

# **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 (health sector, energy sector,  
forestry sector) with Rwanda (2010-2014)**

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## List of abbreviations

BTC	Belgian Technical Cooperation
CB	Capacity Building
CD	Capacity Development
DRC	Democratic Republic of Congo
EDPRS	Economic Development and Poverty Reduction Strategy
GELD	Gender Equitable Local Development
GRB	Gender Responsive Budgeting
HIDA	Human Resources and Institutional Development Agency
ICP	Indicative Cooperation Programme
JC	Joint Commission
MDGs	Millennium Development Goals
M&E	Monitoring and Evaluation
MTEF	Medium Term Expenditure Framework
MIGEPROF	Ministry of Gender and Family Promotion
MINECOFIN	Ministry of Finance and Economic Planning
MIP	Micro Intervention Programme
NGO	Non Governmental Organisation
NGP	National Gender Policy
NGSC	National Gender Steering Committee
PAF	Performance Assessment Framework
PAREF	Projet D'Appui à la Reforestation au Rwanda
SWAp	Sector Wide Approach
SWG	Sector Working Group
TA	Technical Assistance
UNCDF	United Nations Capital Development Fund
UNIFEM	United Nations Development Fund for Women

## 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.

The second phase of the research focuses on the specific cases of the RDC and Rwanda. The study on the DRC combined a desk and (short) field study and concentrated on the agricultural/rural development sector (see Holvoet and Inberg, 2010). This report is based on desk study only and formulates suggestions 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 Rwanda, 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 proposed concentration sectors: health, energy and forestry, land and environment.

With regard to the ***diagnosis, programming and budgeting phase of the ICP***, it is suggested to make the diagnosis of the three proposed concentration sectors more gender sensitive, by including:

- A diagnosis of the degree in which the Rwandan national gender policy has been integrated in the sector policies, hereby distinguishing between process, content and resources.
- A diagnosis of the different take-off positions of men and women in the three sectors. It is recommended not to include this diagnosis only in a specific gender paragraph, but to mainstream it in the analysis of the three sectors.
- An analysis of the quality of the monitoring of development strategies or –plans in the three sectors and of the degree to which gender issues are taken on board in the existing M&E exercises.
- An analysis of the Rwandan budget for gender equality in the three sectors and an analysis of the financing needs for gender equality per sector.
- An analysis of the level of gender mainstreaming in structures, systems, mechanisms which intervene in different phases (from policy-making to M&E)

which can be included in the general institutional analysis of the ministries involved in the three sectors.

It is likely that more in-depth diagnosis studies are needed to give a more detailed insight into existing differential needs, opportunities and constraints. These additional studies could be financed through the 'Study and Expertise Fund' as already suggested in the basic document.

Instruments for **policy dialogue** are mentioned in the basic document, but analyses of their results, included for gender equality, are lacking. It is advised to play an active role in the Sector Working Group for Gender Issues. One of the most pressing issues on the agenda of this thematic group should be 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) in the area of gender equality and women's empowerment funded by different donors through different aid instruments.
- 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, 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.

Specifically for the three concentration sectors, Belgium could, as lead-donor in the **health sector** and therefore co-chair of the Health Sector Coordination Group, put gender issues more prominently on the agenda. It could also, as budget support donor in the health sector put forward gender issues in the Sector Budget Support – Technical Working Group. As a result of the proposed division of labour, Belgium is currently one of only three donors (other two are the Netherlands and the World Bank) in the energy sector. This position should give an impetus to the influence of Belgium in the sector policy dialogue, which is currently considered to be rather modest. It also gives Belgium more room of manoeuvre to put gender equality more prominently on the agenda. . As Belgium will become the most important donor in the **reforestation sector**, it could make efforts to improve the policy dialogue which is now hardly existent. The importance of integrating gender issues in this sector could be put forward by Belgium. For all three sectors applies that information from more in-depth diagnosis of existing gender-sensitivity in the sectors (both of the sector policy and sector systems) could be helpful for the determination of the Belgian position.

As far as **capacity building** is concerned, it is recommended to:

- Discuss the integration of gender issues in the capacity building component within the sections of the basic document that set out the strategies for the sectors, and not only in the gender paragraph
- Include a gender perspective in the different levels of capacity building (i.e. organisational and institutional capacity building) and not only put the focus on the training and capacity building of individual women
- Elaborate capacity building activities on the basis of an institutional analysis in which attention is paid to the way in which the gender dimension is taken on board within the institutions.
- Align specific gender capacity building activities in the three sectors with the National Gender Policy (NGP) strategies for capacity building and the NGP 'Gender Mainstreaming and Institutional Capacity Development Programme'.
- Follow up the BTC recommendation to collaborate with the Public Sector Capacity Building Secretariat (PSCBS), which is charged with the coordination of

all capacity building activities in the public sector. In their collaboration with the PSCBS Belgium could stress the importance to mainstream gender in capacity building activities.

As far as **monitoring and evaluation** is concerned, expected results and corresponding indicators for monitoring, including those for gender equality, should be formulated for the three sectors. Besides, as suggested in the basic document, Belgium could stimulate the involvement of the Gender Monitoring Office in meetings which concern direct bilateral cooperation (such as meetings of partner committees, briefings and debriefings of projects evaluations). Belgium could play an active role (even be co-chair) in the Sector Working Group for Gender Issues which monitors the EDPRS. As co-chair of the Health Sector Coordination Group and as member of Sector Working Groups (SWG) in the energy sector and forestry sector, Belgium could focus on the monitoring role of the thematic group and stimulate the mainstreaming of a gender dimension in monitoring (and evaluation). Belgium could make efforts to revive the SWG in the **forestry sector**, which is presently not operational. Finally, interventions which aim to integrate gender equality into the M&E phase of the sector programmes 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 and (joint) evaluations.

As far as **well-aligned pilot projects** are concerned the intention to make efforts to reserve 50% of the MIP projects for women organizations and to encourage their participation in the call for projects should be made operational. Besides, it is recommended to include the paragraph on the new strategy for the direct financing of local NGOs (which mentions the support to empowerment activities of women organizations and the encouragement to integrate gender questions in all projects), in the general paragraph on MIPs. Finally, the idea to popularize the content of the NGP for the indirect actors of Belgian cooperation should be retained and made operational. It is a first step to guarantee that also Belgian indirect actors will align to the existing national gender strategy.

## 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, 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) 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 monitoring and evaluation (M&E) mechanisms and well-aligned gender-sensitive projects. The second phase of the research focuses on two specific case studies, i.e. DRC and Rwanda. The case study of the Democratic Republic of Congo (DRC) combined a desk study with (a short) field study (see Holvoet and Inberg, 2010), the case study of Rwanda only includes a desk study and focuses on the sectors of health, energy and forestry, land and environment. 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 Rwandan case study.

The research takes place against the background of a 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>1</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).

Within the context of the new aid modalities and its changing division of responsibilities, the leadership for the integration of a gender dimension in sector 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.

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<sup>1</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.

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 Rwanda.

