

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

**Financing for Gender Equality and Women's Empowerment
(ILO/ITC)**

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i Executive summary

With the aim to improve aid and development effectiveness a shift has taken place over the past decade in aid modalities, characterised by a move from traditional projects to more programme oriented aid and budget support. The use of programme-based approaches and budget support is characterised by an evolution from donor *control* over the content and processes of isolated projects or programmes towards *influence* of donors over broader sector and national policies and systems while the control/leadership is in hands of the partner countries. More specifically, partner countries take the lead in developing the content of policies and programmes and in building sound systems for elaboration, budgeting, planning, implementing, monitoring and evaluating policies and programmes.

In principle, a shift towards aid modalities which intervene at the policy and systems level (instead of project level) need not have negative repercussions for gender equality and women's empowerment. In fact each of the principles of the Paris Declaration (ownership, alignment, harmonisation, management for development results and mutual accountability) entails both opportunities and challenges for gender equality and women's empowerment (see annex 1 for an overview). In practice, however, opportunities have so far not fully been realised. A 2007 OECD/DAC study has highlighted in this respect that donor agencies do not always know how to handle gender concerns in the context of the ongoing changes in aid modalities. In order to redress this situation, the EU Member States and the EC have adopted the European Union (EU) Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015).

It is from this vantage point that the present gender mainstreaming strategy for the EC's budget support to the Rwandan agricultural sector has been elaborated. The gender mainstreaming strategy starts from the analysis of the current degree of gender mainstreaming of the EC's agricultural budget support in Rwanda. The gender review (section three) demonstrates that thus far gender is largely absent from the various instruments and tools that the EC is using in the context of (sector) budget support to influence the agricultural policies and systems. The gender mainstreaming strategy which is elaborated to redress the current situation draws upon a combination of documentary review and interviews with key (gender and non-gender) stakeholders from various settings (government, donors, CSOs). It is composed of various building blocks.

First, the strategy is in line with the ownership and alignment principles and starts from the initiatives that are currently being taken by the Rwandan government itself and particularly the Ministry of Agriculture and Animal Resources (MINAGRI). A review of existing initiatives (section 2.3. and particularly 2.3.4) shows that the Rwandan government and MINAGRI take a pro-active role as far as gender mainstreaming is concerned. This is amongst others obvious from the Gender Responsive Budgeting initiatives (driven by MINECOFIN but piloted in MINAGRI amongst others) and the Gender Agriculture Strategy which has recently been adopted by MINAGRI.

Second, the strategy is in line with the harmonisation principle and takes into account existing initiatives of other donors. The strategy stimulates the use of coordination mechanisms which might be particularly useful to share diagnostic/assessment work, to exchange information, to increase voice in policy dialogues, etc.

Third, the strategy is in line with the EC tools for sector budget support and the EU Gender Action Plan and takes into account the position the EUD has in (agriculture sector) budget support dialogues. The general strategy (section 4.2. – table 4.3.) breaks down over the phases of programming/identification (4.2.1), financing (4.2.2), implementation and monitoring (4.2.3), evaluation (4.2.4) and explains how a gender dimension can be integrated in the different (interlinked) entry points that the EC is using in these different phases.

The strategy entails more specifically the following actions:

- Programming/identification/formulation: use of gender country profiles, gender-sensitive assessment of the seven key sector areas
- Financing: the inclusion of gender indicators in the financing agreement (a useful indicator could be 'progress in the implementation of the Gender Agricultural Strategy')
- Monitoring & policy dialogue: participation/revitalisation of existing gender coordination mechanisms, participation in gender agriculture sub-sector working group, integration of gender in other sub-sector working groups, integration of gender in joint sector reviews and policy dialogues (particularly at the level of the SWAP committee)
- Evaluation: inclusion of gender in TORs of (mid-term) evaluations (gender equality as dependent variable, gender blindness as independent/causal variable)

Additionally, sections 4.2.5 and 4.2.6. highlight how a gender dimension can be integrated in projects of capacity building and innovative pilot projects that often complement sector budget support and help to realise its objectives (portfolio approach).

In order to realise the gender mainstreaming strategy it is important that a gender dimension is also mainstreamed within the EUD itself. This necessitates commitment of EUD staff (and particularly also from Heads of Delegation and Cooperation), use of incentives (e.g. the yearly reporting on the EU action plan) and increased capacity of gender and non-gender staff. While gender staff might benefit from training in policy and systems analysis, budgeting, M&E, non-gender staff could particularly benefit from specific tailor-made gender training. The course on gender-responsive economic policy management which will be organised at the Kigali School of Finance and Banking might offer an unique opportunity for both types of audiences. Such training might help to bridge the (framing) gap among gender and non-gender staff and stimulate as well cooperation among gender and non-gender staff. Increased cooperation and coordination might be particularly useful in efforts to integrate a gender dimension in specific entry points (such as policy dialogues, identification of gender indicators, joint sector reviews, identification of TORs for studies and evaluations).

ii List of abbreviations

BSC	Background Conclusion Sheet
CCOAIB	Conseil De Concertation Des Organisations D'appui Aux Initiatives De Base
CEDAW	Convention on the Elimination of Discrimination Against Women
CRIS	Common Relax Information System
CSP	Country Strategy Paper
EAMR	External Assistance Management Report
EC	European Commission
EDPRS	Economic Development and Poverty Reduction Strategy
EU	European Union
GELD	Gender Equitable Local Development
GESC	Gender Equality Screening Checklist
GESCf	Gender Equality Screening Checklist formulation stage
GESCi	Gender Equality Screening Checklist identification stage
GII	Gender Inequality Index
GMO	Gender Monitoring Office
GRB	Gender Responsive Budgeting
MDG	Millennium Development Goal
MIGEPROF	Ministry of Gender and Family Promotion
MINAGRI	Ministry of Agriculture and Animal Resources
MINECOFIN	Ministry of Finance and Economic Planning
MTEF	Medium Term Expenditure Framework
NGP	National Gender Policy
NGSC	National Gender Steering Committee
NIP	National Indicative Programme
PAF	Performance Assessment Framework
PSTA	Strategic Plan for the Transformation of Agriculture in Rwanda
ROM	Results-Oriented Monitoring system
SBSP	Sector Budget Support Programme
SWAp	Sector Wide Approach
UNCDF	United Nations Capital Development Fund
UNIFEM	United Nations Development Fund for Women (now UN Women)

1. Introduction

With the aim to improve the effectiveness of aid and to achieve development results a shift has taken place over the past decade in the aid modalities for developing countries, characterised by a move from traditional projects to more programme oriented aid and budget support. More recently, portfolio approaches which combine different aid modalities in a coherent package are gradually emerging and this is also the direction in which the European Commission (EC) is moving (see European Commission, 2011a: 3). The use of programme-based approaches and budget support is characterised by an evolution from donor *control* over the content and processes of isolated projects or programmes towards *influence* of donors over broader sector and national policies and systems while the control/leadership is in hands of the partner countries (Holvoet and Inberg, 2009). More specifically, partner countries take the lead in developing the content of policies and programmes and in building sound systems in order to elaborate, budget, plan, implement, monitor and evaluate policies and programmes (Holvoet, 2006).

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

On a positive note, the 2008 Accra Agenda for Action pays slightly more attention to gender equality and women's empowerment¹. The 2011 Paris Declaration Monitoring Survey also includes for the first time an (optimal) gender equality module, including three gender-performance indicators which are linked to three Paris Declaration principles, i.e. ownership, results-orientation and mutual accountability² (DAC Network on Gender Equality, 2010).

In principle, a shift towards aid modalities which intervene at the policy and systems level (instead of project level) need not have negative repercussions for gender equality and women's empowerment. In fact each of the principles of the Paris Declaration (ownership, alignment, harmonisation, management for development results and mutual accountability) entails both opportunities and challenges for gender equality (see annex 1 for an overview). In practice, however, opportunities have so far not fully been realised: there is a continuous focus of gender activities on the soft sectors like education and health, a decreasing attention for gender equality throughout the different phases of (sector) programmes, a lack of integration of existing national gender policy papers in (sector) programmes and the indifference of donors to how partner countries integrate gender equality in their (sector) programmes (Holvoet, 2006). If anything, the move towards (general and sector) budget support tends to be particularly undermining for specific women equality and women's

¹ The most important reference is in the third paragraph: "Gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men and children. It is vital that all our policies address these issues in a more systematic and coherent way" (3rd High Level Forum on Aid Effectiveness, 2008: 1).

² The three gender equality indicators are: i) gender equality and women's empowerment are grounded in a systematic manner in national development strategies (ownership); ii) data is disaggregated by sex (managing for gender equality results); iii) mutual accountability for gender equality and women's empowerment (DAC Network on Gender Equality, 2010: 4).

empowerment projects (the second track of most donor agencies' two-track gender policies³).

By adopting the European Union (EU) Plan of Action on Gender Equality and Women's Empowerment in Development (2010-2015) EU donors committed themselves e.g. to use sex-disaggregated indicators and to include at least one gender equality performance indicator where relevant in general budget support and sector support programmes (European Commission, 2010a: 6). The 2011 report on the implementation of the gender action plan (Council of the European Union, 2011), however, refers to the fact that in order to be able to integrate gender equality and empowerment of women in the different sectors of EU bilateral cooperation, including budget support programmes, capacity of EU Delegation Staff (not only of gender focal persons), needs to be strengthened. It is from this vantage point that the current assignment may be understood which aims to elaborate a gender mainstreaming strategy for the EC budget support to the Agriculture Sector in Rwanda (SBSP Agriculture) and to start a process of capacity building. The gender mainstreaming strategy is based upon a review of the current degree of gender mainstreaming of the SBSP and takes into account ongoing initiatives in the Rwandan agriculture sector itself (alignment) as well as initiatives taken by other development partners (harmonisation). The analysis and elaboration of strategy are based upon documentary review and interviews with key stakeholders (see annex 2 for an overview of interviewees).

This report is structured as follows: section two provides background information on gender mainstreaming in the agricultural sector, EC's policies on budget support, on gender equality as well as its development cooperation programme in Rwanda. Section two also gives an overview of gender equality in Rwanda and particularly of the gender-sensitivity of its agricultural sector. Section 3 takes stock of the current level of gender mainstreaming in the EC 'sector budget support for decentralised agriculture' to Rwanda. Section four presents a strategy to improve gender mainstreaming of the EC's sector budget support programme in the agricultural sector.

³ Most donor agencies adhere to a two-track gender policy that is composed of the more 'integrationist' gender mainstreaming approach and the more 'transformatory' angle which includes interventions which are specifically oriented towards gender equality and women's empowerment.

2. Background

This part provides background information on gender mainstreaming in the agricultural sector, on EC's policies on budget support, gender equality as well as on its programme in Rwanda. Finally, an overview is given on gender equality in Rwanda with a particular focus on the agricultural sector.

2.1. Gender mainstreaming in the agricultural sector: what, why and how?

Despite the fact that women play an important role in the agricultural sector in many parts of the world, their role is often not recognised in existing agricultural/rural development policies and projects (World Bank, FAO and IFAD, 2009). When combining data presented in the 2008 World Development Report and the 2009 Gender in Agriculture Sourcebook, it is clear that not more than 0.4 percent of ODA in Sub-Sahara Africa is specifically focused on gender issues in agricultural programmes and projects (see Ashby et al., 2009).

This lack of attention for gender issues in the agricultural sector is somehow counter-intuitive given the fact that there exists a mutually influencing relationship among 'agricultural development' and 'gender equality and women's empowerment'. First, the lack of attention for the role of women in agricultural policies, programmes and projects poses a threat to the effectiveness of the agricultural development agenda and the achievement of the MDGs, especially MDG 1 (halving poverty and hunger) (World Bank, FAO and IFAD, 2009). As women play an essential role in agriculture, their often limited access to and control over resources like land, labour, financial services, water, rural infrastructure and technology, undermine a sustainable and inclusive development of the agriculture/rural development sector (World Bank, FAO and IFAD, 2009). Increasing women's access to and control over resources and markets has proved to increase household productivity and sustained benefits for the overall economy (Ashby et al. 2009). Second, as women are disproportionately involved in the agricultural sector, they also tend to be strongly affected by agricultural policies and programmes.

According to the Gender in Agriculture Sourcebook (World Bank, FAO and IFAD, 2009: 23) gender-sensitivity in the agricultural sector generally involves:

- *being sensitive to gender differentials*, for instance, making sure that women do not lose out when reforms (e.g. land reforms) are taking place in the agricultural sector;
- *inclusion of gender specific interventions*, that address specific needs that differ between men and women engaged in agriculture;
- *inclusion of interventions that are empowering to women*, for instance, by making provisions for affirmative action and creating more opportunities for rural women's participation in political processes;
- *inclusion of interventions that are transformative*, for instance, that attempt to change prevalent attitudes and social norms that leads to discrimination against rural women"

With the aim to make these broad suggestions more operational, Table 2.1. gives a detailed overview of how a gender dimension can be mainstreamed in all phases of an agricultural programme from diagnosis to monitoring and evaluation (M&E). In the specific context of budget support to an agricultural sector programme, the ideal scenario is that the Ministry of Agriculture takes the lead in integrating a gender dimension in all phases of the programme cycle, while donors support the Ministry in doing this by using different entry points (see section four).

Table 2.1. Gender mainstreaming in the different phases of a programme cycle in the agricultural/rural development sector

Phases	Mainstreaming of gender equality
Analysis	<p>- Identification of different take-off positions and priorities of men and women in the agricultural/ rural development sector, with questions such as:</p> <ul style="list-style-type: none"> + 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? + What is the level of income generated from agricultural activities for both men- and women controlled crops? + 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? + 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? <p>- Analysis of the past/current gender sensitivity of the agricultural policy and programmes, with questions such as:</p> <ul style="list-style-type: none"> + Do the objectives of the agricultural programme address critical gender-specific needs and constraints related to the agricultural sector? + Does the sector policy/ strategy include specific gender equality objectives, targets and indicators? + Are there adequate resources for implementing 'gender-responsive' policies which address gender-specific needs and constraints? <p>- Analysis of the existing capacity for gender mainstreaming and gender budgeting within the Ministry of Agriculture, with questions such as:</p> <ul style="list-style-type: none"> + Has staff in the Ministry of Agriculture been exposed to gender training? + What is the capacity of the Ministry of Agriculture with respect to the collection and compilation of sex-disaggregated data and qualitative information? + What is the capacity of the Ministry of Agriculture with and/ or institutions concerned with gender equality to perform gender budget analyses? <p>- Analysis of the presence of commitment and incentives for gender mainstreaming within the Ministry of Agriculture, with questions such as:</p> <ul style="list-style-type: none"> + Does senior management demonstrate commitment to gender equality? + Are staff encouraged or rewarded for integrating gender equality into their work (use of carrots)?

Phases	Mainstreaming of gender equality
	<ul style="list-style-type: none"> + Are staff punished for not integrating gender equality into their work (use of sticks)? + Are high-level statements of endorsement and advocacy used (use of sermons⁴)?
Programming/ formulation	<ul style="list-style-type: none"> - 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 log-frame): <ul style="list-style-type: none"> + 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. + Support to women's access to financial services for agricultural purposes. + Improvement of access to information, extension services and training for poor farming women. + Support to training of female extension workers. + Support to adequate storage facilities which are accessible to women and men. + Improvement of access to market infrastructure for women and men. + Support to judiciary systems to become gender sensitive in handling of land cases and contractual disputes. + Support to information and advocacy campaigns on women's rights to own land. - Identification of capacity building programmes to strengthen the existing capacity for gender mainstreaming: <ul style="list-style-type: none"> + Focus on supply side: gender focal points and key actors involved in sector policy-making and strategic framework design. + 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. - Identification of sex-disaggregated indicators and gender equality indicators for M&E, e.g. (see annex 3 for more examples): <ul style="list-style-type: none"> + Level of income generated from agricultural activities for both men- and women-controlled crops. + Percentage of women who have control over or joint control over family income and farm products.
Budgeting en implementation	<ul style="list-style-type: none"> - Allocation of budgets to gender-specific programmes/ projects identified in previous stages of the intervention cycle. - Integration of a gender dimension in results- and programme-based management and budgeting

⁴ Maykay (2007) distinguishes among three types of incentives: carrots, sticks and sermons.

Phases	Mainstreaming of gender equality
	<ul style="list-style-type: none"> + The integration of a gender dimension in logframes. + The integration of a gender dimension within the medium term expenditure framework (MTEF). + The integration of a gender dimension in budget guidelines and budget call circulars.
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"> - Inclusion of gender issues in terms of reference for and reports of joint sector reviews. - 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. - Support to gender working groups in the agricultural sector and monitoring of their impact. - Inclusion of gender equality on the agenda of other working groups. - 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. - Support to the development of an independent role for civil society in holding government and donors to account for gender equality results. - Inclusion of a gender dimension during analyses of non-performance. - Support to studies on the impact of policies and regulations on women and men.

