Enabel

2019-2023 Gender Strategy Paper

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Adapted version as approved by
Board of Directors of 20 June 2018

Belgian development agency

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KU LEUVEN

1 Enabel mandate

1.1 Belgian Law changing the name of the Belgian Technical Cooperation and defining the missions and functioning of Enabel, the Belgian development agency (Enabel law, 23.11.2017)

At the end of 2017 a law was adopt changing the name of the Belgian Technical Cooperation (BTC) to Enabel. The Enabel Law defines the missions and functioning of the new agency Enabel.

For the execution of the missions of Enabel, there exists an obligation of results vis-à-vis the objectives stipulated by the Belgian Development Cooperation Law, such as the empowerment of women and gender equality (Art. 5§4 Enabel Law). Also the objectives and priorities stipulated by Minister De Croo must be respected.

1.2 Enabel Management Contract (01.01.2018)

The new course laid down for the agency is further laid down in the new Management Contract of Enabel, which entered into force on 1 January 2018. The Management Contract emphasises that the recruitment regulation will be revised with the permanent aim of respecting the laws and regulations pertaining to gender, diversity and equality of opportunities. Special attention is to be paid to the planning of staff needs and to the promotion of internal and external mobility (Art. 29 §4 Management Contract).

Enabel further recognises that it will adapt to the Belgian and European gender and gender-mainstreaming laws and regulations and will further promote the achievement of Belgium's international commitments in that area, in view of achieving gender equality (Art. 40 §1 Management Contract).

To achieve this objective, Enabel undertakes to review its gender strategy and to submit a new version to the Board of Directors by 30 June 2018 at the latest. This review does not only pertain to the interventions of Enabel, but also to the operational relations within Enabel (Art. 40 §2 Management Contract). Finally, the new mandate defines that the realisation of the new gender strategy is scheduled as from 2019 (Art. 40 §3 Management Contract).

1.3 2018 Enabel Business Plan

Also the 2018 Enabel Business Plan emphasises that the application of gender laws and recommendations is a point of particular attention for the agency and it repeats the main gender aspects from the Management Contract. The realisation of the new gender strategy via the Business Plan is scheduled as from 2019.

2 Lessons Learned of BTC's 2010-2014 gender strategy

In view of developing an efficient and adequate gender strategy it is important to consider earlier efforts made: Which objective were (not) achieved, which processes were successful, which obstacles did the preceding policy face, etc. Until now, except for the final evaluation of the BTC 2010-2014 gender strategy, BTC/Enabel gender policy has not been comprehensively assessed.

In 2014, Belgium's Directorate-General for Development Cooperation and Humanitarian Aid (DGD) had a general evaluation conducted of the mainstreaming of the gender dimension in the Belgian Development Cooperation, which promotes gender equality and the improvement of the position of women (DGD Evaluation)[1].

Both evaluations served as a basis for an overview of lessons learned of the preceding gender policy.

2.1 Limited societal and institutional support

Development cooperation is not operating in a vacuum but is implemented and realised through social institutions here and in the South. The DGD Evaluation showed that the strong societal basis of the values and significance of gender equality was insufficiently taken into account, first and foremost in Belgium itself. Also, the organisation culture of DGD and BTC/Enabel is lacking in this respect, which constitutes a significant impediment for the efforts to promote gender equality. Yet, the necessary initial conditions for an effective achievement of greater gender equality are present in Belgium, such as a legal framework to address gender, gender mainstreaming and the prevention of sexual violence. The gender dimension is also mainstreamed as a transversal theme in principal legislation (see Annex 1).

Regardless of the existence of the legal framework, it still seems hard to transpose that framework and the concomitant policy intentions into effective practices both on the policy level and within specific programmes and projects. This could be partially explained by the fact that gender is being internalised from early childhood making it difficult to encourage individuals to challenge existing gender identities and the related behaviours and attitudes. This hinders the social change process that is needed for breaking with and eliminating gender inequality.