The structure of the report is as follows: chapter two highlights the degree of gender equality in the concentration sectors of the future Rwandan-Belgian Cooperation: health, energy and land, environment and forestry. Chapter three sets out with an overview of Belgian support to the proposed sectors in Rwanda 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 sectors. 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.

## **2. Gender equality in the concentration sectors of the Rwandan-Belgian Cooperation**

The second generation poverty reduction strategy of Rwanda, the 'Economic Development and Poverty Reduction Strategy' (EDPRS) takes five cross-cutting issues including gender<sup>2</sup> into consideration. The development objectives, priorities and policies of the EDPRS are set out through three programs: (i) sustainable growth for jobs and exports; (ii) governance; and (iii) vision 2020 *Umurenge* (a decentralized social protection scheme), which together provide a roadmap for Rwanda to achieve the MDGs by 2015 (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 25).

The Ministry of Gender and Family Promotion (MIGEPROF) formulated a National Gender Policy (NGP) in 2009, which was adopted by the Rwandan government at the beginning of 2010 (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 100). The overall goal of this policy is "to promote gender equality and equity in Rwanda through a clearly defined process for mainstreaming gender needs and concerns across all sectors of development. The Policy defines the institutional framework and mechanisms within which gender equality and equity policies and programmes will be designed, implemented, monitored and evaluated. It will thus guide the integration of a gender perspective into all sectors and institutions" (Ministry of Gender and Family Promotion, 2009: 19).

The main approaches which underlie the strategies used in this policy are:

- a) "Gender mainstreaming approach which aims at integrating gender issues into the policies, programmes, activities and budgets in all sectors and at all levels;
- b) Affirmative actions approach that aims at correcting the huge gender imbalances existing in the various development sectors;
- c) Institutional capacity development of different gender machineries and stakeholders in the implementation of the national gender policy;
- d) Involvement of men in addressing gender issues" (Ministry of Gender and Family Promotion, 2009: 19/20).

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<sup>2</sup> The other four are environment, social inclusion, youth and HIV/AIDS.



On the basis of priorities identified by the Ministry of Finance and Economic Planning together with stakeholders and issued in the EDPRS, ten programmes are selected in the NGP<sup>3</sup>.

Each sector ministry has a role in the implementation of the policy:

- “Each government ministry shall elaborate a gender sector policy and strategic plan for the implementation of national gender policy
- Set up a comprehensive monitoring and evaluation system that is gender responsive;
- Develop a capacity development plan in gender skills for its personnel” (Ministry of Gender and Family Promotion, 2009: 34).

The role of development partners are formulated as follows:

- “Develop mechanisms of collaboration among themselves and with the Government on gender mainstreaming into their interventions in Rwanda.
- Provide financial and technical support for implementation, monitoring and evaluation of the National Work closely with the ministry responsible for gender and other key stakeholders to provide financial and technical support” (Ministry of Gender and Family Promotion, 2009: 36).

Other key stakeholders are the Office of the President of the Republic, the Prime Minister’s Office, the National Gender Steering Committee (NGSC)<sup>4</sup>, the Gender Monitoring Office<sup>5</sup>, the National Women’s Councils<sup>6</sup>, the National Gender Cluster<sup>7</sup>, the Ministry of Finance and Economic Planning (MINECOFIN), the Gender Focal Points, the Forum for Rwandan Women Parliamentarians, the local governments, the National Human Rights Commission, the Unity and Reconciliation Commission, the National Commission for the fight Against HIV/AIDS, the High Institutions of Learning, the Civil Society Organisations and the Private Sector.

The implementation of the NGP will require local and external resource mobilization based on policy objectives, which will be done in collaboration with cooperating partners (Ministry of Gender and Family Promotion, 2009: 37/38).

Sectoral ministries and key governmental institutions in Rwanda have appointed gender focal points, who are responsible for gender mainstreaming. Due to the fact that gender mainstreaming is an “added” activity for them, on top of their other tasks, they do not have enough time to spend on gender-related work (African Development Bank, 2008: 6).

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<sup>3</sup> 1. gender mainstreaming and institutional capacity development programme; 2. economic empowerment for employment, growth and markets; 3. health and population; 4. skills for knowledge-based society; 5. good governance and justice; 6. environment protection and land use management; 7. empowerment of the extremely vulnerable; 8. private sector; 9. water and sanitation; 10. infrastructure.

<sup>4</sup> The NGSC is the proposed government highest level for the effective coordination of the National Gender Programme.

<sup>5</sup> The Gender Monitoring Office is an organ provided for in the new Constitution of the Republic of Rwanda in its article 183 with the role of monitoring progress towards gender equality.

<sup>6</sup> These structures were set up by the government to co-ordinate the functioning of Women’s Councils from grassroots to the national level.

<sup>7</sup> The National Gender Cluster was put in place to play the role of coordinating, monitoring and guiding the implementation process of the national gender policy. The cluster is chaired by the Ministry in charge of gender equality promotion and brings together development partners, sector ministries and the civil society organisations, and the private sector.

A Gender Responsive Budgeting (GRB) initiative started in Rwanda in 2002, which is financed through the United Nations Development Fund for Women (UNIFEM). Five ministries were selected as pilots: Ministry of Education, Ministry of Agriculture and Livestock, Ministry of Health, Ministry of Water and Natural Resources and Ministry of Local Government and Social Affairs (UNIFEM, 2008: 28). MIGEPROF, together with MINECOFIN developed Gender Budgeting Guidelines (manual) that provide detailed steps and procedures to be followed to institutionalize the gender budgeting process and that are intended to provide a framework for mainstreaming gender into the planning and budgeting processes (African Development Bank, 2008: 10).

As a supplement on the GRB initiative, MINECOFIN signed a Memorandum of Understanding (8 February 2010) with the United Nations Capital Development Fund (UNCDF) and UNIFEM, who have agreed to fund the Gender Equitable Local Development (GELD) programme in Rwanda with an amount of USD 1,017,591. The objective of the GELD programme is: "to achieve gender equitable local development by improving women's access to resources and services through gender responsive planning, programming and budgeting; institutional reforms, empowering funding mechanisms and reflective policy dialogues in producing knowledge results and products capable of leveraging change and additional resources for up-scaling and eventual replication" (Ministry of Finance and Economic Planning, United Nations Rwanda, 2010:1). The GELD programme has three components: 'planning and budgeting', 'equitable performance' and 'advocacy and knowledge development' (Ministry of Finance and Economic Planning, United Nations Rwanda, 2010).

## **2.1. Gender equality in the health & population sector**

The health sector does not have a specific policy regarding the transversal themes but interventions on the ground often include a gender dimension (BTC, 2010: 47).

The NGP does include health related issues, constraints, strategies and programmes. The policy states that in the area of health, nutrition and population the maternal mortality rate, infant mortality rate and fertility rate are still high (750/100,000 live births, 62/1000 live births respectively 5.7 children per women). The prevalence of HIV/AIDS is higher among women than among men (3.6% versus 2.3%) (Ministry of Gender and Family Promotion, 2009: 14).

