

# **Gender equality and donor entry points under the New Aid Modalities**

**Operationalisation of the gender dimension in the  
instructions of the Belgian Indicative Cooperation  
Programmes and Joint Commissions (06/02/2009)**

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## List of abbreviations

BTC	Belgian Technical Cooperation
CM	Commission Mixte
D1	Directorate 1 (Governmental programmes)
DGDC	Directorate-General for Development Cooperation
DRC	Democratic Republic of the Congo
ICP	Indicative Cooperation Programme
IOB	Institute of Development Policy and Development
JC	Joint Commission
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MTEF	Medium Term Expenditure Framework
PAF	Performance Assessment Frameworks
PFM	Public Finance Management
PIC	Programme Indicatif de Cooperation
TFD	Technical and Financial Dossier

## Executive summary

The new instructions for the preparation of the Indicative Cooperation Programmes and Joint Commissions (06/02/2009) clearly highlight the importance of a better integration of the three transversal themes (gender, environment and children's rights), which have to be taken into account in all the phases leading up to a new Indicative Cooperation Programme (ICP), as well as in the priority sectors specified within the ICP. The integration of a gender perspective into the instructions is a first important step to stimulate more gender sensitive aid. The operationalisation and actual implementation of these instructions is a second, often more challenging, activity.

The objective of this policy advisory research performed within the framework of the O\*platform 'Improved Aid Architecture and Aid Effectiveness' (Institute of Development Policy and Management (IOB)) is to support the attachés, D1 and the Belgian Technical Cooperation (BTC) in the operationalisation of the instructions through the development of tools for a better integration of the gender dimension, more specifically in the agricultural/rural development sector, which has become a priority sector for Belgian bilateral aid in several partner countries. Besides the operationalisation of the instructions, this document provides information on gender equality in the context of the New Aid Architecture and the Paris Declaration, gender mainstreaming in the agricultural/ rural development sector, the entry points donors could use to support gender mainstreaming and specific information and recommendations on the existing mainstreaming of gender equality in the agricultural/rural development sector in Mali, Burundi and Democratic Republic of Congo (DRC).

The shift in aid modalities from projects to programme oriented aid opens a number of opportunities for gender equality while it at the same time entails a number of challenges and risks. The evolution from full donor control over the content and processes of isolated projects or programmes towards an influence of donors over broader sector and national policies and systems gives in theory more chances for the integration of transversal themes like gender. If a gender dimension is successfully integrated at the level of sector policy/ programmes and national poverty reduction policy/ programmes, it will create a higher and more sustainable impact on gender equality and emancipation than the effects created by gender-sensitive small scale projects.

As a result of the changing division of responsibilities, the leadership for the integration of a gender dimension in agricultural policies and processes is in hands of the partner countries. In practice opportunities for the integration of a gender dimension have so far not fully been realised, especially not in productive sectors like agriculture. The lack of attention for the role of women in policy, programmes and projects poses a threat to the effectiveness of the agricultural development agenda and the achievement of the MDGs, especially MDG 1 (halving poverty and hunger). Governance reforms relevant for agriculture could be considered gender sensitive if they are (1) sensitive to gender differentials; (2) gender specific; (3) empowering to women; or (4) transformative. In order to have a positive effect on gender equality, a gender dimension should be mainstreamed in all phases of an agricultural programme, from diagnosis to monitoring and evaluation (M&E). Table 3.1 gives an overview of how gender equality should be mainstreamed in the different phases.

Over time the Ministry of Agriculture itself should be able to include a gender dimension in all phases of a programme cycle, up till then donors could support the ministry by using different entry points. The inclusion of gender elements in the diagnosis and the ICP constitutes a first entry point for Belgium to promote the inclusion of gender equality into the agriculture/rural development sector of a partner country. Other entry points are the inclusion of gender sensitive issues in the policy dialogue, capacity building of gender actors and other key

actors, inclusion of gender equality in M&E mechanisms and well-aligned projects (see table 4.1).

The commitment to integrate gender equality within the Belgian development cooperation demonstrated by the Directorate-General for Development Cooperation (DGDC) through the integration of gender equality elements into the new instructions of the Indicative Cooperation Programmes and Joint Commissions and this present exercise to operationalise them, needs to be translated into appropriate operational directives, adequate human and organisational capacities and clear-cut incentives in order to avoid policy evaporation. The instructions for the diagnosis consist of 13 elements of which five have specific gender instructions: 'poverty reduction', 'policy dialogue and coordination', 'monitoring', 'financing' and 'Belgian bilateral cooperation'. Examples of questions which could be asked in order to operationalise the gender instructions are provided in table 4.2. Questions to be asked/directives for the operationalisation of the gender instructions for the elaboration of the ICP are provided in table 4.3.

Section five includes results of the (desk) case studies for Mali, Burundi and the Democratic Republic of Congo (DRC). The ICP of Mali had already been elaborated before the new instructions came into force, Burundi and the DRC recently elaborated their basic documents as a preparation of the ICP 2010-2013. Tables 5.1, 5.2 and 5.3 show the integration of a gender equality perspective in different entry points of the Belgian Cooperation in the agricultural sector with respectively Mali, Burundi and the DRC and provide comments and suggestions for improvement.

## 1. Introduction

The new instructions for the preparation of the Indicative Cooperation Programmes and Joint Commissions clearly highlight the importance of a better integration of the three transversal themes (gender, environment and children's rights). These transversal themes have to be taken into account in all the phases leading up to a new Indicative Cooperation Programme (ICP), as well as in the priority sectors specified within the ICP:

*« Dans chacune des différentes phases du processus préparatoire à un PIC/une CM, il y a lieu de tenir compte des thèmes transversaux (principalement le genre, l'environnement, les droits de l'enfant). Ces thèmes doivent par ailleurs être intégrés dans les secteurs prioritaires afin de contribuer à des résultats mesurables (outputs, outcomes et impact) en matière d'égalité entre les hommes et les femmes et d'"empowerment" (autonomisation et renforcement des capacités des femmes), d'environnement durable et de respect des droits de l'enfant, conformément aux engagements internationaux, et ce, en vue d'accroître les effets de l'aide en matière de lutte contre la pauvreté et les inégalités, de consolider la croissance et d'accélérer les avancées vers les Objectifs du Millénaire ».<sup>1</sup>*

The integration of a gender perspective into the instructions is a first important step to stimulate more gender sensitive aid. The operationalisation and actual implementation of these instructions is a second, often more challenging, activity.

The objective of this policy advisory research performed within the framework of the O\*platform 'Improved Aid Architecture and Aid Effectiveness' (Institute of Development Policy and Management (IOB)) is to support the attachés, D1 and the Belgian Technical Cooperation (BTC) in the operationalisation of the instructions through the development of tools for a better integration of the gender dimension, more specifically in the agricultural/rural development sector, which has become a priority sector for Belgian bilateral aid in several partner countries.

The structure of this document is as follows: chapter two briefly introduces the topic of gender equality in the context of the New Aid Architecture and the Paris Declaration, chapter three gives some brief information on gender mainstreaming in the agricultural/ rural development sector and provides a tabular overview of how a partner country, with the support of donors, could mainstream gender equality in the different phases of a programme cycle (analysis, programming/ formulation, budgeting and implementation and monitoring and evaluation). Chapter four focuses on the role of donors, by providing an overview of the entry points donors could use in their support of gender equality in the agricultural/ rural development sector and by operationalising the gender elements in the instructions for the preparation of the Indicative Cooperation Programmes and Joint Commissions. Subsequently, chapter five gives an overview of the entry points which are presently used by Belgium in the case of Mali, Burundi and the Democratic Republic of the Congo (DRC) and suggestions on how the use of these entry points could be improved. Finally, chapter six provides preliminary conclusions and some recommendations.

## 2. Gender equality in the context of the New Aid Architecture and the Paris Declaration

With the aim to improve the effectiveness of aid and to achieve development results a shift is taking place in the aid modalities for developing countries, from traditional projects to more programme oriented aid and budget support. Related to this shift is the evolution from donor

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<sup>1</sup> Instructions concernant la préparation du Programme Indicatif de Coopération (PIC) et de la Commission Mixte (CM), envoyées par télcop le 06/02/09.

control over the content and processes of isolated projects or programmes towards an influence of donors over broader sector and national policies and systems while the control/ leadership is in hands of the partner countries (Holvoet and Inberg, 2009). It is up to the partner countries to develop the content of policy and programmes and to build qualitative and reliable government systems in order to elaborate, budget, plan, implement, monitor and evaluate programmes (Holvoet, 2006).

The change to the support of sector policy/ programmes and national poverty reduction policy/ programmes gives in theory more chances for the integration of transversal themes like gender, which need a more global approach. It is expected that the integration of a gender dimension at the level of sector policy/ programmes and national poverty reduction policy/ programmes will create a higher and more sustainable impact on gender equality and emancipation than the effects created by small scale projects (Holvoet, 2006).

The shift in aid modalities is confirmed in the Paris Declaration (2005) in which commitments for donor and partner countries are established to reform aid modalities. While gender equality is largely neglected in the Paris Declaration, the rationale for a gender-sensitive Paris Declaration is straightforward. First of all, most countries signed the Convention on the Elimination of Discrimination Against Women (CEDAW), the Beijing Platform of Action and the Millennium Declaration, hereby underscoring the importance of gender equality as a fundamental right and an important policy objective (equality argument). Second, since gender equality and women's empowerment is central to development, ignoring gender equality in the Paris Declaration jeopardises the achievements of the Millennium Development Goals (MDGs) and national development strategies (Chiwara and Karadenizli, 2008) (effectiveness and efficiency arguments). Each of the principles of the Paris Declaration (ownership, alignment, harmonisation, management for development results and mutual accountability) entails both opportunities and challenges for gender equality (see annex 1 for an overview).

As a result of the changing division of responsibilities, the leadership for the integration of gender dimension in agricultural policies and processes is in hands of the partner countries. Why gender equality should be mainstreamed in the agricultural/ rural development sector and how partner countries could achieve this is described in the next chapter. As donors still have their own responsibilities to address gender equality and women's empowerment chapter four focuses on the entry points donors could use to promote gender mainstreaming.

### **3. Gender mainstreaming in the agricultural/ rural development sector**

#### **3.1 The importance of gender mainstreaming**

Even though the shift from (sometimes) isolated projects to the support of sector programmes offers opportunities to integrate a gender dimension, in practice opportunities have so far not fully been realised: there is a continuous focus of gender activities on the soft sectors like education and health, a decreasing attention for gender equality throughout the different phases of sector programmes, a lack of integration of existing national gender policy papers in sector programmes and the indifference of donors to how partner countries integrate gender equality in their sector programmes (Holvoet, 2006a).

Generally sector programmes in the agricultural/rural development sector are not yet well developed. In existing agricultural/rural development policies and projects the role of women is often not recognised. While women play an essential role in agriculture, their access to and control over resources like land, labour, financial services, water, rural infrastructure and technology is often limited, hereby undermining a sustainable and inclusive development of the agriculture/rural development sector (World Bank, FAO and IFAD, 2008). It has been



proved that women’s increased access to and control over resources and markets leads to increased household productivity and sustained benefits for the overall economy (Ashby et al.2008). The lack of attention for the role of women in policy, programmes and projects poses a threat to the effectiveness of the agricultural development agenda and the achievement of the MDGs, especially MDG 1 (halving poverty and hunger) (World Bank, FAO and IFAD, 2008).