> **Lesson 1:** Transposing gender equality policy into good implementation practices is a demanding task which was considered too lightly in the past. Especially where strong social support is lacking, it is a very difficult and complex process to transpose formal/legal attainments into genuine change in the lives of women and men. This process has many dimensions and requires many steps which can trigger resistance that cannot be addressed with instrumental approaches only.

2.2 Limited influence of the 2010-2014 gender strategy

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[1] Directorate-General Development Cooperation and Humanitarian Aid (DGD) Special Evaluation Office, "De Lastige Weg naar Gelijkheid – Evaluatie Gender en Ontwikkeling in de Belgische Samenwerking" (November 2014).

The final analysis of the 2010-2014 gender strategy shows firstly that progress has been made and that certain objectives that were initially set have been achieved. Nevertheless, the DGD Evaluation shows that the overall influence of the 2010-2014 BTC/Enabel Gender strategy to contribute to gender equality of the general Belgian Development Cooperation is rather limited.

> **Lesson 2**: Considering the efforts made, the resources invested and the objectives achieved, it is disappointing to see that the 2010-2014 BTC/Enabel Gender strategy has had only a limited impact on the promotion of gender equality via the general Belgian Development Cooperation policy. This is something to consider and investigate to find out how the new 2019-2023 gender strategy can achieve more of an impact.

2.3 Wrong interpretation and application of the conceptual framework

The DGD Evaluation showed that many efforts have been made through training and workshops to introduce, clarify and operationalise the conceptual frameworks on gender and gender mainstreaming. Yet, these efforts seem to have been ineffective, since both concepts are still poorly understood. Many organisations and projects reduce gender still to paying attention to the inclusion of women and girls in project actions.

Since effective application of the gender and gender mainstreaming concepts is problematic (or experienced as problematic), very diverse practices arise with the gender mainstreaming common denominator covering several concepts and being used differently. Consequently, the essence of key concepts that determine the gender policy is missed.

This has resulted in a 'gender light' approach which on the one hand pays necessary attention to gender and gender mainstreaming but on the other hand undermines the actual meaning of these concepts. Such 'gender light' approach is not so much a form of conceptual confusion, but a (conscious or unconscious) conceptual dilution which divests the concept of its key meaning as a consequence of which the actual goal – gender equality implying social change – is lost out of sight. Rather than a means or a strategy gender mainstreaming has evolved to a stand-alone goal that is being operationalised in a limited manner.

> **Lesson 3**: Gender and gender mainstreaming essentially concern social change (transformation of power structures) and this can only be realised if a broad range of conditions is fulfilled on both the individual and organisational level.
>
> It is noteworthy that gender mainstreaming not only requires the concerned organisation to liberate sufficient resources, have a gender expert and develops adapted instruments. It primarily requires that the organisation culture (including management) at least shows openness to gender and expresses the desire to create an openness within the organisation for the informative dimension of gender mainstreaming and also specifically takes steps in that direction. Otherwise, gender mainstreaming will in the first place remain the business of (committed) individuals and it is likely that the change process will be limited to the instrumental level.

2.4   Acknowledgement of the long-term nature

The 2010-2014 gender strategy already emphasised that achieving gender equality is a long-term process[2]. As stated before, gender is a concept that is internalised at an early age. It is not evident to change such 'insights'. The DGD Evaluation showed great willingness and demand for better gender practices, but that such change cannot happen overnight.

> **Lesson 4:** Achieving gender equality is a long-term process which must acknowledge that it is not evident to challenge people to change their opinions on gender because this concept has been internalised from early childhood onwards. That is why it is important that the gender strategy adopts a pragmatic but ambitious approach for which a long-term strategy is defined.