Health related constraints in the realisation of national gender equality goals are:

- 'Insufficient adequate health facilities and medical staff;
- Limited understanding of health related issues;
- Insufficient involvement of men in reproductive health and family planning' (Ministry of Gender and Family Promotion, 2009: 17).

One of the 22 NGP strategies is related to the health sector: 'Facilitating access to health facilities for more effective implementation of health related programs including family planning, reproductive health and HIV/AIDS programs, with increased involvement of men' (Ministry of Gender and Family Promotion, 2009: 21).

One of the ten NGP programmes is focused on health and population. This programme has two sub-programmes: family planning and rural health systems and referrals. The specific objectives of the family planning programme are:

- 'To ensure that women, men, boys and girls are provided with adequate information on reproductive health issues;
- To ensure that the reproductive health services delivery system is gender sensitive' (Ministry of Gender and Family Promotion, 2009: 25).

The specific objectives of the rural health systems and referrals programme are:

- 'To ensure that women and men have equal access to HIV related information for prevention, treatment and care of the victims with a special attention to women;
- To facilitate access to health facilities for both women and men and ensure that trained medical personnel and appropriate equipment and medical supplies are in place and available' (Ministry of Gender and Family Promotion, 2009: 25).

## **2.2. Gender equality in the energy sector**

In Rwanda access to energy is a serious issue for both men and women, but women are more concerned, since they are involved in seeking firewood for cooking and other related domestic activities (Ministry of Gender and Family Promotion, 2009: 15). Fuel-wood is the source of energy for 86% of households in Rwanda and even for 96% of rural households. Just 4% of the urban population and less than 1% of rural population has access to electricity (African Development Bank, 2008: 28). One of the pillars in the energy policy, which was adopted in 2004, is the development of alternative energy sources. One of the district plans' performance indicators is the increased use of cooking stoves. It is expected that women associations will play a role in the distribution of these stoves (African Development Bank, 2008: 28).

The transversal themes are not systematically taken into account in the energy sector (BTC, 2010: 54). The Belgian Technical Cooperation (BTC) assessment table highlights in this regard: *"la priorité absolue est d'augmenter l'offre pour satisfaire la demande avec une assez bonne qualité de service et au moindre coût"* (BTC, 2010: 54). However, it is not that there does not exist gender analysis with regard to the energy sector: the NGP includes constraints, strategies and programmes related to the energy sector. One of the constraints in realising the national goals of increased gender equality is the fact that limited availability of energy affects more women than men as women are more involved in household activities requiring use of energy (Ministry of Gender and Family Promotion, 2009: 18).

Access to energy is also included in one of the strategies of the NGP: "Facilitating rural transport used in different localities, especially by women, and institute appropriate intervention measures to facilitate access to energy to reduce the household energy burden by women" (Ministry of Gender and Family Promotion, 2009: 21).

One of the sub-programmes of the infrastructure programme of the NGP is focused on the energy sector. The specific objectives of this sub-programme are:

- 'To sensitise the populations on the increase of men's participation in firewood collection and other sources of domestic energy management;
- To ensure that women and men are involved in the development of renewable sources of energy;
- To ensure that rural households are trained in the use of energy savings stoves and are facilitated in accessing them;
- To ensure that the number of households dependent on firewood and charcoal is reduced (Ministry of Gender and Family Promotion, 2009: 29).

### 2.3. Gender equality in the forestry, land and environment sector.

Even though Belgian support is focused on reforestation, this paragraph also includes information on land and environment as these topics are interrelated. Moreover, the NGP does include specific information on strategies or programmes related to land and environment but not specifically for the forestry sector.

Men are generally more involved in issues concerning environment and land than women (Ministry of Gender and Family Promotion, 2009: 15). The poor participation of women in interventions meant for environment protection and land use are considered as a constraint in the realisation of national goals of achieving gender equality (Ministry of Gender and Family Promotion, 2009: 18).

One of the strategies of the NGP concerns the forestry, land and environment sector: "Undertake measures to ensure equal and effective participation of women and men in all environmental protection and natural resources programmes and ensure effective dissemination and enforcement of the land law" (Ministry of Gender and Family Promotion, 2009: 21). The NGP also includes one programme on environment protection and land use management.

## 3. Belgian support to the proposed concentration sectors

In the period 2006-2008 Belgian aid represented 5% of the total financial contribution to the **health sector** (Belgium has been the second largest bilateral donor) and 6.4% of the financial contribution to the **energy sector**. The basic document does not include information on the **forestry, land and environment sector** (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 54,55).

At the moment of the first mixed commission in 2004 support to the **health sector** represented 53% of the direct bilateral cooperation, in the ICP 2004-2006 26% and in the ICP 2007-2010 27% (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 67). Belgium is the lead donor in the sector and signed in October 2007, together with ten other donors, a Memorandum of Understanding for the establishment of a Sector Wide Approach (SWAp) (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 66).

The support to the **energy sector** is relatively new and consists of support (aligned with the EDPRS priorities) to four projects (more than 23 million Euros) (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 73). These projects enter in the EDPRS and aim to:

- *"augmenter la capacité de production en développant essentiellement l'hydroélectricité mais également la production d'énergie électrique à partir du gaz méthane contenu dans le lac Kivu ;*
- *augmenter le taux d'accès des populations à l'électricité de 4% en 2007 à 16% en 2012, ce qui reviendra à quadrupler le nombre de ménages bénéficiaires ayant accès à l'électricité en passant de 77.000 actuellement à 350 000 ;*
- *réduire le tarif d'électricité d'environ 50%, notamment en réduisant les pertes techniques et commerciales des réseaux existants et par l'utilisation rationnelle et efficace de l'énergie électrique"* (BTC, 2010: 52).

There is one Belgian Non Governmental Organisation (NGO) consortium (CHAKA) active in the energy sector (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 74).

In the **reforestation sector** Belgium and the Netherlands are the only bilateral donors. They finance jointly with the GoR the PAREF (Projet d'Appui à la Reforestation au Rwanda) which is implemented by BTC and to which Belgium contribute 3 million euro, the Netherlands 10 million euro and the GoR 325,000 euro (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 74).

### **3.1. Entry points for the promotion of gender equality in the proposed concentration sectors**

#### **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 (MDGs) (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 (SPF Affaires étrangères, Commerce extérieur et Coopération au développement et al., 2008: 9/10).

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

étrangeres, Commerce extérieur et Coopération au développement et al., 2008: 16).

In Rwanda, the Belgian strategy for the integration of gender equality in the next ICP will be based on the Rwandan Gender National Policy (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 100).

