



Integration of a gender dimension in the Sector Budget Support for Decentralised Agriculture in Rwanda

FfGE-ILO/ITC

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Kigali, June 2012

Outline

1. Aim of mission
2. Background
3. Methodology

4. FINDINGS

4.1. Assessment of current degree of gender mainstreaming SBSP (+ handout)

4.2. How to improve?

- general principles & entry points
- the momentum
- proposed results-based action plan (+ handout)

5. DISCUSSION

1. Aim of the mission

- Elaboration of a draft gender mainstreaming strategy for the sector budget support to the Agricultural sector (SBSP agriculture)
 - Assessment of current degree of GM
 - Identification of entry points + tools for GM
 - ✓ EU Gender Action Plan
 - Results-based action plan with objectives, activities, timeline, resources, responsible, etc.

- To start a capacity building process among selected stakeholders

1.

- EU Action Plan for Gender Equality and Women's Empowerment 2010-2015
 - commitments
 - accountability/Incentive structure: indicators & targets & annual review

- changing aid modalities & GEWE
 - opportunities & challenges
 - ✓ Move upwards: ↑ gender mainstreaming BUT not automatic

 - ✓ Country-ownership: ↑ implementation BUT gender not necessarily priority

 - ✓ Results-orientation: ↓ policy evaporation BUT gender often difficult to capture in indicators, similarities ROB & GRB

 - ✓ Accountability: also for gender objectives BUT domestic/international accountability actors also not necessarily gender-sensitive

2. Background (cont.)

➤ changing aid modalities & GEWE

- shifting responsibilities
 - ✓ country leadership
 - ✓ donors (can) use entry points to influence



EU & EUD :

- ✓ committed (EU Gender Action Plan) + incentives
- ✓ capacity building is ongoing
- ✓ **need to translate commitments to concrete strategies for programmes & for countries**

3. Methodology

➤ documentary review

- preliminary gender review of SBSP
- review of gender-sensitivity of agricultural sector (PSTAI)
- review of ongoing GM activities of government & other actors (harmonization & alignment)
- preliminary identification of entry points for gender mainstreaming

➤ interviews/discussion with different stakeholders

- EUD (agriculture programme staff – PFM staff - gender focal point)
- inside government: agriculture + gender (alignment)
- outside government : donors + cso (harmonisation)

to fill evidence gaps & identify opportunities & feasible actions

3. Methodology (cont.)

➤ workshop (1,5 days)

- own assessment of actual GM of SBSP (gender review)
- discussion of preliminary reviews done by researcher
- overview of possible entry points + tools
- identification/selection of entry points + tools

4. FINDINGS

4.1. Actual degree of gender mainstreaming of SBSP

- generally low
- more in later phases than earlier phases (exceptional)
- see handout for detailed overview

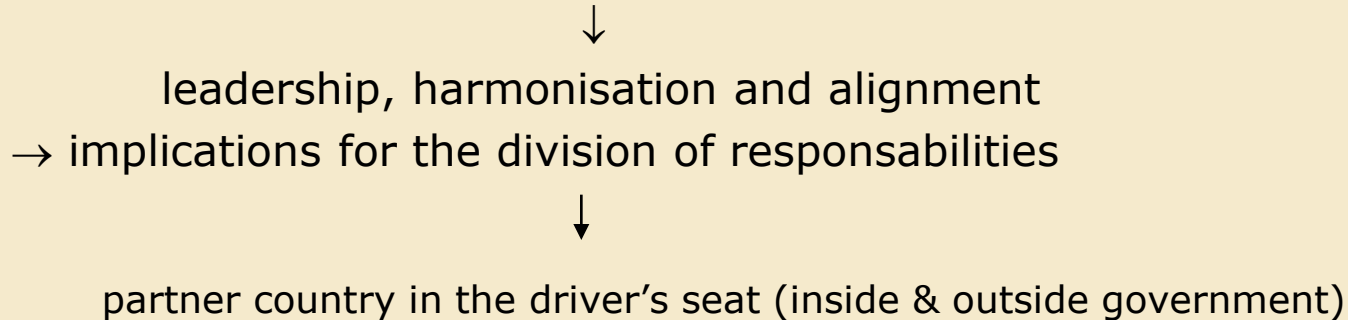
4. FINDINGS (cont.)

4.2. How to improve?

- General principles
 - Momentum for GM in SBSP
- proposal GM-strategy (handout)

➤ general principles

- suggestions for improvement → conform basic principles new aid modalities



specific gender actors

'gender' ministry, gender focal points,
specific parliamentary committees,
'gender' researchers , gender CSO

key actors anyway involved

ministry of finance & planning, policy & budget & M/E officials
in line ministries, CSO, parliament, research institutes

- And donors?