The Gender in Agricultural Sourcebook (World Bank, FAO and IFAD, 2008) informs that governance reforms relevant for agriculture could be considered gender sensitive if they are ‘(1) sensitive to gender differentials, for instance, by making sure that women in the agricultural sector do not lose out in the reform process; (2) gender specific, that is, by addressing specific needs that differ between men and women engaged in agriculture; (3) empowering to women, for instance, by making provisions for affirmative action and creating more opportunities for rural women’s participation in political processes; or (4) transformative, for instance, by attempting to change prevalent attitudes and social norms that leads to discrimination against rural women’ (World Bank, FAO and IFAD, 2008: 23).

**3.2 How to mainstream gender equality**

In order to have a positive effect on gender equality, a gender dimension should be mainstreamed in all phases of an agricultural programme, from diagnosis to monitoring and evaluation (M&E). Table 3.1 gives a global overview of how this could be done.

*Table 3.1 Gender mainstreaming in the different phases of a programme cycle in the agricultural/rural development sector*

<b>Phases</b>	<b>Mainstreaming of gender equality</b>
Analysis	<ul style="list-style-type: none"> <li>- Identification of different take-off positions and priorities of men and women in the agricultural/ rural development sector, with questions such as (see also table 4.2 for more examples):               <ul style="list-style-type: none"> <li>+ What is the access and control of men and women over different relevant production factors such as land, (micro) finance, agricultural labour, fertilizers, agricultural extension services?</li> <li>+ What is the level of income generated from agricultural activities for both men- and women controlled crops?</li> <li>+ How do men’s and women’s distinctive roles in agriculture and livestock production contribute to development goals, such as improvement of household nutrition and welfare and internal and external growth of the agriculture and livestock sector?</li> <li>+ Are men and women organised to increase their agricultural productivity, and if so, how are they organised? What are the implications of men’s and women’s different forms of organisation for providing agricultural technology services to them?</li> </ul> </li>   <li>Analysis of the past/current gender sensitivity of the agricultural policy and programmes, with questions such as (see also table 4.2. for more examples) :               <ul style="list-style-type: none"> <li>+ Do the objectives of the agricultural programme address critical gender-specific needs and constraints related to the agricultural sector?</li> <li>+ Does the sector policy/ strategy include specific gender equality objectives, targets and indicators?</li> <li>+ Are there adequate resources for implementing ‘gender-responsive’ policies which address gender-specific needs and constraints?</li> </ul> </li> </ul>

Phases	Mainstreaming of gender equality
	<ul style="list-style-type: none"> <li>- Analysis of the existing capacity for gender mainstreaming and gender budgeting within the Ministry of Agriculture, with questions such as (see also table 4.3 for more examples):               <ul style="list-style-type: none"> <li>+ Has staff in the Ministry of Agriculture been exposed to gender training?</li> <li>+ What is the capacity of the Ministry of Agriculture with respect to the collection and compilation of sex-disaggregated data and qualitative information?</li> <li>+ What is the capacity of the Ministry of Agriculture with and/ or institutions concerned with gender equality to perform gender budget analyses?</li> </ul> </li>   <li>- Analysis of the presence of commitment and incentives for gender mainstreaming within the Ministry of Agriculture, with questions such as:               <ul style="list-style-type: none"> <li>+ Does senior management demonstrate commitment to gender equality?</li> <li>+ Are staff encouraged or rewarded for integrating gender equality into their work (use of carrots)?</li> <li>+ Are staff punished for not integrating gender equality into their work (use of sticks)?</li> <li>+ Are high-level statements of endorsement and advocacy used (use of sermons<sup>2</sup>)?</li> </ul> </li> </ul>
Programming/ formulation	<ul style="list-style-type: none"> <li>- On the basis of the gender-sensitive analysis, formulation of gender-specific programmes/ projects which address specific needs and constraints of men and women and mainstreaming of gender in other agricultural programmes/ projects (inclusion of a gender perspective in the different levels of a logframe):               <ul style="list-style-type: none"> <li>+ Promotion of gender equality in policy development: emphasise policy measures supporting women's access to land, agricultural inputs and services at affordable prices and up-to-standard quality and encourage policies to promote financial services to the poor and to women.</li> <li>+ Support to women's access to financial services for agricultural purposes.</li> <li>+ Improvement of access to information, extension services and training for poor farming women.</li> <li>+ Support to training of female extension workers.</li> <li>+ Support to adequate storage facilities which are accessible to women and men.</li> <li>+ Improvement of access to market infrastructure for women and men.</li> <li>+ Support to judiciary systems to become gender sensitive in handling of land cases and contractual disputes.</li> <li>+ Support to information and advocacy campaigns on women's rights to own land.</li> </ul> </li>   <li>- Identification of capacity building programmes to strengthen the existing capacity for gender mainstreaming:               <ul style="list-style-type: none"> <li>+ Focus on supply side: gender focal points and key actors involved in sector policy-making and strategic framework design.</li> <li>+ Focus on demand side: promotion of representation of women and men, and women's organisations, in sector consultation processes at national and sub-national levels and build their capacity.</li> </ul> </li> </ul>

<sup>2</sup> Maykay (2007) distinguishes among three types of incentives: carrots, sticks and sermons.

Phases	Mainstreaming of gender equality
	<ul style="list-style-type: none"> <li>- Identification of sex-disaggregated indicators and gender equality indicators for M&amp;E, e.g. (see annex 2 for more examples):</li> <li>+ Level of income generated from agricultural activities for both men- and women-controlled crops.</li> <li>+ Percentage of women who have control over or joint control over family income and farm products.</li> </ul>
Budgeting en implementation	<ul style="list-style-type: none"> <li>- Allocation of budgets to gender-specific programmes/ projects identified in previous stages of the intervention cycle.</li> <li>- Integration of a gender dimension in results-based management and budgeting, e.g.:               <ul style="list-style-type: none"> <li>+ The integration of a gender dimension in logframes.</li> <li>+ The integration of a gender dimension within the MTEF.</li> <li>+ The integration of a gender dimension in budget guidelines.</li> </ul> </li> </ul>
Monitoring and evaluation	<p>Integration of a gender dimension in joint budget reviews, joint sector reviews, performance assessment frameworks, sector working groups and (joint) evaluations, e.g.:</p> <ul style="list-style-type: none"> <li>- Inclusion of gender issues in terms of reference for and reports of joint sector reviews.</li> <li>- Inclusion of gender specific indicators in results frameworks and mechanism to track expenditure; assess performance and demonstrate impact on gender equality in the agriculture sector.</li> <li>- Support to gender working groups in the agricultural sector and monitoring of their impact.</li> <li>- Inclusion of gender equality on the agenda of other working groups.</li> <li>- Support to the collection, dissemination and use of data on gender equality (sex-disaggregated data, quantitative and qualitative data on gender equality indicators) by policy makers, those drafting the sector policy/programme and those monitoring and evaluating its implementation.</li> <li>- Support to the development of an independent role for civil society in holding government and donors to account for gender equality results.</li> <li>- Inclusion of a gender dimension during analyses of non-performance.</li> <li>- Support to studies on the impact of policies and regulations on women and men.</li> </ul>

Source: OECD/DAC (2008), Holvoet (2007), Ministry of Foreign Affairs of Denmark (2008)

Over time the Ministry of Agriculture itself should be able to include a gender dimension in all phases of a programme cycle, up till then donors could support the Ministry by using different entry points. The next chapter elaborates on different entry points for the promotion of gender equality.

## 4. Donors' support to gender mainstreaming in the agricultural/ rural development sector

### 4.1 Donors' entry points for promotion of gender equality in sector policy and programmes

Table 4.1 gives an overview of different entry points for the promotion of gender equality in sector policies and programmes. The inclusion of gender elements in the diagnosis and the ICP constitutes a first entry point for Belgium. If the analysis points out that the Ministry of Agriculture has a gender sensitive policy and sufficient gender capacity, Belgium could support and facilitate gender equality further through the policy dialogue, the set up or participation in a joint gender sector working group, the inclusion of gender issues in other sector working groups in which it participates and the inclusion of gender issues in M&E exercises such as joint sector reviews. If results of the analysis at the moment of the preparation of the ICP show that the agricultural policy is not yet gender sensitive and/or when there is insufficient gender capacity within the Ministry of Agriculture, Belgium could use in addition other entry points such as capacity building and/or well-aligned projects to promote the integration of a gender dimension in the agricultural sector.

*Table 4.1: Donor entry points for promotion of gender equality in sector policy and programmes*

<b>Donor entry points</b>	<b>↑ Gender-sensitivity</b>
Preparation of indicative cooperation programmes: diagnosis	<ul style="list-style-type: none"> <li>- Integration of gender issues in analysis of quality of national or sector policy and programmes (analysis of content).</li> <li>- Analysis of existing capacity for gender mainstreaming (analysis of the underlying institutional apparatus).</li> </ul>
Preparation of indicative cooperation programmes: programming/budgeting	<ul style="list-style-type: none"> <li>- Integration of results of analysis in elaboration of ICP and sector programmes (the elaboration of the ICP usually also already information on the use of the other entry points mentioned hereafter).</li> </ul>
Policy dialogue	<ul style="list-style-type: none"> <li>- Inclusion of gender-sensitive issues (based on results of analysis).</li> </ul>
Capacity building	<ul style="list-style-type: none"> <li>- Strengthening of capacity of gender actors.</li> <li>- Strengthening of gender expertise of other key actors (particularly interesting in this regard in the use of gender budgeting).</li> </ul>
M&E	<ul style="list-style-type: none"> <li>- Set up of gender (sector) working group.</li> <li>- Inclusion of gender issues in other (sector) working groups.</li> <li>- Inclusion of specific indicators for gender equality &amp; empowerment (in PAFs).</li> <li>- Sex-desaggregation of indicators &amp; targets (in PAFs).</li> <li>- Integration of gender dimension in (joint sector) reviews, (joint) evaluations.</li> </ul>
Well-aligned pilot projects	<ul style="list-style-type: none"> <li>- Projects specifically targeted at gender equality and women's empowerment.</li> </ul>

The instructions of February 2009 include a gender equality perspective. Section 4.2 gives suggestions on how to operationalise these instructions. By integrating gender equality elements into the new instructions of the ICP and JC and by making these more operational, the Directorate-General for Development Cooperation (DGDC) has demonstrated that there is a commitment to integrate gender equality within Belgian development cooperation. However, since commitment to gender equality and a gender-sensitive policy discourse does not automatically lead to gender sensitive practice, this commitment also needs to be supported by adequate human and organisational capacities and clear-cut incentives in order to avoid policy evaporation (Holvoet and Inberg, 2009).

## **4.2 Operationalisation of the instructions for the preparation of the ICPs and JCs**

The instructions concern the diagnosis phase and the elaboration of the ICP. The gender equality elements which are presently included in these two phases are operationalised in the sections below (4.2.1 and 4.2.2) through the formulation of questions/directives for each of these elements.