The above elements illustrate Belgium'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 sector ministries have 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 sector policies are not yet gender sensitive and/or when there is insufficient gender capacity within the sector ministries, 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 sector policy, system and benefits
- investments in order to make the sector 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)

Donor entry points	Gender-sensitivity
Preparation of indicative cooperation programmes: diagnosis	<ul style="list-style-type: none"> <li>- Integration of gender issues in analysis of quality of national or sector policy and programmes (analysis of content).</li> <li>- Analysis of existing capacity for gender mainstreaming (analysis of the underlying institutional apparatus).</li> </ul>
Preparation of indicative cooperation programmes: programming/budgeting	- Integration of results of analysis in elaboration of ICP and sector programmes (the elaboration of the ICP usually also already includes 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	<ul style="list-style-type: none"> <li>- Strengthening of capacity of gender actors (inside and outside government)</li> <li>- Strengthening of gender expertise of other key actors (particularly interesting in this regard is the use of gender budgeting).</li> </ul>
M&E	<ul style="list-style-type: none"> <li>- Set up of gender (sector) working group.</li> <li>- Inclusion of gender issues in other (sector) working groups.</li> <li>- Inclusion of specific indicators for gender equality &amp; empowerment (in PAFs).</li> <li>- Sex-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 concentration sectors. 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.

### **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 concentration sectors in Rwanda 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 Rwanda

Elements	Integration of gender dimension as mentioned in the existing instructions	Basic document Rwanda	Recommendations
Poverty reduction	Analysis of the translation and budgeting of national gender equality strategies in sector strategies.	In the gender paragraphs of the proposed strategies, references are made to sector specific elements included in the existing National Gender Policy (NGP), but the analyses of the health sector, the energy sector or reforestation sector do not include a translation and budgeting of national gender equality strategies.	<p>- A diagnosis of the translation of NGP strategies should be included, hereby distinguishing between process, content and resources:</p> <p><i>Process</i></p> <ul style="list-style-type: none"> <li>+ Have both women's and men's views, needs, constraints and opportunities been taken into account when formulating the policy/ strategy of the three sectors?</li> <li>+ To which extent did women and/ or gender experts participate effectively in the diagnosis, identification of priorities, planning, budgeting, implementation and M&amp;E of the sector policy/ strategy?</li> <li>+ Do key actors involved in sector policy-making and strategic framework design have the necessary gender expertise?</li> </ul> <p><i>Content</i></p> <ul style="list-style-type: none"> <li>+ Do the objectives of the sector policy/strategy take into account national gender equality goals?</li> <li>+ Do the objectives of the sector also address critical gender-specific needs and constraints related to the three sectors?</li> <li>+ Are targets and indicators for the sector disaggregated by sex?</li> <li>+ Does the sector policy/ strategy include specific gender equality objectives, targets and indicators?</li> </ul> <p><i>Resources</i></p> <ul style="list-style-type: none"> <li>+ Are there adequate resources for implementing</li> </ul>



Elements	Integration of gender dimension as mentioned in the existing instructions	Basic document Rwanda	Recommendations
			<p>'gender-responsive' policies which address gender-specific needs and constraints?</p> <p>+ Have specific gender budgeting instruments been used when drawing up the sector policy?</p>
	<p>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).</p>	<p>Paragraph 2.1 describes the level of realisation of the MDGs, with specific attention to each MDG. Under MDG 3 (promote gender equality and empower women) is written: <i>'lié aux interventions genre comme thème transversal dans les secteurs retenus et dans les autres instruments du PIC'</i> (22). It is highlighted that there is still a long way to go in order to achieve gender equality.</p> <p>MDGs 4, 5 and 6 are covered by the health sector, there is no specific attention to the energy sector or forestry, land and environment sector.</p> <p>As far as budget allocation for the MDG is concerned, it is mentioned that this is the responsibility of the Rwandese government to mobilise resources for the realisation of the MDGs.</p>	<p>Even though it is obviously the responsibility of the Rwandese government to decide upon budget allocation, an assessment of the budget that is actually allocated could be included in the overview of the current situation of the achievement of the MDGs.</p>
	<p>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>	<p>There is a specific paragraph on gender (2.5.1) in the chapter on "actual policy in the fight against poverty", which presents achievements made according to the first implementation report of the EDPRS. It is mentioned that it is only in exceptional</p>	<p>An analysis of equal treatment of men and women in the three sectors should be included, not only in the gender paragraph, but also in the general diagnoses of the sectors (which are still very fragmentary, especially for the reforestation sector). This increases the probability that existing gender equalities in the</p>

Elements	Integration of gender dimension as mentioned in the existing instructions	Basic document Rwanda	Recommendations
		<p>cases that data is disaggregated within the sectors under study (46).</p> <p>In this paragraph specific attention to the situation of women in rural areas is included. For the situation in the health sector reference is made to the section on the MDGs, which mentions a high maternal mortality rate (750/100.000) and an increase in delivery assisted by trained personnel (from 31% to 52%) (23). The health section in the description of the social context (1.3.1) does not include an analysis of gender equality in the health sector (except for the specification of the women-related MDGs).</p> <p>The document does not include information on gender equality in the energy or forestry, land and environment sector.</p> <p>The gender paragraph in the section on 'proposed strategies' mentions that the Attachés will help sector ministries in getting access to the 'Study and Expertise Fund' for financing all relevant gender equality studies in the three sectors.</p>	<p>three sectors will also be effectively taken into account when elaborating sector policies 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 more in-depth diagnosis studies are needed to give more detailed insights into existing differential needs, opportunities and constraints. As already suggested in the basic document, such studies could be financed in the context of the 'Study and Expertise Fund'.</p> <p>Specific questions that could be included for the <b>health sector</b> are (African Development Bank Group, 2009: 4/5):</p> <ul style="list-style-type: none"> <li>- How effective are health services for women and men in the client population? At the primary level? Secondary level? Tertiary level? Are primary levels being bypassed for higher levels of care?</li> <li>- What socioeconomic or cultural constraints do people face in accessing health services at each level? Are there differences in access between women and men?</li> <li>- Are changes being proposed in the provision of health services that will change gender relations? How will the changes affect women? Will the changes be acceptable to women/ men?</li> <li>- What formal health delivery systems are available to the client population, both clinical and non-clinical?</li> </ul>

Elements	Integration of gender dimension as mentioned in the existing instructions	Basic document Rwanda	Recommendations
			<p>To what extent do women use them? What is the ratio of female users to male users?</p> <ul style="list-style-type: none"> <li>- Are there women health workers in the community? What are their roles?</li> <li>- What are the constraints preventing more women from being trained or being appointed as health providers?</li> <li>- What factors reduce women's access to health services? Consider factors such as timing of services, lack of time for women, distance, and lack of money for transportation, restrictions on women's movement in public, lack of female staff in clinics, lack of privacy for examination, complicated or intimidating procedures, and poor facilities.</li> </ul> <p>Specific questions that could be included for the <b>energy sector</b> are (Bamberger et. al. 2001: 581):</p> <ul style="list-style-type: none"> <li>- What are the gender differences in time and distance for collecting fuel?</li> <li>- What are the gender differences in the mode of travel or transport used for collecting fuel?</li> <li>- What are the health impacts of wood- or oil-burning stoves?</li> <li>- What are the gender differences in demand for and uses of electricity?</li> <li>- What are the gender differences in access to electricity?</li> <li>- Who is responsible for the maintenance of off-grid electricity?</li> </ul> <p>Specific questions that could be included for the <b>forestry sector</b> are (Bamberger, 2001: 578):</p>

