

# **Gender Equality and Donor Entry Points under the New Aid Modalities**

**Towards a better integration of the gender dimension in the Belgian Indicative Cooperation Programme (agricultural sector) with the Democratic Republic of Congo (2009-2013)**

**(January 2010)**

**Nathalie Holvoet and Liesbeth Inberg  
Institute of Development Policy and Management  
University of Antwerp**

## Table of Contents

List of tables	3
List of abbreviations	3
Executive summary	4
<b>1. Introduction</b>	<b>8</b>
<b>2. The agricultural sector in the DRC</b>	<b>10</b>
2.1. Gender equality in the agricultural sector	11
2.1.1. National Strategy for the Integration of Gender	12
2.1.2. National Gender Policy	13
2.1.3. Laws	15
<b>3. Belgian support to the agricultural sector</b>	<b>16</b>
3.1. Entry points for the promotion of gender equality in the agricultural sector in the RDC	18
3.1.1. Introduction	18
3.1.2. Preparation of indicative cooperation programmes: diagnosis	20
3.1.3. Preparation of indicative cooperation programmes: programming and budgeting	29
3.1.4. Policy dialogue	34
3.1.5. Capacity building	36
3.1.6. Monitoring and Evaluation	39
3.1.7. Well-aligned pilot projects	40
<b>4. SWOT</b>	<b>43</b>
References	45
Annex 1: Recommandations pour l'intégration de l'aspect genre dans le Programme Indicative du RDC (accent sur le secteur agricole)	47
Annex 2: Gender mainstreaming in the different phases of a programme cycle in the agricultural/rural development sector	54
Annex 3: Gender-sensitive indicators in an Agricultural Sector Program	57

## List of tables

<b>Table 2.1</b>	Involvement of men and women in agricultural activities
<b>Table 3.1</b>	Donor entry points for promotion of gender equality in sector policy and programmes (general overview)
<b>Table 3.2</b>	Integration of a gender dimension in the basic document (diagnostic phase) of the DRC
<b>Table 3.3.</b>	Integration of a gender dimension in the basic document (programming/budgeting phase) of the DRC

## List of abbreviations

ADECOM	Organisation d'animation et d'accompagnement au service des organisations de base et associations partenaires
BTC	Belgian Technical Cooperation
CAFCO	Cadre Permanent de Concertation de la Femme Congolaise
CAF	Country Assistance Framework
CARG	Comités Agricoles Rureaux de Gestion
CM	Commission Mixte
CONAFED	Comité National Femme et Développement
CSO	Civil Society Organisation
D1	Directorate 1 (Governmental programmes)
DGDC	Directorate-General for Development Cooperation
DRC	Democratic Republic of the Congo
FAO	Food and Agricultural Organisation
ICP	Indicative Cooperation Programme
IFAD	International Food and Agricultural Development Fund
INERA	Institut National d'Étude et de Recherche Agronomique
IOB	Institute of Development Policy and Development
JC	Joint Commission
MAPE	Ministère de l'Agriculture, Pêche et Elevage
MDGs	Millennium Development Goals
MIPS	Micro intervention programmes
M&E	Monitoring and Evaluation
MTEF	Medium Term Expenditure Framework
OSC	Organisation de la Société Civile
PAF	Performance Assessment Frameworks
PFM	Public Finance Management
PIC	Programme Indicatif de Cooperation
REFED	Réseau Femme et Développement
RDC	République Démocratique de Congo
SERACOB	Service de Renforcement des appuis aux Communautés de Base en Afrique Centrale
SNSA	Service National des Statistiques Agricoles
TFD	Technical and Financial Dossier

## Executive summary – recommendations

The new instructions for the preparation of the Indicative Cooperation Programmes (ICP) and Joint Commissions (JC) (06/02/2009) clearly highlight the importance of a better integration of the three transversal themes (gender, environment and children's rights) 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 objective of the policy advisory research on 'gender equality and aid effectiveness' performed within the framework of the O\*platform '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 in the agricultural/rural development sector, which has become a priority sector for Belgian bilateral aid in several partner countries.

The first phase of the research has focused on the operationalisation of the gender dimension in the instructions of the Belgian ICP and JC. The report (see Holvoet and Inberg, 2009) produced guidelines on how the Belgian donor could use several entry points to promote gender mainstreaming in a recipient country's agricultural/rural sector. The inclusion of gender elements in the diagnosis and the programming/budgeting phase of the ICP constitutes a first entry point for Belgium to promote the inclusion of gender equality into the agriculture/rural sector. 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 gender-sensitive projects.

This second phase of the research focuses on the specific case of the RDC, with a focus on the agricultural/rural development sector. Through a combination of desk and (short) field study an assessment is made of the degree to which gender issues have been taken on board in the context of the preparation of the ICP. Suggestions are made on how the Belgian donor could improve the integration of a gender dimension in the diagnosis and the programming/budgeting phase of the ICP with RDC, the policy dialogue, capacity building, M&E and well-aligned pilot projects. The focus is in particular on the cooperation in the area of the agricultural/rural development sector. The recommendations which are summarised below take into account the choice made by the Belgian development cooperation in RDC to focus mainly on the decentralised level (provinces – districts – territories). In order to provide a comprehensive overview of possible interventions at several (often interrelated) levels, we also include recommendations related to the integration of a gender dimension at the central level. This allows to situate Belgian interventions in a larger context and it might also be interesting for other donors who opt(ed) to intervene at the central level.

**First**, in the area of immediate follow-up to *the diagnosis, programming and budgeting phase of the ICP*, it is suggested to include more in-depth diagnostic studies, possibly financed through the 'Study and Expertise Fund'. Given the wide diversity of the country and the option taken by Belgium to intervene at a decentralised level, it is advised to proceed with detailed diagnostic studies at the specific level of intervention. Such diagnostic studies should focus on the gender-sensitivity of the content of agricultural policies, programmes and projects and that of the underlying systems, structures and mechanisms used in the agricultural sector for policy-making, planning, budgeting, M&E. Tables 3.2. and 3.3 (first rows) list possible questions that could be included in such diagnostic studies. The evidence

generated through these diagnostic studies is also important input for the policy dialogue.

**Second**, as far as the *policy dialogue* is concerned, Belgium could put gender issues more prominently on the agenda of the thematic group 'agriculture and rural development' (of which Belgium co-secretary), in particular when e.g. the agricultural policy note, the land law, the seeds law are discussed. Furthermore, it would be good to strengthen the dynamics of the thematic group 'social protection, gender and urban poverty' by the inclusion of some other bilateral donors which show interest in gender issues (e.g. Sweden, the Netherlands, and UK). One of the most pressing issues on the agenda of this thematic group is to improve the coordination between the different interventions of different donors (multilaterals and bilaterals). In practice, it would at least entail the following activities:

- Mapping all the interventions (including diagnostic studies and analytical work<sup>1</sup>) in the area of gender equality and women's empowerment funded by different donors through different aid instruments<sup>2</sup>.
- Identify overlaps and gaps in interventions.
- Identify where possible a common strategy, in areas where this is not possible exploit at least opportunities to share diagnostic 'gender' studies, good practices<sup>3</sup>, results of M&E activities. It would also be a good idea to ensure coordination among efforts to bring in the gender dimension in other thematic groups.

At the decentralised level (provinces – districts – territories) Belgium can integrate gender issues in its dialogue with decentralised authorities. This dialogue can both be related to the content of agricultural policies and programmes and the underlying structures and mechanisms used to elaborate, plan, budget, implement, monitor and evaluate agricultural policies, programmes and projects. At decentralised level Belgium could also use its room of manoeuvre to stimulate the dialogue among the existing structures and mechanisms in the agricultural sector on the one hand and the women's organisations and platforms (such as REFED) on the other hand. These women's organisations and platforms have a good knowledge of existing needs, constraints, opportunities and threats but they often lack the necessary 'enabling environment'.

**Third**, in the area of *capacity building* a first general suggestion is to ensure a minimum level of coordination between capacity building efforts of different donors. Capacity building in the area of gender mainstreaming is normally targeted towards two types of organisations and institutions:

---

<sup>1</sup> Examples of studies in the area of gender equality in the RDC include amongst others Consultation Nationale sur « Genre et l'efficacité de l'aide » en RDC (EC/UN, 2008); Guide national de l'intégration de la dimension genre dans les budgets (draft) (UNIFEM, UNFPA et l'ambassade de Canada, 2009); Manuel Analyse Genre (SERACOB, 2009); Profil Genre RDC (Ambassade de la Suède, 2009); Rapport de l'atelier 'quelle stratégie genre pour le Bas-Congo' (Bazeye et Charlier, 2008), Rapport de l'atelier 'quelle stratégie genre pour Kinshasa' (Bazeye et Charlier, 2009); Rapport sur la Cartographie des Interventions des Nations Unies en Matière de Genre en RDC (draft) (UNDP, 2009); Dossier Défi Sud sur l'avenir de l'agriculture et de l'alimentation en RDC (Kasonia et Huart, 2009).

<sup>2</sup> The field study has highlighted that at least the following donors have interventions in the area of gender equality : Belgium, Canada, Germany (GTZ), the Netherlands, Sweden, UK, FAO, UNFPA, UNDP and UNIFEM.

<sup>3</sup> See e.g. the FAO project oriented towards men and women active in the horticultural sector (see Kasonia et Huart, 2009).

1. Capacity building of the institutions and organisations whose mandate is to promote gender equality and women's empowerment (= national gender apparatus). These organisations and institutions often lack financial, human and institutional resources in order to fulfil their mandate. The strengthening of their capacities is important in order to assure that in the long run they can fulfil their mandate of 'gender' capacity building of other actors which are involved in policy-making and management (e.g. ministry of finance, ministry of planning, line ministries) but which lack gender expertise (see point 2). The UK has already announced they would reinforce the capacity of the *ministère Genre et Famille*. It would be appropriate for Belgium to focus on the decentralised level as this will be their main level of intervention in the future. A minimum level of coordination between capacity building efforts at national and decentralised level can be guaranteed through the thematic group 'social protection, gender and urban poverty'.
  
2. Capacity building in the area of gender mainstreaming which is targeted at key actors in the priority sectors of Belgian development cooperation. The key-actors involved in the agricultural sector are e.g. MAPE, CARG, agricultural research institutes, farmers' organisations, etc. When feasible, the optimal strategy is to include the gender dimension directly in general capacity building activities that are already foreseen. As far as Belgian cooperation is concerned, the ICP 2010-2013 proposes to support the strengthening of operational capacities of MAPE through i) strengthening of the capacities of decentralised agents, ii) installation of the CARG, iii) the strengthening of capacities in the area of data collection (Ambassade Belge Kinshasa, 2009b: 19). There are opportunities to integrate a gender dimension at each of the three levels:
  - In the training of the decentralised agents a section could be included on the importance/relevance of and the instruments used to integrate a gender dimension in the different phases of interventions in the agricultural sector (why & how<sup>4</sup> training).
  - It is likely that there will (institutional) analyses and exchange of experiences related to the set-up of the different CARGs. This provides an opportunity to evaluate as well the current gender-sensitivity of the CARG and to include a gender dimension in future capacity building activities.
  - At the level of capacity building in data collection, it is possible to highlight the importance of the disaggregation of indicators. It is also feasible to provide examples of gender-related indicators in the agricultural sector (see annex 3).

**Fourth**, as far as *monitoring and evaluation* (M&E) is concerned, an immediate observation is that this section is so far generally underdeveloped in the ICP preparatory documents. When setting up an M&E system or activities in the future, it is important to integrate gender sensitive simple and relevant indicators at different stages (inputs, activities, outputs and outcomes and impacts) of programmes and projects. While the specific selection of indicators logically depends on the specific programme, annex 3 provides an overview of indicators which are often used in agricultural projects and programmes.

As co-secretary of the thematic group 'agriculture and rural development' Belgium could focus on the monitoring role of the thematic group and could assure the mainstreaming of gender equality in these monitoring activities. Belgium could also

---

<sup>4</sup> Annex 2 provides an overview of suggestions for gender mainstreaming in the agricultural sector.

stimulate the integration of a gender dimension (including gender expertise) in M&E exercises which are often (jointly) organised (joint sector reviews, performance assessment frameworks).

**Fifth**, in the area of the *Micro Intervention Projects* which are in the case of the RDC specifically oriented to the cultural sector, Belgian DC has the intention to orient at least 50% of the funds towards projects in the area of gender equality and women's empowerment. Besides these projects in the cultural sector, other gender-sensitive well-aligned pilot projects could include:

- activities which are targeted at female and male beneficiaries and which satisfy their gender-specific needs
- activities which are targeted at female and male beneficiaries and which reduce the gender-specific constraints they face to benefit equally from existing agricultural activities and outputs, e.g. interventions that ensure access and control over productive factors, such as financial services, land, fertilizers, storage and marketing facilities, etc.; interventions that reduce the heavy reproductive burden on women, etc.
- activities which are targeted at government institutions and NGOs to increase gender-sensitivity of systems and organisations, e.g. interventions to build gender capacity in government institutions and NGOs, support for women's organisations, interventions to support the elaboration and use of gender tools, etc.
- activities targeted at overall society to reduce gender-specific constraints women and men face, e.g. information and advocacy campaigns on women's right to own land, information campaigns on the importance of the participation of fathers in children's education, etc.

As well-aligned pilot projects often have a 'innovative' and 'catalysing' role, it is important to foresee evaluation in order to assess the quality of the pilots, learn and share (potential) good practices.

## 1. Introduction

The new instructions for the preparation of the Indicative Cooperation Programmes (ICP) and Joint Commissions (JC) (06/02/2009) clearly highlight the importance of a better integration of the three transversal themes (gender, environment and children's rights) 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 first phase of the research has focused on the operationalisation of the gender dimension in the instructions of the Belgian ICP and JC. The report (see Holvoet and Inberg, 2009) produced includes guidelines on how the Belgian donor could use several entry points to promote gender mainstreaming in a recipient country's agricultural/rural sector. The inclusion of gender elements in the diagnosis and the programming/budgeting phase of the ICP constitutes a first entry point for Belgium to promote the inclusion of gender equality into the agriculture/rural sector. 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 gender-sensitive projects. The second phase of the research focuses on two specific case studies, i.e. RDC and Rwanda and combines desk study with (a short) field study. It assesses the degree to which gender issues have been taken on board in the context of the preparation of the ICP and suggests how the gender dimension could be better integrated in the different entry points. This report summarises the main findings of the RDC case study.