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

2.2. The European Commission

2.2.1. Sector budget support

In October 2011 the EC published a new communication on the future approach to budget support. In this communication the EC highlights that budget support involves policy dialogue, financial transfers to the national treasury account of the partner country, performance assessment and capacity building. No targets for budget support are identified, as the Commission “considers that the appropriate mix between the different aid modalities is best decided as part of a portfolio approach that comprises several aid modalities in response to a partner country’s specificities and agreed national objectives” (European Commission, 2011a: 3). In the new policy the three eligible criteria for budget support are confirmed and a fourth one is added. The four criteria include (see European Commission, 2011a for a full description of the four criteria):

- Stable macro-economic framework
- National/sector policies and reforms
- Public financial management
- Transparency and oversight of the budget

To reflect changes put forward in the communication, general budget support will be referred to in the future as ‘Good Governance and Development Contracts’ and sector budget support as ‘Sector Reform Contracts’. In response to the new communication, the guidelines on general budget support (European Commission, 2007a) and support to sector programmes (European Commission, 2007b) are in the progress of being revised. As new guidelines are currently not yet available, we use the information available in the present guidelines.

Table 2.2. provides an overview of EuropeAid’s most important tools and instruments for sector support, as described in the present guidelines on sector programmes (European Commission, 2007b) and the project cycle management guidelines (European Commission, 2004).

Table 2.2. Overview of EuropeAid’s most important tools and instruments for sector support

Phase	Tools/ instruments
Programming	- Country Strategy Paper (CSP) and National Indicative Programme (NIP) (programme fiches) - Eligibility criteria
Identification	- Identification fiche for SPSP
Formulation	- Financing proposal - Action fiche
Financing	- Financing agreement (and Riders)
Implementation and monitoring	- Implementation report in Common Relex Information System (CRIS) - Monitoring report in CRIS and Background Conclusion Sheet (BSC) - Annual Operational Plans - External Assistance Management Report - Annual Report on public finance management
Evaluation	- Guidelines for project and programme evaluation

Source: Based on European Commission, 2004 and 2007b

2.2.2. Gender policy

Gender equality is one of the EC's major goals. The 2006 European Consensus emphasises the importance of gender equality as one of the five common principles of EU development cooperation. Article 19 states more specifically:

“The promotion of gender equality and women’s rights is not only crucial in itself but is a fundamental right and a question of social justice, as well as being instrumental in achieving all the MDGs and in implementing the Beijing Platform of Action and the CEDAW. Therefore the EU will include a strong gender component in all its policies and practices in its relations with developing countries” (Council of the European Union, 2006: 4).

A recent communication on ‘Increasing the impact of EU Development Policy: an Agenda for Change’ (European Commission, 2011b) emphasises that the European Consensus’ overarching objective of poverty elimination in the context of sustainable development is still valid, but that development cooperation will be especially concentrated on ‘human rights, democracy and other key elements of good governance’ and ‘inclusive and sustainable growth for human development’. Within ‘human rights, democracy and other key elements of good governance’ ‘gender equality and the empowerment of women’ is one of the eight areas of focus, that will be promoted through the implementation of the 2010 Gender Action Plan (European Commission, 2011b).

The EU Plan of Action on Gender Equality and Women’s Empowerment in Development (Gender Action Plan) for the period 2010-2015⁵ was adopted in June 2010 by the EC council and it concentrates on a selected number of objectives where the EU has a clear comparative advantage (European Commission, 2010a). These objectives include:

- Strengthening the lead role of the EU in promoting gender equality in development;
- Building in-house capacity on gender equality issues in development;
- Putting gender equality issues systematically on the agenda of political and development policy dialogue with Partner countries;
- Ensuring that gender is mainstreamed in EU funded projects and that EU funded general budget support and sector support programmes (SWAPs) use gender-disaggregated data and gender-sensitive performance indicators where relevant;
- Prioritising in-country civil society participation, capacity building and advocacy on gender equality and women empowerment;
- Improving the EU monitoring, accountability and transparency on allocation of funds for Gender equality in development;
- Strengthening EU support to partner countries in their efforts to achieve MDG 3 and MDG 5;
- Strengthening EU support to partner countries in combating gender-based violence in all its manifestations, as well as discrimination against women and girls;
- Supporting partner countries in fully implementing UNSCR 1325, 1820, 1888, and 1889, including through the development of national action plans and policies on women, peace and security (European Commission, 2010a).

The Gender Action Plan sets out a three-pronged approach including political and policy dialogue, gender mainstreaming and specific actions. It is composed of 30 actions and 43 indicators. These indicators are particularly useful in the context of the yearly progress

⁵ The Gender Action Plan is a response to the comprehensive policy framework elaborated in the 2007 Communication and Council Conclusions on Gender Equality and Women’s Empowerment in Development Cooperation.

reports with respect to the implementation of the EU Gender Action Plan which needs to be submitted by all EU member states and the EC.

2.2.3. Development cooperation with Rwanda

The framework for cooperation between the EC and Rwanda is described in the Country Strategy Paper and National Indicative Programme (CSP/NIP) for the period 2008-2013. The cooperation programme is aligned to Rwanda's Economic Development and Poverty Reduction Strategy (EDPRS) and has as its overall objective poverty reduction. The EC provides general budget support and sector support through two focal areas: rural development and infrastructure for regional interconnectivity (Republic of Rwanda and European Community, 2007).

The overall objective of support to rural development is "poverty reduction through improved food security and increased agricultural productivity and developing an environment conducive for rural economic development, in the context of sustainable development and decentralisation" (Republic of Rwanda and European Community, 2007: 32). The overall objective of support to infrastructure for regional interconnectivity is "to support economic growth by strengthening the infrastructure essential for the economic development of the country" (Republic of Rwanda and European Community, 2007: 33).

In line with the announcement in the CSP/NIP that the support to rural development would be shifting from project support to sector budget support, the "Sector Budget Support for Decentralised Agriculture" programme was formulated in 2009 (amount of 20 million Euros). The expected results of the sector budget support programme are:

- improved agricultural outcomes;
- increased public financial management capacities in districts to ensure proper use of funds and value for money;
- and a more stable and predictable intergovernmental grant transfer framework (European Commission, 2009).

2.3. Gender equality in Rwanda

With a value of 0.453 and rank 82/146 Rwanda scores relatively good on the Gender Inequality Index (GII) (UNDP, 2011). This relatively high score is mainly due to a relatively low adolescent fertility rate, a high percentage of women in parliament and a high female labour force participation rate (see table 2.3.). Recently, Rwanda has made remarkable improvements in the maternal mortality rate as well; over a couple of years time it decreased from 1300 (2003-2008, see UNDP 2010) to 540. Only on the indicator related to secondary education Rwanda scores considerably below Sub-Saharan average.

Table 2.3. Scores on the sub-indicators of the Gender Inequality Index

Sub-indicator		Rwanda	SSA
Maternal mortality rate (2008)		540	619
Adolescent fertility rate (average 2010-2015)		38.7	119.7
Seats in parliament (%) (2011)	F	50.9	19.8
Population with at least secondary education (% ages 25 and older) (2010)	F	7.4	22.2
	M	8.0	34.9
Labour force participation rate (%) (2009)	F	86.7	62.9
	M	85.1	81.2

Source: UNDP, 2011

The government of Rwanda has demonstrated its commitment to gender equality by promulgating legal documents, signing international conventions and establishing conducive policy and institutional frameworks. Nevertheless, social behaviours and attitudes towards women remain patriarchal, as a result of which e.g. women's access to and control over productive resources is limited and women's participation in decision-making is not equal with men's (Ministry of Agriculture and Animal Resources, 2010).

2.3.1 National gender policy

Gender is included as one of five cross-cutting⁶ issues in the second generation poverty reduction strategy of Rwanda, the Economic Development and Poverty Reduction Strategy (EDPRS)⁷.

In 2009 the Ministry of Gender and Family Promotion (MIGEPROF) formulated a National Gender Policy (NGP), which was adopted by the Rwandan government at the beginning of 2010. 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:

- "Gender mainstreaming approach which aims at integrating gender issues into the policies, programmes, activities and budgets in all sectors and at all levels;

⁶ The other four are environment, social inclusion, youth and HIV/AIDS.

⁷ The development objectives, priorities and policies of the EDPRS are set out through three programmes: (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).

- Affirmative actions approach that aims at correcting the huge gender imbalances existing in the various development sectors;
- Institutional capacity development of different gender machineries and stakeholders in the implementation of the national gender policy;
- Involvement of men in addressing gender issues (Ministry of Gender and Family Promotion, 2009: 19/20).

On the basis of priorities identified by the Ministry of Finance and Economic Planning (MINECOFIN) together with stakeholders and issued in the EDPRS, ten programmes are selected in the National Gender Policy⁸.

2.3.2 Institutional apparatus

In order to coordinate, monitor and guide the implementation process of the National Gender Policy, the National Gender Cluster has been installed. The National Gender Cluster is chaired by MIGEPROF and brings together development partners, sector ministries, civil society organisations and the private sector.

Besides MIGEPROF, each sector ministry has a role in the implementation of the National Gender 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).

Sector ministries and key governmental institutions in Rwanda have appointed gender focal points, who are responsible for gender mainstreaming. However and in line with experiences worldwide, 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).

With regard to the involvement of development partners in the promotion of gender issues, the following is expected:

- “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)⁹, the Gender Monitoring Office¹⁰,

⁸ 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.

⁹ The NGSC is the proposed government highest level for the effective coordination of the National Gender Programme.

¹⁰ 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.

the National Women's Councils¹¹, MINECOFIN, 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.

2.3.3 Gender Responsive Budgeting

A Gender Responsive Budgeting (GRB) initiative started in Rwanda in 2002, led by MIGEPROF and financed through the United Nations Development Fund for Women (UNIFEM, now UN Women). Five ministries were selected as pilots: Ministry of Education, Ministry of Agriculture and Livestock (MINAGRI), Ministry of Health, Ministry of Water and Natural Resources and Ministry of Local Government and Social Affairs (UNIFEM, 2008).

On the basis of this first initiative MINECOFIN started to implement a GRB initiative in 2008. This second initiative aims "to ensure government spending addresses the needs of women and men equitably and government institutions promote accountability and transparency in the determination of government priorities and public spending" (Ministry of Finance and Economic Planning, 2011: 7).

The Republic of Rwanda et al. (2011) list some achievements of the GRB initiative:

- An institutional framework for the application of gender-responsive policy formulation has been established;
- Planning and budget officers in GRB have been trained at central and local level.
- Budget tools have been engendered and gender budget statements have been produced;
- A sustainable capacity building initiative for gender and the economy has been started through a higher institute of learning (School of Finance and Banking) (Republic of Rwanda, 2011).

While the gender budget statements were only formulated for four pilot sectors (education, health, agriculture and infrastructure) in 2010/11, as of 2011/12 gender budget statements are mandatory for all ministries (Ministry of Finance and Economic Planning, 2011). Recently (mid 2012) also parliament (budget committee) has taken a more pro-active stance in assessing whether ministers have effectively attached gender budget statements to the budgets submitted to parliament.

Two UN funded projects have been incorporated into the main GRB programmes, i.e. UNIFEM's programme on 'Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda' and the Gender Equitable Local Development (GELD) programme (Ministry of Finance and Economic Planning, 2011). For the GELD programme, MINECOFIN signed a Memorandum of Understanding (8 February 2010) with the United Nations Capital Development Fund (UNCDF) and UNIFEM, who have agreed to fund (through Belgian Development Cooperation) the 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).

¹¹ These structures were set up by the government to coordinate the functioning of Women's Councils from grassroots to the national level.

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). So far, the GELD programme in Rwanda resulted e.g. in the inclusion of guidelines on how to prepare gender budget statements at district level in budget call circulars (Morrisson, 2012).

In July 2011 Rwanda hosted the High Level Global Meeting on 'increasing accountability and development effectiveness through gender responsive planning and budgeting', in which Ministries of Finance, sector ministries, local authorities, parliamentarians, civil society organisations, bilateral and multilateral and academics participated. This meeting resulted in several recommendations captured in the 'global call for action on financing gender equality'.

2.3.4 Gender-sensitivity of the agricultural sector

About 80% of Rwandan employment is within the agricultural sector and it are particularly women who work in the sector (Ministry of Agriculture and Animal Resources, 2010). Women spend on average one third of their time in agricultural activities, men on average 19% (Republic of Rwanda, 2009). Men are generally more involved in the cultivation of cash crops, while women tend to focus on food crops (Ministry of Agriculture and Animal Resources, 2010).

According to MINAGRI (2010) gender mainstreaming within the agricultural sector is hindered by:

- a lack of institutional arrangements to facilitate gender responsive policy development, planning and implementation;
- lack of gender sensitive human resource management, development of policies and regulations, operational policies, guidelines, manuals and tools;
- and limited knowledge and skills of policy planners, managers and technical staff on how to mainstream gender.

A report on public expenditure in the agricultural sector, written by an umbrella of community based civil society organisations (CCOAIB - Conseil De Concertation Des Organisations D'appui Aux Initiatives De Base), confirms that gender is not taken into account in planning and budgeting (CCOAIB, 2011). While a gender focal point has earlier been appointed in the context of the National Gender Policy, the turnover of this gender focal point is high. The present one started his work as a gender focal point in March 2012 (e-mail Carine Uwantege, 9/5/2012).

Gender policy in the Agricultural Sector

In 2009 Rwanda started to implement the second phase of the Strategic Plan for the Transformation of Agriculture in Rwanda (PSTA II)¹². While one of the eight basic principles guiding the PSTA II is sensitivity to the issues of gender, youth and AIDS, *specific gender related actions* account for only 0.6% (5,200,000 USD) of the total budget (885,508,445 USD). Specific gender related actions are included in three programmes:

- The promotion of gender-friendly crops and livestock (4,000,000 USD) in the 'intensification and development of sustainable production systems' programme;

¹² The overall objective of PSTA II is "Agricultural output and incomes increased rapidly under sustainable production systems and for all groups of farmers, and food security ensured for all the population" (Republic of Rwanda, 2009: 43). PSTA II includes four interrelated programmes: 1) Intensification and development of sustainable production systems; 2) Support to the professionalization of the producers; 3) Promotion of commodity chains and agribusiness development; 4) Institutional development.

- The design and implementation of a programme for training members of women's farming organisations in entrepreneurship in the 'promotion of commodity chains and agribusiness development' programme (900,000 USD);
- The assessment of the ways in which gender-related issues are handled and the development of a sector-wide gender strategy that will touch upon all activities, and carry out the related training in gender issues for all Ministry staff (300,000 USD) in the 'institutional development' programme.

Besides these gender-specific activities there are also several other PSTA II actions that refer to the need to involve women or include gender specific indicators. The total budget for these '*gender sensitive*' actions is 6.9% of the total budget. Annex 4 provides an overview of the gender specific and gender sensitive actions.

In line with the actions listed in PSTA II, MINAGRI elaborated a Agriculture Gender Strategy in 2010, which was launched in March 2012 (e-mail Carine Uwantege, 9/5/2012). The overall objective of the gender strategy is to "contribute to poverty reduction and sustainable development through institutionalisation of gender responsive programming (planning and budgeting), implementation, monitoring and reporting systems and improve gender equality in the agriculture sector" (Ministry of Agriculture and Animal Resources, 2010: 32).

The Agriculture Gender Strategy includes five strategic objectives:

- To institutionalise gender equality in the agriculture sector;
- To develop capacities in the agriculture sector to enable gender sensitive programming;
- To enhance the gender responsiveness in delivery of agricultural services;
- To promote equal participation in decision making process;
- To develop and coordinate partnerships and collaborative mechanism amongst government institutions, civil society organisations, private sector and development partners and integrate appropriate actions to respond to practical and strategic gender needs in the agriculture sector.

The gender agricultural strategy includes a logical framework with results/outcomes and indicators for each strategic objective. While a budget was originally not included, in November 2011 United Nations Rwanda, UN Women and the EU published a final report on 'costing the agriculture gender strategy and development of a gender responsive monitoring and evaluation framework'. The total costs for implementation of the strategy are estimated to be 634,896,229 Rwandan francs (821,000 €¹³). The proposed M&E results monitoring framework consists of a table with planned outputs, performance indicators, baselines, targets, means of verification and implementation institutions (United Nations Rwanda et al., 2011).

A gender coordinator is currently (end of June 2012) being hired. He/she will be positioned in the planning department and coordinate the implementation of the Agriculture Gender Strategy (interviewees). A recently established gender subsector working group will support the implementation and will guide the gender coordinator (interviewees; email Carine Uwantege, 9/5/2012).