Elements	Integration of gender dimension as mentioned in the existing instructions	Basic document Rwanda	Recommendations
			<ul style="list-style-type: none"> <li>- How do women use forest products, compared to men?</li> <li>- What are the gender differences in responsibility for cutting and transporting fuel?</li> <li>- What are the gender differences in responsibility for terracing, tree planting, and other environmental protection measures?</li> <li>- How many women own equipment and tools for production, processing, commercialization and other services associated with natural resources?</li> </ul>
Policy dialogue and coordination	Assessment of the results of general policy dialogue between donors and partner country concerning gender equality.	Instruments for policy dialogue (Sector Working Groups, Development Partners Meeting) are mentioned in the paragraph on harmonisation and donor coordination (3.3), but results are not included, neither generally nor specifically on gender equality.	The final version of the basic document should include an assessment of the results of policy dialogue, including those related to gender equality.
	Assessment of the results of donor coordination concerning gender equality.	Instruments for donor harmonisation (Development Partners Coordination Group and Development Partners Retreat), are mentioned in the paragraph on harmonisation and donor coordination (3.3), but results are not included (neither generally nor specifically on gender equality).	<p>Specific questions which could be included as to better integrate a gender dimension in the assessment of the results of donor coordination are:</p> <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</li> </ul>

<b>Elements</b>	<b>Integration of gender dimension as mentioned in the existing instructions</b>	<b>Basic document Rwanda</b>	<b>Recommendations</b>
			assessment frameworks, sector working groups etc.?
	Analysis of the capacity and participation of women organisations in the policy dialogue at national, sectoral and thematic level and their results.	The basic document does not contain information on the involvement of women organisations in the policy dialogue.	Specific questions which could be included: - To which extent did women organisations participate effectively in the diagnosis, identification of priorities, planning, budgeting, implementation and M&E of the sector policy/strategy?  - What is the capacity of those women organisations who were involved in the different processes?
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.	An analysis of the quality of the monitoring of development strategies or – plans is not included in the general sections or in sector specific sections. In the gender paragraph references are made to the creation of the Gender Monitoring Office, but an analysis of its quality is lacking.	An analysis of the quality of sector monitoring systems should be included. To make this analysis gender-sensitive specific questions could be asked: - Are input, output, outcome and impact indicators and targets disaggregated by sex? - Are specific indicators for gender equality and empowerment identified and monitored? - Are results of gender-sensitive M&E exercises reported?
Financing	Analysis of the financing needs per sector, inclusive for gender equality.	The basic document does not include financial needs per sector or specifically for gender equality. Only the financial support to the three proposed sectors is included.	The financial needs for gender-specific interventions as well as to mainstream gender in the sectors should be included. Gender-responsive budgeting might be helpful here.
Belgian bilateral cooperation	Assessment of the results of the last portfolio, at different levels, with special attention to gender equality and other transversal themes.	The assessment of the Belgian cooperation with Rwanda in the basic document (chapter 4) does not give any attention to gender equality issues.	In the final version of the basic document, a number of questions could be added as to include a gender dimension in the assessment of the Belgian cooperation. Questions could include: - Were the means enough to stimulate gender

Elements	Integration of gender dimension as mentioned in the existing instructions	Basic document Rwanda	Recommendations
			equality? - Did men and women have equal access to activities? - Did the outputs contribute towards gender equality? - To what extent did men and women benefit from the outputs? - Did the achievement of the objectives in the agricultural/ rural development programme contribute to gender equality? - Is there a gender-specific impact of the agricultural/ rural development programme of the last portfolio? (What kind of impact is there on men and women?)

Sources: Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement (2010), European Commission (2004), Holvoet (2006a and 2006b), African Development Bank Group (2009), Bamberger et al. (2001)

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

The BTC recommends developing implementation instruments/ methodologies for taking into account the transversal themes in the ICP and the interventions. As far as gender is concerned, references are made to the IOB Antwerp mission in the first semester of 2010 and the translation of the gender mainstreaming strategy in Rwanda with the support of BTC expertise (BTC, 2010: 12).

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

Gender equality elements (as mentioned in the instructions)	Existing elements in basic document	Recommendations
<p>Short institutional analysis of the potential partner organisations in the chosen sectors, including the mainstreaming of gender equality.</p>	<p>Institutional analyses of the sector ministries that are involved in the health sector, energy sector or land, environment and forestry sector are not included; no reference to gender mainstreaming is made.</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 three proposed concentration sectors. 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</li> </ul>

Gender equality elements (as mentioned in the instructions)	Existing elements in basic document	Recommendations
		procedures/tools/guidelines for integration of gender concerns into programmes and projects?
Identification of subsectors and/ or possible interventions, including the expected results for gender equality.	<p>Expected results for gender equality are not included in the proposition for the future health programme (90), future interventions in the energy sector (91), or interventions in the land, environment and forestry sector (93).</p> <p>In the gender paragraph (100) it is mentioned that the NGP strategies concerning the integration of gender questions will guide Belgian interventions in the three sectors (<i>'Dans le cadre du travail des SWG, les Attachés de coopération s'efforceront de prendre un rôle actif dans l'élaboration et la mise en œuvre d'une véritable politique genre dans ces trois secteurs, par ex en aidant le ministère technique concerné à accéder au PAREE (Projet d'Appui a la Réalisation d'Etudes et d'Expertise) pour le financement de toute étude pertinente en la matière'</i> (100).</p>	The fact that the NGP strategies will guide Belgian interventions in the three sectors is positive and should be included in the section on future sector interventions. In order to avoid policy evaporation, it would be good to elaborate this further, make this more operational and include as well the expected results for gender equality.
Proposal regarding the position of Belgium in the policy dialogue per sector, including dialogue on gender.	Propositions of Belgium in the policy dialogues in the health sector, energy sector or land, environment and forestry sector are not included.	It is recommended to elaborate inputs in the policy dialogues in the three sectors on the basis of a more in-depth diagnosis of the current gender-sensitivity of the three sectors, which should normally highlight: <ul style="list-style-type: none"> <li>+ The strong and weak points in terms of gender-sensitivity of the three sectors.</li> <li>+ The opportunities which exist within the three sectors to move towards more gender-sensitivity.</li> <li>+ The actors within the three sectors who are more inclined towards gender-sensitivity.</li> </ul>