The research takes place against the background of changing aid architecture, characterised by a shift 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 elaborated and managed by recipient countries. These changes in the aid architecture are most clearly articulated in the 2005 Paris Declaration and the 2008 Accra Agenda for Action (see Holvoet, 2010). Even though the shift from (sometimes) isolated projects to the support of sector programmes offers in principle opportunities to integrate a gender dimension in sector policies, programmes and systems, in practice opportunities have not fully been realised so far. There is a continuous concentration of gender activities in the soft sectors of education and health, decreasing attention for gender equality throughout the different phases of sector programmes<sup>5</sup>, 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).

When it comes to the agricultural sector, the inclusion of a gender dimension is generally absent, notwithstanding the fact that ample research has pointed out the importance of gender-sensitivity in the agricultural sector. As emphasized by World Bank, FAO and IFAD (2008) 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

---

<sup>5</sup> While in the diagnosis phase gender inequality is often identified as an important problem, this is not translated into specific strategies and actions and even less into gender-sensitive budgets, monitoring and evaluation.



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).

Within the context of the new aid modalities and its changing division of responsibilities, the leadership for the integration of a gender dimension in agricultural policies, programmes and systems is in hands of recipient countries. It is mainly their responsibility to take into account a gender dimension when they elaborate agricultural policies, programmes and projects and when they set up sector systems to elaborate, budget, plan, implement, monitor and evaluate. However, donors also still have their responsibility to promote gender equality and women's empowerment. Nowadays donors use several entry points to influence recipient countries' policies and systems and these entry points can also be made gender-sensitive. This document suggests how the Belgian donor could do this in the context of its new Indicative Cooperation Programme with RDC.

The structure of the report is as follows: chapter two highlights the main characteristics of the agricultural sector in the RDC and the degree of gender equality. It also summarises the main elements of RDC's National Gender Policy. Chapter three sets out with an overview of Belgian support to the agricultural sector in RDC and summarises the interventions proposed in the 'basic document'. It also includes an overview of the different entry points Belgium could use to include a gender dimension in the agricultural sector. Next, an assessment is made of the current integration of the gender dimension in the different entry points and concrete suggestions are given for the inclusion of a gender dimension in the preparatory phase of the ICP (diagnosis + programming and budgeting), the policy dialogue, capacity building, M&E, and well-aligned pilot projects. An overview of strengths, weaknesses, opportunities and threats (SWOT) is presented in section four. A French version of the recommendations is added in annex 1.

## 2. The agricultural sector in the DRC

About 70% of the population of the DRC lives in rural areas and is largely dependent on agricultural activities. Despite having a great potential for the socio-economic development of the country, the agricultural sector has demonstrated a strong regression in performance and has not been able to satisfy the internal food demand since several years (Ministère de l'Agriculture, Pêche et Elevage (MAPE), 2009: 6).

Even though the heads of African states, including the DRC, committed themselves in 2003 to spend 10% of their national budgets to agriculture, the public budget for agriculture in the DRC has always been less than 5% (rather around 2%) of the national budget since 1960, which is hardly enough to pay for the civil servants working for the MAPE (Ambassade Belge Kinshasa, 2009b: 7). Donors as well only spent 4.1% of their expenses in the DRC in 2007 and 2008 on agriculture and rural development (including rural roads) (Ambassade Belge Kinshasa, 2009b: 8).

Several constraints are inherent to the agriculture sector in the DRC. The Belgian Technical Cooperation (BTC, 2009: 60) highlights the following:

- “Faible niveau de transformation et de commercialisation des produits; absence d’usines de transformation de produits agro-industriels; le manque de structuration de la commercialisation dans les villes;
- Faible soutien du Gouvernement et des bailleurs de fonds aux activités génératrices de revenu, telles que les cultures de rente;
- Les pertes énormes dues à la détérioration des produits et la difficulté d’approvisionner les marchés en produits frais, à cause de la lenteur et du manque de fiabilité des transports;
- L’insécurité foncière liée à la concentration des producteurs sur les axes de désenclavement;
- La faiblesse des services agricoles de base, taxation excessive et non contrôlée des producteurs et des marchands (tracasseries); déficit d’importation et de distribution d’intrants agricoles (semences, engrais et pesticides.”

In 2004 the Ministry of Agriculture and the Ministry of Rural Development of the DRC<sup>6</sup> decided to define short and middle term actions which should contribute to the re-launching and development of the agricultural and rural sector. In this framework a round table was organised in March 2004 with the support of Belgium and the FAO (MAPE, 2009: vii), with the aim to realise a concrete action plan for the coherent support to food security and the agricultural development in the development of sector policies of the Congolese government (Tollens, 2004: 1)<sup>7</sup>. This finally resulted in the policy note on agriculture and rural development, which has been elaborated with the help of many national and international experts (MAPE, 2009: vii). This policy note (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 (Ambassade Belge Kinshasa, 2009a: 59).

The global objective of the policy note is to contribute to the realisation of food security. The following specific objectives are mentioned:

- “Améliorer l’accès aux marchés et la valeur ajoutée des productions agricoles;
- Améliorer la productivité du secteur agricole: production vivrière, horticole et légumière, halieutique et d’élevage;

---

<sup>6</sup> At the national level, the Ministry of Agriculture and the Ministry of Rural Development are separated. A public administration reform is ongoing with the support of the Belgian Cooperation (CTB, 2009: 62).

<sup>7</sup> The input document of this roundtable (Tollens, 2004) does not deal with gender equality in the agricultural sector.

- Promouvoir des systèmes financiers décentralisés qui s'adaptent à la nature des activités du secteur agricole;
- Renforcer les capacités techniques et organisationnelles des institutions publiques et privées d'appui à la production agricole (MAPE, 2009: 15)."

## 2.1. Gender equality in the agricultural sector

Even though most of the activities in the agricultural sector are performed by women (see table 1.1) the best pieces of land in the DRC are occupied by men. Women have difficulties in access to inputs like fertilisers, seeds, pesticides, credit and services concerning agricultural information. In rural areas women are responsible for 75% of food production, but generally they do not have control over their own resources (Ministère de la Condition Féminine et Famille, 2004: 21). Lack of control over own resources also prevents women to own land, which is officially accessible for both men and women. Besides, land heritage, which is the most common way to get access to land, is generally reserved for men (Ministère du Genre, de la Famille et de l'Enfant, 2009: 16).

Table 2.1 Involvement of men and women in agricultural activities<sup>8</sup>

Activités agricoles	Hommes %	Femmes %
Abattage des arbres	100	0
Nettoyage et labour	34	66
Semis (plantation)	29	71
Transformation	21	79
Stockage et conservation	20	80
Transport de la récolte	10	90
Vente des produits	25	75

Source : Ministère de la Condition Féminine et Famille, 2004: 22

The basic document of the Belgian Embassy in Kinshasa (2009b: 22) identifies several inequalities in the agricultural sector:

- "Forte présence des femmes dans le travail agricole familial/informel et inégalité économique : 86 % des femmes en milieu rural travaillent dans le secteur agricole, 3 femmes sur 10 en milieu urbain (2007). Les femmes congolaises sont plus touchées par la pauvreté que les hommes ;
- Inégalité dans l'éducation : 59% des femmes sont analphabètes avec pour conséquence une mauvaise maîtrise des revenus (agricoles);
- Présence marginale des femmes dans le secteur de l'élevage ;
- Déficiences nutritionnelles et mauvaises habitudes alimentaires des ménages ;
- Pourcentage de cadres féminins de Kinshasa employés dans le secteur agricole : 3% en 2002 "

The document also highlights the fact that the gender dimension has not been integrated in the policy note on agriculture, the agricultural law and the rural agricultural council (Ambassade Belge Kinshasa, 2009b : 22). The (draft) agricultural policy note only mentions gender explicitly under one of the priority actions, with 'the strengthening of production capacity of small producers and vulnerable groups', is added e.g.: indigenous people (knowledge of the forest), women (gender), youth (fight against rural exodus) (MAPE, 2009: 17). The fact that the development partners in the agricultural sector stressed the need to integrate transversal issues

<sup>8</sup> The information in the table, which is based on an analysis of Pietronella Van den Oever-Pereira (1984), still represented the situation in 2004.

more explicitly throughout the different priority actions is included as a remark in the (draft) agricultural policy note (see MAPE, 2009: 23). A suggestion made by a representative of the DGCD is that gender issues are often implicitly integrated in projects and that is important to emphasize this more explicitly in the policy note.

### **2.1.1. National Strategy for the Integration of Gender**

The fact that gender equality is not integrated in the policy note on agriculture is not in accordance with the 'Stratégie Nationale d'Intégration du Genre' (Ministère de la Condition Féminine et Famille, 2004) which is the strategic framework for the promotion of gender equality in development policy and programmes of the DRC.

The general objective of this strategy is to clearly define the process of integration of the gender dimension in all development sectors with the final aim to promote gender equality, equity and women's empowerment (Ministère de la Condition Féminine et Famille, 2004: 35).

The fact that the recent agricultural policy note does not integrate gender equality is probably due to implementation constraints, which are already mentioned in the strategy itself. More specifically, it is stated:

Du fait de l'instabilité institutionnelle, il est constaté une faible capacité du mécanisme institutionnel de mise en œuvre et de suivi des politiques et programmes de développement pour les femmes. En outre, le Ministère de la Condition Féminine et Famille qui est la structure gouvernementale de coordination nationale de toutes les interventions en matière de promotion de la femme dispose d'une faible part du Budget national' (Ministère de la Condition Féminine et Famille, 2004: 42).

The document furthermore points out that technical ministries and civil society organisations do not have enough comprehension of the concepts of gender equality, and the integration of gender and that difficulties exist in coordination and communication between the actors that are involved in the implementation of the strategy (Ministère de la Condition Féminine et Famille, 2004: 42).

The national strategy for the integration of gender mentions the following strategic objectives concerning the implementation of the strategy (Ministère de la Condition Féminine et Famille, 2004: 42) :

- Augmenter la capacité du mécanisme institutionnel (Ministère de la Condition Féminine et Famille), des ministères techniques, des organisations de la société civile (OSC) oeuvrant pour la promotion de l'égalité et l'équité de genre, les aider dans la formulation de leurs politiques et programmes et dans l'élaboration de leur budget incluant la perspective genre;
- Mobiliser des ressources nécessaires pour la mise en œuvre des stratégies de genre ;
- Rendre plus opérationnelles les structures de coordination;
- Produire et diffuser des données et des informations ventilées par sexe aux fins de planification et d'évaluation'

The agricultural sector does not take a prominent place in the 2004 gender strategy. For nine topics strategic objectives and priority measures are formulated<sup>9</sup>. The agricultural sector is included under 'economy, poverty and access to basic services'. The strategic objectives for this topic are:

---

<sup>9</sup> These topics are: 'fundamental rights and violence against women', 'governance, decision-making and leadership', 'economy, poverty and access to basic services', 'education and training', 'population and health', 'environment', 'peace management and post-conflict', 'mechanisms for the implementation of the national gender strategy' and 'media'.

- 'Développer l'entrepreneuriat féminin et renforcer les capacités des femmes dans le domaine des affaires ;
- Faciliter l'accès équitable aux ressources économiques, à l'information, aux technologies et aux équipements collectifs ;
- Faciliter l'égalité d'accès à l'emploi et aux opportunités économiques ;
- Diminuer la surcharge de travail des femmes' (Ministère de la Condition Féminine et Famille, 2004: 37).

Only one priority measure is directly related to agriculture:

- 'Amener le gouvernement à faire des réformes agraires et foncières en tenant compte des besoins des hommes et des femmes' (Ministère de la Condition Féminine et Famille, 2004: 38)'.

Other priority measures like the strengthening of capacities of women and the creation of infrastructure for storage and conservation of products for female producers are also important for women working in the agricultural sector.<sup>10</sup> One of the 10 general indicators for the monitoring and evaluation of the promotion of women includes the agricultural sector:

- 'Adoption de mesures favorisant des opportunités égales d'accès et de contrôle des ressources spécifiques telles que l'éducation, l'accès à la terre et les crédits' (Ministère de la Condition Féminine et Famille, 2004: 52).

The national strategy also mentions that sector ministries should formulate detailed indicators concerning the promotion of women for their actions and in the light of specific objectives related to their sectors which are identified in the national gender policy (Ministère de la Condition Féminine et Famille, 2004: 52).

### **2.1.2. National Gender Policy**

The newly created Ministry of Gender, Family and Children (end of 2008) elaborated a national gender policy (July 2009). The aim of the policy is to contribute to the realisation of gender equity and to equal access of men and women, boys and girls to the country's resources (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 24).

The national gender policy includes the following global objectives (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 24):

---

<sup>10</sup> The nine priority measures are: 1. Amener le gouvernement à faire des réformes agraires et foncières en tenant compte des besoins des hommes et des femmes; 2. Créer des institutions de micro finance appropriées aux secteurs dans lesquels se trouvent les femmes; 3. Créer un Site WEB et des services de commerce électronique pour faciliter les échanges et l'accès à l'information sur les opportunités économiques et des services d'appui conseil; 4. Vulgariser et appuyer l'acquisition de technologies appropriées afin d'alléger les tâches des femmes; 5. Mener un plaidoyer pour que les emplois à même valeur soient valorisés et traités de la même manière; 6. Mener un plaidoyer pour la mise en place de programmes d'habitats sociaux intégrant la dimension genre; 7. Renforcer les capacités de la femme (formation, encadrement, information, sensibilisation, structuration des organisations); 8. Produire des analyses macro sociales et macro-économiques par des études et des enquêtes; 9. Créer des infrastructures de stockage et de conservation des produits pour les femmes productrices et améliorer les moyens d'évacuation.