2.5   Limited gender mainstreaming in the policy dialogue and interventions

In almost all organisations and in most interventions investigated by the DGD Evaluation, gender is a point of attention indeed, but rarely is there a comprehensive and consistent practice. Furthermore, it was noted that the recent focus on results-based management (RBM) has made it harder to adequately mainstream gender. In theory results-based management offers opportunities for formulating gender objectives and for monitoring the achievement thereof. Yet, currently an unambiguous method is lacking to establish a strong relation, across sectors, between on the one hand the 'technical' project objectives (mostly addressing practical needs of women and girls) and broader gender equality on the other hand (also addressing strategic needs and consequently paying attention to gender relations).

Furthermore, it is hard to align the long-term nature of the gender equality process with the achievement of short-term project results. It is important to ensure that not only the 'road of least resistance' is chosen by formulating relatively easily achievable results, but also to work in-depth. This especially applies in difficult situations which require time to realise specific change. Finally, the DGD Evaluation also found that development interventions as such pay little attention to measuring and monitoring the gender effects that they want to achieve.

> **Lesson 5:** Full-fledged gender mainstreaming in the policy and intervention cycle requires continued commitment and efforts of the concerned key actors if it is to contribute to more gender equality.

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[2] BTC, Saskia Ravesloot, "Gender Mainstreaming in BTC: Gender@yourdesk" (March 2010), p. 30.

2.6   The potential of interventions to generate significant gender effects

Regardless of the many challenges to adequately mainstream gender in the Belgian development cooperation policy, the DGD Evaluation showed that certain projects in education, health and the economy have indeed achieved positive results for women and girls and have impacted gender equality, even where no explicit gender mainstreaming is involved. This mainly concerns projects in the education and health sector that fulfil specific needs of women and girls.

Regardless of the huge challenges of gender mainstreaming, it can be concluded from the DGD Evaluation that gender mainstreaming in fragile situations also offers many opportunities. Gender mainstreaming (via gender mainstreaming and specific actions) offers a huge potential, not only to achieve greater gender equality but also to foster broader development using the empowerment of women and their organisations and contributing to institutional development, peace and stability.

Lesson 6: Even where gender mainstreaming fails, interventions can generate significant gender effects. Yet, with better gender mainstreaming, they could more strongly impact on the empowerment of women. Thanks to the strength and dynamics of (groups of) women in the South, even without adequate gender mainstreaming, we can generate positive gender results in women empowerment and gender equality.

3 Enabel 2019-2023 gender strategy

3.1 General principle: empowerment of women and promotion of gender equality

The *empowerment of women* concerns women gaining power and control over their own lives. It involves awareness-raising, building self-confidence, expansion of choices, increased access to and control over resources and actions to transform the structures and institutions which reinforce and perpetuate gender discrimination and inequality. The process of empowerment is as important as the goal and means that women must not only have equal capacity (such as education and health) and equal access to means and opportunities (such as land and employment) but that they must also be given the opportunity to use these rights, capacities, means and opportunities to make strategic choices and to take decisions (by means of leadership opportunities and by participation in political institutions).

Empowerment comes from within; women empower themselves. Nevertheless, international development institutions like Enabel can put in place and support processes that promote the empowerment of individuals and groups.

Inputs to promote the empowerment of women should facilitate women's articulation of their needs and priorities and a more active role in promoting these interests and needs. Empowerment of women cannot be achieved in a vacuum; men must be brought along in the process of change. Empowerment should not be seen as a zero-sum game where gains for women automatically imply losses for men. Increasing women's power in empowerment strategies does not refer to power over, or controlling forms of power, but rather to alternative forms of power: power to; power with and power from within which focus on utilising individual and collective strengths to work towards common goals without coercion or domination[3].

Gender equality implies that the rights, responsibilities and opportunities of an individual do not depend of whether one is a man or a woman. It comprises a quantitative – fair and equal representation of women – and a qualitative aspect – having a fair influence on the determination of development priorities and results for women and men. The reasons for promoting gender equality are twofold. First, equality between women and men is a matter of human rights and gender equality. Second, gender equality is a condition for sustainable and human development.