Gender responsive budgeting in the agricultural sector

As MINAGRI is one of the four pilots in the national GRB initiative, the ministry had to elaborate a gender budget statement for the 2010/11 financial year. This first gender budget statement includes 14 activities (with indicators) in two of the four PSTA II programmes: 6 in

¹³ Rounded off upwards. On the basis of the exchange rate of www.oanda.com/currency/converter consulted on 29/05/2012

the 'intensification and development of sustainable production systems' programme and 8 in the 'professionalization of the producers' programme with a total budget of 11 billion RwF (14.2 million Euros)¹⁴. In the meantime, MINAGRI has also prepared its second gender budget statement (see annex 5 for the 2010/2011 and 2012/2013 gender budget statements).

The agricultural sector has also been the focus of UNIFEM's (UN Women) programme on 'Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda'. The programme supported e.g. an umbrella of community based civil society organisations (CCOAIB - Conseil De Concertation Des Organisations D'appui Aux Initiatives De Base) with the aim to integrate gender into the agricultural sector. Fourteen members of the umbrella organisation have been trained in gender budget analysis and budget tracking and the CCOAIB conducted a gender analysis of the agriculture policy, plan and budget and a local level budget tracking survey. The data of the survey has been analysed and used to identify gender gaps, to identify the allocation of resources to different agricultural programmes and to understand in which ways rural women benefit from agricultural policies and services (see Republic of Rwanda et al., 2011). As highlighted by CCOAIB however, the gender analysis and budget tracking survey has been hindered by a weak collaboration of ministries and districts and lack of data concerning the (execution of the) budget and equitable access of men and women to activities. Therefore, CCOAIB conclude:

"D'ou, il est très difficile pour la mission de donner une appréciation objective sur l'exécution du budget public du secteur agricole et sur les bénéficiaires réels en tenant compte du genre. Nous espérons que dans les prochaines études sur les dépenses publiques, les Ministères et districts en charge de l'exécution du budget de ce secteur seront coopérants de sorte a pouvoir faciliter l'étude par un service indépendant, afin qu'elle puisse se réaliser dans des bonnes conditions." (CCOAIB, 2011)

Within the same UN Women sponsored programme and with additional support from GIZ, CCOAIB is currently (mid 2012) in the phase of setting up a Public Expenditure Tracking Survey in the Agricultural Sector.

Along the same line, the Gender Monitoring Office (GMO), in partnership with MINAGRI and UN Women, launched a Programme on Gender and Democratic Governance (GDG) in July 2010 with the aim to enhance gender responsive delivery of agricultural services and to support reforms towards gender equality in the agricultural sector. The programme is expected to contribute to strengthening the capacity of the Gender Monitoring Office in promoting and supporting gender mainstreaming in the agricultural sector and to serve as an example for replication in other sectors (GMO and UN Women, 2011). In the context of this programme and in line with the national GRB initiative and the aid effectiveness programme, from 9-13 May 2011 the Gender Monitoring Office, together with MINAGRI and UN Women, organised a training for MINAGRI staff and affiliated agencies and projects. The aim of the training is to develop the skills of staff in gender analysis, planning and budgeting; to develop the capacity to implement gender responsive service delivery; and to enhance the capacity for gender responsive monitoring and evaluation. 3 MINAGRI staff members (economist, planning officer and M&E officer) and 24 staff members of affiliated agencies and projects participated in the training (GMO and UN Women, 2011).

Table 2.4 provides an overview of GRB related activities in Rwanda.

¹⁴ Rounded off downwards. On the basis of the exchange rate of www.oanda.com/currency/converter consulted on 29/05/2012

Table 2.4 Overview of GRB activities in Rwanda

Organisation	Programme	Partners	Activities in agricultural sector
<i>Government</i>			
MINECOFIN	GRB initiative	UN Women (financed first phase)	MINAGRI pilot: gender budget statement as of 2010/11
MINAGRI	Elaboration of Agriculture Gender Strategy	United Nations Rwanda, UN Women, EU	
Gender Monitoring Office	Programme on Gender and Democratic Governance	UN Women, MINAGRI	The programme aims to enhance gender responsive delivery of agricultural services and to support reforms towards gender equality in the agricultural sector 9-13 May 2011 training for MINAGRI staff and affiliated agencies and projects (in coherence with national GRB initiative and the aid effectiveness programme)
<i>Multilateral</i>			
UN Women	'Integrating Gender Responsive Budgeting in the Aid Effectiveness Agenda' (incorporated in MINECOFIN GRB initiative)	EC	Support to CCOAIB with the aim to integrate gender into the agricultural sector
UNCDF	Gender Equitable Local Development (GELD) (incorporated in MINECOFIN GRB initiative)	UN Women, MINECOFIN, Belgian DC	GRB pilots at district level also include agricultural sector activities and budgets

3. Assessment of the current degree of gender mainstreaming in the EC Sector Budget Support Programme Agriculture

In what follows we take stock of the degree to which gender equality is mainstreamed in the the Sector Budget Support Programme Agriculture in Rwanda. We do this exercise against the background of the EC's own guidelines and instruments with respect to the integration of gender issues in (sector and general) budget support.

One of the findings of an earlier desk study on the integration of gender equality in EuropeAid's budgetary and management processes (see annex 6 for an overview) demonstrates a considerable level of gender mainstreaming, and particularly so at the highest level of policy making and programming. The guidelines for the preparation of the Country Strategy Paper and the National Indicative Programme for instance include a specific 'programming fiche for gender equality' which guides the staff in their integration of gender issues in the CSP and NIP¹⁵.

Whereas this attention for gender issues somehow decreases when moving to guidelines which are related to the more operational level (e.g. checklist for identification fiche, guidelines for project and programme evaluation), at various instances reference is made to the existing toolkit on gender mainstreaming and gender budgeting (see European Commission, 2004). The EU gender toolkit provides clear-cut suggestions on how to use gender (budget) instruments in the context of new aid modalities and more specifically sector and general budget support. Moreover, the Background Conclusion Sheet, which includes specific issues for five criteria¹⁶ on the basis of which projects and programmes are periodically assessed and which underpin the monitoring report in the Common Relex Information System, also involves the classification on the OECD/DAC Gender Equality Policy Marker (see 4.1) which necessitates the application of a prior gender analyses.

An important issue is of course, the degree to which all the recommendations and guidelines are effectively applied and the extent to which their application is stimulated through a set of incentives. There are clearly already a number of procedures/actors in place who play/might play a crucial role, including the Inter-Service Quality Support Group (IQSG), the specific sub-directorate (F1) that functions as an office Quality Support Group (oQSG) and the Directorate for Operations Quality Support (and particularly the specific sub-directorate on governance, human rights, and gender).

Table 3.1. gives an overview of the degree to which gender issues have effectively been integrated in the different phases of the programme SBSP Agriculture Rwanda. The review is based upon documentary analysis as well as input from key stakeholders.

Not entirely to our surprise (and somehow in line with the level of attention given to gender issues in the existing guidelines for the different phases), gender issues are 'best' captured in the documents which relate to the programming phase and more specifically the CSP. However, at this level the integration of gender issues is at best fragmentary: whereas the importance of gender issues is mentioned in the more 'diagnostic' sections of the CSP, it is not well translated into the sections which outline the strategy and the focus of cooperation

¹⁵ This fiche focuses on the concept of gender equality, EC gender equality policy, gender equality and the new aid architecture, progress on gender equality at country level, opportunities to integrate gender equality in country strategy processes and useful links for more information on the concept.

¹⁶ The assessment on the basis of five criteria is done by independent experts in the context of the results-oriented monitoring system (ROM). The five criteria are: design & relevance; efficiency; effectiveness; potential impact; and likely sustainability.

(‘response strategy’ and ‘overview of cooperation’, policy dialogue, complementarity and consistency’).

Positively, the NIP refers to the government’s commitment to ensure the participation of women (and vulnerable groups) in rural employment creation activities and the action fiche (formulation phase) highlights the expected contribution of the sector budget support to gender equality. However, these references are not translated when it comes to implementation issues and not taken on board and elaborated further in the assessment of the sector programme (formulation phase). This is somehow surprising in the Rwandan context where the Government in general, the Ministry of Agriculture and various other stakeholders have initiated an array of initiatives to promote gender mainstreaming (and specifically gender budgeting) in the agricultural sector (see section 2.3 and particularly 2.3.4. for an overview of these initiatives). These initiatives which are country-owned and hint at a considerable level of commitment for gender equality are a perfectly legitimate and an easy entry point for EC’s (and other donor’s) own commitment towards the promotion of gender-sensitive policies and systems in the agricultural sector (see EU Gender Action Plan).

Importantly, gender issues are not taken on board in the indicators of the Financing Agreement which largely influences the stages of implementation, monitoring and evaluation as well as the agenda of the policy dialogue. Somehow to our surprise, gender issues are not completely absent from monitoring reports. While the 2011 External Assistance Management Report (EAMR) does not include gender issues, the 2011 PFM Annual Monitoring Report (monitoring phase) refers to the progress in the implementation of GRB (only education and health mentioned as example) as one of the expected reforms which has been substantially achieved. The reference to GRB in the PFM report is particularly valuable to give leverage to the ongoing GRB initiative but it would have increased consistency (and provided a basis for EC’s gender-sensitive policy dialogue, capacity building, etc.) when the GRB initiative in the agricultural sector would also have been included more prominently in the assessment of the sector programme. The GRB initiative in the agricultural sector as well as the Gender Agricultural Strategy are also referred to in the 2010 ROM Monitoring Report (under the discussion of the relevance & quality dimension).

Finally, gender issues are largely absent from the studies that have been undertaken in the context of the mid-term evaluations. As these studies feed into the elaboration of the new agricultural sector programme, the inclusion of a gender dimension would have been particularly valuable.

Table 3.1. Overview of gender mainstreaming in the EC Sector Budget Support Programme Agriculture in Rwanda (status June 2012)

Phase	Instrument	Component	Gender equality perspective
Programming	Country Strategy Paper	Executive summary	The fact that gender balance is one of three cross-cutting issues across the whole programme is included.
		Framework of relations between the EC/EU and partner country	It is highlighted that the mainstreaming approach for gender equality (and three other cross-cutting issues) will be strengthened.
		Country diagnosis	In the paragraph 'other social issues' (p. 15) a short description of Rwanda's performance on gender issues is included. Some references are made to women (diagnosis education and health sectors, poverty reduction analysis)
		Overview of co-operation and policy dialogue, complementary and consistency	No references to gender equality or women empowerment
		Response strategy	No references to gender equality or women empowerment
	Indicative programme		References are made to the government of Rwanda's commitment to ensure the participation of women and vulnerable groups in rural employment creation activities.
Identification	Identification fiche		No references to gender equality or women empowerment
Formulation	Action fiche	Country context and rationale	A reference is made to gender equality in primary education
		Description	Gender equality is included in the paragraph on cross-cutting issues. The sector budget support programme is expected to make positive contributions towards gender equality.
		Implementation issues	No references to gender equality or women empowerment
	Assessment of sector programme	Sector policy	No references to gender equality or women empowerment
		Sector budgeting and its medium-term perspectives	No references to gender equality or women empowerment
		Sector and donor coordination	No references to gender equality or women empowerment
		The institutional setting and capacity issues	No references to gender equality or women empowerment
		The performance monitoring systems	No references to gender equality or women empowerment
		The macroeconomic framework	No references to gender equality or women empowerment
Public finance management	No references to gender equality or women empowerment		

Phase	Instrument	Component	Gender equality perspective in documents
Financing	Financing agreement		No direct references to gender equality or women's empowerment in the indicators of the variable and fixed tranche
Implementation and monitoring	External Assistance Management Report (EAMR) 2011		No references to gender equality or women empowerment
	PFM Annual Monitoring Report 2011		The integration of gender budget in the budget is included as reform expectation in the summary of 'progress against results reform expectations' and receives a B score (substantially achieved). The progress is described as: GRB piloted in some ministries, e.g. education and health. Budget Call Circular 2011/12 institutionalises GRB.
	Implementation and monitoring report and Background Conclusion Sheet (BCS) in results-oriented monitoring system (ROM)		<p>The 2010 Monitoring Report includes 5 dimensions (relevance & quality of SPSP design, efficiency of implementation, effectiveness of SPSP, impact prospects of SPSP, potential sustainability of SPSP) and key observations and recommendations. Gender is included in the section on relevance & quality of SPSP design + recommendations:</p> <p>-The section relevance & quality refers to GRB pilot in Minagri, GBS 2009/2010, validation of the Gender Agricultural Strategy in November 2010 and to be implemented in 2010/2011 and integrated in the planning process (section on relevance & quality of SPSP design)</p> <p>-The section with recommendations for MINAGRI includes "ensure that funds targeting women are received by them and ensure they benefit from rural cash improvement and income from their income generating activities"</p>
Evaluation	(joint) evaluation	Mid-term evaluation report	The studies/reviews that have been done in the context of the MTR and that will feed into the PSTA III very limitedly refer to gender issues (the study on food security e.g. refers at two occasions to gender friendly crops)

4.How to improve gender mainstreaming in the Sector Budget Support Programme Agriculture? Towards a gender mainstreaming action plan

4.1. Introduction

Section 4.1.1. sets out the general principles which guide gender mainstreaming in the context of (sector) budget support while section 4.1.2. highlights that a number of key success ingredients are in place. These general principles are subsequently applied (section 4.2.) in order to elaborate the gender mainstreaming strategy for the EC's (sector) budget support to Rwanda's agricultural sector.

4.1.1. General principles for gender mainstreaming in the context of budget support

When designing strategies for gender mainstreaming in a context of budget support, it is important to follow the principles of the Paris Declaration. This implies that the leadership for the integration of a gender dimension in national (agricultural) policies and systems is in hands of the partner countries. This does however not liberate donors from their own (coordinated) responsibilities to address gender equality and women's empowerment. In fact, budget support typically involves the use of 'entry points' through which donors use their influence.

These entry points listed in [Table 4.1.](#) are spread over different phases of a budget support programme and include diagnosis of country policies and systems, diagnosis of the capacity of non-state actors, performance assessment frameworks specified in financing agreements, policy dialogue, capacity building, monitoring exercises like joint (sector) reviews, evaluation and well-aligned pilot projects.

All of these entry points can equally well be used by donors to promote the inclusion of a gender dimension in a country's (sector) policies and systems. In doing this, it is important to act in line with the efforts the country (government and non-government actors) is already undertaking itself (alignment) and to coordinate and harmonise as much as possible among donors.

Table 4.1. Overview of gender mainstreaming of entry points used by donors in the context of budget support

Donor entry points	Gender Mainstreaming
<p>Use of diagnostic exercises/assessments during programming/ identification/ formulation</p>	<p>- Integration of gender dimension in diagnosis of national and sector policies and systems (Gender Scan)</p> <p><u>National (central) level</u></p> <ul style="list-style-type: none"> ▪ Verify whether and how a gender dimension is integrated into national policies and systems ▪ Verify the existing national gender policy ▪ Verify the presence and quality of the existing national gender apparatus <p><u>Sector level</u></p> <ul style="list-style-type: none"> ▪ Verify whether and how a gender dimension is integrated in sector policies and systems ▪ Verify the presence and quality of the existing gender apparatus at sector level <p>-Gender Scan of Non-State Actors</p> <ul style="list-style-type: none"> ▪ Map and assess the capacity of the national gender demand side (CSOs, parliament, research institutes, etc;) ▪ Assess the extent to which the national gender demand side is involved in national and sector processes
<p>Identification of performance assessment frameworks (PAFs) in context of financing agreements</p>	<p>- Integration of gender indicators in performance assessment frameworks (in the package of fixed & variable tranche indicators)</p>
<p>Use of monitoring tools and mechanisms during implementation & monitoring</p>	<ul style="list-style-type: none"> - Organisation of a gender coordination/ working group - Inclusion of gender issues in other (sector) working groups - Inclusion of gender (indicators) in joint (sector) reviews - Use in policy dialogue of evidence on gender equality, women’s empowerment and effects of gender-blindness - Inclusion of gender dimension in implementation and monitoring reports
<p>Use of evaluative exercises (mid-term and end-of-intervention)</p>	<p>- Gender dimension in (joint) evaluative exercises (as dependent & independent variable)</p>
<p>(Joint) capacity strengthening of national actors (state & non-state)</p>	<ul style="list-style-type: none"> - Inclusion of gender dimension in existing capacity building efforts (e.g. inclusion of gender responsive budgeting in PFM training) - Capacity strengthening of the (sector) government gender apparatus - Strengthening gender expertise of the government systems involved in policy-making, planning, budgeting, implementation, M&E - Capacity strengthening of the national (gender) demand side (CSOs, parliament, research institutes) - Strengthening the gender expertise of the non-state actors
<p>(Joint) well-aligned pilot projects</p>	<p>- Projects specifically targeted at gender equality and women’s empowerment in order to redress the existing unequal take-off positions of men and women</p>

The following elements are important to highlight:

- Entry points are interconnected: integration of gender indicators in the PAFs will put gender on the agenda of monitoring exercises; gender in monitoring and evaluation will provide evidence which can feed into evidence-based policy dialogue, etc.
- The earlier in the process a gender dimension is integrated the more likely integration in the following phases.
- The focus is on stimulating the inclusion of a gender dimension in policies (content) and (even more importantly) on making the underlying apparatus more gender-sensitive (systems). The idea is that a more gender-sensitive (government) apparatus/system will improve the gender-sensitivity of the policies and implementation.
- The focus is on government and non-government actors. Non-government actors such as CSOs, parliament, research institutes are important actors of accountability but it is naïve to assume that these actors are themselves automatically ‘gender-sensitive’. This implies the need for mapping, diagnosis and capacity building of non-government actors as well.
- The focus is on gender actors as well as on non-gender actors. The aim is to strengthen the ‘general’ capacity of the existing gender apparatus (particularly analytical and M&E capacities) as well as the gender expertise of the actors that are anyway involved in policy-making, planning, implementation, M&E.
- In order to fully exploit the entry points and to realise gender mainstreaming in the context of budget support, there is also need for commitment, incentives and capacity building of gender and non-gender staff.