- 'Instaurer un environnement institutionnel, socioculturel, juridique et économique favorable à la réalisation de l'équité de genre et de l'égal accès des hommes et des femmes, des garçons et des filles aux ressources de la société.
- Assurer l'intégration effective du genre en tant que variable à toutes les étapes des processus d'études et de recherches sur les conditions socio-économiques des populations, d'analyse, de planification, de mise en œuvre, de suivi et d'évaluation des projets, politiques et programmes de développement' (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 24).'

The strategic axes of the National Gender Policy are those that are developed in the National Strategy for the Integration of Gender. In the National Gender Policy these strategic axes are articulated around four fundamental pillars:

- 'La Promotion équitable de la situation et de la position sociale de la femme autant que l'homme au sein de la famille et dans la communauté;
- La Promotion équitable du potentiel et de la position de la femme autant que de l'homme au sein de l'économie du ménage et dans l'économie de marché;
- La Promotion de l'exercice équitable des droits et devoirs des femmes et des hommes et le renforcement de l'accès et de la position des femmes au niveau des sphères de décision;
- L'Amélioration de l'impact des interventions en faveur de l'équité de genre et de l'égal accès des hommes et des femmes' (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 24).

Gender equality in the agricultural sector is not a specific topic in the gender policy. One objective which is important for women working in the agricultural sector is formulated under the second pillar: 'Accroître les rendements, la productivité et la qualité des productions réalisés par les femmes' (Ministère du Genre, de la Famille et de l'Enfant, 2009: 27). Besides, two of the twelve programmatic actions of the National Gender Policy, which are those foreseen in the National Programme for the Promotion of National Women (and corresponding with the twelve domains of the Beijing Platform), are related to the agricultural sector: 'women and access to economic resources' and 'women, agriculture and food security' (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 30). Another specific objective relevant for this study and formulated under the fourth pillar is : 'assurer l'intégration de l'approche genre dans la conception, la programmation et la budgétisation des actions de développement' (Ministère du Genre, de la Famille et de l'Enfant, 2009: 29). Added to this sentence is 'en insistant sur la budgétisation sensible au genre dans toutes les institutions tant nationales (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 24) que provinciales' (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 29).

The roles and responsibilities related to the implementation of the National Gender Policy are formulated for different actors (Ministère du Genre, de la Famille et de l'Enfant, 2009a: 30-39):

1. Presidency of the Republic
2. Parliament
3. Government
  - A. The ministry which has gender in its designation
    1. La Cellule Stratégique d'Etudes et de Planification de la Promotion de la Femme
    2. L'Agence Nationale de Lutte contre les Violences faites a la Femme en RDC
    3. Le Fonds National pour la Promotion de la Femme et de l'Enfant (FONAFEN)
  - B. The Ministry of Planning

1. L'Institut National de la Statistique (INS) (production and systematic analysis of sex-disaggregated data and constitution of a databank on gender)
  2. The thematic groups (harmonization of actions and mobilisation of financial resources)
- C. Other ministries, technical services and public establishments
4. Civil Society Organisations
  5. Universities and research institutes
  6. Communication professionals
  7. Decentralised entities
  8. Development partners
  9. Beneficiary target groups

### **2.1.3. Laws**

In the Congolese constitution of 18 February 2006 in the articles 12,13 and 14 the principles of equal rights, chances and sexes are affirmed. Presently a law has been elaborated<sup>11</sup> to apply the article 14<sup>12</sup> with the aim to promote gender equity, equal rights and opportunities, and equal participation of men and women to the management of the state affairs (Ministère du Genre, de la Famille et de l'Enfant, 2009b: 2). The law has 37 articles grouped in four chapters. Section two of chapter three concerns the economic domain which is of importance for the agricultural sector. This section has three articles:

- Les politiques et les programmes économiques de développement du pays sont élaborés et mis en oeuvre en tenant compte de la parité homme-femme. Ils assurent à tous l'accès égale aux ressources et aux avantages consécutifs.
- Conformément a l'article 35 de la constitution, l'Etat garantit le droit a l'initiative privée. Il favorise, sans discrimination basée sur le sexe, l'accès a l'épargne, aux crédits, aux diverses opportunités et aux nouvelles technologies.
- L'Etat assure des droits égaux a l'homme ainsi qu'a la femme en matière d'accès a la propriété, à la gestion, a l'administration, a la jouissance et a la disposition des biens (Ministère du Genre, de la Famille et de l'Enfant, 2009b: 4/5).

---

<sup>11</sup> The status of this law is not clear.

<sup>12</sup> 'Article 14 : Les pouvoirs publics veillent à l'élimination de toute discrimination à l'égard de la femme et assurent la protection et la promotion de ses droits. Ils prennent, dans tous les domaines, notamment civils, politiques, économiques, sociaux et culturels, toutes les mesures appropriées pour assurer la pleine participation de la femme au développement de la Nation. Ils prennent des mesures pour lutter contre toute forme de violences faites à la femme dans la vie publique et dans la vie privée. La femme a droit à une représentation équitable au sein des institutions nationales, provinciales et locales. L'Etat garantit la mise en œuvre de la parité homme-femme dans les institutions. Une loi particulière fixe les conditions de mise en œuvre de la parité homme-femme' (Ministère du Genre, de la Famille et de l'Enfant, 2009b: 1).

### 3. Belgian support to the agricultural sector

Belgium has been one of the few donors in the agricultural sector of the DRC since the transition period. Other donors are the European Union, the African Development Bank and USAID (Ambassade Belge Kinshasa, 2009b). Even though Belgium is one of the principal donors in the sector, the budget of the BTC allocated to the agricultural sector only accounts for 3.3% of the total budget of the present ICP (6.5 million of 195 million euro)(BTC, 2009: 62). Other intervention channels used in the agricultural sector are NGOs and the Belgian Survival Fond (BTC, 2009: 62).

Presently, Belgium contributes substantially to the development of the seeds chain upwards (applied research) and downwards (diffusion of 'performant' varieties) in the axe Bas-Congo – Katanga and participates actively in the rehabilitation of a national piscicultural centre and in the improvement of artisanal fishing in Katanga (Ambassade Belge Kinshasa, 2009b: 15). Besides, Belgium supports the administration reform of the MAPE which is one of the pilots in the framework of the 'Projet d'appui à la Réforme de l'Administration Publique en RDC' (Ambassade Belge Kinshasa, 2009c: 44). The final objective of the first phase (2003-2008) of this project is:

'doter le Gouvernement congolais d'administrations aptes à remplir les taches de service public d'un état moderne. Plus spécifiquement, le projet soutient la mise en oeuvre de la réforme de l'administration publique au travers notamment d'un appui aux structures de réformes (CTB, 2008).<sup>13</sup>

Belgium contributed to the creation of the 'Comités Agricoles Rureaux de Gestion' (CARG) in the provinces and in more than 45 of the 145 territories of the DRC. These CARGs constitute of public private partnerships for the decentralised management in the field of agriculture and they benefit from support from Congolese and Belgian civil society organisations and important agricultural syndicates (Ambassade Belge Kinshasa, 2009b: 7).

Another important institutional partner of Belgium (next to MAPE) is INERA (Institut National d'Étude et de Recherche Agronomique) which falls under the responsibility of the Ministry of Scientific Research. Belgium finances the project 'Appui à la Production Végétale' (APV) which is executed by BTC (Ambassade Belge Kinshasa, 2009b: 6).

In the ICP 2010-2013 the agricultural sector will be one of the three selected sectors (the other two are rural roads and ferries and education). The global objective of both

---

<sup>13</sup> The institutional diagnosis has oriented the reform alongside three axes:

- 'le premier, qui correspond aux activités exclusivement de service public relevant de l'Etat, a conduit à la structure validée en juin 2007; des changements seront nécessaires au niveau des hommes et des mentalités;
- le second, qui correspond aux activités commerciales ou de productions incombant au secteur privé, conduit à la privatisation de celles d'entre elles qui sont encore menées par des institutions publiques et nécessite une préparation des hommes pour leur permettre d'affronter les marchés et faire preuve de dynamisme;
- le troisième, qui fait appel à une collaboration entre acteurs du secteur public et de la société civile avec une forte participation des agriculteurs, a conduit à développer le concept du « Conseil agricole rural et de gestion » aux niveaux décentralisés permettant, d'une part la représentation des agriculteurs et d'autre part, la constitution d'un cadre de dialogue et de concertation entre les partenaires publics, privés et de la profession agricole' (Ambassade Belge Kinshasa, 2009c : 44).



the agricultural sector and rural roads and ferries is: 'la lutte contre la pauvreté via le développement économique et social de la RDC et plus particulièrement des zones de concentration retenues conjointement' (Ambassade Belge Kinshasa, 2009b: 1). The specific objective is 'd'augmenter la productivité agricole, d'améliorer la transformation et la commercialisation de la production végétale et halieutique, lesquelles seront modulées en fonction de la demande sur les marchés' (Ambassade Belge Kinshasa, 2009b: 1). This specific objective will be realised by finding a balance between food security of small entrepreneurs and the supply of food for internal (bdII:1).

It is proposed, in synergy with the rural roads and ferries sector, to finance several programmes which support the recovery of the agricultural sector, in function of the land suitability and agro-ecological zones, local habits and traditions (as far as food and crops are concerned), attention for environment aspects with e.g. adaption of crops and protection of vulnerable forest zones, marketing possibilities (markets), but obviously also referring to the Congolese priorities as recorded in the policy note on agriculture of April 2009 and building on the conclusions of the World Bank report (Agricultural Review – 2006) and the Country Assistance Framework (CAF)<sup>14</sup> (2009b: 16).

The basic document formulates three basic elements that should be integrated when selecting interventions in the agricultural sector which will be supported by Belgium (Ambassade Belge Kinshasa, 2009b: 16) :

- 'Les axes sur lesquels la Belgique a développé sa coopération jusqu'à présent avec la RDC en matière agricole, à savoir principalement la filière semencière, le développement de la pêche artisanale et de la pisciculture et accessoirement de la réforme du Ministère de l'agriculture
- L'appui apporté par les autres bailleurs, ainsi que l'apport de la Belgique à travers de ses autres canaux de coopération dont le Fonds Belge de Survie.
- Les mêmes zones de concentration que pour les « pistes et bacs », la situation géographique des bassins de production agricole et de consommation et leur interconnexion. Ceci implique de mieux relier les bassins de production aux grands marchés urbains (les couloirs de commercialisation), par des meilleures routes et infrastructures, y compris la voie de l'eau, le développement de vrais marchés de collecte, de gros et de détail, des systèmes d'information sur les marchés, et d'autres moyens pour réduire les coûts de transaction et améliorer le fonctionnement des marchés'.

---

<sup>14</sup> Priority activities formulated in the CAF (United Nations Country Team and World Bank, 2007: 44) for the agricultural sector are:

- *Recapitalize the agricultural sector and provide inputs:* (i) continue and strengthen ongoing efforts to distribute inputs, including seeds, tools and small animals to re-connected areas on the basis of area-specific requirements; and (ii) support farmers associations and the private sector to rehabilitate and modernize storage and processing facilities and equipment.
- *Lay the ground for medium-term growth:* (i) support producer and community organizations; (ii) develop a regulatory framework for rural finance, including micro-finance; (iii) support public-private arrangements for the provision of key services (e.g., extension, veterinary, pest management); and (iv) collect agricultural statistics.
- *Help manage the forestry sector:* (i) design simple, enforceable regulations in line with the low capacity of technical institutions, including transparency, accountability and monitoring systems; and (ii) promote innovative approaches such as the devolution of management responsibility to local communities, monitoring of environmental and social compliance by specialized NGOs, and independent certification'.

### **3.1 Entry points for the promotion of gender equality in the agricultural sector in the DRC**

#### **3.1.1. Introduction**

Gender equality and empowerment of women are a priority of the Belgian development cooperation. Belgium considers gender equality and women empowerment a basic human right and a starting point for growth and poverty reduction, sustainable development and the realisation of all millennium development goals (SPF Affaires étrangères, Commerce extérieur et Coopération au développement et al., 2008: 15). According to the Law on Gender Mainstreaming (12/01/2007) a gender dimension has to be integrated by the federal government in all policies, procedures, budget preparations and actions (SPF Affaires étrangères, Commerce extérieur et Coopération au développement et al., 2008: 5).

In the context of the Belgian National Plan for the implementation of the UN Security Council resolution 1325, Belgium will, e.g.:

- Support initiatives that involve women in the access to judiciary channels, encourage them to file complaints and offer them protection and accommodation. This in cases of sexual violence, but also in disputes on land, inheritance, work, discrimination...
- Support initiatives that strengthen the position of women (inheritance, propriety, education, forced marriage....)
- Report on gender aspects as part of the mission statement of the embassies (SPF Affaires étrangères, Commerce extérieur et Coopération au développement et al., 2008: 9/10).

Specifically concerning development cooperation, Belgium will give priority to:

- Gender equality and women empowerment in the countries in armed conflict and in the framework of conflict prevention and reconstruction in post-conflict situations.
- The fight against all forms of violence during and after armed conflicts, with special attention to sexual violence, on the political and operational level.

Belgium commits itself to, e.g.:

- Support initiatives that are focused on the empowerment of women and on the participation of women in decision-making on every level (local, regional and national) in countries in armed conflict or in post-conflict situation.
- Support women networks and –organisations in order to strengthen their juridical, economical, political and social capacities.
- Support countries in armed conflict or in post-conflict situation that aim at the protection and respect of women rights.
- Take part in donor coordination concerning gender equality in partner countries in armed conflict or in post-conflict situation (SPF Affaires étrangères, Commerce extérieur et Coopération au développement et al., 2008: 16).

The above elements illustrate Belgian's commitment to the integration of a gender dimension in its development cooperation. However, in order to move from discourse to reality, there is a need to translate the commitment into more operational guidelines and actions. In addition, capacity and incentives are necessary to promote the implementation of the guidelines and actions.