Even though significant efforts have been made over the past years at the international and national level and more specifically by Enabel, these remain insufficient to sustain the empowerment of women and equality between women and men. Recent figures from 2017 show that achieving gender equality still requires more vigorous efforts, including legal frameworks, to counter gender-based discrimination.

1) 19 % of women between 15 and 49 years of age said they experienced physical and/or sexual violence by an intimate partner.
2) The practice of child marriage has been slowly declining, but still just over one in four women were married before the age of 18.

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[3] Office of the Special Adviser on Gender Issues and the Advancement of Women, "Important Concepts Underlying Gender Mainstreaming" (August 2001), available on http://www.un.org/womenwatch/osagi/pdf/factsheet2.pdf (last consulted on 3 August 2018), p. 1.

3) One in three girls aged 15 to 19 have been subjected to Female Genital Mutilation in countries where the practice is concentrated.
4) Women spend almost three times as many hours on unpaid domestic and care work as men.
5) Women's representation in houses of parliament in countries around the world was only 23.4 per cent.
6) Women are also underrepresented in managerial positions and hold less than a third of senior- and middle-management positions.
7) Just over half (52 per cent) of women between 15 and 49 years of age who are married or in union make their own decisions about consensual sexual relations and use of contraceptives and health services[4].

The above figures highlight that, regardless of the achievement of intermediate objectives, there is still a long way to go. The empowerment of women and the achievement of gender equality therefore remains the general principle underlying Enabel's 2019-2023 gender strategy and the concomitant action plan.

3.2 Outline

3.2.1 Confirmation of two-sided approach

The two-sided approach already was an important aspect in BTC's 2010-2014 gender strategy. After the DGD's Final analysis was completed DGD approved a reviewed strategy paper in 2016, 'Gender in the Belgian Development Cooperation'. This paper lays down the outline for future interventions. The paper reconfirms the importance of the two-sided approach, which is maintained.
To achieve the empowerment of women and equality between men and women, it is advised to work at two complementary levels.

First, there is a need for *transversal gender mainstreaming* to fundamentally change the unequal structures in society. Gender mainstreaming must be applied from the onset of the programming cycle, throughout the whole cycle and in all sectors. Such systematic and transversal mainstreaming of the gender dimension generally requires more time, more involvement and more coordination. The fact that the results and impact might be less direct but structural and sustainable must not be forgotten.

Second, the gender mainstreaming approach does not exclude *specific actions*. Specific actions primarily target priorities and needs of women and girls, for instance, via legislation, policy development, research and specific projects/programmes in the field. Such (positive) actions target the promotion of gender equality and also implement equal rights and opportunities for women. Specific actions targeting women contribute to supporting women and are an important source of inspiration for strategies and initiatives that can be transposed to the regular interventions. In general such actions are easier to undertake and they generate tangible results even with rather limited budgets.

Both approaches are not to excluding one another but are complementing one another. That is why it is important that development programmes that opt for transversal gender mainstreaming systematically pay attention to assigning specific budget lines or a certain percentage of the budget to gender.

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[4] Progress SDG 5 "Achieve gender equality and empower all women and girls", Progress & Info (2017), available on https://sustainabledevelopment.un.org/sdg5 (last consulted on 3 August 2018).

3.2.2 Adequate formulation and application of gender mainstreaming

For several decades the concept of gender mainstreaming is considered the holy grail in development thinking, policy and practice. BTC 2010-2014 gender strategy even turned the strategy itself into a gender mainstreaming strategy. However, the DGD Evaluation showed that some gender mainstreaming mechanisms had lost their original meaning. Even though some suggest doing away with gender mainstreaming as a strategy, others consider this a bridge too far. The 2019-2023 gender strategy paper opts for keeping gender mainstreaming as a strategy provided that the consequences of mainstreaming, i.e. 'inclusion in the main processes' is fully understood and that gender mainstreaming goes further than only the transversal mainstreaming of the gender perspective in the policy and programming cycle.