4.1.2. The momentum is there

The initiative to elaborate and implement a gender mainstreaming strategy for EC’s budget support to the agriculture sector in Rwanda is timely and a number of key success ingredients (both within the government and the EC/EUD setting) are in place. Table 4.2. gives an overview of these ‘conducive environment’ characteristics which have also been discussed in more detail in other sections of the report (see 2.2 and 2.3).

Table 4.2: A conducive environment for gender mainstreaming in EC sector budget support to the agricultural sector in Rwanda

Rwanda (country setting)	Agricultural Sector	EUD (donors)
<ul style="list-style-type: none"> • Government committed to gender equality • Ministry of Finance and Economic Development (MINECOFIN), National Institute of Statistics (NISR) and some line ministries are familiar with gender responsive budgeting • New Budget Law will include compulsory reporting on gender budget statements • Parliament (budget committee) takes a more active stance in the 	<ul style="list-style-type: none"> • There is enough commitment within MINAGRI • Gender Agricultural Strategy and Action Plan exists • MINAGRI familiar with gender responsive budgeting • The potential role of ‘gender mainstreaming champion’ incentivizes 	<ul style="list-style-type: none"> • There is enough commitment in EUD • EU gender action plan incentivizes • EUD particularly well positioned and powerful donor • EUD prominent in agriculture sector • Potential spill-over and applicability of gender mainstreaming strategy on (sector) budget support in other sectors • Other (EU) donors willing to support the gender mainstreaming agenda

enforcement of GBS • Strong state effectiveness increases probability of implementation		
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In addition to the more context-related factors that create a conducive environment, the initiative is also particularly well-timed: the EDPRS II and PSTA III are currently being drafted and it is thus the appropriate moment to influence these key policy documents which will set out objectives and actions for the coming period. Additionally, the Gender Agricultural Strategy, which has taken a long period of drafting and costing, has recently been launched and it is particularly important to promote at this stage its effective implementation. Failing to do this might create fatigue within those sections of the ministry (and sector) that have put efforts in this initiative.

4.2. A gender mainstreaming strategy for the SBSP Agriculture

In line with the general principles outlined in section 4.1., and taking into account the specific context of the EUD and the Rwandan agricultural sector, a gender mainstreaming strategy for the EC's SBSP is elaborated. Table 4.3. gives an overview of the results-based gender mainstreaming strategy. The gender mainstreaming strategy is subdivided over different phases of the budget support programme and lists actions, indicators, timeframe, resources and lead/responsible actors. Each of the specific objectives is explained in detail in sections 4.2.1 to 4.2.7.

Table 4.3. Gender mainstreaming strategy for the EC’s SBSP Agriculture: results-based action plan

OVERALL OBJECTIVE				
ENSURE THAT GENDER IS MAINSTREAMED IN THE SBSP AGRICULTURE RWANDA				
SPECIFIC OBJECTIVES				
SPECIFIC OBJECTIVE 1: To integrate a gender dimension in the identification & programming & formulation phase of the SBSP				
ACTIONS	OUTPUT INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
○ Elaborate (jointly) country gender profile	country gender profile is elaborated	Done by NISR with OPM	Started already	Gender focal point (GFP)
○ Integrate country gender profile in CSP and NIP	country gender profile is integrated in next CSP and NIP		New CSP+NIP (2013)	GFP+ Head of Cooperation (HOC)
○ Include gender assessment in at least 4 of the 7 areas of sector assessment (crucial areas: policy, budget, institutional setting, performance monitoring system, coordination)	the next SBSP includes a gender assessment in four of the seven sector key areas	Existing resources : -analysis included in Gender Agricultural Strategy + GMO study + PETS in agriculture sector that will be done by CCOAIB Additional: Technical Cooperation Facility to commission some additional (possibly joint gender) analysis for some key areas, for instance 'performance monitoring system'.	Start of preparation of new SBSP (Jan. 2013)	Head rural development section + GFP
SPECIFIC OBJECTIVE 2: To integrate a gender dimension in the financing phase				
ACTIONS	OUTPUT INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
○ include gender dimension in variable/performance tranche of the Financing Agreement/Rider. Suggested indicators include: ▪ progress indicator:	the financing agreement/rider of the next SBSP includes a gender indicator		Next forward looking joint sector review + start of preparation of new SBSP (Jan. 2013)	HOC + Head of rural development section + headquarters

<p>progress in the implementation of MINAGRI's Gender Agricultural Strategy</p> <ul style="list-style-type: none"> ▪ output/outcome indicators: selection from PSTA III or Gender Agricultural Strategy or Gender Monitoring Office 				
SPECIFIC OBJECTIVE 3: To integrate a gender dimension in the implementation & monitoring phase				
ACTIONS	OUTPUT INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
○ (joint) endorsement of the Minagri's gender agricultural strategy	the Minagri gender agriculture strategy is endorsed by development partners		Already ?	Head rural development section
○ Active participation in EU gender coordination mechanism (led by Sweden)	EUD staff participates actively in the EU gender coordination mechanism (as evident from meeting reports) and information from meetings is shared within EUD	time (but might also save time)	Already?	GFP
○ active participation in gender sub-group agricultural sector working group (coordination + evidence-based policy dialogue)	EUD staff participates actively in the gender agriculture sector sub-group (as evident from meeting reports) and information from meetings is shared with relevant stakeholders in EUD	time (but might also save time)	Already?	GFP or attaché rural development ?
○ stimulate integration gender dimension in sub-groups in which EUD	Gender issues are integrated in ASWG sub-groups where EUD	Gender capacity of EUD agricultural staff + increase of cooperation among GFP and	Asap	All EUD staff that participate in ASWG sub-sector groups

actively participates or intends to participate	staff participate (as evident from meeting reports) and information is shared with relevant stakeholders within EUD	EUD agricultural staff (see also objective 7)		
○ stimulate integration of gender dimension in ASWG + SWAP committee (policy dialogue)	Gender issues are integrated in ASWG and SWAP committee (as evident from meeting reports) and information is shared with relevant stakeholders in EUD	Gender capacity of EUD agricultural staff + increase of cooperation among GFP and EUD agricultural staff (see also objective 7)	Asap + from new SBSP onwards (will also be stimulated if gender indicators are included in financing agreement)	Head rural development section
○ strengthen cooperation with relevant international actors that stimulate gender (coordination)	Regular coordination meetings take place with specific international actors (as evident from meeting reports) and information is shared with relevant stakeholders in EUD	time (but can also save time)	Already (UN Women)	GFP
○ integrate gender in ROM (automatic if included in tranche indicators)	Monitoring reports and BCS refer to gender issues	Gender capacity of EUD agricultural staff + increase of cooperation among GFP and EUD agricultural staff (see also objective 7)	Already but needs to be strengthened in future ROMS	Attaché/head rural development
○ stimulate integration gender in joint (sector) review (automatic if included in tranche indicators)	Aide Mémoire of JSR discuss gender issues and is shared with relevant stakeholders in EUD	Gender capacity of EUD agricultural staff + increase of cooperation among GFP and EUD agricultural staff (see also objective 7)	From next joint sector review onwards + strengthened from new SBSP onwards	Attaché/head rural development/GFP
SPECIFIC OBJECTIVE 4: To integrate a gender dimension in the evaluation phase				
ACTIONS	INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
○ Integrate gender in TOR of upcoming studies/evaluation (if any)	TOR of upcoming studies include integration of gender		As soon as TOR of studies are discussed	Head rural development section/GFP

of current SBSP or specific components of SBSP -as dependent variable -as independent variable	dimension			
○ Distribute/share evidence from evaluation	(evaluation) studies are distributed and shared	Evaluation dissemination budget?	Upon finalization of evaluation	Information/dissemination officer (?)
○ Use evidence from evaluation in dialogue about the next SBSP (evidence-based dialogue)	Evidence from (evaluation) studies is used in policy dialogues (as evident from reports and aide memoires)		When preparation for new SBSP starts	Head rural development section/attaché rural development/GFP
SPECIFIC OBJECTIVE 5: To integrate a gender dimension in capacity building efforts linked to the SBSP (portfolio approach, complementary and aligned to the other objectives)				
ACTIONS	INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
○ Integrate gender dimension in upcoming capacity building efforts (if any) of Minagri staff and implementing staff at decentralized level	Capacity building initiatives of Minagri staff and implementing staff (if any) organized /financed through EUD include gender dimension	Technical Cooperation Facility	Depends on planning of capacity building initiatives	Attaché rural development
○ <i>Capacity building of non-governmental gender actors in agriculture sector with focus on role in monitoring on the ground (GRB is useful method)</i>		Indirectly through financing of the UN Women GRB initiative	Already	GFP
○ <i>Increase gender expertise of key CSOs in agriculture sector, farmer organizations, etc. with focus on role in monitoring on the ground</i>		Indirectly through financing of the UN Women GRB initiative	Already	GFP
○ <i>Integrate gender dimension in training of</i>		Indirectly through financing of UN Women GRB initiative		

<i>parliamentarians (if any), particularly useful is GRB</i>				
SPECIFIC OBJECTIVE 6: To integrate a gender dimension in projects linked to the SBSP (portfolio approach)				
ACTIONS	INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
<ul style="list-style-type: none"> Use thematic calls for proposals to support gender-related projects that are specified/linked to the Gender Agricultural Strategy 	Thematic calls for project proposals include a gender dimension		From next round of thematic calls for proposals onwards	Staff responsible for thematic calls for project proposals/GFP
SPECIFIC OBJECTIVE 7: Institutionalise gender in EUD (= underlying condition to realise the other specific objectives)				
ACTIONS	INDICATORS	RESOURCES	TIMING	RESPONSIBLE/LEAD
<ul style="list-style-type: none"> Increase gender capacity of sector/PFM/M&E experts through specialized gender training (possible on the job training) 	Sector & PFM have increased their gender expertise (priority for gender responsive budgeting)	Existing resources: -online gender course -courses on gender-responsive economic policy management (Kigali School of Finance and Banking)	Best before 2013	HOD/HOC
<ul style="list-style-type: none"> Increase 'policy'/system analysis /budget analysis/M&E capacity of GFP 	GFP has increased policy/budget/M&E capacity (priority for M&E capacity)	-courses on gender-responsive economic policy management (Kigali School of Finance and Banking)	Best before 2013	HOD/HOC
<ul style="list-style-type: none"> Increase cooperation/exchange among sector/PFM/M&E experts and GFP 	Regular exchange (meetings) takes place between sector, PFM and gender expertise at EUD (as evident from meeting reports or email exchange)	time (but can also save time)	Asap	HOD/HOC
<ul style="list-style-type: none"> Yearly reporting on progress of GAP 	GAP progress report is elaborated and submitted		Already	HOD/HOC

4.2.1. Gender mainstreaming in the identification & programming & formulation phase of the SBSP Agriculture

The inclusion of a gender dimension in the ex-ante diagnosis of policies and systems (which starts in the programming phase and which is wound up in the formulation phase) constitutes a first important entry point. The inclusion of a gender dimension in this first phase also influences the inclusion of a gender dimension in the next phases.

Country Gender Profile

In the programming phase the CSP and NIP are elaborated. As stipulated in the Gender Action Plan (European Commission, 2010a: 13), the next CSP and NIP have to include a Country Gender Profile. The programming fiche on gender equality (see annex 7) highlights the issues that should be included in a complete Country Gender Profile. It more specifically involves data and analysis on the following:

- the gendered division of labour;
- access to and control over material and non-material resources;
- the legal basis for gender equality/inequality;
- political commitments with respect to gender equality;
- and the cultural and traditional attitudes and stereotypes which affect the gender relations between women and men” (European Commission, 2008: 5).

The programming fiche points to the fact that a gender diagnosis is often already available, which can be used by EC delegations (European Commission, 2008). In the specific Rwandan context, a country gender profile is currently being drafted by the National Institute of Statistics with support of the Oxford Policy Management. Other sources that might be useful are the World Bank’s Country Gender Assessment, the Country Gender Assessment of the African Development Bank, the UNDP indicators (Gender Inequality Index and Gender Empowerment Measure). In the future data might also be drawn from the database which is being set up in the context of the Gender Statistics Framework (the Resource Centre).

Another useful format for drawing up a Country Gender Profile could be the OECD/DAC gender equality module which includes three indicators that are linked to three OECD/DAC principles: i) gender equality and women’s empowerment are grounded in a systematic manner in national development strategies (ownership); ii) data is disaggregated by sex (managing for gender equality results); iii) mutual accountability for gender equality and women’s empowerment (mutual accountability) (DAC Network on Gender Equality, 2010: 4). Annex 8 gives a detailed overview of the topics and a description of the scoring system.

Integration of gender assessment in the seven key areas of sector assessment

Before a decision is made to provide EC support to a sector programme, seven sector key areas are assessed. This assessment starts in the programming and identification phase and is completed during the formulation phase (see European Commission, 2007b). As demonstrated in table 3.1., the assessment of these key areas of Rwanda’s agricultural policy and systems has thus far been largely gender blind. In fact, none of the seven key area assessments included a gender dimension.

In line with the EU Gender Action Plan which emphasizes the importance of an integration of gender analysis and integration in project/programme design and implementation, we provide some suggestions in table 4.4 on how the assessment for the seven key areas can be made more gender-sensitive. We also refer to other checklists and diagnostic tools (particularly the EU Gender Toolkit) that can be used for the different seven key areas.

A gender-sensitive diagnosis of the seven key areas allows to obtain an overview of the existing degree of gender-sensitivity of the sector policies and sector systems, both inside and outside government. This information is particularly useful to identify possible entry points for donors to promote gender mainstreaming. When it comes to the specific case at hand, the Gender Agricultural Strategy includes an analysis of the gender-sensitivity of the PSTA II and thus provides much of the information needed for a gender-sensitive assessment of the seven key areas. Other useful sources include the baseline analysis of gender-sensitive service delivery done by the Gender Monitoring Office (GMO) (see GMO and UN Women, 2010). The upcoming Public Expenditure Tracking Survey (PETS) in the agriculture sector which will be conducted by CCOAIB (with support of UN Women and GIZ) in 2013-2014 in the districts of Musange (North) and Nyaruguru (South) might also provide useful information. If other additional studies are commissioned, it would be interesting to involve the GMO and other Rwandan actors whose mandate includes 'gender analysis'. Involving such actors in the conduct of gender analysis is in line with the alignment principle and can simultaneously function as a kind of learning-by-doing capacity building exercise.

In case a selection needs to be made among different sector key areas, it would be good to focus on the more 'systemic' components, including sector systems, monitoring and performance systems. Integrating a gender dimension in these more systemic components will most likely also affect the outputs of the system (i.e. policies, programmes, service delivery, etc.) and might create more long-term effects.

Finally, country gender profiles and other analytical work is clearly an area of joint interest among different stakeholders and where joint initiatives are relatively easy to organise. The mechanism of joint (sub) sector working groups can be a useful forum to coordinate and harmonise this analytical diagnosis and assessment work (see also 4.2.3).