Table 3.1 gives an overview of different entry points donors could use for the promotion of gender equality in sector policies and programmes. The inclusion of

gender elements in the diagnosis and the programming/budgeting phase of the ICP constitutes a first entry point for Belgium. If the diagnosis 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 and performance assessment frameworks (PAFs). 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 (or other types of earmarked funding) to promote the integration of a gender dimension in the agricultural sector. These projects/earmarked funding could include:

- gender-specific expenditures which are specifically oriented towards female and male beneficiaries with the aim to satisfy gender-specific needs or to reduce gender-specific limitations that hinder equal access, control, participation of men and women in the general agricultural policy, system and benefits
- investments in order to make the agricultural policy and the underlying system more gender-sensitive (i.e. investment in gender tools and guidelines, gender capacity inside and outside government)
- interventions oriented at the broader society to raise awareness about the importance of gender equality and women's empowerment

Table 3.1: Donor entry points for promotion of gender equality in sector policy and programmes (general overview)

<b>Donor entry points</b>	<b>↑ Gender-sensitivity</b>
Preparation of indicative cooperation programmes: diagnosis	- Integration of gender issues in analysis of quality of national or sector policy and programmes (analysis of content). - Analysis of existing capacity for gender mainstreaming (analysis of the underlying institutional apparatus).
Preparation of indicative cooperation programmes: programming/budgeting	- 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).
Policy dialogue	- Inclusion of gender-sensitive issues (based on results of analysis).
Capacity building	- Strengthening of capacity of gender actors (inside and outside government) - Strengthening of gender expertise of other key actors (particularly interesting in this regard is the use of gender budgeting).
M&E	- Set up of gender (sector) working group. - Inclusion of gender issues in other (sector) working groups. - Inclusion of specific indicators for gender equality & empowerment (in PAFs).

	<ul style="list-style-type: none"> <li>- Sex-disaggregation of indicators &amp; targets (in PAFs).</li> <li>- Integration of gender dimension in (joint sector) reviews, (joint) evaluations.</li> </ul>
Well-aligned pilot projects (or other types of earmarked funding)	<p>Projects/earmarked funding specifically targeted at gender equality and women's empowerment. These may include:</p> <ul style="list-style-type: none"> <li>-gender-specific expenditures</li> <li>-investments in order to make the overall system more gender-sensitive (i.e. investment in gender tools and guidelines, gender capacity inside and outside government)</li> </ul>

The instructions for the Belgian Indicative Cooperation Programmes and the Joint Commissions of February, 6<sup>th</sup>, 2009 include a gender equality perspective. Sections 3.1.2 and 3.1.3 demonstrate to which extent these instructions have been integrated in the diagnosis and elaboration phase of the ICP respectively and give suggestions on how to improve the application of the instructions. The focus is in particular on the agricultural sector. Sections 3.1.4 to 3.1.7 provide suggestions of how Belgium could include a gender dimension in policy dialogue, capacity building, M&E and well-aligned pilot projects. At the moment of the field study it became clear that Belgian Development Cooperation in RDC had decided to mainly focus on the decentralised level (provinces – districts – territories). In what follows we take into account this choice but we also include recommendations for the integration of a gender dimension at the central level. This helps to provide a comprehensive overview of interventions at several (interrelated) levels which allows to situate Belgian interventions in a larger context. It might also be interesting for other donors who opt(ed) to intervene at the central level.

### **3.1.2 Preparation of indicative cooperation programmes: 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 of the 13 areas. The table below demonstrates the extent to which these gender specific instructions have been implemented in the diagnosis of the agricultural sector in the DRC and formulates recommendations which might be helpful to improve the integration of the gender dimension.

Table 3.2 Integration of a gender dimension in the basic document (diagnostic phase) of the DRC

Areas	Integration of the gender dimension in five areas as expected according to the instructions of 06/02/2009	Review of the integration of the gender dimension in the basic document DRC	Recommendations as to improve the integration of the gender dimension in the basic document DRC
1. Poverty reduction	Analysis of the translation and budgeting of national gender equality strategies in sector strategies.	<p>In the gender paragraph in the chapter on agriculture (2009b: 22) it is mentioned that gender is not integrated in the agricultural policy note, the agricultural law and the rural agricultural management structure ('conseil agricole rural de gestion').</p> <p>No references are made to the non-application of the National Strategy for the Integration of Gender in the agricultural policy.</p>	As a financing agency of the policy note on agriculture, Belgium could urge for the integration of the strategic objectives related to agriculture formulated in the gender strategy into the agricultural policy note, including the formulation of a corresponding budget and detailed indicators for monitoring.
	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).	An overview of the situation concerning the MDGs is included in the basic document (2009a: 16). However, no reference is made in this context to the small budget reserved in the national budget for agriculture (less than 5% since 1960) or for the Ministry of Gender, Family and Children (0.05%). The general budget for activities oriented towards gender equality is not clear.	An assessment of the budget for agriculture (important for the attainment of especially MDG 1) and gender equality (important for the attainment of especially MDG 3) could be included in the overview of the current situation of the achievement of the MDGs.
	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>In the main document in the chapter on the transversal themes one paragraph is written on gender (2009a: 28-30). In this paragraph no specific attention is given to gender in the agricultural sector.</p> <p>While some facts which are related to gender inequality in the agricultural sector are included in the gender paragraph in the chapter on the agricultural sector (2009b: 22), there is no attention to gender equality in the general section on the diagnosis of the sector (2009b: 2.1: 3-14).</p>	<p>The facts on gender inequality in the agricultural sector, which are now only mentioned in the gender paragraph, should be integrated in the general diagnosis of the sector (mainstreaming). This increases the probability that existing gender inequalities in the agricultural sector will also be effectively taken into account when elaborating agricultural policy and programmes. Given the importance of the existing differential constraints, opportunities and needs faced by men and women, ignoring these will lead to ineffective policies and might finally worsen the already existing gender bias.</p> <p>It is obvious that a more in-depth diagnostic study is needed to give more detailed insights into existing differential needs, opportunities, and</p>

Areas	Integration of the gender dimension in five areas as expected according to the instructions of 06/02/2009	Review of the integration of the gender dimension in the basic document DRC	Recommendations as to improve the integration of the gender dimension in the basic document DRC
			<p>constraints. Given the wide diversity of the country and the option taken by Belgium to intervene at a decentralised level, it is advised to proceed with detailed diagnostic studies at the specific level of intervention<sup>15</sup>. Such studies could be financed in the context of the 'Study and Expertise Fund'.</p> <p>Specific questions that could be included are the following:</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</li> </ul>

<sup>15</sup> Before starting with a new round of primary data collection, it is important to check the existing secondary data (including data collection by the gender university networks, local ONGs, other bilateral donors , etc. see also footnote 1).

Areas	Integration of the gender dimension in five areas as expected according to the instructions of 06/02/2009	Review of the integration of the gender dimension in the basic document DRC	Recommendations as to improve the integration of the gender dimension in the basic document DRC
			and women's different forms of organisation for providing agricultural technology services to them?
2. Policy dialogue and coordination	Assessment of the results of general policy dialogue between donors and partner country concerning gender equality.	Gender equality is not included in the assessment of the general policy dialogue (2009a: 22) and in the assessment of the policy dialogue in the agricultural sector (2009b: 5). DGCD is aware of this as a remark is made in the general gender paragraph (see 2009a: 29) stating that Belgium does support gender equality in many ways, but seldom in the policy dialogues in the sectors.	Belgium is seemingly aware about the importance of the integration of the gender dimension in sector policy dialogues. It is important to translate this awareness in effective action (see also 3.1.4) A more in-depth analysis of the gender dimension in the agricultural sector with an identification of strengths and weaknesses, opportunities and threats may provide concrete input for the sector dialogue.
	Assessment of the results of donor coordination concerning gender equality.	Gender equality not included in the assessment of the results of donor coordination (2009a: 19/20)	Specific questions which could be included to include gender equality in the assessment of the results of donor coordination are: <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 issues addressed in all sector working groups? What is the need for such mechanism, within the larger donor coordination process?</li> <li>- Is gender equality integrated in joint processes like joint budget reviews, joint sector reviews, performance assessment frameworks, sector working groups etc.?</li> </ul>
	Analysis of the capacity and participation of women organisations in the policy dialogue at national, sector and thematic level and their results.	Analysis of the capacity and participation of women's organisations in the policy dialogue is not included in the basic document (see 2009a: 21/22)	Specific questions which could be included: <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>

Areas	Integration of the gender dimension in five areas as expected according to the instructions of 06/02/2009	Review of the integration of the gender dimension in the basic document DRC	Recommendations as to improve the integration of the gender dimension in the basic document DRC
3. Monitoring	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.	Gender equality is not included in the analysis of the quality of monitoring (2009a: 30)	<p>The basis document could comment on the fact that the agricultural policy note does not include some of the relevant indicators included in the national gender strategy (such as equal access to land and credit)</p> <p>Besides, specific questions which could be included to make the analysis of the quality of monitoring more gender-sensitive are:</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 reported?</li> </ul>
4. Financing	Analysis of the financing needs per sector, inclusive for gender equality.	Agriculture and rural development is included in the financial needs with an amount of 2,1 Md\$. Gender equality is not included (2009a: 33)	The financial needs of gender-sensitive priorities identified in the gender paragraph should be included in the chapter on agriculture (2009b: 22/23).
5. Belgian bilateral cooperation	Assessment of the results of the last portfolio, at different levels, with special attention to gender equality and other transversal themes.	<p>In the BTC appreciation note of the present ICP (2009a: 39) it is mentioned that one of the principal results is a better ‘consideration’ of the transversal themes. However in the gender paragraph (2009a: 29) in which the Belgian cooperation is assessed from this ‘gender’ angle, it is mentioned that even though the promotion of gender equality is integrated in all cooperation documents, it does not exceed the level of intentions. Gender equality is far from being mainstreamed.</p> <p>The BTC appreciation note mentions that the BTC representation in Kinshasa does not yet succeed in taking the transversal themes into account. Therefore, the BTC has to develop or adapt methodological instruments and disperse them to the representations responsible for mainstreaming these themes in projects and</p>	<p>It is acknowledged that gender is not yet sufficiently mainstreamed in the present ICP. Additional to this important but rather superficial observation, a number of more detailed questions could be added:</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</li> </ul>



Areas	Integration of the gender dimension in five areas as expected according to the instructions of 06/02/2009	Review of the integration of the gender dimension in the basic document DRC	Recommendations as to improve the integration of the gender dimension in the basic document DRC
		<p>programmes managed by BTC (BTC, 2009: 21).</p> <p>In the matrix that analyses the intervention of the Belgian Bilateral Cooperation in the agricultural sector it is mentioned that there are gender policies but that these are not appropriate for the authorities concerned. Concerning the expertise on the transversal themes it is mentioned that it is not available and not a priority (BTC, 2009: annex 1).</p> <p>In the matrix that gives an overview of the domains of knowledge in the agricultural sector, gender equality is not included (BTC, 2009: annex 2).</p>	<p>men and women?)</p> <p>The BTC appreciation highlights a number of interesting observations which should be taken on board in the following phases of the ICP implementation. It would be interesting to monitor and evaluate whether changes have taken place at the level of the shortcomings mentioned in the BTC appreciation note.</p>

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

### 3.1.3. Preparation of indicative cooperation programmes: programming/budgeting

Table 3.3. Integration of a gender dimension in the basic document (programming/budgeting phase) of the DRC

Gender equality elements (as mentioned in the instructions)	Existing elements in basic document DRC	Recommendations
<p>Short institutional analysis of the potential partner organisations in the chosen sectors, including the mainstreaming of gender equality.</p>	<p>In the basic document an institutional analysis of MAPE and INERA is included, but no references are made to the mainstreaming of gender (2009b: 6/7).</p>	<p>The institutional diagnosis in the ICP could include an analysis of the level of gender mainstreaming in structures, systems, mechanisms which intervene in different phases (from policy-making to M&amp;E) of the agricultural sector. This involves systems at the central level (i.e. MAPE, INERA) but also at the decentralised level (such as the CARG). Examples of questions which could be included in such an analysis are:</p> <ul style="list-style-type: none"> <li>- Is there a gender policy statement within these structures?</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 been exposed to gender training?</li> <li>- What is the capacity of the existing structures with respect to the collection and compilation of sex-disaggregated data and qualitative information?</li> <li>- What is the capacity of the existing structures and institutions to perform gender budget analysis?</li> <li>- Do these structures have links to the gender apparatus inside and outside government (i.e. gender ministry, gender focal points, gender researchers, gender expertise, women's groups, etc.) ?</li> <li>- Do these structures have clear procedures/tools/guidelines for integration of gender concerns into programmes and projects?</li> </ul>

<p>Identification of subsectors and/ or possible interventions, including the expected results for gender equality.</p>	<p>In the general gender paragraph in the basic document it is mentioned that results in gender mainstreaming (with measurable results and adequate means) should be reached in each intervention, including running interventions for which the TFD should be revised (2009a: 29).</p> <p>Gender equality is not included in the proposed interventions for the agricultural sector ICP 2010-2013 (2009b: 16-21). However, in the gender paragraph in the agriculture chapter, propositions for Belgian support to gender equality are formulated (2009b: 22) (see also 3.1.4 to 3.1.7)</p>	<p>The ICP should not only mention that gender mainstreaming should be reached in each intervention, but should really mainstream gender in the interventions included in the ICP.</p> <p>Interventions which focus on capacity building of gender equality mechanism/apparatus in structures and mechanisms which intervene in the agricultural sector could be included in the ICP.</p>
<p>Proposal regarding the position of Belgium in the policy dialogue per sector, including dialogue on gender.</p>	<p>In the gender paragraph in the chapter on the agricultural sector, it is mentioned that Belgium will have a supportive attention to gender in the policy dialogue. Some examples are provided (2009B: 22). However, this paragraph has not been included in the general section on policy dialogue in the agricultural sector (2009b: 5)</p>	<p>In the ICP, the supportive attention to gender should be integrated in the issues which are identified for inclusion in the policy dialogue. A more in-depth diagnosis of the current gender-sensitivity of the agricultural sector (see 3.1.2 for suggestions on how to do such an analysis) should normally highlight:</p> <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> <p>These elements should normally provide input into the policy dialogue.</p>
<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.</p>	<p>References are made to the obligation to reserve 50% of the MIPs for the activities for the promotion of the empowerment of women (2009a: 35).</p>	<p>- Well-aligned pilot projects on behalf of gender equality and women's empowerment within the agricultural/rural development sector could be formulated. These projects could be targeted specifically at women/men with the aim to satisfy their gender-specific needs or to reduce the constraints they face to participate equally at the general agricultural programmes. Projects could also be aimed at making systems or organisations</p>

		more gender-sensitive.
Formulation, per sector and for other forms of cooperation, of expected specific results for gender equality and corresponding indicators for monitoring.	Expected specific results and corresponding indicators are not yet formulated in the basic document.	<ul style="list-style-type: none"> <li>- Input, output, outcome and impact indicators and targets should be disaggregated by sex.</li> <li>- The general indicator concerning the agricultural sector, which is included in the national gender strategy, could be included: 'Adoption de mesures favorisant des opportunités égales d'accès et de contrôle des ressources spécifique telles que l'éducation, l'accès à la terre et les crédits'.</li> <li>- Indicators for the agricultural related priority measures that are formulated in the national gender strategy could be included: <ul style="list-style-type: none"> <li>+ Number of agricultural and land reforms by the government that takes into account the needs of women and men.</li> <li>+ Number of women whose capacities are strengthened by training, framing, information, sensitisation and structuring of organisations.</li> <li>+ Number of infrastructures created for storage and conservation of products for female producers.</li> </ul> </li> <li>- Indicators for the agricultural related specific objectives that are formulated in the national gender policy could be included: <ul style="list-style-type: none"> <li>+ A gender approach is integrated in the conception, the programming and the budgeting of development actions.</li> </ul> </li> <li>- Other 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>