Gender mainstreaming is not about adding on a 'women's component', or even a 'gender equality component', to an existing activity. Mainstreaming places gender equality issues at the centre of policy decisions, medium-term plans, programme budgets, and institutional structures and processes. Mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. Mainstreaming can reveal a need for changes in goals, strategies and actions to ensure that both women and men can influence, participate in and benefit from development processes. It can require changes in organisations – structures, procedures and cultures – to create organisational environments which are conducive to the promotion of gender equality[5].

Gender mainstreaming may not be considered the final purpose of the new gender strategy but rather a means to achieve the final objective, i.e. the empowerment of women and the achievement of gender equality.

3.2.3 Application of the human rights-based approach

The EU Gender Action Plan II (2016-2020) nicely puts the relation between human rights and gender equality by stating that:

> "_Gender equality is a matter of human rights_. _It is the foundation of democratic societies and good governance, and the cornerstone of inclusive sustainable development_"[6].

The human rights-based approach was first referred to in the Belgian Law on Belgian Development Cooperation (2013), Where Art. 4 laid down that:

> "_The Belgian Development Cooperation in this respect also contributes to the general objective of developing and consolidating the rule of law, including good governance and the respect of human dignity, human rights in all respects and fundamental freedoms, with particular attention for the fight against any form of discrimination_"

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[5] Office of the Special Adviser on Gender Issues and the Advancement of Women, "Gender Mainstreaming: Strategy for Promoting Gender Equality" (August 2001), available on http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf (last consulted on 25 June 2018), p. 1-2.
[6] European Commission, Joint Staff Working Document "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020", SWD(2015) 182 (September 2015), available on https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf (last consulted on 25 June 2018), p. 2.

In his policy paper on development cooperation of October 2017 Minister Alexander De Croo also recognises that the human rights-based approach is one of the two policy axes of his development policy.

The human-rights based approach implies that the human rights of every individual are acknowledged regardless of origin, place of residence, sex, sexual orientation or belief. Consequently, no (religious, ethnic or other) conviction can be used to limit human rights. The protection of fundamental rights of citizens is key in the human rights-based approach. Human rights and development are two sides of the same medal with the empowerment of the rights-holders as the final goal.

3.2.4 Determining clear policy priorities for gender equality

The new gender strategy is facing many challenges but also offers many opportunities in several domains that invite to action. That is why it is important to define clearly defined policy priorities and objectives pertaining to gender equality for the new gender strategy. The priorities must ensure that within the broader gender agenda clear and realistic objectives are set for which accountability is required. A clear definition of objectives pertaining to gender also contributes to more consistent gender mainstreaming in sectoral and thematic strategy papers.

It is important to emphasise that 'women' here covers women of all ages, including girls, adolescents and older women. Focusing on clear policy priorities and objectives for gender equality will not only contribute to a better functioning and visibility, but will also allow Enabel to develop specific expertise concerning these priorities and to be recognised as a knowledge centre.

3.2.5 Involvement of men in every effort towards gender equality

The empowerment of women and the fight for equality between men and women is not just women's business but rather a societal goal in which men must be involved to achieve the cultural change that comes with gender equality. To achieve this societal goal it is of crucial importance that both men and women endeavour to achieve gender equality. Both must make efforts to fight inequalities in society and recognise that they have a shared responsibility in this. That is why it is essential that men are involved (more) in the strategies contributing to effective gender equality.

This still is a contentious issue today, even in organisations, policies and interventions that successfully mainstream gender. Such lack of attention can definitely be partially attributed to the internalisation of the gender concept and existing (mis)interpretations of gender mainstreaming. It will require extra efforts to involve men in gender analyses and other actions to promote gender equality. Still, it is important to consider how gender inequalities influence the attitude and behaviours of men and how men (consciously or unconsciously) make such gender inequality last. On the basis of the results of such analysis actions and objectives can be identified to counteract this.