Gender equality elements (as mentioned in the instructions)	Existing elements in basic document	Recommendations
<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>In the proposition for the MIP it is indicated that efforts will be made to reserve 50% of the projects for women organisations. Their participation will be encouraged through a gender-sensitive call for projects.</p>	<p>Well-aligned pilot projects on behalf of gender equality and women's empowerment within the three sectors 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 general interventions in the sectors under study. Projects could also be aimed at making systems or organisations more gender-sensitive.</p> <p>Gender-sensitive well-aligned pilot projects could include:</p> <ul style="list-style-type: none"> <li>+ Activities which are targeted at female and male beneficiaries and which satisfy their gender-specific needs.</li> <li>+ Activities which are targeted at female and male beneficiaries and which reduce the gender-specific constraints they face to benefit equally from existing activities and outputs.</li> <li>+ Activities which are targeted at government institutions and NGOs to increase gender-sensitivity of systems and organizations, e.g. interventions to build gender capacity in government institutions and NGOs, support for women's organizations, interventions to support the elaboration and use of gender tools, etc.</li> </ul>
<p>Formulation, per sector and for other forms of cooperation, of expected specific results for gender equality and corresponding indicators for monitoring.</p>	<p>Expected specific results for gender equality and corresponding indicators for monitoring are not identified for the health sector, the energy sector or the land, environment and forestry sector.</p>	<ul style="list-style-type: none"> <li>- Input, output, outcome and impact indicators and targets should be disaggregated by sex.</li> <li>- Other specific indicators for gender equality and empowerment should be identified and monitored: For the <b>health sector</b>, e.g. (CIDA, 1997: 34)</li> </ul>

Gender equality elements (as mentioned in the instructions)	Existing elements in basic document	Recommendations
		<ul style="list-style-type: none"> <li>+ Number of visits to clinic, by sex of mother and child</li> <li>+ Reduced infant, child, and maternal mortality and morbidity rate as compared to the national average within five year.</li> <li>+ Improved status of women through better female health</li> </ul> <p>For the <b>energy sector</b>, e.g. (Aguilar, 2010):</p> <ul style="list-style-type: none"> <li>+ Reduction in the amount of time or money spent by women and men to obtain energy supplies (fuel wood, charcoal).</li> <li>+ Number/ percentage of women and men adopting energy-saving technologies.</li> <li>+ Number/ percentage of women trained to use alternative technologies.</li> </ul> <p>For the <b>forestry sector</b>, e.g. (Aguilar, 2010):</p> <ul style="list-style-type: none"> <li>+ Increased number of women that benefit from natural resources concessions.</li> <li>+ Female ownership or co-ownership of equipment and tools for production, processing, commercialization and other services associated with natural resources.</li> <li>+ Number of forest management plans with gender-sensitive activities (e.g. non-timber forest products, medicinal plants, wild crafting).</li> </ul>

Sources: Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement (2010), L. Aguilar (2010), CIDA (1997)

### 3.1.4. Policy dialogue

Belgium participates in the policy dialogue in the **health sector** at the highest level:

- “de par la position de 'lead donor' de la BE, l'attaché exerce depuis 2005 la fonction de co-chair des réunions de coordination (Health Sector Coordination Group-HSCG), le président étant le Secrétaire Permanent du Ministère de la Santé (réunions bi-mensuelles) ;
- de par la participation BE à l'appui budgétaire sectoriel, l'attaché participe depuis 2008 aux réunions techniques du SBS-TWG (sector budget support-technical working group) et aux réunions du CDPF (capacity development pooled fund) le deuxième volet de notre appui budgétaire (réunions mensuelles);
- afin d'augmenter l'harmonisation entre partenaires, l'attaché a été en décembre 2008 à la base de l'initiative mettant en place le 'development partners group in health' (DPG) qui réunit tous les acteurs du secteur santé (bailleurs, SBS donors, ONGs...) avec chair et secrétariat tournant (réunions mensuelles au départ et bi-mensuelles depuis juin 2009) (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010 : 66).

The quality of the policy dialogue in the **health sector** is considered excellent (BTC, 2010: 50).

The influence of Belgium in the policy dialogue in the **energy sector** is rather limited, certainly as compared to the influence of the multilateral donors (BTC, 2010: 57).

For the **reforestation sector** it is mentioned: “coordination and sector policy dialogue are close to not existent, and the SWG is not operational, and met only once during the past two years” (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 37). The BTC appreciation note mentions as well that there is hardly any policy dialogue in the **reforestation sector**; the environmental SWAp is still in an embryonic state and there are only a few other donors in the sector (BTC, 2010: 62).

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

There is a Sector Working Group for Gender Issues, which is however not yet active. This working group will be presided by the Ministry of Gender and Family Promotion and co-presided by a donor representative.

#### Suggestions:

- Instruments for policy dialogue are mentioned in the basic document, but analyses of their results, included for gender equality, are lacking.
- Belgium could play an active role in the Sector Working Group for Gender Issues. One of the most pressing issues on the agenda of this thematic group should be 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, analytical work and programmes like the GELD programme) in the area of gender equality and women's empowerment funded by different donors through different aid instruments.
  - + 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, 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.

- Information collected through the GELD programme could be used in the sector dialogues.
- As lead-donor in the **health sector** and co-chair of the Health Sector Coordination Group, Belgium could put gender issues more prominently on the agenda. As provider of budget support in the health sector, Belgium could put forward gender issues in the Sector Budget Support – Technical Working Group.
- As a result of the proposed division of labour, Belgium could, as one of only three donors (other two are the Netherlands and the World Bank) strengthen its position in the policy dialogue in the **energy sector** (which influence is now considered as modest) and stress the importance of gender issues.
- Belgium, being the future most prominent actor in the **reforestation sector**, could make efforts to improve the policy dialogue which is now hardly existent. The importance of integrating gender issues in this sector could as well be emphasized.
- For all three sectors applies that information from more in-depth diagnosis of existing gender-sensitivity in the sectors (policy + system) could be helpful for the determination of the Belgian position.

### **3.1.5. Capacity building**

According to the appreciation note of the BTC capacity building is not systematically, explicitly and in an informed way taken into account in the formulation of projects (BTC, 2010: 30). In the framework of the ICP 2007-2010, BTC included a specific project on capacity building (CB), the 'Capacity Building Facility'. This project finances activities through the HIDA (Human Resources and Institutional Development Agency) system without creating a parallel system. It envisages strengthening the capacities of the existing public institutions as well as its staff with the final aim to increase the quality of public services (BTC, 2010: 79). The next ICP considers capacity building as 'an unequivocal, strategic and transversal component of all projects and programmes in the sectors of concentration of the direct bilateral cooperation' (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 84) and will put in place a two-side approach: include CB explicitly as a component in sector projects and involve a national institution in the design of this CB component (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 84).

The BTC appreciation note identifies the current weaknesses in the capacity building of Belgium in Rwanda (BTC, 2010: 80)

- "Current approach is ad hoc
- Capacity Building (CB) or Capacity Development (CD) is not always foreseen, and when included it is often limited to training (individual level only)
- In some cases, it constitutes of an ad hoc set of activities (depending on formulation team or added at implementation phase)
- There is a lack of shared understanding of conceptual issues: CD is sometimes integrated in the project document but it is often not clear enough
- Problems with CD implementation and quality
- A better evaluation needs to be done to check to which extent trainings were useful"; "there is no baseline, no M&E of CD"
- Unrealistic capacity assessments during project formulation

- Role of TA in CD is not visible enough

The BTC appreciation note includes the following recommendations:

- *“Mettre en œuvre une approche de renforcement des capacités uniquement au sein des secteurs retenus par le PIC*
- *Etablir et formaliser des collaborations techniques avec PSCBS (Public Sector Capacity Building Secretariat) chargé de coordonner toutes les activités de développement des capacités dans le secteur public, et le NDIS, chargé de coordonner l’exécution du plan d’action de décentralisation’*
- *Considérer le PIC Rwanda comme un projet pilote de mise en oeuvre du plan belge Harmonisation et Alignement, en matière de renforcement des capacités. Dans ce cadre, établir un partenariat avec une institution internationale spécialisée dans le CD (back-up et suivi projet pilote), par exemple The European Centre for Development Policy Management (ECDPM)” (BTC, 2010: 81).*

Belgian projects in the **health sector** are oriented towards capacity building. According to the appreciation note of BTC it is difficult to measure the results of the CB interventions, but in general the interventions are estimated to be efficient (BTC, 2010: 48). The next ICP will reserve two million euro for capacity building in the health sector “(total proposed envelope: 50 million euro) (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 90).