### **3.1.4 Policy dialogue**

The policy dialogue in the DRC is officially organised through a system of fifteen thematic groups. Recently government and donors decided to revitalise the thematic groups after having ascertained that there is a multiplication of dialogue meetings and a risk of creating parallel procedures (Ambassade Belge Kinshasa, 2009a: 10). The revitalisation implies:

- 'La restructuration des groupes et la clarification des rôles des membres des Groupes thématiques;
- Le renforcement du leadership et de l'animation au moyen d'un « noyau dur » comprenant le Ministère sectoriel responsable et les chefs-de-file des Partenaires;
- Le renforcement au Ministère du Plan de la structure d'appui technique et financier aux Groupes thématiques avec l'aide des donateurs' (Ambassade Belge Kinshasa, 2009a: 21).

As a consequence of the concentration of Belgian aid in three sectors, Belgium will focus the policy dialogue on these sectors (Ambassade Belge Kinshasa, 2009a: 14). Until recently the policy dialogue in the agricultural sector was limited, due to a lack of political will on the Congolese side and a lack of interest in the agricultural sector on the donor side. The basic document points out the following suggestions to support the policy dialogue in the sector (Ambassade Belge Kinshasa, 2009b: 5):

- 'L'augmentation de la part du budget alloué à l'agriculture aujourd'hui de l'ordre du pourcent, loin derrière l'objectif de 10 % en 2010 fixé lors de la conférence de Maputo de 2003 et des 15 % en 2015.
- La lutte contre la corruption allant de la prébende, des prélèvements illégaux le long des voies d'évacuation des produits agricoles jusqu'à la corruption de cadres.
- La réforme du secteur avec une priorité pour une rationalisation de la fonction publique, vieillissante, centralisée et de peu de rapport coût/efficacité.
- La question foncière avec ses impacts sur la sécurisation des terres
- La protection de l'environnement et l'interaction entre les différents codes dont le code agricole, le code forestier et le code du développement rural (en préparation) ;
- Les risques de « latifundisation » de l'agriculture, la sécurité et la souveraineté alimentaire'.

More specifically, the basic document (2009b) formulates three instruments which Belgium will use in the policy dialogue in the agricultural sector:

- Belgium has financed the elaboration of the agricultural policy note through a project of the FAO (since 2002). This policy note, which has not been approved yet by parliament, will serve as an instrument for the policy dialogue, not only with donors, but with Congolese actors as well. The policy note still has some shortcomings, especially concerning the transversal themes. Moreover, a budget is not included.
- Belgium is co-chair of the thematic group agriculture and rural development, which was officially launched only recently (June 2009). The policy dialogue of this thematic group will be focused on the stimulation of production, organisation of rural society and basic infrastructure.
- The agricultural law and the seeds law (financed through the 'Fonds d'Etudes et d'Expertises' (p.15), which are more technical documents than the agricultural policy note, will be used in the sector policy dialogue (Ambassade Belge Kinshasa, 2009: 20/21).

### ***The gender dimension in the policy dialogue***

In the paragraph on gender it is mentioned that Belgium will have a supportive attention for gender in the policy dialogue by strengthening the policy dialogue on the improvement of the legal status of women through the application of the international rules concerning the fundamental rights of women and the fight against all sorts of discrimination. Two examples are given:

- 'Appuyer l'élaboration d'une loi spécifique quant à la mise en œuvre de la parité constitutionnelle sur genre et la modification de certaines dispositions du code de la famille qui maintiennent la femme dans un statut d'infériorité, y compris le droit propriétaire des femmes ;
- Appuyer la Commission économique du Conseil National de la Femme dans une réflexion sur des actions spécifiques ciblant le renfort du rôle et de la situation économique de la femme travaillant dans le secteur agricole' (Ambassade Belge Kinshasa, 2009b: 22).

The basic document does not mention that Belgium is a member of the thematic group 'social protection, gender and urban poverty'. So far, the energy of this group is considered weak. Other donors in this group are USAID, Unicef, Unifem and the World Bank (Ministère du Plan, 2009).

An earlier version of the basic document (23 July 2009) mentioned that gender will be mainstreamed in the agricultural and rural development thematic group (p.32), but this has been withdrawn from the final version of the text.

### Suggestions

- ✓ A more in-depth diagnosis of the existing gender-sensitivity of the agricultural sector (policy + system) in the ICP diagnosis phase (see tables 3.2. and 3.3, first rows, for suggestions of questions which could guide such an in-depth analysis) should provide more information on strengths, weaknesses, opportunities and threats as far as gender-sensitivity is concerned. This information is helpful during the policy dialogue.
- ✓ As co-secretary of the thematic group 'agriculture and rural development' Belgium could put gender issues more prominently on the agenda of this thematic group. When the agricultural policy note, the land law, the seeds law are discussed within this forum, Belgium could stimulate a discussion regarding the gender-sensitivity of these notes and laws.
- ✓ Belgium could play an active role in the thematic group 'social protection, gender and urban poverty'. It would be good to strengthen the dynamics of this thematic group by the inclusion of some other bilateral donors which show interest in gender issues (e.g. Sweden, the Netherlands, and UK). One of the most pressing issues on the agenda of this thematic group is to improve the coordination between the different interventions of different donors (multilaterals and bilaterals). In practice, it would at least entail the following activities:
  - Mapping all the interventions (including diagnostic studies and analytical work<sup>16</sup>) in the area of gender equality and women's empowerment funded by different donors through different aid instruments<sup>17</sup>.

---

<sup>16</sup> Examples of studies in the area of gender equality in the RDC include amongst others Consultation Nationale sur « Genre et l'efficacité de l'aide » en RDC (EC/UN, 2008); Guide national de l'intégration de la dimension genre dans les budgets (draft) (UNIFEM, UNFPA et l'ambassade de Canada, 2009); Manuel Analyse Genre (SERACOB, 2009); Profil Genre RDC (Ambassade de la Suède, 2009); Rapport de l'atelier 'quelle stratégie genre pour le Bas-Congo' (Bazeye et Charlier, 2008), Rapport de l'atelier 'quelle stratégie genre pour Kinshasa'

- Identify overlaps and gaps in interventions.
  - Identify where possible a common strategy, in areas where this is not possible exploit at least opportunities to share diagnostic ‘gender’ studies, good practices<sup>18</sup>, results of M&E activities. It would also be a good idea to ensure coordination among efforts to bring in the gender dimension in other thematic groups.
- ✓ At the decentralised level (provinces – districts – territories) Belgium can integrate gender issues in its dialogue with decentralised authorities at two levels: at the level of content of agricultural policies and programmes and at the level of underlying structures and mechanisms which are used to elaborate, plan, budget, implement, monitor and evaluate agricultural policies, programmes and projects. The specific elements which are brought up in such policy dialogues are normally based upon a diagnostic study (see tables 3.2 and 3.3, first rows).
  - ✓ At decentralised level Belgium could use its room of manoeuvre to stimulate the dialogue among the existing structures and mechanisms in the agricultural sectors on the one hand and the women’s organisations and platforms (such as REFED) on the other hand. These women’s organisations and platforms have a good knowledge of existing needs, constraints, opportunities and threats but they often lack the necessary ‘enabling environment’.
  - ✓ In order to enrich the policy dialogue and increase the impact of different types of interventions, it is advised to increase the coordination among different types of interventions (e.g. focus capacity building activities on actors that are involved in M&E and policy dialogue).

### **3.1.5 Capacity building**

During the last forum on aid effectiveness (June 2009) the government and the development partners, in consultation with civil society, the private sector and the academic world, decided to elaborate a national plan for the strengthening of capacities, with a focus on key functions and organs of the public administration at national level and in some pilot provinces. It will especially include a plan for retirement, strategies for recruitment and training for administrative and technical staff (Ambassade Belge Kinshasa, 2009a: 23).

One of the projects of the BTC in the ICP 2007-2010 concerned the support to the restructuring of the central and provincial services of the MAPE. The decentralisation process made some progress: the CARGs are installed in all the provinces and in 50 territories. The appreciation note of the BTC (2009: 64) comments as follows:

‘La restructuration des services décentralisés du Ministère de l’Agriculture, Pêche et Elevage (MAPE) est un objectif qui, vu l’ampleur des besoins, nécessite le concours des différents bailleurs de fonds dont la Belgique est l’un des principaux initiateurs. La Banque Mondiale s’associe déjà à l’initiative belge et prévoit un volet important de son Programme d’Appui à la Réhabilitation et à la Relance du Secteur Agricole (PARRSA),

---

(Bazeye et Charlier, 2009); Rapport sur la Cartographie des Interventions des Nations Unies en Matière de Genre en RDC (draft) (UNDP, 2009); Dossier Défi Sud sur l’avenir de l’agriculture et de l’alimentation en RDC (Kasonia et Huart, 2009).

<sup>17</sup> The field study has highlighted that at least the following donors have interventions related to gender equality : Belgium, Canada, Germany (GTZ), the Netherlands, Sweden, UK, FAO, UNFPA, UNDP and UNIFEM.

<sup>18</sup> See e.g. the FAO project oriented towards men and women active in the horticultural sector (see Kasonia et Huart, 2009).

pour compléter le projet CTB d'appui, qui a commencé en mai 2008. Toutefois, la Banque Mondiale ne pourra pas s'associer à la stratégie de la subvention au fonctionnement des cadres du MAPE (niveau central et surtout provincial) telle qu'appliquée par le projet CTB' (CTB, 2009 : 64)

For the ICP 2010-2013 Belgium proposes to support the strengthening of operational capacities of MAPE. This will include:

- The strengthening of operational capacities of agents of the MAPE at decentralised level, which will allow a better orientation of the strategies of agricultural production and assure in this way their 'regulating' function.
- Support to the instalment of the CARG, which concerns a public-private consultation framework on the development of agriculture, fishing and cattle raising, reuniting the state with the executive power, the private sector, development NGOs, farmers associations and university experts.
- The strengthening of basic information on agriculture by supporting statistical services on provincial and national level. This support will mainly focus on data collection which will be integrated in the activities of the projects and programmes on provincial level. This data has to be aggregated and taken back to the national level in order to contribute to a macro-economic vision of the RDC, which will justify the strengthening of statistical services at the national level of MAPE (Ambassade Belge Kinshasa, 2009b: 19).

### ***The gender dimension in capacity building***

There is currently no attention for the gender dimension in the capacity building activities currently foreseen in the agricultural sector.

#### *Suggestions:*

- ✓ A first general suggestion is to ensure a minimum level of coordination between capacity building efforts of different donors. This could be arranged through the different thematic groups. Capacity building in the area of gender mainstreaming is by preference integrated in general (joint) capacity building activities (in the area of PFM, M&E, etc.). If this is not feasible, capacity building in the area of gender mainstreaming could be organised through well-aligned pilot projects (e.g. implemented through UNIFEM).
- ✓ Normally capacity building of organisations and institutions is preceded by an institutional analysis. It is recommended that this analysis also has attention for the way in which the gender dimension is taken on board within the institutions. Such an analysis focuses on the usage of gender tools, gender guidelines, the presence of specific gender capacity (gender focal points), the gender expertise among the overall staff, the sex ratio of the staff (representative bureaucracy) (see also table 3.3. first row for more specific questions). The results of the analysis will point at strengths, weaknesses, opportunities (e.g. presence of drivers of change within institutions) and threats (e.g. political sensitiveness of institutional reforms, reform fatigue, lack of incentives for reform). It should normally guide capacity building efforts.
- ✓ Capacity building in the area of gender mainstreaming is normally targeted towards two types of organisations and institutions:
  1. Capacity building of the institutions and organisations whose mandate is to promote gender equality and women's empowerment (= national gender apparatus). Organisations in this category include:



- *National/central level*: Ministère Genre et Famille, gender focal points in the different ministries, the gender equality platforms (e.g. CAFCO, CONAFED), the university network on gender research of the university of Kinshasa
- *Decentralised level*: the provincial representative of the Ministère Genre et Famille, the gender equality platforms (e.g. REFED), the women's organisations, the university networks on gender research at the universities of Kisangi, Lubumbashi and Kasai

These organisations and institutions often lack financial, human and institutional resources in order to fulfil their mandate. They often do not have the necessary analytical capacities or a low track record in the areas of public finance management, sector policy-making, M&E, etc. The strengthening of their financial, human and institutional capacities is important in order to assure that in the long run they can fulfil their mandate of 'gender' capacity building of other actors which are involved in policy-making and management (e.g. ministry of finance, ministry of planning, line ministries) but which lack gender expertise (see point 2).

The UK has already announced they would reinforce the capacity of the ministère Genre et Famille. It would be appropriate for Belgium to focus on the decentralised level as this will be their main level of intervention in the future. A minimum level of coordination between capacity building efforts at national and decentralised level can be guaranteed through the thematic group 'social protection, gender and urban poverty'.