4 Objectives and action lines 2019-2023 Gender action plan

The new gender strategy is to be viewed as a change itinerary, with all obstacles and opportunities that come with change. The elaboration of the 2019-2023 Gender action plan will also include a reflection on the Theory of Change (identification of driving forces underlying change) on the basis of lessons learned from experience and the identification of good practices. The proposed objectives and action lines therefore are temporary and their final content will be decided on the basis of the planned analysis of experience and (good) practices from the past.

The targeted objectives will not be formulated and may meet resistance. Nevertheless, it is important that all entities of Enabel feel involved in the new gender strategy, share responsibility le for the successful completion of the process and can be held accountable for the process.

Like BTC's 2010-2014 gender strategy the option is to work at two levels with on the one hand gender mainstreaming in development policy, programmes and projects (operational level), and on the other hand gender mainstreaming in the organisation (organisational level). Above these two levels an overarching, general approach is added, which applies to both levels.

4.1 General

Objective 1: Embedment of gender the decision-making process

A general and central objective of the new 2019-2023 gender strategy is the embedment of gender in the decision-making process of Enabel. By systematically embedding the gender dimension in the planning process, management process, key processes and support processes Enabel will further mainstream the gender dimension in the relevant policy axes and, where needed, guidelines. These policy lines will be specifically translated in practical instruments that support the implementation of the gender dimension in daily work. The 2019-2023 gender action plan will analyse which policy, policy guidelines, procedures and instruments will be screened, assessed and adapted. Not all processes will be gender screened. Only relevant policy axes will be reviewed following the year plans and priorities within the various departments.

> ➢ ACTION LINE 1.1: Gender is mainstreamed in the planning process.
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> ➢ ACTION LINE 1.2: Gender is further mainstreamed in the strategy and policy documents.
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> ➢ ACTION LINE 1.3: Gender is further mainstreamed in the policy lines, guidelines, procedures and instruments.

4.2   Operational level

Objective 2: Effective gender mainstreaming in the programming cycle

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To effectively mainstream gender it is essential to carry out a gender analysis at the onset of the programming cycle before starting up a specific programme and during the implementation of existing programmes. A gender analysis emphasises the difference between and among women, men, girls and boys pertaining to the distribution of means, opportunities, obstacles and power in a certain situation. In the past Enabel for certain specific interventions either carried out no sociocultural analysis or carried out such an analysis but did not use it. The reasons why are unclear.

In view of elaborating the 2019-2023 gender strategy, the 2019-2023 gender action plan stipulates that before each intervention a gender analysis must be carried out, regardless of the sector or the area of intervention, as well as during implementation of ongoing programmes where needed. Carrying out gender analyses must allow Enabel to identify gender inequalities and to adequately address these. The gender analyses disclose where men and women are differently affected in certain situations and why. By carrying out gender analyses Enabel will be able to design interventions that are better equipped for addressing gender-related inequalities and the needs of various population groups.

➢ ACTION LINE 2.1: Effective use of gender mainstreaming as a quality criterion when assessing projects and programmes.

➢ ACTION LINE 2.2: Effective gender mainstreaming in results-based management (RBM).

➢ ACTION LINE 2.3: Adaptation of existing and development of new gender instruments so they become more 'sector-specific' and 'contextualised' in function of the local situation and needs.

➢ ACTION LINE 2.4: Explicit and systematic attention for gender in the various partner consultations instances.

Objective 3: Developing expertise on specific gender issues

The new gender strategy will contribute to building specific expertise on gender topics which Minister De Croo advocated in his international development policy paper (2017). This approach offers opportunities to Enabel to design its gender policy around specific themes and domains in which it can become an important actor. These gender topics may however not be considered areas of attention excluding gender mainstreaming or specific gender actions and programmes in other domains.

➢ ACTION LINE 3.1: The gender policy will contribute to building expertise around the following specific gender topics:
(i) women and economic development/entrepreneurship; (ii) women, digitisation and communication; (iii) Sexual and Reproductive Health and Rights (with

heightened attention for and engagement vis-à-vis the prevention and fight of gender-related violence); (iv) access of women to education and training; and (v) women and economic and political decision-making.

