
Capacity building	 -strengthening of capacity of gender actors -strengthening of gender expertise of other key actors (particularly interesting: gender budgeting) 	-UNIFEM project in Mali (strengthening of gender capacity at decentralised level)



2. Donor entry points for promotion of gender equality in national and sector policy and programmes (3)

Donor entry points	↑ Gender-sensitivity	Examples
M&E	 -set up of gender (sector) working group -inclusion of gender issues in other (sector) working groups -inclusion of specific indicators for gender equality & empowerment (in PAFs) -sex-desaggregation of indicators & targets (in PAFs) -integration of gender dimension in (joint sector) reviews, (joint) evaluations 	 -the DRC will include gender equality in the logical framework in the TFDs through a series of simple and relevant indicators (but removed from latest version of the basic document) -mainstreaming of gender in the working group on agriculture and rural development in DRC
Well-aligned pilot projects	-projects targeted at women's empowerment	-UNIFEM project in Mali -50% of the MIPs are reserved for activities targeted at women's empowerment





3. Gender mainstreaming in the agricultural sector

- Gender equality generally not well integrated in agricultural sector policies/ programmes, while:
 - ✓ women play an essential role in agriculture
 - ✓ their access to and control over productive resources is limited
 - ✓ lack of attention poses a threat to effectiveness of the agricultural development agenda and MDG's (especially MDG 1)
- Governance reforms relevant for agriculture are gender sensitive if they are:
 - \checkmark sensitive to gender differentials
 - ✓ gender-specific
 - \checkmark empowering to women
 - ✓ transformative
- A gender dimension should be mainstreamed in all phases of an agricultural programme: analysis, programming/ formulation, budgeting and implementation and M&E (see slide 9)



Integration of gender equality in programme cycle in agricultural sector

Phase	Gender equality perspective
Analysis	 -Identification of different take-off positions and priorities -Identification of the key gender issues in the agricultural sector -Analysis of the degree to which these gender key issues are addressed in the agricultural policy -Analysis of existing capacity for gender mainstreaming and - budgeting -Analysis of commitments and incentives
Programming/ formulation	-Formulation of gender-specific programmes/ projects and mainstreaming in other agricultural programmes/ projects -Identification of capacity building programmes -Identification of sex-disaggregated and gender equality indicators
Budgeting and implementation	 Allocation of budgets to gender-specific programmes/ projects Integration of gender dimension in results-based management and budgeting
Monitoring and evaluation	-Integration of gender dimension in joint budget reviews, joint sector reviews, performance assessment frameworks, sector working groups and (joint) evaluations
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4. Operationalisation of the instructions: 4.1. diagnosis (1)

Elements	Gender dimension	Possible questions to be asked in order to make instruction more operational (selection)
Poverty reduction	Analysis of translation and budgeting of national gender equality strategies in sector strategies	 -Content Does the agricultural policy/strategy include gender equality objectives, targets and indicators relevant to the agricultural sector? -Process To what extent did gender expertise participate in the different phases of agricultural policy & programmes? -Resources Have instruments of gender budgeting been used in the sector?
	Analysis of attention to sectors and transversal themes important for attainment of MDG's	- Is sufficient budget foreseen in the MTEF for the agricultural sector (MDG 1) and gender equality (MDG 3)?
	Analysis of equal treatment of men and women (in the agricultural sector)	 -What is the percentage of women who have access to and control over family income, farm products and agricultural resources? - Are there gender differences in the constraints to ownership over productive resources, including land, financial services, labour and technology? -Are men and women organised to increase their agricultural
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4. Operationalisation of the instructions: 4.1 diagnosis (2)

Elements	Gender dimension	Questions to be asked (examples)
Policy dialogue and coordination	Assessment of results of general policy dialogue between donors and partner countries	- Are gender-sensitive issues which were identified in the analysis also included in the policy dialogue?
	Assessment of results of donor coordination	-What are existing mechanisms for dialogue on gender mainstreaming in the sector? -Is gender equality integrated in joint M&E processes?
	Analysis of capacity and participation of women organisations in policy dialogue and their results	-To which extent did women organisations participate effectively in all phases of the sector policy/ strategy? -What is their capacity?
Monitoring	Analysis of quality of monitoring of development strategies or -plans	 -Are input, output, outcome and impact indicators and targets disaggregated by sex? -Are specific indicators for gender equality and empowerment identified and monitored?
Financing	Analysis of financing needs per sector	- Are gender-sensitive priorities in the programming phase also budgeted for?
Belgian bilateral cooperation	Assessment of results of the last portfolio	 -Did men and women have equal access to activities? -Division of outputs, outcomes of the agricultural policy? -Impact of agricultural policy & programme on gender equality?