2. Capacity building in the area of gender mainstreaming which is targeted at key-actors in the priority sectors of Belgian development cooperation.

The key-actors involved in the agricultural sector are e.g. MAPE, CARG, agricultural research institutes, farmers' organisations, etc. Capacity building activities oriented towards these institutions are often related to the strengthening of human and institutional capacities. When feasible, the optimal strategy is to include the gender dimension directly in capacity building activities that are already foreseen. As far as Belgian cooperation is concerned, the ICP 2010-2013 proposes to support the strengthening of operational capacities of MAPE through i) strengthening of the capacities of decentralised agents, ii) installation of the CARG, iii) the strengthening of capacities in the area of data collection (Ambassade Belge Kinshasa, 2009b: 19). There are opportunities to integrate a gender dimension at each of the three levels:

- In the training of the decentralised agents a section could be included on the importance/relevance of and the instruments used to integrate a gender dimension in the different phases of interventions in the agricultural sector (why & how<sup>19</sup> training).
- It is likely that there will (institutional) analyses and exchange of experiences related to the set-up of the different CARGs. This provides an opportunity to evaluate as well the current gender-sensitivity of the CARG (see table 3.3. first row for questions which

---

<sup>19</sup> Annex 2 provides an overview of suggestions for gender mainstreaming in the agricultural sector.

could be included in an analysis of gender-sensitivity, see also Kasonia and Huart, 2009).

- At the level of capacity building in data collection, it is possible to highlight the importance of the disaggregation of indicators and to provide examples of gender-related indicators in the agricultural sector (see annex 3). Besides highlighting the importance of the integration of the gender dimension at the level of indicators, it is also important to point out the importance of taking into account gender issues during the process of data collection (e.g. timing and format possibly influence the participation of women as well as the content of their input).

If feasible (see point 1) it would be optimal to use the existing national gender expertise (e.g. CONAFED, SERACOB, ADECOM, the university gender research networks) or partnerships among international and national experts (see e.g. workshop and training jointly organised by N. Bazeye, Adecom RDC and S. Charlier, Le Monde Selon les Femmes Belgique) in these capacity building efforts.

### **3.1.6 M&E**

The monitoring of the implementation of strategies is still in its infancy. This is amongst others due to:

- A dispersion of development interventions which each have their own monitoring mechanism with many non-coordinated monitoring missions, management committees and a production of quantities of non-standardised information.
- A lack of monitoring indicators in the sector strategies, the PAP (Programme d'Actions Prioritaires, a considerable effort is made in the PAPII) and the DSCR.
- Information systems which are not coordinated and hardly reliable.
- A centralisation of monitoring which is not connected with the reality, beneficiaries and where local responsible persons are little involved (Ambassade Belge Kinshasa, 2009a: 30).

There is no specific attention to M&E in the diagnosis of the agricultural sector, except for a remark that the statistics over the production in the DRC, prepared by the SNSA (Service National des Statistiques Agricoles) are not much reliable (Ambassade Belge Kinshasa, 2009b: 6).

Monitoring through the thematic groups is not mentioned in the basic document.

#### ***The Gender Dimension in M&E***

In an earlier version of the basic document (23 July 2009) it was mentioned in the gender paragraph of the chapter on agriculture that 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 (p. 60). This (crucial) paragraph has been withdrawn from the final version.

#### **Suggestions**

- ✓ It is recommended to re-include the paragraph on the inclusion of gender indicators in the logframes of specific projects and programmes (when making

the ICP more operational). Gender sensitive simple and relevant indicators logically depend on the specific programme and would normally ask whether *inputs* are enough to stimulate gender equality, whether *activities* are accessible to men and women, to what extent men and women benefit from the *outputs and outcomes*, whether *outputs and outcomes* also contribute to gender equality (or do not increase the often already existing gender bias), to what extent project *impacts* upon gender equality.

- ✓ Gender-sensitive indicators which are often used in agricultural projects are the following (see also annex 3 for more examples of gender sensitive indicators in an agricultural sector programme).
  - + percentage of men and women who have access and control over production factors such as land, agricultural labour, credit, fertilizer, seeds, storage and marketing facilities etc.
  - + distribution of productive and reproductive workload of men and women
  - + level of income generated from agricultural products for both men- and women.
  - + percentage of women who have control over family income and farm products
  - + percentage of women who participate in decision-making processes in the household and the community
- ✓ As co-secretary of the thematic group 'agriculture and rural development' Belgium could focus on the monitoring role of the thematic group and could assure the mainstreaming of gender equality.
- ✓ Interventions which aim to integrate gender equality into the M&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:
  - + Joint budget reviews
  - + Joint sector reviews
  - + Performance assessment frameworks
  - + (Joint) evaluations.

### **3.1.7 Well-aligned pilot projects**

In what follows we make a distinction between general projects and the Micro Intervention Projects (MIP) as in the DRC the latter are oriented towards a very specific area of activities (i.e. cultural sector)

#### *General*

Nearly all aid to the DRC is given in the form of non-aligned project and programmes, due to the low performance of the public financial systems. Therefore (as a first step towards more aligned aid) considerable efforts need to be made to improve public finance management systems in order to reduce fiduciary risks (Ambassade Belge Kinshasa, 2009a: 10).

Belgian NGOs receive about 15 million euro each year for projects in especially the health sector, the agricultural/rural development sector and strengthening of the society (Ambassade Belge Kinshasa, 2009a: 37). The Belgian Survival Fund, which

started in the DRC in 2001 and has been extended since 2005, has twelve projects in execution: seven of NGOs (Trias, Caritas, Vredeseilanden, VIC, DZG, 2 CDI Bwamanda), 2 bilateral (BTC) and 3 UN agencies (UN (2 IFAD, UNICEF)). In the coming years a yearly expenditure of between five and six million euros is expected. According to the basic document (Ambassade, 2009a: 38), the Belgian Survival Fund contributes to

'la relance et au développement de la production agricole et alimentaire dans le but d'atteindre une sécurité alimentaire et organisent le développement rural de telle manière qu'il conduise à ce but et permette un meilleur accès aux services sociaux de base (santé, eau, éducation, la nutrition, ...) et une relance de l'économie locale (le développement des microcrédits, l'organisation des activités génératrices de revenus et autres)' (Ambassade Belge de Kinshasa, 2009a: 38).

#### *MIP*

For the MIPs an amount of two million euro is foreseen for the period 2010-2013 (Ambassade Belge Kinshasa, 2009a: 36)

### ***The Gender Dimension in (well-aligned pilot) projects***

#### *General*

One of the 12 running projects of the BSF concerns a UNIFEM project in the Katanga province which started in 2004 and which aims at the promotion of the socio-economic position of women and for the survival, development and protection of children (Ambassade Belge Kinshasa, 2009c: 41). The contribution of the BSF for the period 2004-2008 is 2.6 million euro. UNIFEM will ask for a prolongation of the project for another period of four years with a new contribution of +/- 3.7 million euro (Ambassade Belge Kinshasa, 2009c: 43).

In the projects foreseen in the agricultural sector, Belgium proposes to have a supportive attention for gender equality:

- Assure the participation of women in decision-making processes;
- Improvement of the access to and control over productive resources by women (land, forest, water, equipment, technologies, training, credit, employment etc), for example with interventions focused on the access to land and the access to micro credit by women;
- Development of sensibilisation actions on the role of women in society and in household, by preventing to put the accent exclusively on their productive role hereby increasing their work pressure;
- Have a specific attention on the alleviation of work pressure on women (2009b: 22/23).

An earlier version of the basic document (23 July 2009) included that in the next ICP several topics were expected from civil society, like the elaboration of projects that target as much women as men; elaboration of projects that relieve the tasks of women in agriculture; and support equal access of women to land by the adoption of the agricultural law in Parliament (p.18). These expectations are not included in the last version of the basic document.

#### *MIP*

At least 50% of the MIPs will be reserved for activities aimed at the promotion of the empowerment of women (Ambassade Belge Kinshasa, 2009a: 35).

### Suggestions

- ✓ Ensure that the suggestions already made are also adopted in the future phases of the ICP.
  
- ✓ Gender-sensitive well-aligned pilot projects could include:
  - + activities which are targeted at female and male beneficiaries and which satisfy their gender-specific needs
  
  - + activities which are targeted at female and male beneficiaries and which reduce the gender-specific constraints they face to benefit equally from existing agricultural activities and outputs, e.g. interventions that ensure access and control over productive factors, such as financial services, land, fertilizers, storage and marketing facilities, etc.; interventions that reduce the heavy reproductive burden on women, etc.
  
  - + activities which are targeted at government institutions and NGOs to increase gender-sensitivity of systems and organisations, e.g. interventions to build gender capacity in government institutions and NGOs, support for women's organisations, interventions to support the elaboration and use of gender tools, etc.
  
  - + activities targeted at overall society to reduce gender-specific constraints women and men face, e.g. information and advocacy campaigns on women's right to own land, information campaigns on the importance of the participation of fathers in children's education, etc.
  
- ✓ It is recommended to integrate the paragraph which states that at least 50% of the MIP will be oriented towards the promotion of women into the general section on MIPs. As far as the selection of other MIPs is concerned, it is advised to include a gender dimension as well.
  
- ✓ As well-aligned pilot projects (general and MIPs) often have a 'innovative' and 'catalysing' role, it is important to foresee evaluation in order to assess the quality of the pilots, learn and share (potential) good practices.

## 4. SWOT

### *Strong (intern element)*

- There are several indications that there is commitment within the DGCD in general and DGCD in RDC to integrate gender issues into the ICP and more generally within development cooperation. This is for example obvious from the new instructions for the preparation of the Indicative Cooperative Programmes (ICP) and Joint Commission (JC) (06/02/2009) and from different versions of the basic document (Ambassade de Kinshasa, 2009a, 2009b).
- While this commitment is generally not made operational (see *weak* below), there are some instances where clear propositions have been made: the paragraph on gender in the agricultural sector in the basic document (Ambassade de Kinshasa, 2009b: 22) for example provides some propositions of Belgian support, including the strengthening of the policy dialogue.

### *Weak (intern element)*

- There are several indications that discourse is not translated into effective implementation. It is thus likely that 'policy evaporation' will occur:
  - Elements from the specific gender paragraphs are not integrated in the rest of the basic document (Ambassade de Kinshasa, 2009a, 2009b).
  - Gender equality is not included in the basic principles which guided the elaboration of the diagnosis and the initial strategy (2009a: 4).
  - Gender equality is not included in the basic elements which will determine the choice of interventions which Belgium will support in the agricultural sector (2009b: 16).
  - Gender equality is not integrated in the proposed objectives, strategies and specific recommendations of the ICP 2010-2013 (2009b: 25/26).
  - Gender equality is not included in the executive summary.
  - Transversal themes, including gender equality, are not included in the budgetary simulation.

### *Opportunities (extern element)*

- There is a strategic framework for national actors to promote gender equality and gender equity: 'Strategies Nationales d'Integration du Genre dans les Politiques et Programmes de Développement en RDC' (2009a: 28).
- Gender equity and equality is included in the Congolese constitution. A law has been elaborated to apply article 14 of this constitution.
- Since July 1998 there has been a 'Conseil National de Femmes' (2009a: 28).
- In each of the provinces, the 'Conseil National de la Femme' is represented by a 'Conseil Provincial' which is under the 'présidence du Gouverneur' and assisted by the 'Chef de Division Provinciale de la Condition Féminine et Famille' (2009a : 28).
- The ex-ante study on the financing track "governance" in the framework of the concentration sectors could include a gender dimension (2009a: 13).
- The work in the context of the Cadre de Dépenses à Moyen Terme (CDMT) and a better monitoring of indicators and impact in some of the priority sectors could promote the move towards a programmatic approach. This will also help to move towards more sector aid (2009a: 39). More programme-based approaches and budgeting may also facilitate the use of gender-based programming and budgeting as the latter is based on the same principles.
- Belgium is co-secretary of thematic group 'Agriculture and rural development' (2009b: 15) and could promote the integration of the gender dimension in the major activities of this thematic group including the discussion of important

agricultural policy documents, involvement in policy dialogue, preparation of M&E missions, coordination of capacity building efforts in the agricultural sector etc.

- Belgium is a member of the thematic group 'social protection, gender and urban poverty' and could help to redynamise the functioning of this group through e.g. the inclusion of other bilateral donors which are interested in gender equality issues (e.g. Sweden, Netherlands, UK). This thematic group could function as an important forum for coordination among different donor activities in the area of gender equality and women's empowerment in order to increase its impact.
- Belgium's strategic choice to focus on the decentralised level opens opportunities for the inclusion of the gender dimension in agricultural policies and plans and in agricultural systems and structures (such as the CARG) at the level of provinces, districts and territories. It is likely that there is more room of manoeuvre to successfully intervene and influence at the decentralised level than at the central level. One specific and immediate opportunity to integrate a gender dimension is in the (planned) capacity building activities targeted at the agricultural systems and structures (central and decentralised level).

#### *Threats (extern element)*

- Gender equality is not included in the 'note de politique agricole', 'le code agricole' and the 'conseil agricole rural du gestion'.
- Generally there is a lack of national gender expertise, within and outside government (see also 2009a: 29).
- The national gender apparatus lacks human, financial and institutional resources (the budget for the Ministry of Gender, Family and Children is e.g. only 0.05% of the national budget) (2009a: 28).
- The policy dialogue is often too much focused on technical issues and is taking place between staff of the administration and donors, who are not always well placed or the most appropriate persons for such a dialogue. As a result, work delivered is often of high technical quality but not considered very useful for the political decision-making (2009a: 21).
- The civil society, which is most of the times not well organised, does not really participate at the policy dialogue. CSOs are confronted with problems of institutional, technical and financial capacity and are much more used to lobby towards donors and much less to interaction with national administrations and authorities. CSOs are not well represented in sector working groups and not linked to important joint donor fora (2009a: 21/22). The impact of actions taken by CSOs is often also limited by the fact that they are still a small number who are concentrated in Kinshasa.