4.3 Organisational level

> **Objective 4: Strengthening gender competencies within the organisation and among staff**

Strengthening gender competencies within the organisation and among staff is achieved by carrying out a gender analysis, organising awareness-raising events and by dispensing training and by providing training and education opportunities. By carrying out a gender analysis Enabel obtains a good overview of available gender competencies within the organisation and among staff members. The aim is to have Enabel invest in sourcing and strengthening existing competencies, identify gaps and develop initiatives to acquire or attract the necessary new competencies. This will require explicit attention to the identification, promotion and strengthening of local gender expertise in the Representations, in the interventions and with the partners.

> ➤ ACTION LINE 4.1: Further strengthening staff members' gender competencies by organising gender training sessions at the head office and in the field.

> ➤ ACTION LINE 4.2: Organisation of awareness-raising events (debates…) on gender and gender equality.

> ➤ ACTION LINE 4.3: Identification, support and use of local gender expertise.

> ➤ ACTION LINE 4.4: Dispensation of training and capacity building on gender to local staff.

> **Objective 5: Strengthening the presence of women within Enabel at all levels**

One of the major shortcomings of BTC's 2010-2014 gender strategy is that it failed to strengthen the presence of women at all levels within the operational and organisational structure of BTC at the time (See Annex 2, p. 5).

For an updated state of affairs, figures of December 2017 are given below:

Diagram 1. Statistics of Enabel staff at the head office 31/12/2017

	M	F	Total
Office staff	15	38	53
Middle management	43	38	81
Top management	23	5	28
Executive management	3	1	4
TOTAL	84	82	166
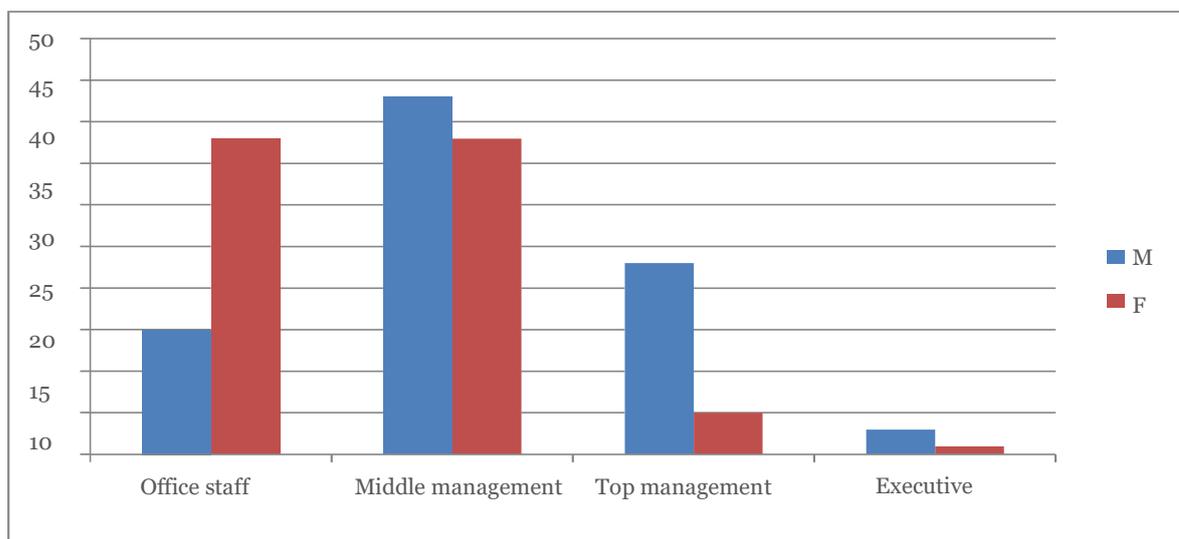
Diagram 2. Statistics of Enabel staff in the field 31/12/2017