Table 4.4. Examples of ‘gender’ questions that can be included in the assessment of the seven sector key areas

Key area	Questions
Sector policy	<p><i>Processes</i></p> <ul style="list-style-type: none"> • Have gender actors (within and outside) government been involved in designing the sector policy and strategic framework? • Do mainstream actors involved in sector policy-making and strategic framework design have the necessary gender expertise? • Have specific gender budgeting instruments been used when elaborating the sector policy (including gender-disaggregated beneficiary assessment of priorities; gender-aware policy appraisal; gender-aware time-use incidence analysis; results of previous gender-disaggregated benefit incidence analysis, etc.)? <p><i>Content</i></p> <ul style="list-style-type: none"> • Is it taken into account that men and women might have different needs & priorities, constraints, opportunities and incentives? <p>Is it taken into account that gender might have an effect on the effectiveness of the policy?</p> <ul style="list-style-type: none"> • Is it taken into account that (sector) policy might have a different impact on men and on women? <p>See also EU Gender Toolkit 5.1.2</p>
Sector budgeting and its medium-term perspectives	<p><i>Processes</i></p> <ul style="list-style-type: none"> - Have gender actors within government (gender ministry, focal points) been involved in the MTEF? - Do mainstream actors involved in the MTEF have the necessary gender expertise? - Have instruments of gender budgeting (gender-aware MTEF, Elson Budget Cycle Framework¹⁷, etc.) been used when drawing up the MTEF? <p><i>Content</i></p> <ul style="list-style-type: none"> - Is there a comprehensive action plan that makes the sector policy ‘logically’ explicit, operational in terms of expected impact, outcomes, outputs and inputs? - Have gender-specific policy measures been adequately translated into the action plan? - Have gender issues been taken into due account at all levels (impact, outcome, output, activities, input) of the different sector programmes? (see Elson’s Budget Cycle Framework) <p>See also EU Gender Toolkit 5.1.3 and Holvoet (2006)</p>
Sector and donor coordination	<ul style="list-style-type: none"> - Are gender-sensitive issues included in the policy dialogue? - Did gender equality policy and objectives for the sector form part of the dialogue between donors? - What are existing mechanisms for dialogue on gender mainstreaming in the sector? Is there a specific gender working group or are

¹⁷ Elson (2002) structures a gender-specific analysis along a causal chain of public sector programmes. She proposes to differentiate among inputs, activities, outputs and impact for each ministry (and each programme), which makes it possible to highlight relevant issues at each level of the causal chain.

	<p>gender issues addressed in all sector working groups? What is the need for such mechanism, within the larger donor coordination process?</p> <ul style="list-style-type: none"> - Is gender equality integrated in joint processes like joint budget reviews, joint sector reviews, performance assessment frameworks, sector working groups etc.? <p>See also 4.4 and EU Gender Toolkit 5.1.5</p>
The institutional setting and capacity issues	<ul style="list-style-type: none"> - Has MINAGRI a gender policy statement? - Does senior management demonstrate commitment to gender equality? - Is there a balanced representation of women and men in senior management? - Is there a balanced representation of men and women at all levels of staffing? - Has staff in MINAGRI been exposed to gender training? - What is the capacity of MINAGRI with respect to the collection and compilation of sex-disaggregated data and qualitative information? - What is the capacity of MINAGRI and/or institutions concerned with gender equality to perform gender budget analysis? - Does MINAGRI have links with women's organisations? - Does MINAGRI have clear procedures for integration gender-concerns into programmes and projects? <p>See also EU Gender Toolkit 5.1.7</p>
The performance monitoring systems	<p><i>Processes</i></p> <ul style="list-style-type: none"> - Have gender actors (inside and outside) government been consulted when devising systems? - Did the mainstream actors who designed systems have the necessary gender expertise? <p><i>Content</i></p> <ul style="list-style-type: none"> - Is gender expertise used in performance monitoring and client consultation systems? (inside/outside government) - Are existing systems accessible to women? (Have specific measures been taken to make systems accessible?) - Are there means of disseminating findings from monitoring and client consultation systems? Do these systems take into account possible differences between men's and women's access to information? - Are there feedback loops to ensure the integration of results from monitoring and client consultation systems into later cycles? <p>See also 4.4 and EU Gender Toolkit 5.1.6</p>
The macroeconomic framework	<ul style="list-style-type: none"> - Is macroeconomic stability policy disturbed by existing gender inequalities, such as gender segregation of the labour market, or gender-based asymmetries in access to and control over productive resources? - Do macroeconomic stability policies consolidate, increase or decrease existing gender gaps? - What are the effects of imbalances in the division of paid and unpaid labour between men and women for the economic growth, labour productivity, food security and child welfare?

	See also EU Gender Toolkit 5.1.1
Public finance management	<p>-Are tools of gender-responsive budgeting used in the PFM system? -Is gender expertise consulted/present in public finance management?</p> <p>The LEADS-methodology (using a 5-point scoring system) could be applied in the assessment of the gender-sensitivity of the public finance management system, as proposed in Leloup and van Osch (2010)</p> <p>See also EU Gender Toolkit 5.1.4 and Holvoet (2006)</p>

On the basis of Holvoet (2006), Holvoet and Inberg (2009) and Leloup and van Osch (2010)

4.2.2. Gender mainstreaming in the financing phase

The financing agreement between the European Commission and the Republic of Rwanda (agreement N° RW/FED/2009/021-572) includes a set of indicators related to the general conditions for the release of all tranches as well as indicators related to the release of the variable tranche. Within these indicators (which relate to sector policy, PFM, macro-economic stability, district PFM and agriculture) there is no reference to gender issues.

It goes without saying that the inclusion of gender-sensitive indicators in the (variable) tranche indicators is a particularly powerful instrument to ensure the integration of gender in policy dialogue and monitoring and evaluative exercises. While commitment inside the Rwandan government and MINAGRI is seemingly high (see also table 4.2), it is obvious that government and line ministries are not necessarily homogeneous entities which are entirely gender-sensitive. Inclusion of gender-sensitive indicators in the PAF is an important incentive for the ministry to effectively implement its own gender mainstreaming strategy (= consensual conditionality).

There exist various opportunities to include gender indicators in the financing agreement/Rider that will be used in the context of the next SBSP:

- A first obvious way is the use of a (process) indicator with regards to the implementation of the Gender Agricultural Strategy, such as “progress in implementation and reporting on the Gender Agricultural Strategy”
- A second possibility is to select some of the indicators included in the Gender Agricultural Strategy.
- A third possibility is to select some of the gender indicators which are used in the context of the PSTA. Of the 352 indicators in PSTA II, 11 are gender-sensitive output indicators (see also Annex 4). They more specifically include:
 - Gender-friendly crops adopted;
 - Increase in number of women and disadvantaged groups actively involved in farmer organisations and service provision in the agricultural sector;
 - Number of young entrepreneurs trained, including women;
 - Sector-wide gender strategy and Ministry training in gender issues.
 - Number of rural women trained;
 - Gender-friendly crops and poultry in 50,000 more households;
 - Increased number of women extension agents;
 - Train 60 organisations of women farmers in entrepreneurship;
 - Number of women farmers with export crops;
 - Gender strategy developed;
 - Ministry-wide training done.
- A fourth possibility would be to select some of the indicators suggested by the GMO in their analysis of the gender-sensitivity of service delivery in the agricultural sector (see Annex 9).
- A fifth possibility is to disaggregate where possible the outcome indicators that are anyhow included.
- Finally, one could also select indicators from sets of gender-sensitive agriculture indicators that are commonly used in the agricultural sector (see Annex 3).

4.2.3. Gender mainstreaming in the implementation & monitoring phase

Policy dialogue

Policy dialogue is one of the three approaches of the EU Gender Action Plan. According to the Gender Action Plan “policy dialogues provide crucial entry-points to put gender equality and women’s rights issues on the agenda and to support partner countries in their efforts to reduce gender inequality both through mainstreaming and specific actions” (European Commission, 2010a: 8). Integrating gender issues in the policy dialogue is to a large extent influenced by the inclusion of gender indicators in the financing agreement and conditional upon the existence of an evidence base to draw upon. This evidence base can be constituted throughout the various phases of the budget support programme and will more particularly draw upon the gender sensitive assessment of the seven key areas and upon monitoring and evaluative information from within and outside government collected through the gender coordination group and/or the joint sector reviews.

Important fora of policy dialogue (and follow up) are the sector (sub) working groups and particularly the SWAP committee. As the EUD is an important member of the SWAP committee it obviously could be particularly conducive in integrating a gender dimension in this high-level policy dialogue forum.

Monitoring and review

When it comes to monitoring and review, a first entry point is the framework of sector coordination/working groups. Such coordination mechanisms are particularly useful to:

- monitor the implementation of policies
- to exchange information
- to map and use existing data collection initiatives (the Resource Centre at NISR will become an important source of information for sex-disaggregated data and gender data; the GMO is an important source for gender analysis)
- to map capacity building initiatives that different actors are taking in order to avoid duplication and identify gaps
- to engage in joint diagnosis and analytical exercises, etc.

Participation in coordination mechanisms demands a considerable time investment but also generates substantial benefits (in terms of access to information, analytical work, avoidance of duplication, etc.).

With regards to the specific case at hand, there is a gender coordination mechanism in place. However, this mechanism needs to be revitalized and Sweden who earlier accepted to take the lead has reaffirmed its commitment during the June 2012 workshop at the EUD Rwanda.

As far as the agriculture sector is concerned, a gender sub-group has been installed. After the phasing out of CIDA (who was the co-chair of this group), UN Women is acting as co-chair. Active involvement of an EUD staff member in this subgroup might be particularly useful as this group will be particularly important to stimulate and monitor the implementation of the Gender Agricultural Strategy.

In order to mainstream gender in other sub-sector working groups, the gender sub-group group could use a division of labour approach for participation in the other sub-sector working groups. Another, probably more optimal way, to include gender issues in other sub-sector working groups is through an increased gender-sensitivity of the actors that are anyways involved in the sector and sub-sector working groups. As also discussed in 4.2.7., it necessitates an increased gender capacity of agricultural and PFM advisors as well as more coordination/cooperation among gender focal points and sector & PFM expertise inside EUD. An easy thing to do is to share information from participation in agricultural sector fora.

The integration of gender issues in financing agreements and in joint (sector) working groups obviously stimulates the inclusion of gender issues during joint (sector) reviews. The inclusion of gender issues during J(S)R may then again put gender issues on the agenda of joint (sector) working groups which follow up on the recommendations and conclusions of the JSR. The same holds for the inclusion in monitoring reports and background conclusion sheets: if gender is included in the financing agreement, it is highly likely that it will be included in subsequent phases. This clearly hints at the mutual influence and reinforcement that different entry points have.

4.2.4. Gender mainstreaming in the evaluation phase

According to the Action Fiche, the Sector Budget Support for Decentralised Agriculture to Rwanda will be subject to two evaluations, a mid-term and a final evaluation. Evaluations are usually an opportunity to include a gender dimension, in two main ways. First, 'gender equality' and 'women's empowerment' can be included as dependent variables, i.e. to assess and analyse to what extent the sector programme (both in general as well as the specific gender actions) has had an impact upon gender equality and women's empowerment. Second, it is also important to include a gender dimension in the analysis of the (lack of) effectiveness and impact of the sector programme on agricultural productivity and poverty reduction (= gender as independent/explanatory variable). Given the fact that the agricultural sector is heavily feminised (particularly so in Rwanda), it is highly likely that a neglect of gendered constraints and needs in agricultural policies leads to underperformance in the agricultural sector.

As far as the case at hand is concerned, several studies have already been done which evaluate or analyse specific components of the SBSP (such as nutrition) and which will feed into the next PSTA III. Thus far, and somehow surprisingly (given the importance of taking into account different constraints and needs of male and female farmers for the realisation of objectives in the agricultural sector), these studies only limitedly deal with gender issues. In order to avoid such gender-blind studies in the future, it is important to include the importance of gender as dependent and independent variable in the TOR of upcoming studies with respect to the SBSP. In addition to an integration of gender in evaluation, it is of course of utmost importance to also effectively use the evidence generated to improve the SBSP as well as in policy dialogues with government.

When it comes to monitoring and evaluation, some of the instruments and tools of gender budgeting could be useful. These include amongst others: gender-disaggregated beneficiary assessment, gender-disaggregated benefit incidence analysis, gender-disaggregated revenue incidence analysis, gender-disaggregated impact on time-use, gender-disaggregated impact assessment (see also Holvoet 2006).

4.2.5. Gender mainstreaming in capacity building efforts linked to the SBSP (portfolio approach)

The recent communication on the future approach to EU budget support to third countries (European Commission, 2011a) argues for the use of a portfolio approach, in which several aid modalities are used to address specificities and objectives of a partner country. Within such a portfolio approach projects could be included that specifically focus on capacity building of actors inside and outside government who are involved in the realisation of the objectives of the sector budget support.

In existing efforts to strengthen the capacity of national actors, both government and non-government, a gender component can be included. This is in line with the Gender Action Plan (European Commission, 2010a: 14) that emphasizes that capacity strengthening of (non-state) actors on gender issues will be specifically promoted. An essential first step in any capacity building effort is to (jointly) diagnose and map what already exists. Such a mapping could be done through the sector working/coordination groups or could at least be commissioned through this forum.

When it comes to strengthening national gender expertise, it is important to target both gender and non-gender staff and actors inside and outside government. For these different audiences, the tools and instruments of gender responsive budgeting (GRB) might be particularly useful (see Holvoet 2006). For staff inside government GRB-tools are interesting because they help to integrate a gender dimension in policy diagnosis, implementation, budgeting, monitoring and evaluation. For stakeholders outside government, GRB tools allow to assess to what extent the government holds its promises when it comes to gender equality.

As far as the specific case of Rwanda is concerned, GRB capacity building initiatives already exist in Rwanda, also and particularly within the agriculture sector and targeted at both MINAGRI and actors outside government (e.g. CCOAIB) (see table 2.4 for an overview). A new initiative which will ensure more sustainable capacity building in GRB and gender-responsive economic policy management in general is the organisation of specialised (modular) courses by the School of Finance and Banking. Courses will start in September 2012 and will be targeted at government, donor and CSO staff. These initiatives are supported and monitored by UN agencies (UN Women and UNCDF) and are financially supported by amongst others the EC and Belgian Development Cooperation. They are a concrete instrument of cooperation among the EC and UN women in Rwanda. It might also be useful to distribute more information about these EC-supported initiatives and their outcomes with agricultural staff within EUD.

4.2.6. Gender mainstreaming in projects linked to the SBSP (portfolio approach)

In addition to capacity building initiatives, portfolio approaches could also include projects that are targeted at specific target groups and/or objectives. Among these projects, one could include projects aimed at women's empowerment, projects which specifically aim at levelling the playing ground for men and women in the agricultural sector and/or projects that support gender demand side actors (such as agricultural women's groups). These projects are typically projects that obtain a score of 2 on the OECD/DAC G-marker (see Annex 10 for an explanation of the OECD/DAC Policy Marker).

In order to select such projects, one might be inspired by the Agriculture Gender Strategy. An obvious way to stimulate such projects is through the inclusion of a specific reference in the thematic calls for project proposals.

In the identification and formulation phase of projects two gender diagnostic instruments are compulsory: the Gender Equality Screening Checklist (GESCI) and the Gender Equality Policy Marker (G-marker). The Gender Equality Screening Checklist has been compulsory for new projects since 2010 (European Commission, 2010b). The EU Toolkit on mainstreaming includes a Gender Equality Screening Checklist for the project identification stage (GESCI, tool 6.9) and for the formulation stage (GESCF, tool 6.11) (see Annex 11 for the questions included in the GESCI and GESCF).

4.2.7. Institutionalise gender in EUD (= underlying condition to realise the other objectives)

In order to promote the realisation of the other specific objectives (4.2.1. to 4.2.7), an important condition is that the donor agency itself is committed to gender equality and women's empowerment, that there is enough gender capacity and that there are incentives in place to stimulate gender mainstreaming.

The EU Gender Action clearly highlights the existing commitment at the highest EU level and the indicators and yearly reporting with regards to the progress in implementation of the EU Gender Action Plan clearly function as an incentive at the level of the EUD and donor agencies of EU member states.

When it comes to increasing gender capacity and expertise, the focus is both on gender and non-gender staff (similar to capacity building efforts in ministries and among non-state actors):

- For gender staff, capacity building is particularly useful in the area of policy and system analysis, public finance management, budgeting, monitoring and evaluation. As M&E (in the SBSP agriculture) will probably become more important in the future, it might be interesting for the GFP to increase M&E capacities.
- For non-gender staff, specific gender training is useful, possibly training that is tailor-made and on-the-job
- For both types of audiences, gender budgeting tools are particularly useful as these provide a useful bridging frame among gender and non-gender experts. The courses offered in GRB and gender-responsive economic policy management by the Rwandan School of Finance and Banking might be particularly valuable, both in terms of content as well as networking.