## References

Ambassade Belge Kinshasa (2009a) *Cooperation Belgo-Congolaise Bilaterale Directe – Programme Indicatif de Cooperation (PIC) 2010-2013- Note de Base*. 2 September 2009.

Ambassade Belge Kinshasa (2009b) *Cooperation Belgo-Congolaise Bilaterale Directe – Programme Indicatif de Cooperation (PIC) 2010-2013- Note de Base- Secteurs de Concentration*. 8 September 2009.

Ambassade Belge Kinshasa (2009c) *Cooperation Belgo-Congolaise Bilaterale Directe – Programme Indicatif de Cooperation (PIC) 2010-2013- Note de Base- annexes*. September 2009.

Ambassade de la Suède, Kinshasa (2009) *Profil Genre RDC*. Kinshasa : Ambassade de la Suède.

Ashby, J., Hartl, M., Lambrou, Y., Larson, G., Lubbock, A., Pehu, E. and Ragasa, C. (2008) *Investing in Women as Drivers of Agricultural Growth*. Washington: The World Bank.

Bamberger, M., Blackden, M., Fort, L. and Manoukian, V. (2001) "Chapter 10 Gender". In *PRSP Sourcebook*. Washington: The World Bank.

Bazeye N. et S. Charlier (2008) *Rapport de l'atelier 'quelle stratégie genre pour le Bas-Congo ?* Kinshasa et Bruxelles: Adecom et Monde Selon les Femmes.

Bazeye N. et S. Charlier (2009) *Rapport de l'atelier 'quelle stratégie genre pour Kinshasa ?* Kinshasa et Bruxelles: Adecom et Monde Selon les Femmes.

Commission Européenne et Nations Unies (2008) *Consultation Nationale sur « Genre et l'Efficacité de l'Aide » en République Démocratique du Congo*. EC/UN Partnership on Gender Equality for Development and Peace.

Coopération Technique Belge (2008) *Appui a la Réforme de l'Administration Publique en RDC*. Brussels : CTB.

Coopération Technique Belge (2009) *Note d'Appreciation RDC*. Brussels: CTB.

Direction Générale de la Coopération au Développement (DGCD) (2009) *Instructions Concernant la Préparation du Programme Indicatif de Coopération et de la Commission Mixte*. Brussels: DGCD.

European Commission (2004) *Toolkit on Mainstreaming Gender Equality in EC Development Cooperation*. Brussels: European Commission.

Holvoet, N. (2006a) *Nieuwe Hulpvormen vanuit een Genderperspectief*. Antwerp: Instituut voor Ontwikkelingsbeleid en- beheer, Beleidsondersteunend Steunpunt PRSP.

Holvoet, N. (2006b) "Gender Budgeting: its usefulness in programme-based approaches to aid", *Briefing Note*, Brussels: European Commission.



Holvoet, N. and E. Inberg (2009) *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)*. Antwerpen : Institute of Development Policy and Management.

Holvoet, N. (2010) « Gender Equality and New Aid Modalities : Is Love really in the Air ? », *European Journal of Development Research* (forthcoming 2010).

Kasonia et A. Huart (2009) *Dossier Défi Sud sur l'avenir de l'agriculture et de l'alimentation en RDC*. Kinshasa.

Mackay K. (2007) *How to Build M&E Systems to Support Better Government*. The World Bank: Washington D.C.

Ministère de l'Agriculture, Pêche et Elevage (2009) *Note de Politique Agricole*. Kinshasa: République Démocratique du Congo.

Ministère de la Condition Féminine et Famille (2004) *Stratégies Nationales D'Intégration du Genre dans les Politiques et Programmes et Projets du Développement de la République Démocratique du Congo*. Kinshasa: République Démocratique du Congo.

Ministère du Genre, de la Famille et de l'Enfant (2009a) *Politique Nationale de Genre*. Kinshasa : République Démocratique du Congo.

Ministère du Genre, de la Famille et de l'Enfant (2009b) *Avant-projet de Loi portant en mise en œuvre de la Parité Homme-Femme*.

Ministère du Plan (2009) *Bulletin d'Informations. Les Groupes Thematique en Bref*. Kinshasa: Ministère du Plan.

SERACOB (2009) *Manuel Analyse Genre*. Kinshasa : SERACOB.

Tollens, E. (2004) *Les Défis : Sécurité Alimentaire et Cultures de Rente pour l'exportation. Principales orientations et avantages comparatifs de l'agriculture en R.D. Congo*. Leuven: K.U. Leuven.

United Nations Country Team and World Bank (2007) *Country Assistance Framework (CAF)/ United Nations Development Assistance Framework (UNDAF) for the Democratic Republic of the Congo*

United Nations Development Group Office (UNDGO) and World Bank (2008) *The DRC's Country Assistance Framework: A 'Big Tent' built from 'Big Ideas'?* Joint UN-Bank Review of the DRC CAF.

UNDP (2009) *Rapport sur la Cartographie des Interventions des Nations Unies en Matière de Genre (draft)*. Kinshasa: UNDP RDC.

UNIFEM, UNFPA et l'Ambassade de Canada (2009) *Guide National de l'intégration de la dimension genre dans les budgets (draft)*. Kinshasa: UNIFEM, UNIFEM, l'Ambassade de Canada.

World Bank, FAO and IFAD (2008) *Gender in Agriculture Sourcebook*. Washington: The World Bank.

## **Annex 1: Recommandations pour l'intégration de l'aspect genre dans le PIC RDC (accent sur le secteur de l' agriculture)**

Le document de base (version du 09/09/2009) inclut une section 'genre' (p. 25-27) qui fournit un aperçu global de la problématique 'genre' en RDC. La section genre indique que pour ce qui concerne la coopération belge au développement en RDC, on est très loin du mainstreaming de l'action et qu'il est important de prendre des mesures concrètes afin de passer du discours aux actes dans toutes les phases des interventions.

Les recommandations ci-dessous essayent de donner des pistes pour un meilleur 'mainstreaming' du genre dans le PIC même et des suggestions concrètes pour assurer qu'on tienne compte de la dimension genre dans toutes les phases des différentes formes de coopération. Les recommandations sont liées étroitement au document de base de sorte qu'on puisse en retirer les éléments clés pour intégrer la dimension genre dans les différentes sections du PIC. L'accent est mis sur le secteur agricole mais l'approche suggérée est aussi applicable à d'autres secteurs.

En plus, ces recommandations tiennent compte du fait que la coopération belge à Kinshasa a décidé de s'orienter principalement vers le niveau décentralisé (provinces – districts – territoires). Pour le niveau central, on se limite ici à quelques recommandations très spécifiques liées aux interventions qui sont déjà mentionnées dans la note de base<sup>20</sup>.

### **1. Secteur agricole : Diagnostic et propositions d'interventions (p. 36-59)**

- Dans la partie introductive sur les secteurs prioritaires, et plus particulièrement au niveau de l'identification des axes de travail communs aux sous-secteurs de concentration (p. 35-36), il est important d'intégrer un paragraphe sur le genre (basé sur ce qui est écrit à la page 25-27 : l'importance du mainstreaming et de mettre le discours en pratique).
- Il est positif qu'il y ait un paragraphe spécifique qui est consacré à la dimension du genre dans l'agriculture (p. 55-56), mais il est en même temps important d'intégrer (mainstreaming) les aspects qui y sont mentionnés dans la partie générale sur l'agriculture.
- Afin de pouvoir passer du discours à la pratique et d'intégrer une dimension genre dans les interventions, il est important de faire un diagnostic et une analyse plus approfondie par **des études additionnelles pour les provinces/districts/territoires** d'intervention (on pourra utiliser le fonds d'études et d'expertises). Avant de démarrer la collecte des données primaires il importe de vérifier s'il existe déjà des données secondaires (au niveau des universités, des ONGs locales, d'autres bailleurs de fonds). Ce diagnostic approfondi constitue la base pour les phases suivantes (i.e. identification, programmation, budgétisation, implémentation, suivi/évaluation, renforcement de capacités). Le diagnostic pourrait aussi donner des inputs pour les autres modalités de coopération (MIPs, coopération directe avec les ONGs locales, coopération indirecte, etc.). Le diagnostic doit être fait **à deux niveaux différents (mais liés)**:

---

<sup>20</sup> Pour une analyse élargie sur ce que les bailleurs de fonds en général peuvent entreprendre au niveau central en RDC pour stimuler l'intégration de la dimension genre, voir le rapport complet.

## A. Au niveau du **contenu** des politiques-plans-actions

*Questions clés pour de telles études :*

1. Quels sont les problèmes clés pour les femmes et les hommes dans le secteur agricole ? quelles sont les différences au niveau de leur point de départ (take-off position)?
  - ✓ Quel est l'accès des femmes et des hommes au niveau des facteurs de production, comme la terre, le micro-crédit agricole, la main d'œuvre, les semences, les technologies de transformation, la formation
  - ✓ Quel est le niveau de contrôle des hommes et des femmes au niveau des facteurs de production comme la terre, le micro-crédit agricole, la main d'œuvre, les intrants, les technologies de transformation
  - ✓ Quels sont les facteurs qui influencent l'accès et le contrôle des facteurs de production ? (lois, coutumes, facteurs institutionnels, politiques, niveau d'éducation, lourdeur du travail au sein du ménage, manque de routes, etc.)
  - ✓ Nombre d'heures investies par des hommes et des femmes dans le travail reproductif au sein du ménage, comme l'approvisionnement en eau, en bois, le soin des enfants, etc.
  - ✓ Quelles sont les différentes cultures produites par des hommes et des femmes ?
  - ✓ Quelle est la participation des hommes et des femmes à la prise de décisions au sein du ménage?
  - ✓ Quelle est la participation des hommes et des femmes à la prise de décisions dans la communauté ?
  - ✓ Est-ce que les hommes et les femmes s'organisent pour augmenter leur productivité agricole ? comment (séparément, mixte)?
2. Est-ce que les codes (ex code agricole), politiques, plans, actions agricoles au niveau des provinces, districts et territoires tiennent compte des besoins, contraintes, opportunités et défis différenciés des femmes et des hommes dans les différentes phases d'intervention? Quelle est l'impact escompté des politiques, plans, actions existants sur ces différents besoins, contraintes, opportunités et défis ? est-ce que ces politiques vont augmenter ou réduire les inégalités?
3. Est-ce qu'on peut encore redéfinir les politiques/plans de sorte qu'on tienne compte des conditions de départ des femmes et des hommes ? Est-ce qu'on peut intégrer des activités, projets qui contribuent à mieux équilibrer ces conditions de départ ? p.e.. des projets qui visent à augmenter l'accès et le contrôle des femmes des facteurs de production, des projets qui réduisent la charge de travail au sein du ménage, etc. Si on ne peut pas intégrer ces activités dans les interventions même, y-a-t'il moyen d'utiliser d'autres modalités d'intervention (cf. section 6)

**B. Au niveau des structures, systèmes, mécanismes qui interviennent dans le secteur agricole (au niveau de l'élaboration des politiques, planification, implémentation, budgétisation, suivi et évaluation), p.e.. les structures étatiques, les CARG, etc.**

*Questions clés pour de telles études (sous forme par exemple d'un SWOT)*

1. Est-ce qu'il existe un document/une note d'égalité genre ?
2. Est-ce qu'il y a une volonté (commitment) au niveau du senior management pour intégrer les aspects genre ?
3. Quelle est la capacité actuelle pour intégrer la dimension du genre ?
  - ✓ capacité en ressources humaines
    - est-ce qu'il y a du personnel qui a suivi une formation en analyse genre ?
    - est-ce qu'il y a des '*drivers of change*' ?
    - est-ce qu'il y a des points focaux genre ?
  - ✓ capacité institutionnelle
    - est-ce qu'on utilise des instruments, outils pour intégrer la dimension genre dans les différentes phases d'une intervention au niveau du secteur agricole ? p.e.. collecte de données désagrégées au niveau du diagnostic, enquête sur les besoins différenciés en utilisant un format approprié, identification des activités qui tiennent compte des besoins différenciés, allocation de budgets pour les interventions qui équilibrent les conditions de départ des hommes et des femmes, identification des indicateurs sexo-spécifiques, identification des indicateurs qui mesurent l'égalité de genre, intégration de la dimension genre dans les enquêtes du ménage (allocation des ressources au sein du ménage), intégration de la dimension genre dans les Tdr des missions de suivi et évaluation, etc.  
*Voir aussi annexe 1 pour un aperçu du mainstreaming dans les différentes phases du secteur agricole*
4. Est-ce qu'il y a des incitations pour intégrer la dimension genre (utilisation des *carrots, sticks and sermons*)? y-a-t'il des indicateurs de suivi et évaluation ? une volonté forte et visible du senior management ? utilisation des 'champions' dans le domaine de l'égalité des genres comme 'exemples' ? des critères imposés par des bailleurs de fonds ?
5. Quel est le niveau de représentativité des femmes au sein de ces structures ?
  - ✓ Ratio femmes/hommes (en général)
  - ✓ Ratio femmes/hommes au niveau du senior management
6. Est-ce que les structures et organisations spécifiquement orientées vers l'égalité genre et l'empowerment des femmes participent dans les différentes phases des interventions dans le secteur agricole ? Quelles sont leurs capacités humaines, financières, organisationnelles ?