### **4.2.1 Diagnosis**

The instructions for the diagnosis consist of 13 elements: poverty reduction, harmonization and alignment, policy dialogue and coordination, monitoring, good governance, financing, civil society and private sector, regional context, Belgian bilateral cooperation, fragile states, other Belgian financing channels, budget support and other useful analysis or information. Specific instructions for the integration of gender equality are provided for five elements. The table below identifies selected questions which might be helpful in the operationalisation of the gender dimension in these five elements.

Table 4.2 Suggestions to make the gender dimension into the diagnosis phase of the ICP more operational (focus on the agricultural rural development sector)

Elements	Integration of gender dimension as mentioned in the existing instructions	Questions to be asked
Poverty reduction	Analysis of the translation and budgeting of national gender equality strategies in sector strategies.	<p><i>Process</i></p> <ul style="list-style-type: none"> <li>- Have both women's and men's views, needs, constraints and opportunities been taken into account when formulating the policy/ strategy of the agricultural/ rural development sector?</li> <li>- To which extent did women and/ or gender experts participate effectively in the diagnosis, identification of priorities, planning, budgeting, implementation and M&amp;E of the sector policy/ strategy?</li> <li>- Do key actors involved in sector policy-making and strategic framework design have the necessary gender expertise?</li> </ul> <p><i>Content</i></p> <ul style="list-style-type: none"> <li>- Do the objectives of the sector policy/strategy take into account national gender equality goals?</li> <li>- Do the objectives of the sector also address critical gender-specific needs and constraints related to the agricultural sector?</li> <li>- Are targets and indicators for the sector disaggregated by sex?</li> <li>- Does the sector policy/ strategy include specific gender equality objectives, targets and indicators?</li> </ul> <p><i>Resources</i></p> <ul style="list-style-type: none"> <li>- Are there adequate resources for implementing 'gender-responsive' policies which address gender-specific needs and constraints?</li> <li>- Have specific gender budgeting instruments been used when drawing up the sector policy?</li> </ul>
	Analysis of the attention to sectors and transversal themes that are important for the attainment of the MDG's, including an own budget allocation in the Medium Term Expenditure Framework (MTEF).	<ul style="list-style-type: none"> <li>- Is sufficient budget foreseen in the MTEF for the agricultural/ rural development sector (important for the attainment of especially MDG 1) and gender equality (important for the attainment of especially MDG 3)?</li> </ul>

Elements	Integration of gender dimension as mentioned in the existing instructions	Questions to be asked
	Analysis of equal treatment of men and women in political, economic and social field, in different sectors and domains, progress made and existing problems (statistical “gender disaggregated” data).	<p>Questions which specifically relate to the agricultural sector:</p> <ul style="list-style-type: none"> <li>- What is the level of income generated from agricultural activities for both men- and women controlled crops?</li> <li>- What is the difference in income level between women- and men-headed households?</li> <li>- What are the differences in food and cash crops grown by men and women?</li> <li>- How do men’s and women’s distinctive roles in agriculture and livestock production contribute to development goals, such as improvement of household nutrition and welfare and internal and external growth of the agriculture and livestock sector?</li> <li>- What is the distribution of workload: working hours of rural women?</li> <li>- What is the percentage of women who have control or joint control over family income and farm products?</li> <li>- What is the percentage of women who have access to and control or joint control over resources like land, labour, financial services, water, rural infrastructure and technology?</li> <li>- Are there gender differences in the constraints to ownership over productive resources, including land, financial services, labour and technology?</li> <li>- Are men and women organised to increase their agricultural productivity, and if so, how are they organised? What are the implications of men’s and women’s different forms of organisation for providing agricultural technology services to them?</li> </ul>
Policy dialogue and coordination	Assessment of the results of general policy dialogue between donors and partner country concerning gender equality.	<ul style="list-style-type: none"> <li>- Are gender-sensitive issues (see questions above for possible issues) included in the policy dialogue?</li> </ul>
	Assessment of the results of donor coordination concerning gender equality.	<ul style="list-style-type: none"> <li>- Did gender equality policy and objectives for the sector form part of the dialogue between donors?</li> <li>- What are existing mechanisms for dialogue on gender mainstreaming in the sector? Is there a specific gender working group or are gender</li> </ul>

Elements	Integration of gender dimension as mentioned in the existing instructions	Questions to be asked
		<p>issues addressed in all sector working groups? What is the need for such mechanism, within the larger donor coordination process?</p> <ul style="list-style-type: none"> <li>- Is gender equality integrated in joint processes like joint budget reviews, joint sector reviews, performance assessment frameworks, sector working groups etc.?</li> </ul>
	<p>Analysis of the capacity and participation of women organisations in the policy dialogue at national, sectoral and thematic level and their results.</p>	<ul style="list-style-type: none"> <li>- To which extent did women organisations participate effectively in the diagnosis, identification of priorities, planning, budgeting, implementation and M&amp;E of the sector policy/strategy?</li> <li>- What is the capacity of those women organisations who were involved in the different processes?</li> </ul>
Monitoring	<p>Analysis of the quality of the monitoring of development strategies or –plans, which could be important for Belgium in the sector choice, with special attention to the integration of gender.</p>	<ul style="list-style-type: none"> <li>- Are input, output, outcome and impact indicators and targets disaggregated by sex?</li> <li>- Are specific indicators for gender equality and empowerment identified and monitored?</li> <li>- Are results of gender-sensitive M&amp;E exercises (e.g. gender budget statement) reported?</li> </ul>
Financing	<p>Analysis of the financing needs per sector, inclusive for gender equality.</p>	<ul style="list-style-type: none"> <li>- Are gender-sensitive priorities identified in the programming phase also budgeted for?</li> <li>- Is a gender dimension integrated in results-based management and budgeting?</li> </ul>
Belgian bilateral cooperation	<p>Assessment of the results of the last portfolio, at different levels, with special attention to gender equality and other transversal themes.</p>	<ul style="list-style-type: none"> <li>- Were the means enough to stimulate gender equality?</li> <li>- Did men and women have equal access to activities?</li> <li>- Did the outputs contribute towards gender equality?</li> <li>- To what extent did men and women benefit from the outputs?</li> <li>- Did the achievement of the objectives in the agricultural/ rural development programme contribute to gender equality?</li> <li>- Is there a gender-specific impact of the agricultural/ rural development programme of the last portfolio? (What kind of impact is there on men and women?)</li> </ul>

Sources: DGCD (2009), European Commission (2004), Holvoet (2006a and 2006b), World Bank, FAO, IFAD (2008), Bamberger et al. (2001)



## 4.2.2 Elaboration of the ICP

After the minister agrees with the conclusions made in the diagnosis, the elaboration of the ICP starts. Table 4.3 lists selected questions and directives for the operationalisation of the gender specific instructions in this phase.

*Table 4.3 Suggestions to make the gender dimension in the elaboration phase of the ICP more operational (focus on the agricultural rural development sector)*

<b>Gender equality elements (as mentioned in the instructions)</b>	<b>Questions to be asked/ directives</b>
<p>Short institutional analysis of the potential partner organisations in the chosen sectors, including the mainstreaming of gender equality.</p>	<ul style="list-style-type: none"> <li>- Has the Ministry of Agriculture a gender policy statement?</li> <li>- Does senior management demonstrate commitment to gender equality?</li> <li>- Is there a balanced representation of women and men in senior management?</li> <li>- Is there a balanced representation of men and women at all levels of staffing?</li> <li>- Has staff in the Ministry of Agriculture been exposed to gender training?</li> <li>- What is the capacity of the Ministry of Agriculture with respect to the collection and compilation of sex-disaggregated data and qualitative information?</li> <li>- What is the capacity of the Ministry of Agriculture and/or institutions concerned with gender equality to perform gender budget analysis?</li> <li>- Does the Ministry of Agriculture have links with women's organisations?</li> <li>- Does the Ministry of Agriculture have clear procedures for integration gender-concerns into programmes and projects?</li> </ul>
<p>Identification of subsectors and/ or possible interventions, including the expected results for gender equality.</p>	<ul style="list-style-type: none"> <li>- Are interventions included which address gender-specific needs and constraints in the agricultural sector?</li> <li>- Is a gender perspective included in the different levels of the logframe of the agricultural programmes?</li> <li>- Are interventions included which focus on capacity building of gender equality mechanism/apparatus in the ministry?</li> </ul> <p>(See also table 3.1. for suggestions to mainstream gender equality within the different phases in the agricultural/ rural development sector of a partner country)</p>

Gender equality elements (as mentioned in the instructions)	Questions to be asked/ directives
Proposal regarding the position of Belgium in the policy dialogue per sector, including dialogue on gender.	<ul style="list-style-type: none"> <li>- The preceding diagnosis should normally highlight:               <ul style="list-style-type: none"> <li>+ The strong and weak points in terms of gender-sensitivity of the agricultural sector.</li> <li>+ The opportunities which exist within the agricultural sector to move towards more gender-sensitivity.</li> <li>+ The actors within the agricultural sector who are more inclined towards gender-sensitivity.</li> </ul> </li> </ul> <p>This analysis should normally be helpful to determine the position of Belgium in the policy dialogue.</p>
A motivated programming of Micro Intervention Programmes (MIP); at least 50% of the MIPs are reserved for activities for the promotion of the empowerment of women.	<ul style="list-style-type: none"> <li>- Well-aligned pilot projects on behalf of gender equality and women's empowerment within the agricultural/ rural development sector could be formulated.</li> </ul>
Formulation, per sector and for other forms of cooperation, of expected specific results for gender equality and corresponding indicators for monitoring.	<ul style="list-style-type: none"> <li>- Input, output, outcome and impact indicators and targets should be disaggregated by sex (see annex 2 for examples of gender sensitive impact, outcome, output and process indicators in an Agricultural Sector Program)</li> <li>- Specific indicators for gender equality and empowerment should be identified and monitored, e.g.:               <ul style="list-style-type: none"> <li>+ Percentage of women who have access to and control over resources like land, labour, financial services, water, rural infrastructure and technology.</li> <li>+ Percentage of rural women who are organised to increase their agricultural productivity.</li> </ul> </li> </ul>

Sources: DGCD, European Commission (2004), Holvoet (2006a and 2006b)

## 5. Case studies

### 5.1 Mali

The present ICP was elaborated during the Mixed Commission in June 2008 for the period 2009-2012. The ICP thus started before the new guidelines came into force.

Belgium uses several channels for the development cooperation with Mali: direct bilateral cooperation, indirect bilateral cooperation, multilateral cooperation, financing through the Belgian Survival Fund and financing through the Belgian Investment Company for Developing Countries (BIO).

While Belgium was active in seven sectors during the last ICP, as a result of commitments to the Paris Declaration, the present ICP focuses on rural development and food security (16.1 million euro) and decentralisation and de-concentration (18.5 million euro). It is recognised that the first sector is very complementary to the second and offers the possibility to reinforce de-concentrated services (Ambassade Bamako).