Similar to other settings (government and non-state actors), it is also particularly useful to stimulate cooperation/coordination among gender focal points and sector & PFM expertise. This may be done in the context of the different entry points listed in sections 4.2.1 to 4.2.6, and more particularly when preparing policy dialogues, when identifying gender indicators for the financing agreement, when drafting TORs of studies and evaluations, etc.

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Annex 1. Opportunities and Challenges/Risks for gender equality and women's empowerment unfolded by the Paris Declaration and Accra Agenda for Action

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

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

Source: based on input from Gaynor (2006, 2007), Holvoet (2010), Chiwara and Karadenizli (2008), Van Reisen with Ussar (2005), UNIFEM (2006)

Annex 2. List of interviewees and workshop participants

List of interviewees Participants in briefing (18/06) and debriefing (22/06)		
Name	Organisation	Function
Elias BAINGANA	Ministry of Finance and Economic Planning (MINECOFIN)	Director General National Budget
Raphael RURANGWA	Ministry of Agriculture and Animal Resources (MINAGRI)	Director General of Planning & Programme Coordination
Patrick NTUNGA MICO	Gender Monitoring Office (GMO)	Pool of Expert Coordinator
Michel ARRION	EUD	Ambassador, Head of Delegation
Achim TILLESSEN	EUD	Counsellor, Economics and Governance
Mugeni KAYITENKORE	EUD	Program Officer, Economy and Governance Gender Focal Point
Diego ZURDO	EUD	2nd Secretary – Head of Section Rural Development
Tarik Marc KUBACH	EUD	Attaché Rural Development
Jules MUJAMBIRA	EUD	Program Officer, Infrastructure Section
Eugène LIBERAKURORA	EUD	Program Officer, Infrastructure Section
Mark AUSTIN	World Bank	
James PARSONS	Office of the High Commission of Canada	Head of Office and Head of Cooperation
Janvière MUKANTWALI		Independent Gender Consultant
Jean- Marie BYAKWELI	DFID	Agriculture and Livelihood Advisor
Carine UWANTEGE	UN Women	
Jean Bosco SENYABATERA	CCOAIB	Program Manager
	CCOAIB	
Radostina Alexandrova	GIZ - CCOAIB	GIZ Technical Advisor, Good Governance Programme
List of participants in workshop (20/06 – 21/06)		
Name	Organisation	Function
Mugeni KAYITENKORE	EUD	Program Officer, Economy and Governance Gender Focal Point
Tarik Marc KUBACH	EUD	Attaché Rural Development
Séraphine MUKANKUSI	EUD	Program Officer, Rural Development
Christiane RULINDA	EUD	Program Officer, Economy and Governance
Camilla KUCKARTZ	EUD	Intern
Esther TIDJANI	GIZ Rwanda	Gender Focal Point
Clément A. KIRENGA	Embassy of Sweden Kigali	National Programme Officer Democratic Governance

		Gender Focal Point
Katrien MEERSMAN	Belgian Directorate General Development Cooperation Rwanda	Attaché Development Cooperation
Diane DUSABEYEZU	DFID	Project Officer, Economic Growth Team

Annex 3. Examples of Gender-sensitive indicators in an Agricultural Sector Programme

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

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

<p>Act</p> <p>- Implement information campaigns on women's improved rights concerning access to and control over land</p>	<p>women's inheritance and ownership of land</p> <p>- Number of men and women farmers reached by the campaign</p>	<p>- Men: 100,000; Women: 100,000</p>
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Source: The World Bank, FAO, IFAD (2008: 715-716)

Annex 4. Gender equality and women empowerment in the four PSTA II programmes

Programme	Sub-programme	Action area	Gender element	Indicator	Budget action area (USD)
1. Intensification and development of sustainable production systems	1.1. Sustainable management of natural resources and water and soil conservation	SP1.1c Develop and implement programmes of agricultural investments, incentives and training in buffer zones around national parks and other protected areas		Quantity indicator: Number of rural women trained	20,000,000
	1.2. Integrated development and intensification of crops and livestock 1.2.1. Crop diversification and intensification	SP1.2.1c Scale up the one cow programme	A substantial social impact on human nutrition and human wealth, which includes gender issues (about 30% of beneficiaries are women).		24,567,600
	1.4. Irrigation development	SP1.4c Promotion of water user association	Training of farmers, including women farmers, in irrigation and drainage.		400,000
	1.5. Supply and use of agricultural inputs 1.5.1. fertiliser and agrochemical supply and use	SP1.5.1c Develop more fertiliser demonstration plots on farmer fields SP1.5.1d Develop a sustainable fertiliser and agrochemicals	The participation of women farmers in the activities has to be ensured. Fertilisers have to be packed in smaller bags (10 or 25 kg opposed to 50kg) so		375,211 n.c.

		distribution network	that women can carry them		
	1.6. Food security and vulnerability management	SP1.6d Promotion of gender-friendly crops and livestock		Progress indicator: gender-friendly crops adopted Quantity indicator: Gender-friendly crops and poultry in 50,000 more HH	4,000,000
		SP1.6e Instalment of more efficient fuel wood stoves	Accumulation of smoke inside homes is a health threat especially for women and children		350,000
2. Support to the professionalization of the producers	2.1. Promotion of farmers' organisations and capacity building for producers	SP2.1a Long-term programme of capacity building	Special attention should be given to promoting and strengthening rural women's organisations.	Progress indicator: Increase in number of women and disadvantaged groups actively involved in farmer organisations and service provision in the agricultural sector	6,830,000
		SP2.1b Strengthen local points for training and sharing experience regarding innovations	The participation of a significant number of women farmers in training should be ensured.		2,650,000
		SP2.1.d Extension of programme of training farmers in producing high-quality cherries.	Community members, women in particular, should be trained in cupping.		3,000,000

	2.2. Restructuring proximity services for producers	SP2.2d Develop and implement a programme of certifying farmers as trainers and facilitators.	Women farmers should be included	Quantity indicator: Increased number of women extension agents	135,000
3. Promotion of commodity chains and agribusiness development	3.1. Creating an environment conducive to business and entrepreneurship development and market access	SP3.1b Design and implement a programme for training members of women's farming organisations in entrepreneurship		Progress indicator: Number of young entrepreneurs trained, including women. Quantity indicator: Train 60 organisations of women farmers in entrepreneurship	900,000
	3.3. Development of non-traditional high-value export products			Quantity indicator: Number of women farmers with export crops	
	3.6. Strengthening rural financial systems	SP3.6c Pilot risk mitigation products SP3.6f Design and implement a programme to help improve financial literacy and prepare the demand side for	The development of these pilots should be supported through training of farmers and farmers groups, including women's groups The programme should be oriented as much or more toward women as toward men		760,000 2,000,000

		rural and agricultural credits			
4. Institutional development	4.1. Institutional strengthening and capacity building	SP4.1e assess the ways in which gender-related issues are handled and develop a sector-wide gender strategy that will touch upon all activities, and carry out the related training in gender issues for all Ministry staff		<p>Progress indicator: Sector-wide gender strategy and Ministry training in gender issues</p> <p>Quantity indicators - Gender strategy developed - Ministry-wide training done</p>	300,000

Annex 5: Gender budget statement for Agricultural Sector for financial years 2010/11 and 2012/13

5.1. GBS 2010/2011

01. INTENSIFICATION AND DEVELOPMENT OF SUSTAINABLE PRODUCTION SYSTEMS				
Gender Situational Analysis	Output	Activity	Indicator	Allocated Budget (RwF)
01.01. Sustainable Management of Natural Resources and Soil Conservation				
A lot of the work done by MINAGRI in erosion control involves developing/rehabilitating radical and progressive terraces on hillsides and to support the farmers who own this land to form cooperatives so as to benefit from the Crop Intensification Programme. Women are generally under-represented in the management structures of farmer organizations and cooperatives, so measures need to be taken in this area to ensure better gender balance in management structures. Furthermore, as land is largely owned by men in Rwanda, erosion control work will benefit the men who work this land more than the women who are often responsible for tending to smaller parcels of land, including kitchen gardens etc.	Men and women are involved in the management of the cooperatives through which terraces are managed and maintained	Assist farmers to organize themselves into cooperatives and sensitize farmers on the importance of having female cooperative management representatives.	80 cooperatives will be trained on gender issues through the Rural Sector Support Project.	6.025.457.652
	Ensure that erosion control and fertility maintenance activities and trainings are relevant to men and women producers.	Incorporate erosion control and soil nutrient training into trainings and initiatives aimed at women.	Training materials will include erosion control activities	

01.06. Food Security and Vulnerability Management				
<p>The work of women is absolutely essential towards food and nutrition security, both at the household and the national level. Women are responsible for the production of many staple crops, as well as certain crops that contribute to nutrition security. These include beans, which provide most of the protein consumed in Rwanda, and fruit and vegetable gardens, which are also essential for a balanced diet. Much of the profits of farming go to male members of the household who produce cash and marketable crops. However, studies show that where women have access to additional incomes, this has a beneficial impact on household food security. Cash crops particularly suited to women should not place an undue additional workload on women and must be profitable.</p>	<p>Farmers, particularly women, are trained in the production of the banana staple and food security crop and their food security status is improved.</p>	<p>Train cooperatives and individuals, both men and women, in the efficient production of bananas.</p>	<p>Numbers of farmers, disaggregated by gender, trained in improved banana cultivation techniques.</p>	<p>4.000.000.000</p>
	<p>Improve national household food and nutrition status by ensuring that both women and men have access to additional incomes.</p>	<p>Support and train cooperatives, particularly those managed by women, as well in mushroom production as an income generating activity.</p>	<p>Numbers of farmers, disaggregated by gender, trained in mushroom cultivation.</p>	
		<p>Target female-headed households with the 'One Cow' Programme</p>	<p>Number of households who have received a heifer, disaggregated by gender.</p>	

		Ensure that gender issues are incorporated into the Rural Finance Strategy	MINAGRI's Rural Finance Strategy gender sensitive.	
TOTAL				10.025.457.652
02. PROFESSIONALIZATION OF PRODUCERS AND OTHER ECONOMIC AGENTS				
Gender Situational Analysis	Output	Activity	Indicator	Allocated Budget (RwF)
02.02. Restructuring Proximity Services for Producers				
Although women contribute greatly to agricultural production in general and subsistence crops in particular, they benefit less from agricultural extension services compared to men: the involvement of women in training workshops is very limited compared to men; same applies to women agricultural extension agents. Nevertheless, women are the most appropriate to conduct extension activities in the field if we consider their share of agricultural activity compared to men. The low participation of women in extension and training sessions can be explained by the fact that they are often forced to ask for permission from their husbands; and also because of their multiple roles that make them unavailable. The training workshops often take place at the same time as women are doing domestic activities. Furthermore, the location of training workshops is often quite far from their homes, which does not encourage them to attend.	The knowledge of the agents, both men and women, in improved techniques of vegetable, animal, and forestry production, and of conservation of water and soils, is improved.	Organise producers, men and women, by area of production.	Number of associations organized by production area.	295.287.740

		Elaborate training programmes, the timing and location of which takes into consideration the availability of beneficiaries, men and women, especially women, given their multiple roles and constraints.	Number of women and men members. Number of trained farmers.	
		Conduct training workshops.	Number of extension workshops organized.	
		Organise sensitization sessions to encourage women to join decision making positions in producers associations and organize election.	Number of women and men in board of director level in producer organizations.	
02.03. Research for Transforming Agriculture				
Although more than 80% of women in Rwanda are employed in the agricultural sector, very few women are employed in agricultural research work. This is because while more girls than boys attend primary school, they gradually drop out as they progress through their school career and very few women graduate in the natural and agricultural sciences. Not only women underrepresented in agricultural research institutions, but also women's needs are	40% of new researchers recruited by ISAR will be women.	Preference will be given to female candidates during recruitment procedures: Applications received will be carefully monitored according to gender.	Percentage of women recruited into research positions.	700.000.000

not being adequately addressed by the research and innovations being generated. Fewer women than men participate in field trials and they do not adequately participate in the positions that determine the research agenda	Increase the number of women scientists getting scholarships	Scholarship granted will be carefully monitored according to gender.	Percentage of female candidates awarded scholarships in relation to men.	
		Identify partner organizations managed by women so that 50% of partners will be women's groups.	Percentage of partner organizations managed by men and women	
	Increase the number of women benefiting from technology scaling-up programmes.	Work with partner organizations, male and female, to assess their needs and ensure that they benefit from new technologies.	New technologies are chosen for scaling-up activities.	
TOTAL				995.287.740
GRAND TOTAL BUDGET				11.020.745.392

5.2. GBS financial year 2012/13

GENDER BUDGET STATEMENT FOR MINAGRI 2012-2013				
PROGRAM: Intensification & Development of Sustainable Production Systems				
SUBPROGRAM: Integrated Systems of Crops and Livestock				
Gender situation analysis	Output	Activity	Indicators	Allocated budget
<p>The agricultural sector is mainly engaged in by poor women with lowest levels of education and with high illiteracy rates. This has led to the majority of women being in subsistence agriculture, where they produce low quality output and consequently receive low prices for their produce. This is due to lack of knowledge on the existence of markets that would purchase their total produce. women further lack enough capacities to be integrated in the agri-business that would increase their returns on produce. Women employment in agriculture therefore provides low incentives for their continued engagement in the sector. Improved systems of crops and livestock would generate a balance in the employment status of both men and women in the sector.</p>	<p>Quality and Quantity of produce improved for both men and women in the crops and livestock systems</p>	<p>Mobilise and sensitize farmers on better production systems</p>	<p>1. Quantity of produce increases in both crops and livestock</p> <p>2. The number of women sensitized on better production techniques will increase by</p>	<p>(Check RAB Budget)</p>
		<p>Purchase basic drugs to accompany livestock distribution to beneficiaries</p>	<p>3. The number of women who benefit from the Girinka program and other small domestic animals will increase</p>	
			<p>4. The number of women involved in marketing and sales of the produce will increase</p>	
			<p>5. The number of men and women engaged in agricultural activities will be increased</p>	
		<p>Strengthen the supply chain and train specialized groups</p>	<p>6. The number of vaccinated animals for both men and women will increase</p>	

PROGRAM: Promotion of Commodity Chains and Agribusiness Development				
SUBPROGRAM: Development of Traditional Exports				
Gender situation analysis	Output	Activity	Indicators	Allocated budget
<p>Rwanda is focused and commercialization of agricultural sector. The development of sector is based on traditional exports like coffee, tea and pyrethrum. There are gaps in the development of traditional exports especially limited participation of women in traditional high value crops like te and coffee, and the limited participation of women in emerging high value processing enterprises. these traditional exports generate substantial incomes to farmers. However, these incomes are mostly generated by men than women. Therefore emphasis is to increase the participation and engagement of women in these traditional exports.</p>	Improved quality of exports for both women and men farmers	Construct a roasting plant and distribute fertilizers to farmers both men and women	1. The number of women Participating in agro processing increases	4 901 959 909
	Revenues generated from the export of non traditional crops enhanced for both men and women		2. The number of women involved in traditionally male reserved agri-business using the market accessibility will increase	
	Women have more access to and control of traditional exports	Senzitize both men and women in increasing the value of traditional exports	3. The number of women traditional export gardens will increase their contribution in family resources	

PROGRAM: Intensification & Development of Sustainable Production Systems				
SUBPROGRAM: Supply and use of Agricultural inputs				
Gender situation analysis	Output	Activity	Indicators	Allocated budget
<p>Rwandan farmers, both men and women indicate that agricultural inputs including improved seed varieties and chemical fertilizers are too expensive and unaffordable to the majority. The most affected are women headed households, who do not access crop production inputs through subsidies. With the current Girinka program supporting in providing fertilizers to farmers, there is still a wide gap for all farmers especially the large scale farmers to access agricultural fertilizers. The Girinka program is still on going which might reduce the burden of supplying fertilizers but still there a gap for these agricultural inputs to be supplied and accessed by farmers to better outputs. Thus, a need for budget support to this sub program extensively to generate better yields and high production in the longrun.</p>	<p>Extensive use of mineral fertilizers to men and women farmers are improved</p>	<p>Produce required seeds that would provide high yields to farmers of all gender levels.</p>	<p>1. The hectares of land using mechanization increases to 50percent.</p>	<p>13 000 000 000</p>
			<p>2. Access to quality seeds and fertilizers to men and women farmers increases by 60%</p>	
	<p>Quality seeds to farmers both men and women are provided and promoted in production</p>	<p>Mobilize and sensitize farmers both men and women and leaders on the use of fertilizers and other agricultural inputs.</p>	<p>3. Production of both quantity and quality agricultural produce increases by 40% for both men and women farmers.</p>	
	<p>Improved agricultural mechanization for men and women farmers as well as agricultural cooperative members</p>			