## **2. Dialogue politique et coordination (p. 16-20 + p. 53-54)**

### **A. Au niveau central**

- intégrer dans la partie générale (p. 16-20) ce qui est mentionné dans le paragraphe genre (p. 22); notamment que la Belgique va soutenir le dialogue politique concernant le statut légal des femmes (i.e. modification de certaines dispositions du code de la famille, droit de propriété des femmes, loi sur la parité constitutionnelle); et que la Belgique va soutenir la réflexion de la Commission économique du Conseil National de la Femme sur des actions spécifiques ciblant le renforcement du rôle et de la situation économique de la femme travaillant dans le secteur agricole<sup>1</sup>.
- mentionner que la Belgique est un membre du groupe thématique genre. Il serait bien de dynamiser ce groupe thématique qui est assez faible par l'inclusion d'autres bailleurs de fonds qui ont indiqué qu'ils veulent renforcer la dimension genre (la Suède, les Pays-Bas, UK). Afin d'améliorer la coordination parmi les interventions des différents bailleurs de fonds (bilatéraux et multilatéraux) et d'augmenter leur impact, les activités prioritaires de ce groupe devraient être :
  - ✓ dresser le bilan de toutes les interventions (y inclus des études réalisées<sup>21</sup>) des différents bailleurs de fonds au niveau de la problématique genre<sup>22</sup>
  - ✓ identifier un plan d'action concret pour le groupe thématique (même si on n'utilise pas une approche commune, on peut partager des études diagnostiques, de bonnes pratiques<sup>23</sup>, des résultats des missions de suivi et évaluation, on peut partager les efforts pour intégrer une dimension genre dans les autres groupes thématiques dans lesquels on est actif, et au niveau du renforcement des capacités des acteurs clés, etc.)
- intégrer l'aspect genre dans d'autres groupes thématiques dans lesquels la Belgique est active, comme par exemple, celui de l'agriculture et du développement rural (ce qui était mentionné dans la version du 23/07 de la note de base, cf. p. 32). C'est au niveau de ce groupe thématique et dans ce dialogue politique qu'on discutera de la note politique agricole, du code foncier, du code rural, de la loi semencière (cf. p. 54) et qu'on y peut influencer l'intégration de la dimension genre.

### **B. Au niveau des provinces/districts/territoires**

- dans les dialogues au niveau des provinces et des secteurs d'intervention, la Belgique peut intégrer la dimension genre. Le dialogue peut se concentrer sur le

---

<sup>21</sup> Exemples d'études et documents sur le genre : le Genre et l'efficacité de l'aide (EC/UN, 2008); Guide national de l'intégration de la dimension genre dans les budgets (draft) (UNIFEM, UNFPA et l'ambassade de Canada, 2009); Manuel Analyse Genre (SERACOB, 2009); Profil Genre RDC (Ambassade de la Suède, 2009); Rapport de l'atelier 'quelle stratégie genre pour le Bas-Congo' (Bazeye et Charlier, 2008), Rapport de l'atelier 'quelle stratégie genre pour Kinshasa' (Bazeye et Charlier, 2009); Rapport sur la Cartographie des Interventions des Nations Unies en Matière de Genre en RDC (draft) (UNDP, 2009); Dossier Défi Sud sur l'avenir de l'agriculture et de l'alimentation en RDC (Kasonia et Huart, 2009);

<sup>22</sup> Au moins les bailleurs de fonds suivants ont des interventions au niveau de l'égalité de genre : L'Allemagne, (GTZ), la Belgique, le Canada, FAO, les Pays-Bas, la Suède, UK, UNFPA, UNDP, UNIFEM.

<sup>23</sup> Cf. le projet d'encadrement des horticulteurs par la FAO, voir Kasonia et Huart (2009).

contenu des plans et politiques provinciales pour les secteurs d'intervention, mais aussi sur les structures étatiques qui interviennent dans l'élaboration, la planification, la budgétisation, le S&E des politiques/plans. Les éléments qu'on apportera seront normalement basés sur le diagnostic préalable qu'on a fait (cf. point 1).

- Au niveau décentralisé, il serait bien que la Belgique utilise son 'room of manoeuvre' pour stimuler le dialogue parmi les structures de pouvoir et les plateformes des organisations de femmes (comme le REFED). Celles-ci connaissent les besoins, les contraintes, opportunités mais manquent d'un 'enabling environment'.
- Afin d'enrichir la dialogue politique et d'augmenter l'impact des interventions, il est important que la Belgique augmente la coordination parmi ces différentes formes d'intervention (par exemple : renforcement des capacités des plateformes d'organisations de femmes qui participent aux CARG et qui peuvent fournir des données de suivi et d'évaluation qui apportent un input pour le dialogue politique)

### **3. Renforcement de capacités d'institutions et d'organisations (p. 51-53)**

Comme des efforts au niveau du renforcement de capacités des institutions et organisations sont parfois très dispersés, il importe d'assurer un niveau minimum de coordination (au niveau central, cette coordination peut être assurée par les groupes thématiques). La pertinence des efforts de renforcement augmente si on fait d'abord une analyse institutionnelle (format SWOT) de ces organisations et institutions. Le renforcement des capacités au niveau de la dimension 'genre' se fait normalement pour deux types d'organisations et d'institutions :

- i. Renforcement des capacités des institutions, organisations qui sont spécifiquement orientées vers l'égalité de genre et l'empowerment des femmes. Il s'agit des organisations suivantes:
  - ✓ au niveau national : le ministère Genre et Famille, les points focaux dans les ministères, les plateformes (par exemple CAFCO, CONAFED), le réseau universitaire de recherche sur le genre au niveau de l'université de Kinshasa
  - ✓ au niveau décentralisé : division provinciale de la condition féminine et famille, les plateformes REFED, les organisations de femmes, les réseaux universitaires de recherche sur le genre au niveau des universités provinciales (il y a des pôles à Kisangani, Lubumbashi et Kasai)

Ces institutions et organisations manquent parfois de moyens financiers, humains, et institutionnels pour pouvoir assurer leur propre champ d'activités et leur propre mandat. Le plus souvent, elles n'ont pas les capacités analytiques nécessaires dans le domaine du développement pour avoir une influence (dans les domaines de l'économie, l'agriculture, la politique, l'éducation, la santé, etc.). Le renforcement des capacités financières, humaines et institutionnelles de ces acteurs est important pour qu'ils puissent à long terme assurer leur rôle de renforcement des capacités en analyse genre des autres acteurs de développement (ce qui est maintenant parfois fait par des experts externes, cf. point B ci-dessous).

UK a déjà annoncé qu'ils vont renforcer les capacités du ministère Genre et Famille. Il serait opportun que la Belgique se concentre sur le niveau décentralisé (les provinces, districts et territoires d'intervention), et qu'une coordination minimale des

efforts au niveau national et décentralisé se fasse au sein du groupe thématique genre.

ii. Renforcement des capacités en matière 'genre' des institutions et organisations qui interviennent dans les secteurs d'intervention de la Belgique

Dans le cas de l'agriculture, il s'agit par exemple de MAPE, CARG, instituts de recherches agricoles, organisations paysannes, etc. Le renforcement des capacités de ces institutions et organisations se fait normalement au niveau des capacités humaines et institutionnelles. Il serait bien d'intégrer la dimension genre immédiatement dans les initiatives de renforcement de capacités qui sont déjà prévues. Pour le secteur agricole, il s'agit plus spécifiquement du renforcement des capacités opérationnelles du MAPE par i) le renforcement des capacités des agents au niveau décentralisé, ii) par l'installation des CARG et iii) par le renforcement des capacités de collecte de données (p. 52-53). Il existe des opportunités pour une intégration du genre au niveau de chacune de ces initiatives :

- ✓ formation des agents sur la pertinence (pourquoi ?) et sur les instruments (comment ?) disponibles pour l'intégration de la dimension genre dans les différentes phases des interventions dans le secteur agricole
- ✓ il est probable qu'on fera des analyses générales et des échanges sur le fonctionnement des CARG. Il sera important d'intégrer des questions sur la sensibilité aux aspects genre des CARG (voir 1B pour des suggestions, voir aussi Kasonia et Huart, 2009).
- ✓ au niveau de la collecte de données, on peut tenir compte du genre par le choix d'indicateurs et par la manière dont on fait la collecte de données (le moment et le format d'une enquête peuvent influencer les réponses données).

Il serait opportun d'utiliser de l'expertise nationale disponible pour ce renforcement en capacité genre (p.ex. CONAFED, SERACOB, ADECOM, réseaux genre au sein des universités nationales) ou d'utiliser des partenariats parmi des experts internationaux et nationaux.

#### 4. Suivi et évaluation

- Le note de base reste assez vague concernant le suivi et l'évaluation au niveau des interventions dans le secteur agricole. Une version antérieure de cette note (23/07) mentionne que l'égalité de genre sera intégrée dans les DTF d'une manière systématique par l'inclusion d'indicateurs simples et pertinents dans les cadres logiques des interventions. Comme cette piste est une manière pertinente pour assurer que le discours est traduit en action, il est nécessaire de réintégrer ce paragraphe dans la version finale du PIC. Il est évident que des indicateurs dépendent des programmes spécifiques mais suivant la logique des cadres logiques, il faudra des indicateurs 'genre' au niveau des *inputs* (input humains, financiers et institutionnels suffisants pour assurer que les activités, résultats et impacts tiennent compte des inégalités ?), des *activités* (accès et participation aux activités ?), *résultats* (distribution des résultats ?), *impact* (distribution de l'impact et l'impact sur l'égalité ?). *Voir aussi annexe 2 pour un aperçu d'indicateurs qui sont parfois utilisés dans le secteur agricole.*
- La Belgique pourra stimuler le rôle de suivi et évaluation du groupe thématique agriculture et développement rural et l'inclusion de la dimension genre dans ce

cadre (cela pourra éviter la dispersion des efforts de suivi & évaluation par des agences différentes).

- L'intégration de la dimension genre dans tous les exercices de S&E qui sont organisés. Cette intégration se fait au niveau du contenu (indicateurs, questions) et au niveau du format (inclusion d'une experte genre, tenir compte des disponibilités des hommes et des femmes, interviews séparées avec des hommes et des femmes, etc.)

### **5. Les MIPs<sup>24</sup> (p. 103-104)**

La note de base mentionne qu'au moins 50% des MIPs sera réservé pour des activités liées à l'empowerment des femmes (p. 35). Il serait opportun d'intégrer ce paragraphe au niveau de la section générale sur les MIPs (p. 103-104). Il serait opportun d'intégrer aussi une dimension genre dans la sélection des autres MIPs. Comme la BE a décidé de financer des MIPs dans le secteur culturel, on pourrait penser aux activités culturelles (par exemple le théâtre) qui mettent en question les normes 'genre' existantes. Les projets MIP ont un rôle de catalyseur, d'exemple, d'innovation (projets pilotes) et il est donc important qu'on partage les expériences de sorte que l'on puisse répliquer les bonnes pratiques.

### **6. Autres interventions (coopération directe avec les ONGs locales, FBS, coopération indirecte ONG-universitaire, bourses, fonds d'études, coopération multilatérale) : quelques suggestions**

Comme déjà mentionné ci-dessus il est pertinent de promouvoir la synergie des différentes formes d'intervention afin d'augmenter l'impact. Ces autres formes d'intervention sont parfois appropriées pour stimuler et renforcer explicitement l'égalité de genre, certainement dans des cas où il s'avère impossible d'intégrer ce type d'activités dans le cadre des interventions au niveau de l'aide bilatérale directe (l'intégration au niveau de l'aide bilatérale directe reste l'option 'first best').

Il s'agit par exemple des projets qui sont spécifiquement orientés vers :

- les hommes et les femmes et qui réduisent les contraintes spécifiques qui limitent leur participation aux activités qui sont orientées vers la population entière ou qui limitent une distribution équitable des bénéfices de ces activités générales (dans les secteurs d'intervention de la BE). Il s'agit par exemples des projets qui augmentent l'accès aux facteurs de production, qui augmentent la participation aux pouvoirs de décision au sein du ménage et dans la société, qui réduisent la lourdeur du travail au sein du ménage, etc.
- le renforcement des capacités de genre des structures et organisations qui ont un rôle important au niveau des secteurs d'intervention BE
- le renforcement des capacités des structures et organisations qui sont spécifiquement orientées vers l'égalité de genre et qui opèrent dans les secteurs d'intervention de la BE
- la société en général et qui augmentent la conscientisation de la problématique du genre et qui essayent de réduire les contraintes légales, institutionnelles, politiques limitant l'égalité de genre

---

<sup>24</sup> On traite les MIPs séparément parce qu'ils sont orientés vers un champ d'activités très spécifiques (secteur culturel).



## Annex 2: Gender mainstreaming in the different phases of a programme cycle in the agricultural/rural development sector

Phases	Mainstreaming of gender equality
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>   <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> </ul> </li> </ul>

Phases	Mainstreaming of gender equality
	<ul style="list-style-type: none"> <li>+ Are high-level statements of endorsement and advocacy used (use of sermons<sup>25</sup>)?</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> <li>- Identification of sex-disaggregated indicators and gender equality indicators for M&amp;E, e.g. (see annex 2 for more examples):               <ul style="list-style-type: none"> <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> </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>

<sup>25</sup> Maykay (2007) distinguished these three types of incentives: carrots, sticks and sermons.

Phases	Mainstreaming of gender equality
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)

### Annex 3: Gender-sensitive indicators in an Agricultural Sector Program

<b>Development objective</b>	<b>Impact indicators</b>	<b>Targets</b>
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>
<b>Immediate objectives</b>	<b>Outcome indicators</b>	<b>Targets</b>
<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>
<b>Outputs</b>	<b>Output indicators</b>	<b>Targets</b>
<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</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</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> </ul>

<p>rights to land</p> <p><i>Resources:</i></p> <ul style="list-style-type: none"> <li>- Government officials practicing gendersensitive extension methodologies and promoting gender-sensitive technologies</li> <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>basic facts about their rights</p> <ul style="list-style-type: none"> <li>- Percentage of spot checks in which extension is found to be gender sensitive</li> <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>	<ul style="list-style-type: none"> <li>- Increased by 80 percent by PY 8</li> <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>
<p><b>Outputs</b></p>	<p><b>Output indicators</b></p>	<p><b>Targets</b></p>
<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>
<p><b>Activities</b></p>	<p><b>Process indicators</b></p>	<p><b>Targets</b></p>
<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> </ul>	<ul style="list-style-type: none"> <li>- Number of pilot projects approved</li> <li>- Strategy has been approved</li> </ul>	<ul style="list-style-type: none"> <li>- Four projects approved</li> <li>- One approval</li> <li>- One approval</li> </ul>

<ul style="list-style-type: none"> <li>- Formulation of women's rights in new Land Act</li> </ul>	<ul style="list-style-type: none"> <li>- Act has been approved and includes women's inheritance and ownership of land</li> </ul>	
<ul style="list-style-type: none"> <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 men and women farmers reached by the campaign</li> </ul>	<ul style="list-style-type: none"> <li>- Men: 100,000; Women: 100,000</li> </ul>

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