The interventions which Belgium proposes in the ICP in the sector of rural development and food security are aligned with the 'Loi d'Orientation Agricole (LOA), the 'Schéma Directeur pour le Développement Rural (SDDR) and the 'Programme Quinquennal d' Aménagements Pastoraux'. A specific orientation framework for livestock is the 'Politique Nationale de Développement de l'Elevage au Mali' and for fishery the 'Schéma Directeur de Développement de la Pêche et de l'Aquaculture'.

Even though during the present ICP no sector budget support is foreseen in the rural development and food security sector, Belgium and Mali will be attentive to the evolution of new aid modalities within the sector and their harmonisation in the spirit of the Paris Declaration (Ambassade Bamako).

Table 5.1 shows the gender equality perspectives which are currently included in the different entry points of Belgian's cooperation with Mali in the rural development and food security sector. The entry points are as specified in table 4.1: ICP diagnosis phase, ICP elaboration phase, policy dialogue, capacity building, M&E, well-aligned projects. The information base of the case study is the ICP 2009-2012 and two project documents: 'projet d'appui au développement des activités maraîchères périurbaines à Samanko (PADAP) and 'projet d'appui à la filière blé dans la région de Tombouctou (ALKAMA). Besides an overview of the current integration of a gender dimension, comments and suggestions are provided for the improvement of gender-sensitivity in the different entry points.

An important cautionary note is in place as far as the information base of the case study is concerned. We have only captured information included in the ICP and two project documents, It is possible that Belgium integrates a gender dimension in entry points such as policy dialogue and capacity building but that this is not captured in the ICP and the project documentation.

Table 5.1: Gender equality perspective in different entry points of the Belgian Cooperation with Mali in the rural development and food security sector

Entry point	Gender equality perspective in documents	Comments	Suggestions
Diagnosis: ICP		<p style="text-align: center;"><i>ICP</i></p> <ul style="list-style-type: none"> <li>- A gendered analysis of the agricultural sector in Mali and of the Ministry of Agriculture is not included in the ICP.</li> </ul>	<p>Elements of a gendered analysis could include the following:</p> <ul style="list-style-type: none"> <li>- An analysis of the different positions of men and women in the agricultural sector, which could include the following questions (see table 4.1 for more examples):               <ul style="list-style-type: none"> <li>+ What is the level of income generated from agricultural activities for both men- and women controlled crops?</li> <li>+ What is the percentage of women who have control or joint control over family income and farm products?</li> <li>+ What is the percentage of women who have access to and control or joint control over resources like land, labour, financial services, water, rural infrastructure and technology?</li> </ul> </li> <li>- An analysis of the degree to which the existing agricultural policy addresses gender-specific issues, which could include the following questions:               <ul style="list-style-type: none"> <li>+ Do the objectives of the sector policy/ strategy take into account national gender equality goals?</li> <li>+ Do the objectives of the sector include addressing critical gender-specific needs and constraints related to the agricultural sector?</li> <li>+ Are targets and indicators for the sector disaggregated by sex?</li> <li>+ Are specific gender equality objectives, targets</li> </ul> </li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
			<p>and indicators included in the sector policy/ strategy?</p> <ul style="list-style-type: none"> <li>- An analysis of the gender policy (if existing).</li> <li>- An analysis of the available capacity for gender mainstreaming and gender budgeting, which could include the following questions (see table 4.2 for more examples): <ul style="list-style-type: none"> <li>+ Has staff in the Ministry of Agriculture been exposed to gender training?</li> <li>+ What is the capacity of the Ministry of Agriculture with respect to the collection and compilation of sex-disaggregated data and qualitative information?</li> <li>+ What is the capacity of the Ministry of Agriculture with and/ or institutions concerned with gender equality to perform gender budget analyses?</li> </ul> </li> <li>- An analysis of the commitment and incentives for gender mainstreaming within the Ministry of Agriculture, which could include the following questions: <ul style="list-style-type: none"> <li>+ Does senior management demonstrate commitment to gender equality?</li> <li>+ Are staff encouraged or rewarded for integrating gender equality into their work (use of carrots)?</li> <li>+ Are staff punished for not integrating gender equality into their work (use of sticks)?</li> <li>+ Are high-level statements of endorsement and advocacy used (use of sermons)?</li> </ul> </li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
<i>PADAP</i>			
	<ul style="list-style-type: none"> <li>- (Identification Document): The availability of vegetables risks decreasing especially for women and children.</li> <li>- (Technical and Financial Dossier (TFD)): The vegetable markets are in hands of women. They are active and experienced, but specialised commercial infrastructure does not exist or is in bad shape.</li> </ul>	<ul style="list-style-type: none"> <li>- There is attention for some gender-specific constraints and needs without however including a systematic gender analysis.</li> </ul>	<ul style="list-style-type: none"> <li>- Gender elements should be included in all aspects of the analysis, such as:               <ul style="list-style-type: none"> <li>+ The representation of women within the actors involved (1.2.2 TFD).</li> <li>+ The involvement of women in the production of fruits and vegetables and the difference in the production between women and men (1.2.3 (TFD).</li> <li>+ The role of women in storage and transformation (1.2.5 TFD).</li> <li>+ The control of women over the income generated in the vegetable markets (1.2.6 TFD).</li> <li>+ The nutritional status for women and men (1.2.7 TFD).</li> </ul> </li> </ul>
<i>ALKAMA</i>			
	<ul style="list-style-type: none"> <li>- (TFD): The artisanal transformation of wheat is in hands of women. Their constraints are a fragmentation of the market and a weak demand for certain products, the quality and hygiene of the products, high costs of production caused by the mode of production and the absence of a brand name.</li> <li>- (TFD): Women involved in the wheat production are hardly represented in the organisation of producers (exception: women groups active in</li> </ul>	<ul style="list-style-type: none"> <li>- There is attention for some gender-specific constraints and needs without however including a systematic gender analysis.</li> <li>- A part of the gender specific analysis is included in a separate paragraph on the integration of gender equality (3.10.1), but not integrated in the general analysis (1.1).</li> </ul>	<ul style="list-style-type: none"> <li>- Gender elements should be included in all aspects of the analysis, such as:               <ul style="list-style-type: none"> <li>+ The specific roles of women in the wheat production.</li> <li>+ The access of women to land, labour, financial services, water, rural infrastructure and technology.</li> <li>+ The distribution of workload among men and women.</li> <li>+ The control of women over the income generated in the artisanal transformation of wheat.</li> </ul> </li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
	polyvalent threshing of rice and wheat).		
Programming/ budgeting: ICP	<ul style="list-style-type: none"> <li>- Attention to gender equality has to be translated into the formulation.</li> <li>- Since activities related to cattle farming and fishing are essentially feminine, support to this sector means an engagement in the transversal sector gender.</li> <li>- Associations of female producers and transformers will not be forgotten in the development of a cooperation with associations of producers and transformers.</li> <li>- Activities will be diversified in order to optimise food production: commercial vegetable growing and small livestock farming for the profit of women and children.</li> <li>- Attention to gender equality has to be translated into budgeting and implementation.</li> <li>- Through delegated cooperation Belgium supports with 700.000 euro an UNIFEM project (paid from budget line ICP: other forms of cooperation): 'appui la</li> </ul>	<p style="text-align: center;"><i>ICP</i></p> <ul style="list-style-type: none"> <li>- The fact that women form the largest part of the target group does not automatically mean that gender equality is well addressed in all aspects of the programmes.</li> <li>- The activities within the three supported programmes in the rural development and food security sector are not specified in the budget.</li> <li>- The UNIFEM project is not specified in the budget of the ICP.</li> </ul>	<ul style="list-style-type: none"> <li>- Representatives of the Ministry of the Promotion of Women, Children and Family should be included in the Malian delegation for the next Mixed Commission.</li> <li>- The participation of women in the activities of the three supported programmes in the rural development and food security sector and the expected effects of these activities on gender equality should be specified, for example: <ul style="list-style-type: none"> <li>+ Is the percentage of female beneficiaries conform the percentage of women active in cattle farming and fishing?</li> <li>+ Will the working load of women increase or decrease by participating in the activities?</li> </ul> </li> <li>- Interventions which aims to integrate gender equality into the different phases in the agricultural/ rural development programme could be included in the programming, for example: <ul style="list-style-type: none"> <li>+ Joint analyses on gender equality in the agricultural sector.</li> </ul> </li> <li>- Gender aspects should be specified in the activities and subsequently budgeted for.</li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
	prise en compte du genre dans la decentralisation a Mopti et a Tombouctou'.		
<i>PADAP</i>			
	<ul style="list-style-type: none"> <li>- (Identification Document): More than 60% of the target group, small producers, are women.</li> <li>- (TFD): The ownership title of the parcels will be available for men and women (in contrast with normal practice).</li> <li>- (TFD): The development of commercial vegetable growing will create specific sources of income for women through the bias towards the commercialisation of vegetables.</li> <li>- (Identification Document): Training for female sellers in monitoring of the chain and diffusion of results: 4.800 FCFA (0.3% of total budget).</li> </ul>	<ul style="list-style-type: none"> <li>- The fact that women are part of the target group is positive, but it does not automatically mean an integration of gender equality in the programme.</li> <li>- It is positive that a separate paragraph in the TFD (6.1) is devoted to gender equality. However, there is no reference to gender in the chapters which describes the intervention strategy (2) or the chapter which describes the operational planning (3).</li> <li>- The budget for the activity which specifically addresses women is very small. Besides, it is not described in the identification document and not even included in the TFD.</li> <li>- In the detailed budget included in the TFD the different activities are specified, but these activities do not differentiate for gender.</li> </ul>	<ul style="list-style-type: none"> <li>- Representatives of the women in the target group should be involved in the formulation of the programme.</li> <li>- The attention to gender equality should not be limited to a gender paragraph, but also be included in the intervention strategy and operational planning, e.g.: <ul style="list-style-type: none"> <li>+ The number of women among the beneficiaries (urban vegetable growers and their organisations) should be specified (2.3 TFD).</li> <li>+ Gender equality should be integrated in the objectives (3.1 and 3.2 TFD) and results (3.3 TFD).</li> <li>+ The participation of women in the activities (3.4 TFD) and the expected effects of these activities on gender equality should be specified.</li> </ul> </li> <li>- Gender aspects should be specified in the activities and subsequently budgeted for.</li> </ul>
<i>ALKAMA</i>			
	<ul style="list-style-type: none"> <li>- (Identification Document): The beneficiaries of the project are producers of wheat (generally men, but rural women participate in most of the stages in the wheat production) and</li> </ul>	<ul style="list-style-type: none"> <li>- The fact that women are part of the target group is positive, but it does not automatically mean an integration of gender equality in the programme</li> <li>- It is positive that a separate paragraph in the TFD (3.10.1) is</li> </ul>	<ul style="list-style-type: none"> <li>- Representatives of the women in the target group should be involved in the formulation of the programme.</li> <li>- The attention to women should not be limited to the transformers of wheat, but rural women who participate in the wheat production should also</li> </ul>