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4. Operationalisation of the instructions: 4.2. elaboration of ICP

Gender equality elements	Questions to be asked/ directives (examples)
Short institutional analysis of potential partner organisation	-Does senior management demonstrate commitment to gender equality?
	-Has the staff in the Ministry of Agriculture been exposed to gender training?
	-Does the Ministry of Agriculture have clear procedures for the integration of gender concerns into programmes and projects?
Identification of subsectors and/ or possible interventions	-Are interventions included which address gender-specific needs and constraints in the agricultural sector?
	 -Is a gender perspective included in the different levels of the logframe of the agricultural programmes?
Proposal of positioning of Belgium in policy dialogue per sector	Analysis should normally be helpful to identify the weak, strong points and the opportunities to move forward. This information may feed into the position of Belgium in the policy dialogue
Motivated programming of MIPs	Well-aligned pilot projects on behalf of women's empowerment within the agricultural sector are part of this category.
Formulation of expected specific results for gender equality and	-Input, output, outcome and impact indicators and targets should be disaggregated by sex.
corresponding indicators for monitoring	-Specific indicators for gender equality and empowerment should be identified and monitored.



5. Case study RDC

5.1. Context (1)

- agricultural sector in the RDC
 - ✓ regression in performance & no food security
 - ✓ low transformation, commercialisation and transport facilities
 - ✓insecure land rights
 - ✓ absence or low quality agricultural support services
 - \checkmark low governmental and donor support
 - ✓ recently: policy note on agriculture and rural development (Belgian support)
 - contribute to food security
 - increase of agricultural productivity
 - financial services
 - reinforcement of technical and organisational capacity



5.1. Context (2)

- gender equality in agricultural sector
 - ✓ predominant female labour input
 - ✓ inequal access/control to agricultural inputs (land!) and services
 - ✓ inequal control over agricultural output
 - \checkmark no integration of gender dimension in agricultural policy note

National Strategy for the integration of Gender (2004)

- \checkmark strategy for integration of gender dimension in all sectors
- ✓ identification of priority measures & indicators
- ✓ but difficulties in implementation (low human & institutional capacity)
- \checkmark no emphasis on agriculture
- National Gender Policy (2008)

✓ four strategic axes (social, economic, rights, improvement of policy impact)

✓ agricultural sector: not a specific topic





5.1. Context (3)

legal basis for gender equality

- ✓ Congolese constitution (articles 12,13,14)
- \checkmark law to apply article 14
- Belgian support to the agricultural sector
 - \checkmark development of seeds chain
 - ✓ administrative reform of MAPE
 - ✓ creation of the CARG (comités agricoles rureaux de gestion)
 - ✓ support to INERA
 - ✓ elaboration of agricultural policy note
 - \checkmark one of the three priority sectors in new ICP (2010-2013)



5.2. Assessment of GM of different Belgian entry points + recommendations A. Preparation of ICP: diagnosis (selection)

Elements	Gender dimension	Assessment of basic document	Recommendations
Poverty reduction	Analysis of translation and budgeting of national gender equality strategies in sector strategies	-gender paragraph in chapter on agriculture in basic document mentions that gender is not integrated in agricultural policy note -non-application of the National Strategy for the Integration of Gender is not mentioned	-as a financing agency of the policy note, Belgium could stimulate gender mainstreaming of the policy note (e.g. inclusion of objectives mentioned in the national gender strategy & policy)
	Analysis of equal treatment of men and women <i>in</i> agricultural sector	-some facts regarding gender inequality in agricultural sector are mentioned in gender paragraph but not included in the general diagnosis section of the agricultural sector (no GM)	-GM of diagnosis -more in-depth diagnostic studies (for the geographic area of intervention) are needed to give more insight into differential needs, opportunities, constraints of men & women; possibly financed on Study and Expertise Fund -see p. 22 for more detailed questions
Brussels, Jan	uary 28th • slide i	າ° 16	



4

Elements	Gender dimension	Assessment of basic document	Recommendations
Policy dialogue and coordination	Assessment of results of donor coordination from a gender perspective	-gender equality is not included in the assessment of results of donor coordination	Specific questions which could be included in this assessment: -did gender equality policy and objectives for the sector form part of the dialogue? -existing mechanisms for dialogue? -specific gender working group? -gender issues in other working groups? -gender in JSR, PAFs?
	Analysis of capacity and participation of women organisations in policy dialogue and their results	-not included in the basic document	Specific questions which could be included: -to what extent did/do women's organisations participate in different stages of agricultural sector? -human & organisational capacity of women's organisations