PROGRAM: Commodity Chains Promotion Horticulture and Agribusiness Development				
SUBPROGRAM: Strengthening Rural Financial Systems				
Gender situation analysis	Output	Activity	Indicators	Allocated budget
<p>Financial accessibility in rural areas affects production and productivity in the agriculture sector. It has been realised that there are gender disparities in marketing of agricultural produce. Women are associated with marketing small quantities of produce while men market larger quantities of the produce and control the income from sales. It is evidenced that women provide most of the labour in farming activities at household level. The most concern is a disparity in sharing the income. Since men are in control of income, they are the ones who have access to credit to support secondary agri-business. Therefore, strengthening rural financial systems with continuous budget support would reduce the failure to access financial support by farmers, especially women farmers who have limited access to financial services.</p>	<p>Agricultural loans to men and women rural farmers increased</p>	<p>Conduct awareness campaigns to farmers on financial and loan schemes</p>	<p>1. The percentage of agricultural loans to farmers both men and women increased compared to the last financial year</p>	
	<p>Participation of women in high value crops increases with high entrepreneurial skills</p>	<p>Train and assist farmers in elaboration of business plans and entrepreneurship skills</p>	<p>2. The number of bankable projects in agriculture for men as well as women increased</p>	
	<p>Access to finance package by both men and women farmers rolled out</p>	<p>Develop storage technologies and agro-processing centers and increase knowledge and skills of men and women on usage and market information</p>	<p>3. Financial schemes for men and women, boys and girls are increased by 50%</p>	
			<p>4. The number of women employed in agro processing will increase to 50 %</p>	

Annex 6. Inclusion of 'gender' issues in EC tools and instruments for sector support

Tool	Gender-sensitivity
CSP and National Indicative Programme (common framework for CSP)	<ul style="list-style-type: none"> - the Programming Fiche for Gender Equality is referred to as a useful link for the country diagnosis - in the country diagnosis the progress in gender equality should be addressed, including the content and any shortcomings of the partners country's plan/ policies concerning gender equality as well as the gender representativeness of the administration - data regarding the analysis of MDGs in education, health and gender equality should be disaggregated by sex - references should be made to the government's position with regard to key international conventions concerning gender equality and international commitments on gender equality - in poverty reduction analyses manifestation of poverty for women should be analyzed - in examination of a country's progress towards eradicating poverty, gender aspects of poverty and development should be analysed - the mainstreaming of gender equality should be included in the summary of results and 'lessons learned' - the response strategy should assess how it will address the mainstreaming of gender equality - in the country migration profile (annex) gender issues should be included - a gender profile is recommended as a useful, but not compulsory annex
Eligibility criteria	- gender equality not included
Identification fiche	- the guidance includes a footnote where reference is made to the 'toolkit on mainstreaming gender equality in EC development cooperation' for the screening of gender issues
Action Fiche¹⁸	<ul style="list-style-type: none"> - in the description section it is highlighted that cross-cutting issues, including gender, should be addressed. As far as tools are concerned for screening and integrating gender issues in the budget, reference is made to the 'toolkit on mainstreaming gender equality in EC Development Cooperation' and 'Gender budgeting: its usefulness in programme-based approaches to aid' - there is an Action Fiche for the Thematic Programme Investing in people, including one for theme 3 on gender equality
Financing agreement	- no reference to gender equality

¹⁸ The main sections of the Action Fiche are: i) rationale, ii) country context, iii) description, iv) implementation issues and annexes (European Commission, 2004)

Monitoring report in CRIS¹⁹	<ul style="list-style-type: none"> - in the criterion 'effectiveness to date', assessment of the benefits for women and men should be included. - in the criterion 'potential sustainability', gender equality is included as a key factor that impact on the likelihood of sustainability
Background Conclusion Sheet²⁰	<ul style="list-style-type: none"> - in the criterion 'quality of project design' one question, accounting for 10% of the score, is 'Is the current design sufficiently taking cross-cutting issues into account?' - in the criterion 'impact prospects' one question (40%) relates to the indirect positive and/ or negative impacts of the project, including on gender. - under cross-cutting issues (no scores) one question is related to gender: 'Have practical and strategic gender interests been adequately considered in the project strategy'? Four sub-questions fall under this question; including the classification on the OECD Gender Equality Policy Marker (a one-page explanation of the use of the Gender Equality Policy Marker is included in the manual for the monitors).
Guidelines for project and programme evaluation	<ul style="list-style-type: none"> - in the checklist for assessing the quality of a proposal, capacity to address essential cross-cutting thematic issues, like gender equality, are included -it is highlighted that while collecting data the evaluation team must be aware of EU's values regarding women

Source: Holvoet and Inberg (2009)

¹⁹ The monitoring report must address the following criteria: i) quality of project design, ii) efficiency of implementation to data, iii) effectiveness to date, iv) impact prospects, v) potential sustainability ().

²⁰ The background Conclusion Sheet uses the same criteria as the monitoring report, but is more elaborated with sub-questions per criteria.

Annex 7. Programming Fiche Gender Equality

Date: November 2008

1. The concept of Gender Equality

Gender

Gender refers to the socially constructed differences, as opposed to the biological ones, between women and men; this means differences that have been learned, are changeable over time, have wide variations both within and between cultures²¹. Gender roles and relations are often altered in situation of extreme poverty, in the context of natural disaster and during and after armed conflict. It is important to note that gender is not only about women, but about gender roles of both sexes, and that a gender perspective thereby also concerns the role of men.

Gender mainstreaming

In this context, the Council of Europe (CoE) definition of gender mainstreaming will be used. According to the CoE, "gender mainstreaming is the (re)organisation, improvement, development and evaluation of policy processes, so that a gender equality perspective is incorporated in all policies at all levels and at all stages, by the actors normally involved in policy-making. Gender mainstreaming cannot replace specific policies which aim to redress situations resulting from gender inequality. Specific gender equality policies and gender mainstreaming are dual and complementary strategies and must go hand in hand to reach the goal of gender equality."²²

Similar to this the UN Economic and Social Council (ECOSOC) defines gender mainstreaming as the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

Gender equality and poverty reduction

Gender equality, which involves equal rights and equal opportunities for all, is crucial for poverty reduction and for a sustainable democratic development. Nevertheless we witness an increasing number of women occupying informal, insecure and underpaid jobs and of being victims of gender-based violence. At the same time, literacy rates and ratios of women receiving reproductive health care are not rising as quickly as they should. For these reasons, reference is often made to the "feminisation of poverty". The link between gender equality and poverty reduction has been made explicit which is reflected in some of the more significant cornerstones of international law and policy such as the UN Millennium Development Declaration, the Beijing Platform for Action and the Convention for the Elimination of all Forms of Discrimination against Women (CEDAW). Differences between genders are mainly rooted in norms and rules as well as in the practice of institutions and even political settlements. The Millennium Declaration of 2000 recognised the importance of gender equality for development in general. Three Millennium Development Goals (2, 3 and

²¹ One Hundred Words for Equality: A glossary of terms on equality between women and men (DG Employment and social Affairs, 1998).

²² http://www.coe.int/T/E/Human_Rights/Equality/02._Gender_mainstreaming/

5) are directly relate to gender equality while gender equality is instrumental for the realisation of all MDGs.

2. EU Gender Equality Policy

The **European Consensus on Development** (2005) identifies gender equality as a core part of all policy strategies. Through this consensus, the EC and Member States formally reinforced gender equality as a common goal, a cross-cutting issue as well as one of the five common principles of EU development cooperation.

The **EC Communication on Gender Equality and Women's Empowerment in Development Cooperation** (2007) is anchored in the international framework on gender equality, the Paris Declaration on Aid Effectiveness, the European Consensus on Development, the European Consensus on Humanitarian Aid and the practical experience gained until then.

The **Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation** (2007) stressed the close inter-linkages between sustainable achievements in poverty reduction and development and the empowerment of women, including their political empowerment. The Council fully supported the twin-track approach of increasing the efficiency of gender mainstreaming and refocusing specific actions for women's empowerment presented in the Communication.

A Staff Working Paper entitled "**EU Action Plan on Gender Equality and Women's Empowerment in External Actions**" is planned to be adopted in 2009. The EU Action Plan will build on the 2007 Communication and Council Conclusions but will also take into account the most recent policy development concerning gender equality. The proposed actions will be conceived in accordance with the recent work done on **aid effectiveness and new aid modalities** in the framework of the Accra Agenda for Action. The objective of the EU Action Plan is to have a framework for EC-MS cooperation both at HQ and country level with regards to gender equality and women's empowerment in all sectors of external relations.

Recently, in the **EU Agenda for Action on MDGs** (2008), the EU governments reaffirmed their commitments to take definite steps to increase resources for gender equality, to further implement the Council Conclusions and to improve efforts in the area of women in armed conflicts.

3. Gender equality and the new aid architecture

The Paris Declaration (PD – 2005) and the Accra Agenda for Action (AAA - 2008) are the major international milestones for building a new aid architecture and implementing the aid effectiveness agenda to be applied both by donors and recipients countries. In the context of efforts towards gender equality and women's rights and empowerment, the PD and the AAA provide the framework and fundamental principles.

Aid effectiveness criteria and gender equality: *principles* and how to apply them

Ownership

EC Delegations have to support partner governments' efforts to integrate gender equality goals into the PRSP, and other national planning documents.

Delegations have to put maximum efforts into generating political will between different levels of government. They should give space to local governments, Parliaments and civil

society organisations (especially women's organisations) in their dialogue with partner governments as they are all drivers of change. Delegations could also encourage partner governments to base their poverty reduction policies on international commitments (CEDAW, Beijing Platform for Action, ICPD, MDGs...). Based on this the agreed gender equality goals should be translated into budget-linked, prioritised, results oriented operational programmes.

Alignment

EC Delegations have to better align development programming to the partner's own priorities and policy in terms of gender equality and women's empowerment.

When the national gender policy is weak or non-existent, the Delegations can promote gender-responsive analysis and budgeting to make sure that gender gaps are identified and addressed in national (and sub-national) development planning and expenditure frameworks. To this end, Delegations can draw on existing gender expertise in partner countries, develop local capacity and knowledge (through training, networks and tools disseminations) and encourage information sharing with civil society and other donors. This has to be done both for government institutions (finance and sectoral ministries) and for civil society organisations.

Harmonisation

Delegations have to promote as much as possible an increased coordination and harmonisation between donors and between donors and partner governments.

Whenever it is feasible, Delegations should undertake together with other donors and with the partner government a joint country gender analysis (analytical work at country or local level, or gender assessments and evaluations, gender-responsive poverty and social impact assessments, depending on the possibilities). Delegations and Member States Embassies will implement the Code of Conduct through a division of labour which should be based on donor's comparative expertise and capacities on gender equality and women's empowerment in the country. Delegations could also use existing instruments such as the Joint Assistance Strategies and Performance Assessment Frameworks to integrate gender equality. In that connection it is important to make sure that in-country working groups have sufficient expertise to scale up efforts to harmonise on gender equality issues.

Managing for results

Delegations have to make sure that performance assessments are done on the basis of gender equality outcomes in the country.

Delegations should support collection, analysis and dissemination of sex-disaggregated data by the National Statistics Office and by competent civil society watchdog organisations or others (World Bank). The use of these data could also be promoted by the government-donor gender coordination group when it exists, by civil society organisations, and by who-ever uses data on the country in question.

Mutual accountability

Delegations have to improve accountability mechanisms that hold both themselves and partner governments accountable and responsive for their work to reduce gender gaps and empower women.

Delegations can strengthen the capacity of civil society organisations to monitor public finance management institutions as well as the enforcement by the partner government of gender-related international agreements. Delegations should encourage inclusion of civil society organisations in the political and policy dialogue with the partner government. Delegations can also support efforts designed to ensure that Parliaments are informed about gender equality-related expenditures. Moreover Delegations can promote as much as possible the diffusion of information on gender equality and women's rights and empowerment at different levels: feedback to HQ, to partner government interlocutors, to other donors and to civil society.

Gender equality and new aid modalities

New aid modalities, mainly General Budget Support (GBS) and Sector Budget Support (SBS), should contribute to the overarching goal of poverty eradication by providing aid which embodies the principles of the PD and AAA. Budget Support can offer important opportunities to strengthen gender perspectives in developing countries at the condition that gender equality is properly mainstreamed and considered as an objective of its own.

What are the entry points for gender equality into BS?

Indicators used in the design of the fixed and variable tranches are part of financing agreements drawn up by the EC. These should include as much as possible gender sensitive indicators, not only the ones on health and education but also in the area of employment, economic development and political participation. These indicators should be disaggregated by sex when data are available. (When they are not available, Delegations can support their development by the national statistics office and by civil society organisations.)

Performance Assessment Frameworks (PAF), applied at least once a year, offer an opportunity to introduce more gender relevant and even gender country-specific indicators. As all budget support donors participate in the PAF, it provides also a good opportunity for harmonisation on indicators.

Joint Assessments Reviews (JAR) in GBS and SBS can also be an opportunity to take gender expertise on board (apart from sector specialists or macroeconomists), to assess the (sectoral) effects on gender equality.

4. Progress on gender equality at country level

4.1. Assessment of the gender situation at country level

In order to examine gender equality in a national context, there needs to be an analysis of the situation of women and men in a given country across all EC priority areas for development cooperation. The gender analysis is an important part of the overall situation analysis and provides the basis for gender mainstreaming in the preparation of the Country Strategy Paper (CSPs) and Poverty Reduction Strategy Papers (PRSPs). A complete gender analysis would include: the gendered division of labour; access to and control over material and non-material resources; the legal basis for gender equality/inequality; political commitments with respect to gender equality; and the cultural and traditional attitudes and stereotypes which affect the gender relations between women and men. These gender analyses often already exist; they are carried out by other donors, international organisations or CSOs and can easily be used by Delegations.

The gender analysis²³ is conducted at the beginning of the drafting process of the CSP, but is particularly crucial for:

Assessment of the national political, economic and social situation

An analysis should be carried out on the major gender equality issues at different levels and in different sectors and priority areas (e.g. poverty, trade, macro economic reform etc), and in the National Development Plan (NDP). This analysis should also include an assessment of the country's achievements with respect to internationally agreed commitments (Beijing, CEDAW, MDGs...). Data needs should also be identified, as well as needs for strengthening capacity to compile and analyse relevant data.

²³ Statistical and other information is available in [country fact sheets](#).

Assessment of EC/partner country cooperation

Information should be given on all EC actions, past and on-going, relative to the achievement of gender equality whether funded from thematic programming “Investing in People”, regional programmes, or bilateral programmes.

Indicators

Sex-disaggregated data is needed in order to measure progress towards targets which themselves need to be gender-sensitive. Governments, donors and other development organisations have committed themselves to ensuring that development indicators are gender-sensitive within the framework of the MDGs. The core indicators drawn from the MDGs are used as one of the references for analysis in the EC CSPs. Indicators developed by the UN or the World Bank could also be used, as well as indicators developed by the country itself.

4.2. How to cooperate at institutional level?

EU coordination offers opportunities to work together with MS on gender equality issues in partner countries. Some of the MS are quite advanced on these issues (Sweden, Denmark, Netherlands, UK). In many countries there exists already a gender coordination group comprising all interested donors and with or without the participation of government and/or civil society organisations. When such a group does not exist it might be useful to ask UNIFEM (if present) or a reputable international or local NGO to convene such a group and take charge of the secretariat.

4.3. Political dialogue on gender equality

The first axe of the triple-pronged approach on gender equality in development cooperation is to include gender-related issues in the political and policy dialogue with partner governments. Delegations should systematically bring gender equality and women's rights and empowerment to the table of discussions during the political dialogue with partner governments (see Article 8 of Cotonou Agreement). This could be done in relation to a pressing gender-issue in the country, such as violence against women, harmful traditional practices but also women's economic opportunities, property rights of women etc. In more general terms, use could be made of international agreements such as the Beijing Platform of Action, ICPD or CEDAW. In parallel, these issues should obviously also be forwarded in the different policy dialogues with partner governments, such as discussions on national development policies (Poverty Reduction Strategy Papers, National Development Plans) or sectoral policies and planning. In both cases Delegations should try to include civil society organisations (particularly women's organisations) in the discussions or at least make sure that they are being consulted. In the particular context of fragile states, Delegations should increase government and civil society organisations knowledge on the UNSCR 1325 and 1820 and promote their implementation through national action plans.