Entry point	Gender equality perspective in documents	Comments	Suggestions
	<p>women who transform the wheat into local products (they will be supported in improving the quality of their production and they will be encouraged to organise themselves in associations. Existing associations will be reinforced).</p> <ul style="list-style-type: none"> <li>- (Identification Document): Support to the transformation of wheat and the commercial promotion of its products: 81,314,500 FCFA (123,963.16 euro, 3.0% of total budget).</li> <li>- (TFD): Budget for the support to transformers: 373,000.00 euro, 9.2% (total of the budget is the same as in the identification document)).</li> <li>- (Notification of the specific convention): the administration desires that gender will be taken well into account after the formulation.</li> </ul>	<p>devoted to gender equality.</p> <ul style="list-style-type: none"> <li>- The budget for the activity which is specifically oriented towards women (transformers of wheat) is very small.</li> <li>- The desire of the administration to take gender issues well into account is not translated in the technical and financial dossier.</li> </ul>	<p>specifically be addressed in for example:</p> <ul style="list-style-type: none"> <li>+ The training for technical support and management for the production of wheat.</li> <li>+ The support to research and accumulation of experiences.</li> </ul> <p>- Gender aspects should be specified in the activities for female producers and subsequently budgeted for.</p>
Policy dialogue		<i>ICP</i>	<ul style="list-style-type: none"> <li>- The preceding diagnosis should normally highlight: <ul style="list-style-type: none"> <li>+ The strong and weak points in terms of gender-sensitivity of the agricultural sector.</li> <li>+ The opportunities which exist within the agricultural sector to move towards more gender-sensitivity.</li> </ul> </li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
			<p>+ The actors within the agricultural sector who are more inclined towards gender-sensitivity.</p> <p>This analysis should normally be helpful to determine the position of Belgium in the policy dialogue.</p>
Capacity building	<i>ICP</i>		
	<ul style="list-style-type: none"> <li>- The equipment of women for the valorisation of skins will be supported.</li> <li>- Through delegated cooperation Belgium supports the UNIFEM project: 'appui la prise en compte du genre dans la decentralisation a Mopti et a Tombouctou'.</li> </ul>	<ul style="list-style-type: none"> <li>- The UNIFEM project may be a crucial component as to strengthen the existing gender capacity of the decentralised authorities.</li> </ul>	<ul style="list-style-type: none"> <li>- Interventions which are focused on capacity building of the gender equality mechanism/ apparatus in the ministry could be included.</li> </ul>
	<i>PADAP</i>		
	<ul style="list-style-type: none"> <li>- (Identification Document): Training for female sellers in monitoring of the chain and diffusion of results: 4.800 FCFA (0.3% of total budget).</li> </ul>		<ul style="list-style-type: none"> <li>- More budget could be reserved for training of women</li> </ul>
<i>ALKAMA</i>			
<ul style="list-style-type: none"> <li>- (Identification Document): Groups of female transformers will receive training in Alpha management, food hygiene, control of quality, associative life, conditioning and functioning of materials.</li> <li>- (TFD): The capacities for support and monitoring to</li> </ul>	<ul style="list-style-type: none"> <li>- There is attention for the strengthening of institutional gender capacity at the regional level.</li> </ul>	<ul style="list-style-type: none"> <li>- The attention for the strengthening of institutional gender capacity at the regional level should surely be maintained and strengthened.</li> </ul>	

Entry point	Gender equality perspective in documents	Comments	Suggestions
	<p>groups of transformers will be created on the level of the regional direction of the Ministry for the Promotion of Women, Children and Family.</p>		
Monitoring and evaluation	<ul style="list-style-type: none"> <li>- Attention to gender equality has to be translated into an appropriate monitoring framework.</li> <li>- The Ministry for the Promotion of Women, Children and Family is represented in the Partners Committee which monitors the ICP.</li> </ul>	<p style="text-align: center;"><i>ICP</i></p> <ul style="list-style-type: none"> <li>- The information on the monitoring framework is not available.</li> </ul>	<ul style="list-style-type: none"> <li>- When a monitoring framework is elaborated the following indicators and targets could be included: <ul style="list-style-type: none"> <li>+ Level of income generated from cattle farming and fishing for both men- and women.</li> <li>+ Distribution of workload: working hours of rural women.</li> <li>+ Percentage of women who have control over family income and farm products (see annex 2 for examples of gender sensitive indicators in an agricultural sector program).</li> </ul> </li> <li>- Specific indicators for gender equality and empowerment should be identified and monitored.</li> <li>- Interventions which aim to integrate gender equality into the M&amp;E phase of the agricultural/ rural development programme could be included in the programming of the ICP. It involves the e.g. the integration of a gender dimension in <ul style="list-style-type: none"> <li>+ sector working groups</li> <li>+ Joint budget reviews</li> <li>+ Joint sector reviews</li> <li>+ Performance assessment frameworks</li> <li>+ (joint) evaluations.</li> </ul> </li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
	<i>PADAP</i>		
	<ul style="list-style-type: none"> <li>- (TFD): One of the result indicators is: the evolution of the number of women and young beneficiaries of parcels in the site of Samanko.</li> </ul>	<ul style="list-style-type: none"> <li>- There is no quantified target attached to this result indicator.</li> </ul>	<ul style="list-style-type: none"> <li>- The result indicator could be quantified as: at least 60% (as more than 60% of the small producers are women) of the parcels in the site of Samanko should be allocated to women and 50% to young beneficiaries (among them women).</li> <li>- Other results indicators (3.5 TFD) should be disaggregated by sex if relevant, for example: <ul style="list-style-type: none"> <li>+ the consumption of water (m3) in relation to the yield per culture type, season and gender.</li> <li>+ % of male and female producers who receive correctly the water charges.</li> <li>+ % of male and female producers who are satisfied on the supportive services.</li> </ul> </li> </ul>
	<i>ALKAMA</i>		
<ul style="list-style-type: none"> <li>- (TFD): Specific indicators are formulated for the transformers of wheat who are all women.</li> <li>- The transformers are included in the indicators for the strengthening of governance and support services.</li> <li>- (Notification of the specific convention): The administration desires that gender will be taken well into account after the formulation.</li> </ul>	<ul style="list-style-type: none"> <li>- It is positive that specific indicators for the support to wheat transformers are formulated, but indicators for other elements of the programme should be disaggregated by sex.</li> </ul>	<ul style="list-style-type: none"> <li>- The indicators which are formulated for the support to the wheat producers (3.5.2 TFD) should be disaggregated by sex if relevant, for example: <ul style="list-style-type: none"> <li>+ At least 50 groups of producers, of which 10 are groups of female producers, take part in the collective management mechanisms of inputs and commercialisation.</li> </ul> </li> </ul>	
Well-aligned pilot projects	<i>ICP</i>		
	<ul style="list-style-type: none"> <li>- Through delegated cooperation Belgium supports the UNIFEM</li> </ul>	<ul style="list-style-type: none"> <li>- The UNIFEM project is a good example of a well-aligned pilot</li> </ul>	<ul style="list-style-type: none"> <li>- Other examples of pilot projects are projects that support e.g.:</li> </ul>

Entry point	Gender equality perspective in documents	Comments	Suggestions
	<p>project: 'appui la prise en compte du genre dans la decentralisation a Mopti et a Tombouctou'.</p>	<p>project.</p>	<ul style="list-style-type: none"> <li>+ Women's access to financial services for agricultural purposes.</li> <li>+ Training of female extension workers.</li> <li>+ Adequate storage facilities accessible to women and men.</li> <li>+ Access to market infrastructure for women and men.</li> <li>+ Information and advocacy campaigns on women's right to own land.</li> </ul>

## 5.2 Burundi

In the preparation of the ICP 2010-2013 a basic dossier (basis dossier) has been elaborated in which the embassy proposes the continued support in three sectors: agriculture, health and education. The choice for the agricultural sector is motivated by the fact that the majority of economic activity is within agriculture and by the fact that only a few other donors are represented in this sector. In the present ICP Belgium supports five projects within the agricultural sector with a budget of 15.5 million euro (22.0% of total budget) (BTC, 2009).

The BTC recommends that bilateral interventions should be aligned to the sectoral policies and national systems as much as possible; hereby recognising that sectoral budget support in Burundi is still premature. For the agricultural sector a common fund is still premature as well. There has been a sector strategy in the agricultural sector (Stratégie Agricole Nationale (SAN) since 2008. According to BTC this strategy is not enough detailed to serve as a base for a multi-annual planning. Moreover, the strategy is not linked with a number of other strategies that exist within the sector (Stratégie Nationale de Sécurité Alimentaire, Stratégie National Elevage, Stratégie COMESA) (BTC, 2009).

In a gender profile elaborated by D0.1 and included in the basic dossier of the ISP 2010-2013 a description of the position of women in the agricultural sector in Burundi is provided. 'Les femmes sont le pilier de la sécurité alimentaire au Burundi. En effet plus de 70% des femmes s'occupent de l'agriculture et contribuent à plus de 60% de la production agricole. Pourtant, les femmes n'ont pas le contrôle des produits de la récolte ni le pouvoir de décision en matière d'investissement agricole. Elles bénéficient peu des services d'encadrement qui depuis longtemps s'adressent plus aux hommes en tant que chefs de ménages et ayant le droit de propriété sur la terre. Les femmes n'ont pas jusqu'à présent pas le contrôle de la terre car elles n'ont pas le droit d'hériter. Les femmes sont très peu représentées aussi bien dans la prise de décision dans la gestion du secteur agricole qu'au niveau du personnel d'encadrement agricole qui est à prédominance masculine' (Ambassade Bujumbura, 2009: 81).

Burundi has a national policy for gender, which is however not applied. Moreover, other national policy and programmes are not gender sensitive (basic dossier). The Ministry of Agriculture does not have a gender policy in human resource management and there is no clear interaction with the Ministry of Human Rights and Gender. Neither the government nor the development partners invest much in gender equality (BTC, 2009). The table below shows the integration of a gender equality perspective in the different entry points of the Belgian Cooperation in the agricultural sector with Burundi. The entry points are as specified in table 4.1: ICP diagnosis phase, ICP elaboration phase, policy dialogue, capacity building, M&E, well-aligned projects. It provides as well comments and suggestions for improvement. An important cautionary note needs to be made regarding the limited information base: the analysis only captures information which is available in the ICP.