- overview donor entry points
 - Ex-ante assessment of national and sectoral policies and programmes
 - Ex-ante assessment of national and sectoral institutions
 - Ex-ante assessment of capacity of domestic non-state actors

 - Financing – disbursement modalities (tranches)

 - Policy dialogue (evidence-based)
 - Monitoring
 - ✓ (joint) sector working groups
 - ✓ (joint) sector dialogue
 - Evaluation

 - Projects (portfolio approach)
 - ✓ Capacity building
 - ✓ Innovative pilot projects

▪ suggestions to engender entry points

Donor entry points	↑ Gender-sensitivity
Ex-ante assessment of national and sector policies and systems	<ul style="list-style-type: none"> ▪ gender-aware policy appraisal ▪ analysis of policy & instrumentarium for gender mainstreaming (incl. gender budgeting)
Ex-ante assessment of capacity of non-governmental actors	<ul style="list-style-type: none"> ▪ analysis of gender expertise of non-governmental actors
Financing agreement	<ul style="list-style-type: none"> ▪ inclusion of gender indicators → gender on agenda of policy dialogue & M&E exercises
Policy dialogue (evidence-based)	<ul style="list-style-type: none"> ▪ inclusion of gender issues on basis of evidence generated through M&E
Monitoring	<ul style="list-style-type: none"> ▪ inclusion of gender specific indicators & disaggregation of indicators ▪ inclusion of gender in joint sector working groups (continuous M&E) ▪ inclusion of gender in joint sector reviews ▪ use of existing gender-sensitive data

▪ suggestions to engender entry points

Donor entry points	gender-sensitivity
Evaluation	<ul style="list-style-type: none"> ▪ inclusion of gender as dependent variable ▪ inclusion of gender as independent variable
Capacity building of government apparatus throughout the cycle (=diagnosis, identification of priorities & strategies, budgeting & planning and implementation, M&E)	<ul style="list-style-type: none"> ▪ actors: typical gender actors & key actors ▪ knowledge base: instrumentarium gender budgeting ▪ use of outcomes of government gender-sensitive policies/planning/budgeting/M&E (= create demand for gender-sensitivity)
Capacity-building of domestic accountability actors (=parliament, CSOs, research institutes)	<ul style="list-style-type: none"> ▪ actors: typical gender actors & key actors ▪ knowledge base: GRB ▪ use of outcomes of gender-sensitive M&E by domestic accountability actors (=create demand for gender accountability)
Innovative pilot interventions	<ul style="list-style-type: none"> ▪ interventions specifically targeted at women's empowerment

- (organisational) changes within donor agencies
 - Commitment
 - Capacity
 - ✓ building (specific) gender expertise of key actors anyway involved (thematic & PFM experts)
 - ✓ reinforcing capacities of gender experts (macro-economic/political analysis, general policy analysis, expertise related to budgeting, implementation, M&E)
 - ✓ strategic positioning of gender expertise
 - ✓ stimulate cooperation among gender & sector & pfm expertise (GRB as 'bridging' frame)
 - Incentives
 - ✓ sticks, carrots, naming & shaming

➤ Momentum for GM in SBSP agriculture Rwanda

- Commitment & incentives: EU GAP
- Key success ingredients in place

COUNTRY / SECTOR	DONOR (EUD)
<ul style="list-style-type: none"> ✓ national gender commitments ✓ MINECOFIN & NISR & some key line ministries familiar with GRB ✓ new budget law will include compulsory reporting on GBS ✓ parliament (budget committee) takes up more active role in enforcement of GBS ✓ strong state effectiveness ✓ MINAGRI committed ✓ Gender Action Plan in place ✓ MINAGRI "championship" incentivizes 	<ul style="list-style-type: none"> ✓ EU(D) committed ✓ EUD will positioned and powerful (key BS donor) ✓ EUD in agriculture ✓ application of EU GAP + ✓ potential spillovers of GM strategy to other sectors ✓ other (EU) donors willing to support GM-agenda

➤ momentum for GM in SBSP in place (cont)

○ it is right moment

- ✓ new EDPRS
- ✓ new PSTA
- ✓ GAS + costing plan exists

BUT

needs to be taken forward, if not could be potentially negative (fatigue!)

➤ **proposal GM strategy**

➤ see [handout](#)



Thank you!



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

Key-principles	Opportunities	Challenges
Ownership	<ul style="list-style-type: none"> -↑ effective implementation of policies -most countries have national gender plans & apparatus 	<ul style="list-style-type: none"> -misused as excuse to abandon responsibility -national gender policies often marginalised -national gender apparatus often weak
Harmonisation	<ul style="list-style-type: none"> -clarification of notions -reduction of confusion -joint analytical work -harmonise programming and funding for gender equality and empowerment 	<ul style="list-style-type: none"> -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
<p>Alignment</p>	<ul style="list-style-type: none"> -↑ gender mainstreaming through influence and dialogue at the overall sector & macrolevel (↔ projects) -integration of gender perspective in BS entry points <ul style="list-style-type: none"> .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 	<ul style="list-style-type: none"> -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
<p>Management for development results</p>	<ul style="list-style-type: none"> -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 	<ul style="list-style-type: none"> -‘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
<p>Mutual accountability</p>	<ul style="list-style-type: none"> -assessment of gender-sensitivity of donor practices -participation of non-state gender actors in accountability and review exercises -use of gender budgeting as accountability instrument 	<ul style="list-style-type: none"> -accountability reduced to a narrow interpretation of aid effectiveness -absence of a strong gender demand side among non-state actors