4.4. Gender Mainstreaming

Effective gender mainstreaming is the second axe of the triple-pronged approach on gender equality in development cooperation. Gender mainstreaming has been implemented for a long time although it has not always proved to be effective, especially when internal leadership, support and capacity are lacking or when gender equality is not considered as key issue in poverty reduction strategies.

In the context of the new aid architecture, gender mainstreaming is being redefined. Gender equality should be taken into account in each aid modality: General Budget Support, Sector Budget Support and Project/Programme Support (country and thematic). Entry points for the integration of gender equality in the new aid modalities have already been dealt with in section three as well as the necessary actions to be undertaken by Delegations to achieve the aid effectiveness criteria.

4.5. Specific targeted actions to empower women

Focusing on strategic or critical areas is often effective in highlighting existing gender inequality at a broader level. Interventions at a practical level can lead to strategic changes. Delegations can implement two different kinds of specific actions.

Specific actions to strengthen in-country expertise and capacity

These actions should aim at strengthening governments (at all levels) and civil society organisations (including women's political networks) in partner countries in terms of expertise, lobbying and advocacy capacity. Delegations should as much as possible orientate resources to enhance the capacity of partner governments and civil society to undertake gender analysis and policy-making that explicitly addresses discrimination and exclusion based on gender. Some examples are.

- Each capacity building training activity (not only in the gender area) provided to CSO and government set up by the EC and MS in partner countries includes a gender focus.
- Support the National Statistic Offices in collecting, analysing and sharing sex disaggregated data.
- Organise exchange of views between women ministers, parliamentarians and other women's representatives (including at local level).

Strategic and targeted specific actions

The 2007 Communication identifies five areas where to implement specific actions. In order to be effective, there should be agreement on priority actions to be undertaken in each of these areas, in the countries²⁴.

- Governance (priority could be on political participation of women and on the accessibility to the judicial system for women)
- Employment and economic activities (priority could be on economic development in relation to food production and climate change)
- Education (priority could be on girls education and women teachers)
- Health (priority could be on unpaid health care delivery in relation to reproductive health and HIV/AIDS)
- Gender based violence

5. Opportunity to integrate gender equality in Country Strategy Processes

The CSPs are an essential instrument for addressing gender equality across the whole spectrum of EC development cooperation objectives. These policy objectives must therefore include the explicit objective of gender equality through the triple-pronged approach of political dialogue, gender mainstreaming and specific gender-focused actions. The operationalisation of a gender-sensitive approach in the programming process requires a strong gender analysis and country profile, the integration of gender issues in the political and policy dialogue; addressing equality and women's empowerment in the National Indicative Programme (NIP); and promoting civil society participation (particularly women's groups and networks). The gender analysis and the outcome of the consultations with women's civil society groups should inform all sections of the CSP to ensure that gender inequalities are effectively addressed throughout the EC general development strategy. The EC's response strategy should support and strengthen the national gender equality policy. It should also devote particular attention to stepping up coordination and harmonisation with other donors, EU Member States in particular, with a view to achieving a joint approach and an efficient division of labour.

²⁴ Annex III to the Communication on Gender Equality and Women's Empowerment give a list of 41 suggested specific targeted actions to be implemented at country level. Of course it is by far not exhaustive.

In summary, the CSP will:

- Present a broader and more inclusive understanding of the concept of poverty and how it is experienced differently by women and men across age, ethnic, religious and social dimensions;
- Reflect on the critical gender issues and the role of gender equality in development cooperation to be addressed in policy dialogue with the country;
- Ensure that a gender perspective is applied in each stage of the CSP by involving all relevant stakeholders (representing these perspectives) in the consultations;
- Support participation of civil society (including women's organisations) in policy dialogue, formulation and monitoring of CSPs;
- Foresee capacity building on gender equality related issues for partner governments and CSO (including on gender responsive budgeting).
- Foresee development and use of gender disaggregated data and gender equality indicators in the general support given to the National Statistical Office.

When gender equality and women's empowerment are defined as important areas of concern or a priority in the CSP, they should be reflected in the NIPs/RIPs with either a specific gender programme in one of the focal sectors or strong gender mainstreaming across sectors. The indicators used in the NIP/RIP should also reflect impact on women and men, both qualitatively and quantitatively.

The annual and mid-term-reviews (MTR) are also an ideal occasion to update the country gender profile and to carry out a gender review of all sector policies. The results should then pinpoint the weak areas and the financial gaps which should lead to an eventual reallocation of remaining sector budgets, strengthening of gender mainstreaming in some sector programming and/or specific actions.

6. Useful links for more information on the concept

Gender Help-Desk:

Gender specialists are available to provide a tailor-made response to the needs of EC staff. They can be very useful for people working in Delegation in the preparation of the CSP and can also offer gender training both at HQ and Delegations. (Thera van Osch: t.vanosch@gender-helpdesk.eu and Claire Leloup: claire.leloup@gender-helpdesk.eu)

Web Pages:

- "Gender equality" DG DEV Web page
- "Gender equality" AIDCO Web page
- Gendermatters – Website of the EC UN Partnership on Gender equality, Development and peace: a joint programme of the EC, UNIFEM, and the International Training Centre of the International Labour Organization (ITC/ILO). Here you find the experiences, knowledge, resources and tools produced on gender and aid effectiveness, in countries worldwide.
- Gender Responsive Budgeting – UNIFEM's Website

Tools:

- Toolkit on Mainstreaming Gender Equality in EC Development Cooperation
- Assessment of CSP with reference to gender (2006)
- Country gender profiles (EC)
- A brochure on "Gender equality in development cooperation" (will be available as from early 2009)
- OECD Gender, Institutions and Development Database
- OECD Wikigender (country gender profiles, gender statistics, tools...)

EU/EC Policies:

- Roadmap for Equality between Women and Men (2006)
- The European Consensus on Development (2005)
- Communication on Gender Equality and Women's Empowerment in Development Cooperation (2007)
- Council Conclusions on Gender Equality and Women's Empowerment in Development Cooperation (2007)

International Agreements and Declarations:

- The 1979 Convention on the Elimination of All Forms of Discrimination Against Women
- The 1994 Cairo Programme of Action and +5, +10 follow-up commitments
- The 1995 Beijing Platform of Action and +5, +10 follow-up commitments
- The Millennium Development Goals
- The Paris Declaration (2005)
- The Accra Agenda for Action (2008)

Indicators:

- The DAC/OECD gender network
- The UN Development Fund for Women (UNIFEM)
 - Progress of the World's Women 2005: Women, Work and Poverty
 - Progress of the World's Women 2008/2009: Who answers to women?
- The UN Economic Commission for Europe: Gender Statistics
- Millennium Campaign: Goal 3. Promote gender equality and empower women
- Gender and Employment Policy, International Labour Organisation (ILO)
- World Bank Group : 'Gender Action Plan: Gender Equality as Smart Economics' 2007-2010
- UNDP: Country Reports
- Social Watch: Gender Equity Index 2008

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Annex 8. Optional gender indicators in the Paris Declaration survey

1. Ownership

The ownership indicator consists of six topics:

- Addressing gender equality in development plans;
- Gender equality in the long-term development vision;
- Linking national gender equality priorities to the budget;
- Quantitative indicator scores on ownership of gender equality;
- Donors' approaches and resources for gender equality;
- Future considerations on ownership of gender equality

The ownership indicator is scored with the LEADS methodology:

L Little action (score 1): Action on addressing gender equality and women's empowerment in the national development strategy/PRSP has remained at a virtual standstill. There is little to no effort to define objectives/targets for gender equality.

E Elements exist (score 2): Gender equality and women's empowerment are partly addressed in the national development strategy/PRSP. There is some basis for defining gender equality objectives/targets and/or making progress in linking gender equality and women's empowerment to the budget.

A Action taken (score 3): Progress is being made, although not yet enough (compared to D - Developed). The national development strategy and sector and sub-national strategies address gender equality to a certain extent. The objectives/targets of the national development strategy/PRSP are partly linked to gender equality and women's empowerment. Progress has been made on allocating a budget to gender equality objectives. The basis exists for more progress.

D Developed (score 4): Significant progress has been made, although further action is needed to ensure sustainability. The national development strategy and sector and sub-national strategies adequately address gender equality. The national development strategy is derived from a long-term vision which addresses gender equality. The objectives/targets of the national development strategy/PRSP are linked to gender equality and women's empowerment, and a specific budget is allocated to gender equality and women's empowerment objectives in identifiable sectors or programmes.

S Sustainable (score 5): There are no warning signs of possible deterioration, and there is widespread expectation that the progress achieved in grounding gender equality and women's empowerment in national development strategies (as set out under D - Developed) is sustainable.

2. Managing for gender equality results

The managing for gender equality results indicator consists of five topics:

- Collection of data disaggregated by sex;
- Analysis and use of data disaggregated by sex;
- Quantitative indicator scores on gender equality results;
- Donor support for and use of sex disaggregated data;
- Future considerations on gender equality results

The managing for gender equality results indicator is scored with the LEADS methodology:

L Little action (score 1): Action has remained at a virtual standstill. Disaggregation of data by sex for national results or performance assessment/management frameworks is sporadic or non-existent. Data disaggregated by sex is not analysed or disseminated.

E Elements exist (score 2): There is some basis for making progress, either through what already exists, or definite plans for increasingly disaggregating data by sex for national results or performance assessment/management frameworks. Data disaggregated by sex is not systematically analysed or disseminated.

A Action taken (score 3): Progress is being made, although not yet enough (compared to D - Developed). Disaggregation of key monitoring indicators, and data collection and analysis has become systematic and some information is made publicly available. Plans are in place to ensure the use of data in decision-making but the system may not yet be functioning at all levels of government. The basis exists for more progress.

D Developed (score 4): Significant progress has been made, although further action is needed to ensure sustainability. Data disaggregated by sex for national results or performance assessment/management frameworks are generally timely and comprehensive. The system tracks a sufficient yet manageable number of input, output and outcome indicators relating to gender equality and women's empowerment across all sectors. The data is used for decision-making and disseminated.

S Sustainable (score 5): There are no warning signs of possible deterioration, and there is widespread expectation that the progress achieved in disaggregating data by sex (as set out under D - Developed) is sustainable.

3. Mutual accountability

The mutual accountability indicator consists of two topics:

- Accountability for and policy dialogue on gender equality;
- Future considerations on mutual accountability for gender equality

The mutual accountability indicator is scored with yes/no/non applicable (there is no mutual assessment review in place)

Source: DAC Network on Gender Equality (2010)

Annex 9. Gender indicators relevant to agricultural service delivery in Rwanda (based on Rwandan Gender Monitoring Office)

Agricultural service delivery component	Indicators	Gender Indicators
1. Agricultural production	Access to land and productive resources	-% of female-headed farming households with access to arable land -% of female farmers with secure tenure of land (titled) -% of female-headed households that have benefited from Girinka programmes -% of female farmers who have decision control over their farming activities -incidences of GBV related to land or produce disputes
2. Agricultural labour/employment	Paid agricultural labour	-% of female agricultural workers that earn wages over extended periods -% of women and men agricultural workers that report equal pay with male counterparts
3. Agricultural research and technology	Content of agricultural research and technology	-%of women and men farmers and agricultural workers that have access to labour saving technologies (i.e. grinding machines, animal traction, mechanized transport of produce) -proportion of recent and ongoing research that address gender needs -%of agricultural researchers who received gender mainstreaming training
4. Agricultural extension services	Access to extension	-%of female farmers with access to extension services -% of public extension workers (Agronomes in districts, sectors & cells) that are female; -% of men and women local community-based agricultural extension animators
5. Agricultural finance	Access to credit	-%of rural business credit recipients that are women -%of women farmers and agro-produce traders that hold savings account with MFIs
6. Agricultural trade and marketing	Access/participation in trade and investment strategies	-% of women farmers with access to market information; -% of female cooperatives participating in e-soko/agricultural management information systems -Proportion of men and women involved in regional trade & investment negotiations; -Extent to which women and men's concerns are considered in agricultural trade agreements and protocols signed by GoR
7. Agricultural service institutions	Access/participation in agricultural service institutions	-% of female farmers & agricultural workers belonging to cooperatives -% of women agricultural organizations that are registered
8. Agricultural	Content and participation	-Extent to which agricultural survey tools

M&E systems	in M&E systems	incorporate gender questions; -Extent to which women are targeted by the agricultural & rural development surveys & studies; -Extent to which agricultural and rural economic statistics include gender-disaggregated data;
9. Natural resources management	Access and participation in innovative natural resource management	-women trained/ are skilled in nursery management and agro-forestry and silvicultural practices; -at least 50% of cell/ village nurseries owned or managed by women; -Women and men trained/ skilled in smallholder irrigation practices

Source: based on GMO and UN Women (2010)

Annex 10. The Gender Equality Policy Marker (G-marker)

The OECD/DAC introduced the Gender Equality Policy Marker (G-marker) in 1997 with the aim to facilitate monitoring and co-ordination of DAC Member's activities in support of gender equality. Because several aid agencies faced difficulties in applying the G-marker, the DAC Network on Gender Equality (GENDERNET) made suggestions for the clarification of its definition in order to improve the marker and its application (OECD/DAC, 2006). As a result, in the present Reporting Directives for the Creditor Reporting System it is defined that "an activity should be classified as gender equality focused (score 'Principal' or 'Significant') if it is intended to advance gender equality and women's empowerment or reduce discrimination and inequalities based on sex" (OECD/DAC, 2008a: 4). Criteria for eligibility are: gender equality is explicitly promoted in activity documentation through specific measures which (a) reduce social, economic or political power inequalities between women and men, girls and boys, ensure that women benefit equally with men from the activity, or compensate for past discrimination; or (b) develop or strengthen gender equality or anti-discrimination policies, legislation or institutions (OECD/DAC, 2008a:4).

Three different values are used in the marking system:

- 'principal objective' (G-2);
- 'significant objective' (G-1)
- 'not targeted to the policy objective' (G-0)

Principal policy objectives are those which can be identified as being fundamental in the design and impact of the activity and which are an explicit objective of the activity. Significant policy objectives are those which, although important, are not one of the principal reasons for undertaking the activity. Not targeted to the policy objective means that the activity has been screened against, but was found not be targeted to, the policy objective (OECD/DAC, 2008a: 2).

The table below presents the gender equality focus of the aid programme of EU institutions in 2009 and 2010.

	2009	2010
Principal objective	52	53
Significant objective	1754	1432
Not targeted	9549	9178
Not screened	426	0
Total sector-allocable aid	11782	10663
Gender equality focused aid*	16%	14%
Total non sector-allocable aid	4275	3556
Aid to Women's equality organisations **	36	29

Source: OECD/DAC 2012

*% of sector allocable aid. Activities not screened against the gender equality marker have been excluded.

**Since 2005 flows, the WID sector is replaced by "Support to women's equality organisations and institutions", within the "Other social infrastructure" category.

Annex 11. Gender Equality Screening Checklists for identification and formulation stage

Gender Equality Screening Checklist to be used at project identification stage (GESCI)

The Identification Fiche/Financing Proposal developed at this stage should be screened by the Task manager/QSG to assess the following points:

Have gender equality issues relevant to the project been identified? Yes No
Comments

Are the gender equality issues identified supported by reference to partner government's/EC's policy commitments to gender equality? Yes No
Comments

Are statistics used for project identification disaggregated by sex? Yes No
Comments

Has qualitative information on gender equality issues been used in the project identification stage? Yes No
Comments

Does the preliminary stakeholder analysis clearly identify women and men stakeholders and their respective roles? Yes No
Comments

Does the problem analysis provide information on the problems specific to men and women, or common to men and women? Yes No
Comments

Have both women and men been part of the consultative process? Yes No
Comments

Is there a requirement for more in-depth gender analysis to be undertaken at the formulation stage? Yes No
Comments

Has the requirement for more in-depth gender analysis been reflected in the TOR prepared for the formulation stage? Yes No
Comments

Gender Equality Screening Checklist (GESCF) to be used at the project formulation stage

The Financing Proposal produced at this stage must be screened by the Task Manager/QSG relative to the following points:

Has a full-scale gender analysis been done during the formulation stage? Yes No
Comments

Have gender equality issues relevant to the project been identified? Yes No
Comments

Are the gender equality issues identified supported by reference to the partner government's/EC's policy commitments to gender equality? Yes _ No _
Comments

Are the statistics used for project formulation disaggregated by sex? Yes _ No _
Comments

Has qualitative information on gender equality issues been used in the project formulation stage? Yes _ No _
Comments

Has the logframe been engendered? Yes _ No _
Comments

Do the management systems established by the project respect the principles of gender equality and equal opportunities? Yes _ No _
Comments

Have all factors potentially affecting the sustainability of gender equality actions been thoroughly addressed? Yes _ No _
Comments