Table 5.2: Gender equality perspective in different entry points of the Belgian Cooperation with Burundi in the agricultural sector

Entry point	Gender equality perspective	Comments	Suggestions
Diagnosis: ICP	<i>Basic dossier</i>		
	<ul style="list-style-type: none"> <li>- One of the basic principles of the ICP 2010-2013: “the strengthening of the position of women within all structures and a remaining attention to the equality of chances” has to be part of all analyses and plans.</li> <li>- 8.8% of the employees of the Ministry of Agriculture and Livestock are women.</li> <li>- In a specific paragraph on gender equality (11.1) references are made to the gender profile of the World Bank and a gender analyses is included which is elaborated by D0.1. In this analysis attention to the different sectors, including food security, analyses of causality, analyses of the different actors (government, civil society and donors) and analyses of the capacity is included.</li> </ul>	<ul style="list-style-type: none"> <li>- It is laudable that an elaborate gender analysis is included (11.1). However, elements from this analysis should have been integrated in a general analysis of the agricultural sector. This general analysis is not included in the basic dossier. In the summary of the basic dossier references are made to the analysis of the BTC.</li> </ul>	<ul style="list-style-type: none"> <li>- An integrated (summarised) analysis of the paragraph on food security in the gender analysis and the analysis of the agricultural sector of the BTC should be included in the main text of the basic dossier.</li> </ul>
	<i>BTC</i>		
	<ul style="list-style-type: none"> <li>- Gender equality is integrated in the strategic point of view of the SAN, but information regarding the implementation is lacking.</li> <li>- A paragraph on gender equality is included in the analysis of the agricultural sector (3.3).</li> <li>- It is recommended to make a diagnostic study on gender equality</li> </ul>	<ul style="list-style-type: none"> <li>- The inclusion of a specific paragraph on gender equality in the agricultural sector is positive, but elements from this paragraph should have been integrated in the general analysis.</li> <li>- The recommendation for a diagnostic study on gender equality within the agricultural sector is positive.</li> </ul>	<ul style="list-style-type: none"> <li>In a diagnostic study on gender equality in the agricultural sector, preferably undertaken jointly with the ministry and other donors, could be included e.g. (see table 4.1 for more examples):</li> <li>- The identification of different take-off positions and priorities of men and women in the agricultural/ rural development sector, with questions as:</li> </ul>

Entry point	Gender equality perspective	Comments	Suggestions
	within the agricultural sector.		<ul style="list-style-type: none"> <li>+ What is the level of income generated from agricultural activities for both men- and women controlled crops?</li> <li>+ How do men's and women's distinctive roles in agriculture and livestock production contribute to development goals, such as improvement of household nutrition and welfare and internal and external growth of the agriculture and livestock sector?</li> <li>+ Are men and women organised to increase their agricultural productivity, and if so, how are they organised? What are the implications of men's and women's different forms of organisation for providing agricultural technology services to them?</li> <li>- An analysis on the gender sensitivity of the agricultural policy, programming, budgeting and M&amp;E, with questions such as (see table 4.1 for more examples): <ul style="list-style-type: none"> <li>+ Do the objectives of the sector include addressing critical gender-specific needs and constraints related to the agricultural sector?</li> <li>+ Does the sector policy/ strategy include specific gender equality objectives, targets and indicators?</li> <li>+ Are there adequate resources for implementing 'gender-responsive' policies which address gender-specific</li> </ul> </li> </ul>



Entry point	Gender equality perspective	Comments	Suggestions
			<p>needs and constraints?</p> <ul style="list-style-type: none"> <li>- An analysis on the presence of sufficient capacity for gender mainstreaming and gender budgeting within the Ministry of Agriculture, with questions such as (see table 4.2 for more examples): <ul style="list-style-type: none"> <li>+ Has staff in the Ministry of Agriculture been exposed to gender training?</li> <li>+ What is the capacity of the Ministry of Agriculture with respect to the collection and compilation of sex-disaggregated data and qualitative information?</li> <li>+ What is the capacity of the Ministry of Agriculture and/ or institutions concerned with gender equality to perform gender budget analyses?</li> </ul> </li>   <li>- An analysis on the presence of commitment and incentives for gender mainstreaming, with questions such as: <ul style="list-style-type: none"> <li>+ Does senior management demonstrate commitment to gender equality?</li> <li>+ Are staff encouraged or rewarded for integrating gender equality into their work (use of carrots)?</li> <li>+ Are staff punished for not integrating gender equality into their work (use of sticks)?</li> <li>+ Are high-level statements of endorsement and advocacy used (use of sermons)?</li> </ul> </li> </ul>

Entry point	Gender equality perspective	Comments	Suggestions
Programming/ budgeting: ICP	<i>Basic dossier</i>		
	<ul style="list-style-type: none"> <li>- One of the basic principles of the ICP 2010-2013: “the strengthening of the position of women within all structures and a remaining attention to the equality of chances” has to be part of all analyses and plans.</li> <li>- A change of mentality is needed in order to integrate the transversal themes into the strategy of an intervention and not only in the formulation.</li> </ul>	<ul style="list-style-type: none"> <li>- It is positive that this basic ‘gender equality’ principle is included in the basic dossier and that the need for a change of mentality is acknowledged.</li> </ul>	<ul style="list-style-type: none"> <li>- This basis ‘gender equality’ principle should be elaborated in the ICP e.g. through the specification of the participation of women in the activities of the supported programmes in the agricultural/ rural development sector and the expected effects of these activities on gender equality.</li> <li>- A change of mentality could be stimulated by using incentives for staff: <ul style="list-style-type: none"> <li>+ Use of carrots: encouragement or reward for integrating gender equality into their work.</li> <li>+ Use of sticks: punishment for not integrating gender equality in their work.</li> <li>+ Use of sermons: high-level statements of endorsement and advocacy.</li> </ul> </li> <li>- Interventions which aim to integrate a gender dimension in results-based management and budgeting could be included in the programming of the ICP, e.g.: <ul style="list-style-type: none"> <li>+ Gender responsive budgeting</li> <li>+ Integration of a gender dimension in the MTEF</li> </ul> </li> </ul>
	<i>BTC</i>		
<ul style="list-style-type: none"> <li>- Transversal themes are not sufficiently integrated in the interventions, mainly</li> </ul>	<ul style="list-style-type: none"> <li>- The recommendation to make an intervention strategy for the inclusion</li> </ul>	<ul style="list-style-type: none"> <li>- Incentives should be used (see above) to include transversal themes in the</li> </ul>	

Entry point	Gender equality perspective	Comments	Suggestions
	<p>because they are not elaborated in the TFDs).</p> <ul style="list-style-type: none"> <li>- It is recommended to make an intervention strategy for the inclusion of gender in the agricultural sector (after a diagnostic study).</li> <li>- It is recommended that more specific attention is given to the transversal themes during the execution of bilateral interventions.</li> </ul>	<p>of gender in the agricultural sector is positive and should indeed be done after the diagnostic study is made.</p>	<p>TFDs and interventions.</p> <ul style="list-style-type: none"> <li>- Representatives of rural women should be involved in the formulation of the intervention strategy.</li> <li>- In the intervention strategy indicators for monitoring should be formulated.</li> <li>- The recommendation to give more specific attention to the transversal themes should be followed up in the elaboration of the ICP.</li> <li>- A budget for the implementation of the intervention strategy should be included in the ICP.</li> <li>- A budget for gender-specific activities formulated in the ICP should be included.</li> </ul>
Policy dialogue		<ul style="list-style-type: none"> <li>- No specific points or recommendations are formulated regarding policy dialogue.</li> </ul>	<ul style="list-style-type: none"> <li>- The diagnosis should normally highlight: <ul style="list-style-type: none"> <li>+ The strong and weak points in terms of gender-sensitivity of the agricultural sector.</li> <li>+ The opportunities which exist within the agricultural sector to move towards more gender-sensitivity.</li> <li>+ The actors within the agricultural sector who are more inclined towards gender-sensitivity.</li> </ul> </li> </ul> <p>This analysis should normally be helpful to determine the position of Belgium in the policy dialogue.</p>
Capacity building		<ul style="list-style-type: none"> <li>- No specific points or recommendations are formulated regarding capacity building.</li> </ul>	<ul style="list-style-type: none"> <li>- Interventions which are focused on capacity building of gender equality mechanism/apparatus in the Ministry of</li> </ul>

Entry point	Gender equality perspective	Comments	Suggestions
			Agriculture could be included.
Monitoring and evaluation		- No specific points or recommendations are formulated regarding monitoring and evaluation.	<ul style="list-style-type: none"> <li>- The ICP should include indicators which are disaggregated by sex, e.g. (depending on the programmes which will be elaborated in the ICP): <ul style="list-style-type: none"> <li>+ Level of income generated from agricultural products for both men- and women.</li> <li>+ Distribution of workload: working hours of rural women.</li> <li>+ Percentage of women who have control over family income and farm products (see annex 2 for examples of gender sensitive indicators in an agricultural sector programme).</li> </ul> </li> <li>- Specific indicators for gender equality and empowerment should be identified and monitored.</li> <li>- Interventions which aim to integrate gender equality into the M&amp;E phase of the agricultural/ rural development programme could be included in the programming of the ICP. It involves e.g. the integration of a gender dimension in <ul style="list-style-type: none"> <li>+ Sector working groups</li> <li>+ Joint budget reviews</li> <li>+ Joint sector reviews</li> <li>+ Performance assessment frameworks</li> <li>+ (joint) evaluations.</li> </ul> </li> </ul>
Well-aligned pilot projects			- Examples of pilot projects are projects that support e.g.:

Entry point	Gender equality perspective	Comments	Suggestions
			<ul style="list-style-type: none"> <li>+ Women's access to financial services for agricultural purposes.</li> <li>+ Training of female extension workers.</li> <li>+ Adequate storage facilities accessible to women and men.</li> <li>+ Access to market infrastructure for women and men.</li> <li>+ Information and advocacy campaigns on women's right to own land.</li> </ul>

### 5.3 DRC

A draft basic document for the ICP 2010-2013 for the cooperation between the DRC and Belgium was elaborated in July 2009. In this ICP the aid of Belgium will be concentrated in three sectors: 'pistes rurales et bacs', education and agriculture. The support to the agricultural sector in the ICP 2008-2010 is focused on:

- Reinforcement of the administration in the agricultural and rural development sector, especially through the support to the restructuring of the corresponding ministers.
- Opening up of the agricultural production zones.
- Improvement of management cadres in the forestry sector and the protection of the environment.

In the basic document is indicated that 'La RDC est encore loin d'avoir mis au point des stratégies sectorielles opérationnelles, réalistes et acceptées par tous' (Ambassade Kinshasa, 2009: 25). The public administration in the agricultural sector is very weak, especially at de-concentrated level, caused by a lack of human resources and unsound budgets. While the DRC committed itself to spend 10% of the national budget to agriculture in Maputo in 2003, the public budget for agriculture has always been less than 5% of the national budget since 1960. Donors as well only spent 4.1% (Belgium 3.3% in 2008-2010 (ICP 2008-2010)) of their expenses in the DRC in 2007 and 2008 on agriculture and rural development (including rural roads).

The policy dialogue in the DRC is officially organised through a system of thematic groups. Concerning the transversal themes a consultation framework has been installed at policy level which is coordinated by the Ministry of Planning (Groupe thématique 8). The thematic group "agriculture and rural development" was officially launched in June 2009. The focus of this group will be on the stimulation of the production, organisation of rural society and basic infrastructure. For these three topics sub working groups will be organised. Belgium has the intention to intensify the role of co-secretary of the thematic group. According to the basic document, gender equality will be mainstreamed in the thematic group in which a result-oriented focus will be negotiated and monitored. The policy note on agriculture (not yet approved by parliament) which was financed through the FAO by Belgium will serve as an instrument for the policy dialogue, not only with the donors, but with Congolese actors as well. However, this policy note still has some shortcomings, especially concerning the transversal themes (Ambassade Kinshasa, 2009).

At the end of 2008 the Ministry of Gender, Family and Children was installed with a budget of 0.05% of the national budget. The 'Stratégie Nationale d'Intégration du Genre' is the strategic framework for the promotion of gender equality in development policy and programmes of the DRC. Even though gender is included in one of the thematic groups (12: social protection, gender and urban poverty), the energy of the group is considered as weak and a lead donor is not yet identified. Donors in this group are USAID, Belgium, Unicef, Unifem and the World Bank (Ministère du Plan, 2009). Despite juridical and institutional advantages, the situation of women in the DRC is not about to improve (Ambassade Kinshasa, 2009).