Elements	Gender dimension	Assessment of basic document	Recommendations
Financing	Analysis of financing needs per sector gender	Agriculture and rural development is included for an amount of 2.1 Md\$. Gender equality is not included	-financial needs related to gender-sensitive objectives in the agricultural sector should be included in the section on agriculture
Belgian bilateral cooperation	Assessment of results of the last portfolio gender	 BTC appreciation note mentions gender dimension is included but that it does not exceed the level of intentions Need for BTC to develop and adapt methodological instruments and distribute them is highlighted –it is mentioned that expertise on transversal themes is not available, nor a priority 	 -the absence of effective GM is acknowledged -interesting observations by BTC should be taken on board in the next phase of the ICP implementation -more detailed questions could be added to deepen the analysis: e.g. .were the means enough to stimulate gender equality .did men and women have equal access to activities & outputs? .did outputs contribute to gender equality? .has there been a gender-specific impact of the agricultural development programme of the last portfolio?
Brussels, Janua	ry 28th • slide n°	18	



5.2. Assessment of GM of different Belgian entry points. B. Preparation of ICP: Elaboration (selection)

Gender equality elements	Assessment	Recommendations
Short institutional analysis of potential partner organisation	-the basic document includes an institutional analysis of MAPE and INERA but gender dimension is not included	-Institutional analysis could include an analysis of GM in structures, systems, mechanisms which intervene in different phases. This involves systems at the central level (MAPE, INERA) and the decentralised level (CARG). Such a gender-sensitive institutional analysis could be integrated in in-depth diagnostic studies. For examples of questions which could be included, see p. 26



5.2. Assessment of GM in Belgian entry points C. policy dialogue

Assessment

-it is mentioned that Belgium will have a supportive attention for gender in the policy dialogue

-it is not mentioned that Belgium is a member of the thematic group 'social protection, gender and urban poverty'. The dynamic of this group is considered to be weak

-an earlier version of the basic document highlighted that gender would be mainstreamed in thematic group on agriculture, this has been withdrawn from the final version

Brussels, January 28th

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Recommendations

-more in-depth diagnosis of gendersensitivity of agricultural sector (content+systems) should provide useful information for policy dialogue

-as co-secretary of thematic group agriculture Belgium could put gender issues more prominently on the agenda.

-Belgium could play a more active role in the thematic group 'social protection, gender'. It could be good to strenghten the dynamics of this group by inclusion of other bilateral donors. Important issue for the agenda: COORDINATION among different interventions of different donors



Recommendations (policy dialogue)

-decentralised level (provinces - districts - territories)

• integration of gender issues in dialogue with decentralised authorities, focused on two dimensions:

 \checkmark content of the agricultural policies and programmes

 \checkmark structures, systems to elaborate, plan, budget, implement, monitor and evaluate agricultural policies, programmes and projects

 use room of manoeuvre to stimulate dialogue among existing structures in agricultural sector and women's organisations and platforms (such as REFED)

-in order to enrich policy dialogue and to increase impact of different interventions, ensure coordination among different types of interventions (e.g. CB, M&E and policy dialogue)



5.2. Assessment of GM of Belgian entry points D. Capacity building

Assessment	Recommendations
-no gender dimension in the CB activities currently foreseen in agricultural sector	-general: minimum level of coordination among CB activities of different donors (through thematic groups)
	-CB in GM by preference in general CB (PFM, M&E), if not feasible through well-aligned pilot projects
	-CB by preference preceded by diagnosis of existing human & organisational & institutional capacities
	-if feasible use national gender expertise (e.g. CONAFED, SERACOB, ADECOM, university gender networks) or partnerships among national and international experts (see e.g. ADECOM – Monde Selon les Femmes)



Recommendations (capacity building)

-CB in gender mainstreaming is mostly oriented towards 2 types of actors or structures:

- 1. CB of structures whose mandate is promotion of gender equality & women's empowerment (national gender apparatus)
 - national level : ministère Genre et Famille, gender focal points in different ministries, gender equality platforms (CAFCO, CONAFED), university network on gender research at UKIN
 - Decentralised level: provincial representatives of ministry, gender equality platforms (REFED), women's organisations, university networks at Kisangani, Lubumbashi and Kasaï
 - ✓ CB to increase financial, human and organisational resources needed to fulfill their mandate
 - UK announced to support ministry
 - Belgium: appropriate to support gender apparatus at decentralised level



Recommendations (capacity building)

-CB in gender mainstreaming is mostly oriented towards 2 types of actors or structures:

- 2. CB in gender mainstreaming of key-actors involved in priority sectors of Belgian DC
 - MAPE, INERA, CARG, farmers' organisations
 - ✓ include gender dimension in mainstream CB already foreseen for the CARG
 - include the 'why & how' of GM in the training of decentralised agents
 - include assessment of gender-sensitivity of CARG in institutional analysis of CARG
 - include the 'why & how' of gender-disaggregated data and gender-sensitivity of data collection in CB on data collection



5.2. Assessment of GM of Belgian entry points E. Monitoring and Evaluation

Recommendations Assessment -monitoring is still in its -re-insert the paragraph earlier mentioned in the basic document infancy (general) -earlier version of the basic -gender-sensitive indicators depend on specific document highlighted that projects and programmes, but some suggestions of simple and relevant gender indicators which are often used \checkmark % men and women with access and control over indicators would be different agricultural inputs and services included in logical \checkmark distribution of productive and reproductive workload frameworks of specific ✓ % of women and men with control over output of projects and programmes, agricultural labour this paragraph has been ✓ % of men and women involved in decision-making removed processes inside and outside the household -emphasize monitoring role of the thematic group (as co-secretary)

-integrate gender dimension in joint sector review.