Capacity building is not an explicit component in the projects in the **energy sector**; the first objective is to equip Rwanda with electricity. When there is enforcement, it is a sub-product of co-management (BTC, 2010: 55). One of the key challenges in the achievement of the targets in the energy sector is the lack of capacity in the sector for budgeting, implementation, monitoring and evaluation; and lack of specific expertise in various sub-sectors such as petroleum and gas extraction (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 36). Given these observations, BTC recommends to emphasize the reinforcement of institutional and individual capacities which should feed into an increased sustainability (BTC, 2010 : 57). Two million euro is reserved in the ICP 2011-2014 for capacity building (total budget is 56 million euro) (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010 : 92).

As far as the **reforestation sector** is concerned, it is mentioned that human and technical capacity is a major constraint; “in order to live up to expectations, the sector will require considerable capacity development.” (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 37). The BTC appreciation note considers the lack of human resources within BTC to take into account the weakness of the involved institutions a shortcoming of the bilateral programme of Belgium in the forestry sector (BTC, 2020: 61). BTC recommends to *‘renforcer les capacités en s’adaptant à la réalité actuelle (faiblesse sous-estimée des capacités actuelles) Prévoir plus d’expertise internationale si un manque d’expertise locale est constaté (comme cela est le cas dans le DTF du PAREF). L’investissement dans la formation des cadres forestiers est une condition sine qua non pour l’amélioration de la situation du secteur’* (BTC, 2010 : 62). For the ICP 2011-2014 at least two million euro is provided for capacity building (total budget is 12 million euro) (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 93).

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

Two of the strategies of the NGP are focused on capacity building:

- “Developing gender capacity building programs for policy makers, planners, strategic and operational managers for them to acquire appropriate knowledge, skills and attitudes for gender mainstreaming at all levels;
- Developing institutional instruments for gender mainstreaming in all sectors including public sector, private sector and civil society at all levels” (Ministry of Gender and Family Promotion, 2009: 20).

Moreover, one of the 10 programmes of the NGP concerns capacity building: i.e. the Gender Mainstreaming and Institutional Capacity Development Programme. This programme consists of three sub-programmes: i) raising gender awareness, ii) training on gender analysis and planning skills<sup>8</sup> and iii) equipping public, private and civil society institutions with the necessary instruments for effective gender mainstreaming processes<sup>9</sup> (Ministry of Gender and Family Promotion, 2009: 24).

The Belgian strategy proposed for the next ICP mentions that for all three concentration sectors gender issues should be integrated into the capacity building component. One straightforward way of doing this is when candidates have to be selected for training in Rwanda or abroad. Where women have the needed profile, special efforts should be made to assure that they can equally benefit from these opportunities: “*De façon générale, le volet capacity-building cherchera à encourager le développement des capacités des femmes y compris dans le secteur de l’énergie, ou elles sont traditionnellement sous-représentées*” (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 101).

Suggestions:

- Belgium considers capacity building as an important element in all programs and sectors in the concentration sectors (and reserves 2 million euro for each sector) and emphasizes that gender issues should be integrated in the capacity building component. However, the integration of gender issues should be highlighted within the sections which set out the strategies for the sectors, not only in the gender paragraph.
- Moreover, the focus is put on the training and capacity building of individual women, while a gender perspective should also be included in other levels of capacity building, i.e. organisational and institutional dimensions.
- Capacity building activities should be based on an institutional analysis in which attention is paid to 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 and the sex ratio of the staff (“representative bureaucracy”). The results of the analysis will normally give insights into the strengths, weaknesses, opportunities (e.g. presence of drivers of change within institutions) and threats (e.g. political sensitivity of institutional reforms, reform fatigue, lack of incentives for reform).

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<sup>8</sup> The objective of this sub-programme is: “To ensure that training in gender analysis and planning skills is conducted within public, private and civil society organizations for effective and systematic gender mainstreaming in all policies, programmes and projects at all level” (Ministry of Gender and Family Promotion, 2009: 17).

<sup>9</sup> The objectives of this sub-programme are: “To ensure that public, private and civil society organizations are equipped with the necessary instruments to facilitate gender mainstreaming processes. These include policies, procedures, strategies, guidelines; To ensure that gender dimension is systematically integrated in the planning processes, with special emphasis on budgeting” (Ministry of Gender and Family Promotion, 2009: 24).

- If Belgium finances specific gender capacity building activities in the three sectors, it is important to align these with the National Gender Policy (NGP) strategies concerning capacity building<sup>10</sup> and the NGP 'Gender Mainstreaming and Institutional Capacity Development Programme'.<sup>11</sup>
- The BTC recommendation to collaborate with the Public Sector Capacity Building Secretariat (PSCBS), which is charged with the coordination of all capacity building activities in the public sector, needs follow up. In their collaboration with the PSCBS Belgium could stress the importance to mainstream gender in capacity building activities.

### **3.1.6. M&E**

The different sector working groups (SWGs) in Rwanda are grouped in three clusters: economic, social and governance. "The analysis of annual performance is based on reports provided by each sector after the completion of a 'Sector Performance Report' that was then presented and approved by the stakeholders in a Joint Sector Review and submitted to the MINECOFIN Central Monitoring and Evaluation Secretariat. The sector performance reports provide a summary of key sector achievements, challenges and recommendations, as well as budget execution evaluation" (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 25).

#### ***The gender dimension in M&E***

In 2007 a Gender Monitoring Office was established with the aim to strengthen gender monitoring. Responsibilities include: "(i) monitor the existence of policies and programs that promote gender equality, their implementation and allocation of budget, (ii) develop gender responsive indicators; (iii) propose strategies to relevant institution to enhance the promotion of gender equality; and (iv) advise institutions to respect the principles of gender equality at all levels" (African Development Bank, 2008: 6). In the Belgian proposed strategy, it is mentioned that efforts will be made to include the Gender Monitoring Office in the meetings and important events which are related to the direct bilateral cooperation (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 100).

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<sup>10</sup> The two strategies are: "Developing gender capacity building programs for policy makers, planners, strategic and operational managers for them to acquire appropriate knowledge, skills and attitudes for gender mainstreaming at all levels; Developing institutional instruments for gender mainstreaming in all sectors including public sector, private sector and civil society at all levels" (Ministry of Gender and Family Promotion, 2009: 20).