Table 5.3 gives, on the basis of the draft basic document (version of July 2009<sup>3</sup>) an overview of the gender equality perspective in the different entry points of Belgian Cooperation in the agricultural sector with the DRC. The entry points are as specified in table 4.1: ICP diagnosis phase, ICP elaboration phase, policy dialogue, capacity building, M&E, well-aligned projects. Additionally, comments and suggestions for improvement are formulated. An important cautionary note needs to be made regarding the limited information base: the analysis only captures information which is available in the ICP.

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<sup>3</sup> A new version of the basic document was ready on 2 September 2009. This version will be used in the preparation of the field study in the DRC.

Table 5.3: Gender equality perspective in different entry points of the Belgian Cooperation with the DRC in the agricultural sector

Entry point	Gender equality perspective in the basic document	Comments	Suggestions
Diagnosis: ICP	<ul style="list-style-type: none"> <li>- In the analyses of the social situation in the DRC a paragraph on gender equality is included (1.2.4) in which descriptions of the gender policy, civil society organisations, development partners, Belgian cooperation and indirect actors are included.</li> <li>- In the next ICP should be explored:               <ul style="list-style-type: none"> <li>+ Analyses of the situation of women in the target groups of the running projects.</li> </ul> </li> </ul>	<p>- It is positive that the analysis contains a paragraph on gender equality. However, an analysis of gender equality in the agricultural sector is not included in this paragraph nor in the chapter on agriculture (11).</p>	<p>An analysis of gender equality in the agricultural sector should be integrated in the chapter on agriculture. Elements which could be included are e.g.:</p> <ul style="list-style-type: none"> <li>- The identification of different take-off positions and priorities of men and women in the agricultural/ rural development sector, with questions as (also useful for the analysis of the situation of women in the target groups of the running projects) (see table 4.2 for more questions):               <ul style="list-style-type: none"> <li>+ What is the level of income generated from agricultural activities for both men- and women controlled crops?</li> <li>+ How do men's and women's distinctive roles in agriculture and livestock production contribute to development goals, such as improvement of household nutrition and welfare and internal and external growth of the agriculture and livestock sector?</li> <li>+ Are men and women organised to increase their agricultural productivity, and if so, how are they organised? What are the implications of men's and women's different forms of organisation for providing agricultural technology services to them?</li> </ul> </li> <li>- An analysis on the gender sensitivity of the agricultural policy, programming, budgeting and M&amp;E, with questions such as (see table 4.2 for more questions):</li> </ul>

Entry point	Gender equality perspective in the basic document	Comments	Suggestions
			<ul style="list-style-type: none"> <li>+ Do the objectives of the sector include addressing critical gender-specific needs and constraints related to the agricultural sector?</li> <li>+ Does the sector policy/ strategy include specific gender equality objectives, targets and indicators?</li> <li>+ Are there adequate resources for implementing 'gender-responsive' policies which address gender-specific needs and constraints?</li>   <li>- An analysis on the presence of sufficient capacity for gender mainstreaming and gender budgeting within the Ministry of Agriculture, with questions such as (see table 4.3 for more questions): <ul style="list-style-type: none"> <li>+ Has staff in the Ministry of Agriculture been exposed to gender training?</li> <li>+ What is the capacity of the Ministry of Agriculture with respect to the collection and compilation of sex-disaggregated data and qualitative information?</li> <li>+ What is the capacity of the Ministry of Agriculture and/ or institutions concerned with gender equality to perform gender budget analyses?</li> </ul> </li>   <li>- An analysis on the presence of commitment and incentives for gender mainstreaming, with questions such as: <ul style="list-style-type: none"> <li>+ Does senior management demonstrate commitment to gender equality?</li> </ul> </li> </ul>



Entry point	Gender equality perspective in the basic document	Comments	Suggestions
			<ul style="list-style-type: none"> <li>+ Are staff encouraged or rewarded for integrating gender equality into their work (use of carrots)?</li> <li>+ Are staff punished for not integrating gender equality into their work (use of sticks)?</li> <li>+ Are high-level statements of endorsement and advocacy used (use of sermons)?</li> </ul>
Programming/ budgeting: ICP	<ul style="list-style-type: none"> <li>- In the next ICP should be explored:               <ul style="list-style-type: none"> <li>+ The obligation to spend enough resources during the formulation to analyse the problems of women within the target group.</li> <li>+ The identification of and association with female representatives of the target group in the Mixed Structure of Local Consultation (SMCL) of the project/ programme from the start of the formulation.</li> <li>+ Proposition of adoptions of the TFD of running projects on the bases of the analyses of the situation of women in the targets groups.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- It is positive that the basic document identifies gender elements which should be explored in the next ICP.</li> </ul>	<ul style="list-style-type: none"> <li>- Important to realise what is highlighted in the ICP as being important. This includes e.g.:               <ul style="list-style-type: none"> <li>+ Costs of analyses of the problems of women could be shared with other donors if jointly undertaken.</li> <li>+ Female representatives of the target group should be involved in all phases of the project/ programme.</li> </ul> </li> <li>- Interventions which aim to integrate a gender dimension in results-based management and budgeting could be included in the programming of the ICP, e.g.:               <ul style="list-style-type: none"> <li>+ Gender responsive budgeting</li> <li>+ Integration of a gender dimension in the MTEF</li> </ul> </li> <li>- A budget for gender-specific activities formulated in the ICP should be included.</li> </ul>
Policy dialogue	<ul style="list-style-type: none"> <li>- Gender equality will be mainstreamed in the thematic</li> </ul>		<ul style="list-style-type: none"> <li>- As co-secretary of the thematic group "agriculture and rural development" Belgium</li> </ul>

Entry point	Gender equality perspective in the basic document	Comments	Suggestions
	<p>group “agriculture and rural development”</p> <ul style="list-style-type: none"> <li>- The policy note on agriculture, which will serve as instrument for the policy dialogue, has shortcomings concerning the transversal themes.</li> </ul>		<p>should assure the mainstreaming of gender equality and promote a better integration of gender equality in the policy note.</p> <ul style="list-style-type: none"> <li>- The preceding diagnosis should normally highlight: <ul style="list-style-type: none"> <li>+ The strong and weak points in terms of gender-sensitivity of the agricultural sector.</li> <li>+ The opportunities which exist within the agricultural sector to move towards more gender-sensitivity.</li> <li>+ The actors within the agricultural sector who are more inclined towards gender-sensitivity.</li> </ul> </li> </ul> <p>This analysis should normally be helpful to determine the position of Belgium in the policy dialogue.</p>
Capacity building		<ul style="list-style-type: none"> <li>- No specific points or recommendations are formulated regarding capacity building.</li> </ul>	<ul style="list-style-type: none"> <li>- Interventions which are focused on capacity building of gender equality mechanism/ apparatus in the Ministry of Agriculture could be included.</li> </ul>
Monitoring and evaluation	<ul style="list-style-type: none"> <li>- Gender equality will be systematically included in the TFDs by including this theme into the logic framework with a series of simple and relevant indicators.</li> <li>- Gender equality will be mainstreamed in the thematic group “agriculture and rural development”</li> </ul>	<ul style="list-style-type: none"> <li>- It is positive that gender equality will be included in the logic frameworks of TFDs and mainstreamed in the thematic group “agriculture and rural development”.</li> </ul>	<ul style="list-style-type: none"> <li>- Gender sensitive simple and relevant indicators depend on the specific programme, but could include for example: <ul style="list-style-type: none"> <li>+ Level of income generated from agricultural products for both men- and women.</li> <li>+ Distribution of workload: working hours of rural women.</li> <li>+ Percentage of women who have control over family income and farm products (see</li> </ul> </li> </ul>

Entry point	Gender equality perspective in the basic document	Comments	Suggestions
			<p>annex 2 for examples of gender sensitive indicators in an agricultural sector programme).</p> <ul style="list-style-type: none"> <li>- As co-secretary of the thematic group agriculture and rural development” Belgium could assure the mainstreaming of gender equality.</li> <li>- Interventions which aim to integrate gender equality into the M&amp;E phase of the agricultural/ rural development programme could be included in the programming of the ICP. This involves e.g. an integration of a gender dimension in: <ul style="list-style-type: none"> <li>+ Joint budget reviews</li> <li>+ Joint sector reviews</li> <li>+ Performance assessment frameworks</li> <li>+ Sector working groups</li> <li>+ (joint) evaluations.</li> </ul> </li> </ul>
Well-aligned pilot projects	<ul style="list-style-type: none"> <li>- Basic document: in the next ICP several topics are expected of civil society <ul style="list-style-type: none"> <li>+ Elaboration of projects that target as much women as men.</li> <li>+ Elaboration of projects that relieve the tasks of women in agriculture.</li> <li>+ Support equal access of women to land by the adoption of the agricultural code in Parliament.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- It is positive that the basic document also devotes attention to gender equality within civil society.</li> <li>- It is positive that projects to promote gender equality and women’s empowerment are included under the MIPs.</li> </ul>	<ul style="list-style-type: none"> <li>- Projects which could be elaborated by civil society are projects that support e.g.: <ul style="list-style-type: none"> <li>+ Women’s access to financial services for agricultural purposes.</li> <li>+ Training of female extension workers.</li> <li>+ Adequate storage facilities accessible to women and men.</li> <li>+ Access to market infrastructure for women and men.</li> <li>+ Information and advocacy campaigns on women’s right to own land.</li> </ul> </li> </ul>

Entry point	Gender equality perspective in the basic document	Comments	Suggestions
	<ul style="list-style-type: none"> <li>- Basic document: at least 50% of the MIP will be reserved for projects that aim to promote the empowerment of women</li> </ul>		

## 6. Preliminary conclusions and recommendations

Due to the reforms in the aid architecture, partner countries have more responsibility for the integration of a gender dimension in sector policies and programmes. However, donors retain their own responsibility and have opportunities to jointly use different entry points, including their diagnosis of the quality of sector policies and underlying institutional apparatus, capacity building, policy dialogue, M&E, and well-aligned projects on behalf of gender equality & women's empowerment. The preparation of the indicative cooperation programmes constitutes a first important entry point for Belgium to promote the inclusion of gender equality into the agricultural/ rural development sector of a partner country. The inclusion of a gender dimension into the 2009 instructions for the preparation of the Indicative Cooperation Programmes and Joint Commissions demonstrates that DGDC has commitment to integrate gender equality within Belgian development cooperation. However, as to avoid policy evaporation commitment needs to be complemented with operational directives, capacity and incentives. This study contributes to the operationalisation of the existing instructions.

The instructions concern only the diagnosis and the programming/ budgeting phase, whereas it is also of paramount importance to retain the attention to gender equality in the implementation and M&E phase. The suggestions included in the study regarding the integration of a gender dimension in the entry points of capacity building, policy dialogue and M&E may be helpful in doing this.