5.2. Assessment of GM of Belgian entry points E. Well-aligned pilot projects

Assessment

Recommendations

-general:

Belgium proposed attention for gender equality in projects at different levels:

- access and control over productive resources
- participation in decisionmaking
- sensibilisation actions on role of women in society
- decrease workload of women

-MIPs in RDC: at least 50% of MIPs will be reserved for activities aimed at gender equality and women's empowerment -General: well-aligned pilot projects are best targeted at:

- male and female beneficiaries to fulfil their genderspecific needs
- male and female beneficiaries to decrease the constraints they face to benefit from general activities in the agricultural sector
- overall society in order to reduce gender-specific constraints

-Include the paragraph on orientation of 50% of MIPs in the general paragraph on MIPs

 pilot projects often have a catalysing and innovative role, in order to fully exploit this foresee M&E of pilots



5.3. SWOT (1)

Strengths

- Weaknesses
- commitment within Belgian DC to include a gender dimension
- whereas this commitment is generally not made operational, there are instances with clear propositions (see case of RDC)
- discourse often not made operational (risk of policy evaporation)
 - ✓ suggestions included in gender paragraphs are not integrated in general paragraphs
 - ✓ gender equality not included in the basic principles, basic elements that guide diagnosis, choice of interventions
 - \checkmark gender equality not included in executive summary
 - \checkmark transversal themes not in budget simulation



5.3. SWOT (3)

Opportunities

Threats

- existence of legal basis, national strategy, policy for gender equality
- work in context of CDMT/MTEF could promote move towards programmatic approach. This opens opportunities for integration of gender dimension (gender budgeting)
- as co-secretary of thematic group on agriculture Belgium can promote integration of gender dimension

- gender equality not included in agricultural policy note and laws
- weak gender apparatus at central and decentralised level, within and outside government (lack of financial, human, organisational capacity)
- CSO (and in particular women's organisations) do not participate much in different phases of agricultural policies and programmes or in different entry points



5.3. SWOT (2)

Threats

 as member of thematic group 'social protection, gender and urban poverty' Belgium can help to redynamise the thematic group which could function as coordination body for interventions specifically focused at gender equality and women's empowerment

 focus on decentralised level opens opportunities for integration of gender in agricultural sector's content & structures. Probably more room of manoeuvre at decentralised level than at central level







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Brussels, January 28th



Annex 1: PD through a gender lens: opportunities & challenges (1)

Key-principles	Opportunities	Challenges
Ownership	 ↑ effective implementation of policies -most countries have national gender plans & apparatus 	 misused as excuse to abandon responsibility national gender policies often marginalised national gender apparatus often weak
Harmonisation	 -clarification of notions -reduction of confusion -joint analytical work -harmonise programming and funding for gender equality and empowerment 	-gender concerns sidelined to reach consensus -harmonisation towards the lower end -sectoral focus > horizontal issues



Annex 1: PD through a gender lens: opportunities & challenges (2)

Key-principles	Opportunities	Challenges
Alignment	 -↑ gender mainstreaming through influence and dialogue at the overall sector & macrolevel (↔ projects) -integration of gender perspective in BS entry points .policy dialogue .appraisal and monitoring of quality of national plans and processes and systems .capacity building .M&E exercises (joint reviews, etc.) -room for `gender equality' & empowerment projects (agenda-setting track) in portfolio approaches 	-uncritical alignment to gender-blind policies & processes -curtailing of donor's agenda-setting 'gender equality' & 'empowerment' track

Annex 1: PD through a gender lens: opportunities & challenges (3)

Key- principles	Opportunities	Challenges
Management for development results	 -collection of evidence about results -focus on targets diminishes policy evaporation -analysis of failing development results could identify gender- blindness as a causal factor -similarities among results- oriented budgeting and gender budgeting 	 'gender equality' and 'women's empowerment' often not captured in targets indicatorism and lack of analysis of failing results 'management for results' often misinterpreted as 'management by results' -reductionist focus on gender equality in education -lack of (use) of sex-disaggregated data
Mutual accountability	-assessment of gender- sensitivity of donor practices -participation of non-state gender actors in accountability and review exercises -use of gender budgeting as	 -accountability reduced to a narrow interpretation of aid effectiveness -absence of a strong gender demand side among non-state actors
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