<sup>11</sup> This programme consist of three sub-programmes: 'raising gender awareness', 'training on gender analysis and planning skills' (the objective of this sub-programme is: 'To ensure that training in gender analysis and planning skills is conducted within public, private and civil society organizations for effective and systematic gender mainstreaming in all policies, programmes and projects at all level' (Ministry of Gender and Family Promotion, 2009: 17)) and 'equipping public, private and civil society institutions with the necessary instruments for effective gender mainstreaming processes' (the objectives of this sub-programme are: 'To ensure that public, private and civil society organizations are equipped with the necessary instruments to facilitate gender mainstreaming processes. These include policies, procedures, strategies, guidelines; To ensure that gender dimension is systematically integrated in the planning processes, with special emphasis on budgeting' (Ministry of Gender and Family Promotion, 2009: 24)).

The NGP includes one M&E related strategy which emphasizes to develop a coherent system that aims at monitoring and evaluating progress and changes related to implementation of the NGP (Ministry of Gender and Family Promotion, 2009: 22).

In 2008 different Joint Sector Reviews (JSRs) were analysed with the aim to establish how gender issues were addressed in each sector and to examine results and impact. At the beginning of the JSRs UNIFEM facilitated the setting up of a technical group (consisting of MINECOFIN, Gender Monitoring Office, Dfid, UNIFEM, UNFPA, Care International, private sector) in order to '(1) establish a common methodological approach for sector performance review, (2) harmonize different M&E documents into one pool, e.g. gender check list, (3) disseminate tools among gender advocates, (4) define modalities of working with planning & budgeting officers in key pilot ministries for Gender Responsive Budgeting' (UNIFEM, 1). The Gender Technical Group focuses on agriculture, education, employment, health, infrastructure and private sector (UNIFEM). The analysis of the ToRs for the JSRs 2008 showed that the JSRs 2008 are gender blind. Cross-cutting issues are only mentioned once and they are not mainstreamed into the usual reporting (overview of gender analysis of joint sector reviews).

The basic document suggests that SWGs should exist for cross cutting issues like gender (Service Public Fédéral des Affaires Etrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 62). The gender paragraph in the proposed strategy mentions that a Sector Working Group for Gender Issues is foreseen for the monitoring of the EDPRS. The Ministry of Gender and Family Promotion should lead this working group and one of the donors should act as co-president. All recommendations made by this working group will be taken into account in the Belgian strategy for the integration of gender equality (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 100).

Specific women-related indicators in the EDPRS are: maternal mortality rate (target 2012: 600; baseline 2006: 750), women aged 15-45 using modern contraceptive techniques (target 2012: 70%; baseline 2006: 10%) and fertility rate (target 2012: 4.5; baseline 2006: 6.1) (African Development Bank, 2008: annex 2).

#### Suggestions:

- Expected results and corresponding indicators for monitoring, including those for gender equality, should be formulated for the three sectors.

Examples of gender specific indicators in the **health sector** are:

- + Number of visits to clinic, by sex of mother and child
- + Reduced infant, child, and maternal mortality and morbidity rate as compared to the national average within five year.
- + Improved status of women through better female health (CIDA, 1997)

Examples of gender specific indicators in the **energy sector** are:

- + Reduction in the amount of time or money spent by women and men to obtain energy supplies (fuelwood, charcoal).
- + Number/ percentage of women and men adopting energy-saving technologies.
- + Number/ percentage of women trained to use alternative technologies (Aguilar (2010).



Examples of gender specific indicators in the **forestry sector** are:

- + Increased number of women that benefit from natural resources concessions
  - + Female ownership or co-ownership of equipment and tools for production, processing, commercialization and other services associated with natural resources.
  - + Number of forest management plans with gender-sensitive activities (e.g. non-timber forest products, medicinal plants, wildcrafting (Aguilar, 2010)).
- As suggested in the basic document, Belgium could stimulate the involvement of the Gender Monitoring Office in meetings which concern direct bilateral cooperation (such as meetings of partner committees, briefings and debriefings of projects evaluations).
  - Belgium could play an active role (even be co-chair) in the Sector Working Group for Gender Issues which will be involved in the monitoring of the EDPRS. As co-chair of the Health Sector Coordination Group and as member of Sector Working Groups (SWG) in the energy sector and forestry sector, Belgium could focus on the monitoring role of the thematic group and could stimulate the integration of a gender dimension. Belgium could make efforts to revive the SWG in the **forestry sector**, which is presently not operational.
  - Interventions which aim to integrate gender equality into the M&E phase of the sector programmes 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**

The Micro Intervention Programme (MIP) in Rwanda has the specific objective to : *“aider des groupes, associations, de droit ou de fait, émanant de la société civile, et des pouvoirs locaux, démontrant disposer de la capacité à identifier et exécuter eux mêmes la micro-intervention qu'ils proposent, à acquérir plus d'autonomie leur permettant de prendre plus facilement en charge eux-mêmes le développement de leur propre communauté”* (BTC, 2010: 89).

Even though the embassy has decided to focus the MIPs in Rwanda in 2007 and 2008 on the water and environment sector, in practice 75% of the MIPs are in the social sector, 22% in the economic sector and 3% in the cultural sector (BTC, 2010: 88). The available budget was 300.000 euro in 2007, 200.000 euro in 2008 and 400.000 euro in 2009 (BTC, 2010: 89).

In the health sector five Belgian NGO's are active: Médecins Sans Vacances, CARAES, RKVI, Solidarité Protestante and PHOS.

### **The gender dimension in well-aligned projects**

The appreciation note of the BTC indicates that the transversal dimensions are not systematically and explicitly taken into account in the formulation of projects. The approach is often ad hoc (BTC, 2010: 31).

In the strategy proposed for the next ICP it is mentioned in the gender paragraph that the new strategy for the direct support of local NGOs will include a two-pronged strategy to stimulate gender equality. There will be specific attention for interventions oriented towards the strengthening of women's organizations as well as for gender mainstreaming activities (Service Public Fédéral des Affaires étrangères, du Commerce Extérieur et de la Coopération au Développement, 2010: 101).

Suggestions:

- The intention to make efforts to reserve 50% of the MIP projects for women organizations and to encourage their participation in the call for projects should be made operational.
- It is positive that the new strategy for the direct financing of local NGOs includes support to empowerment activities of women organizations and the encouragement to integrate gender questions in all projects. It is recommended to include this paragraph in the general paragraph on MIPs.
- The idea to popularize the content of the NGP for the indirect actors of Belgian cooperation should be retained and made operational. It is a first step to guarantee that also Belgian indirect actors will align to the existing national strategy.
- 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 activities and outputs.
  - + Activities which are targeted at government institutions and NGOs to increase gender-sensitivity of systems and organizations, e.g. interventions to build gender capacity in government institutions and NGOs, support for women's organizations, interventions to support the elaboration and use of gender tools, etc.

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