Besides an overview of different entry points which Belgium (and other donors) could use as to make their support to the agricultural sector more gender-sensitive with the final aim to effective and efficient outputs, outcomes and impact and a higher level of gender equality, the study also reports on the results of a quick gender scan of the ICPs of three partner countries: Mali, Burundi and RDC. Using the (limited) information available in the ICPs (and project documents in the case of Mali) we have reviewed to what extent gender equality elements are included in different entry points, i.e. the diagnosis and elaboration of the ICP, policy dialogue, capacity building, M&E, well-aligned pilot projects. Additionally, comments and suggestions for improvement are provided.

On the basis of the analysis, a number of general conclusions can be drawn. It is e.g. positive that the basic documents of both Burundi and the DRC include elaborated gender analyses. However, elements from these analyses are not integrated in specific analyses of the agricultural/ rural development sector. While gender analyses could be used separately or put in a separate chapter or paragraph, it is of utmost importance that the elements from the gender analysis are integrated throughout the basic documents.

Generally, the attention to gender equality decreases throughout the different phases of a programme cycle. Whereas gender equality is sometimes highlighted as being crucial in the diagnosis phase, the gender dimension often disappears in the programming, implementation, budgeting and M&E phase. In order to avoid policy evaporation it is thus of paramount importance to control whether elements highlighted in the diagnosis phase are also retained throughout the entire cycle (e.g. in TFDs). If not, policies and programmes risk to be ineffective, inefficient and strengthening the often already existing gender-bias.

Despite the shift to more programme oriented aid and budget support, pilot projects which are targeted at gender equality and women's empowerment, such as the UNIFEM project in Mali, remain important. An important condition is that these projects are well-aligned to the rest of the ICP. Typical projects include capacity building of the institutional gender mechanism/apparatus, strengthening existing women's organisations in the agricultural sector, projects that lower the existing constraints of women and men to participate to the

general agricultural programmes (e.g. financing of child care facilities, improving access/control to land, improving access to financial services, etc.).

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## Annex 1: Opportunities and challenges/risks for gender equality and women's empowerment unfolded by the Paris Declaration and Accra Agenda for Action

Key-principles	Opportunities	Challenges/Risks
<i>Ownership</i>	<ul style="list-style-type: none"> <li>- higher probability of effective implementation of country-owned gender and empowerment policies</li> <li>- room for donors to support existing national gender equality objectives, plans, processes and actors through amongst others policy dialogue, capacity building, support to gender budget initiatives</li> </ul>	<ul style="list-style-type: none"> <li>- principle is misused by aid practitioners as an excuse to abandon their responsibility for gender equality</li> <li>- national gender equality and empowerment policies and actors are neglected in general national policy-making</li> <li>- lack of capacity of gender equality advocates to analyse macroeconomic policy and development planning</li> <li>- lack of capacity of policy-makers to apply a gender analysis to planning, budgeting, implementation, M&amp;E</li> </ul>
<i>Harmonisation</i>	<ul style="list-style-type: none"> <li>- clarification of notions of 'gender equality' and 'women's empowerment'</li> <li>- joint track of gender equality in programme approaches</li> <li>- joint analytical work and joint gender assessment work</li> <li>- use of donor and government coordination groups on gender equality to harmonise programming and funding for gender equality and women's empowerment</li> </ul>	<ul style="list-style-type: none"> <li>-gender concerns sidelined as to reach consensus on other issues</li> <li>- harmonisation towards the lower end</li> <li>-a dominant sectoral focus might preclude cross-cutting gender equality and women's empowerment initiatives</li> </ul>
<i>Alignment</i>	<ul style="list-style-type: none"> <li>- influence and dialogue at the level of overall macro and sector level policies, plans and processes (as compared to the project level) might stimulate gender mainstreaming</li> <li>-integration of a gender perspective in the context of budget support entry points: <ul style="list-style-type: none"> <li>.integration of gender perspective in policy dialogue</li> <li>integration of a gender scan in the appraisal and monitoring of quality of national plans and underlying processes and systems</li> <li>.integration of gender concerns in capacity building</li> <li>.integration of gender concerns in consensual conditionalities in PAFs</li> <li>.integration of gender concerns in (sector) reviews</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>- if gender is (not sufficiently) integrated in national development plans and budget, alignment by donors will not adequately support gender equality and women's empowerment priorities</li> <li>- curtailing of the donors' agenda-setting track</li> </ul>

	-increased use of portfolio approaches which could include projects specifically targeted towards objectives of gender equality and women's empowerment	
<i>Managing for results</i>	<ul style="list-style-type: none"> <li>-collection of evidence about outcomes and impacts</li> <li>-analysis of failing development outcomes and impact could reveal gender-blindness as an important causal factor</li> <li>-focus on targets in the area of gender equality and women's empowerment diminishes policy evaporation</li> <li>-similarities among results-oriented budgeting and gender budgeting</li> </ul>	<ul style="list-style-type: none"> <li>-'management for results' often misinterpreted as 'management by results'</li> <li>-indicatorism and a lack of analysis of failing outcomes and impact</li> <li>- 'gender equality' and women's empowerment objectives often not captured in the targets</li> <li>- reductionist focus on equality in education when gender equality and women's empowerment are made operational in indicators and targets</li> <li>- lack of (use of) sex disaggregated data and analysis</li> </ul>
<i>Mutual accountability</i>	<ul style="list-style-type: none"> <li>-accountability broadened from 'aid effectiveness' to 'development results'</li> <li>-assessment of gender-sensitivity of donor practices</li> <li>- participation of non-state gender actors in accountability and review processes</li> <li>-use of gender budgeting in accountability exercises</li> </ul>	<ul style="list-style-type: none"> <li>-accountability reduced to a narrow interpretation van aid effectiveness</li> <li>-absence of a strong gender demand side among non-state actors</li> </ul>

Source: based on input from Gaynor (2006, 2007), Holvoet (2008), Chiwara and Karadenizli (2008), Van Reisen with Ussar (2005), UNIFEM (2006)

## Annex 2: Gender-sensitive indicators in an Agricultural Sector Program

Development objective	Impact indicators	Targets
Higher and increasingly equal standard of living in program target areas	<ul style="list-style-type: none"> <li>- Level of income generated from agricultural activities for both men- and women-controlled crops</li> <li>- Difference in income level between woman- and man-headed households</li> <li>- Nutritional status for women and men (targets will be broken down into further detail after preliminary surveys)</li> <li>- Distribution of workload: working hours of rural women</li> </ul>	<ul style="list-style-type: none"> <li>- Men: Increase by 15 percent; Women: Increase by 20 percent In Project Year (PY) 15</li> <li>- Decrease by 20 percent in PY 15</li> <li>- n.a.</li> <li>- Reduced by 5 percent in PY 15</li> </ul>
Immediate objectives	Outcome indicators	Targets
<p><i>Rights:</i></p> <ul style="list-style-type: none"> <li>- Increased women's control over income and agricultural products</li> </ul> <p><i>Resources:</i></p> <ul style="list-style-type: none"> <li>- Increased productivity of women controlled cash and noncash crops</li> <li>- Marginalized men livestock producers having found new viable sources of income</li> </ul>	<ul style="list-style-type: none"> <li>- Percentage of women who have control or joint control over family income and farm products</li> <li>- Number of lawsuits concerning women's access to land under new Land Act</li> <li>- Productivity of agricultural products</li> <li>- Poultry and vegetable production</li> <li>- Percentage of marginalized livestock producers who have created a viable source of income as crop producers, agricultural and industrial workers, and so on</li> </ul>	<ul style="list-style-type: none"> <li>- Increased by 15 percent in PY 10</li> <li>- Increased by 20 percent by PY 8</li> <li>- Increased by 10 percent by PY 15</li> <li>- Poultry increased by 40 tons, vegetables by 100 tons in PY 8</li> <li>- Increased by 30 percent by PY 15</li> </ul>
Outputs	Output indicators	Targets
<p><i>Rights:</i></p> <ul style="list-style-type: none"> <li>- Increased awareness among men and women farmers of gender equity in regard to control over income and products</li> <li>- Increased awareness of women's and men's rights to land</li> </ul> <p><i>Resources:</i></p> <ul style="list-style-type: none"> <li>- Government officials</li> </ul>	<ul style="list-style-type: none"> <li>- Percentage of target population who are aware of women's rights to control income and agricultural products</li> <li>- Percentage of target population who know basic facts about their rights</li> <li>- Percentage of spot checks</li> </ul>	<ul style="list-style-type: none"> <li>- Increased by 30 percent by PY 5</li> <li>- Increased by 60 percent by PY 5</li> <li>- Increased by 80 percent by</li> </ul>

<p>practicing gendersensitive extension methodologies and promoting gender-sensitive technologies</p> <ul style="list-style-type: none"> <li>- Increased homestead gardening</li> <li>- Improved loan access for marginalized livestock producers</li> </ul> <p><i>Cross-cutting issues:</i></p> <ul style="list-style-type: none"> <li>- Improved monitoring of gender issues in the agricultural sector</li> </ul>	<p>in which extension is found to be gender sensitive</p> <ul style="list-style-type: none"> <li>- Number of households producing vegetables for own consumption</li> <li>- Number of loans given to former livestock producers</li> <li>- Gender-sensitive evaluations and annual and semiannual progress reports, including gender-sensitive indicators and monitoring tools, produced</li> <li>- Lessons learned from monitoring fed back into the planning system</li> <li>- Gender-sensitive databases established</li> </ul>	<p>PY 8</p> <ul style="list-style-type: none"> <li>- Increased by 20 percent by PY 10</li> <li>- Increased by 20 percent by PY 10</li> <li>- Three reports per year from PY 3</li> <li>- Minimum of two lessons learned from PY 3</li> <li>- One database by PY 3</li> </ul>
<b>Outputs</b>	<b>Output indicators</b>	<b>Targets</b>
<ul style="list-style-type: none"> <li>- Improved gender-sensitive planning in the agricultural sector</li> <li>- Strategies concerning woman-headed households implemented</li> </ul>	<ul style="list-style-type: none"> <li>- Number of measurable gender-sensitive targets formulated in annual work plans at all levels by PY 2</li> <li>- Percentage of all extension officers aware of and practicing the strategy's central elements</li> </ul>	<ul style="list-style-type: none"> <li>- At least two targets per plan by PY 2</li> <li>- 80 percent by PY 5</li> </ul>
<b>Activities</b>	<b>Process indicators</b>	<b>Targets</b>
<p><i>Rights:</i></p> <ul style="list-style-type: none"> <li>- Pilot projects to increase women's control over agricultural products identified</li> <li>- Formulation of gender strategy for the agricultural sector at national, regional, and local levels</li> <li>- Formulation of women's rights in new Land Act</li> <li>- Implement information campaigns on women's improved rights concerning access to and control over land</li> </ul>	<ul style="list-style-type: none"> <li>- Number of pilot projects approved</li> <li>- Strategy has been approved</li> <li>- Act has been approved and includes women's inheritance and ownership of land</li> <li>- Number of men and women farmers reached by the campaign</li> </ul>	<ul style="list-style-type: none"> <li>- Four projects approved</li> <li>- One approval</li> <li>- One approval</li> <li>- Men: 100,000; Women: 100,000</li> </ul>

Source: The World Bank, FAO, IFAD (2008: 715-716)