	M	F	Total
Junior	21	56	77
Office staff	59	19	78
Middle management	69	18	87
Top management	16	5	21
TOTAL	165	98	263
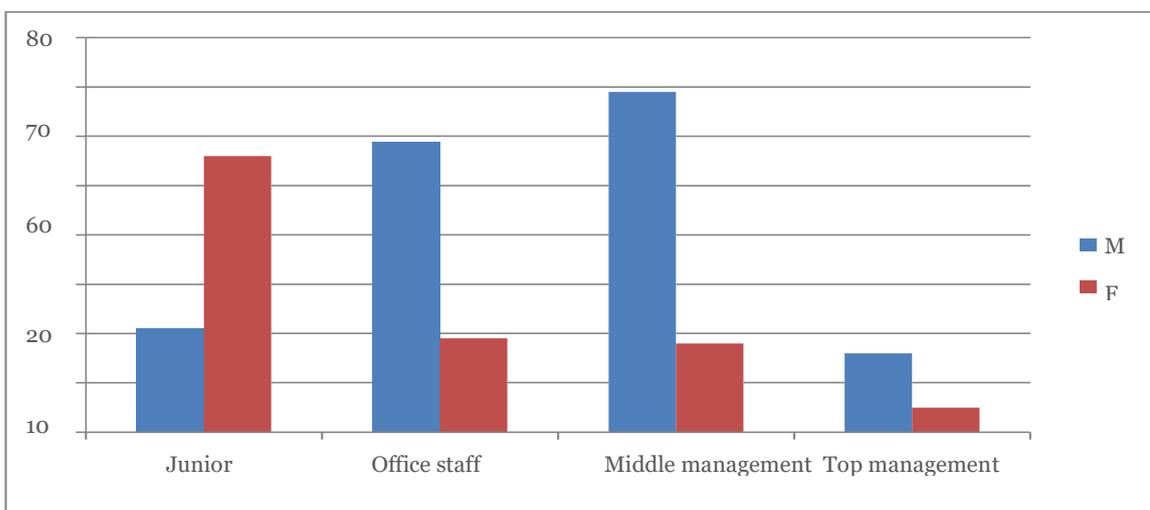
These figures show that more men are sent out with an expat contract (77 %) than women, whereas Junior Assistants are primarily women (73 %).

The figures in the 2017 Annual Report show that local staff are mainly men (65 % in country offices and 72 % in interventions) at the expense of the employment of women (see table 1).

Table 1. Employment figures of men and women among local staff 31/12/2017

2017	Landenkantoren			Interventies			Totaal		
	Lokaal contract			Lokaal contract			Lokaal contract		
	M	V	Totaal	M	V	Totaal	M	V	Totaal
Algerije	0	0	0	12	9	21	12	9	21
Burundi	9	5	14	100	35	135	109	40	149
Benin	8	3	11	83	20	103	91	23	114
Burkina Faso	2	2	4	7	2	9	9	4	13
Bolivia	4	3	7	5	5	10	9	8	17
Guinee	1	1	2	2	3	5	3	4	7
Mali	5	2	7	27	12	39	32	14	46
Marokko	4	3	7	41	34	75	45	37	82
Mozambique	4	0	4	4	2	6	8	2	10
Niger	6	1	7	30	13	43	36	14	50
Peru	4	2	6	27	20	47	31	22	53
Palestijns gebied	1	2	3	9	11	20	10	13	23
DR Congo	18	8	26	204	47	251	222	55	277
Rwanda	9	5	14	17	3	20	26	8	34
Zuid-Afrika	1	0	1	2	3	5	3	3	6
Senegal	5	3	8	22	5	27	27	8	35
Tanzania	4	2	6	39	9	48	43	11	54
Oeganda	4	5	9	48	24	72	52	29	81
Vietnam	2	2	4	3	3	6	5	5	10
Totaal	91	49	140	682	260	942	773	309	1082
%	65,00	35,00	100,00	72,40	27,60	100,00	71,44	28,56	100,00

These figures show that the situation still is short of balanced and that action is required to recruit more women as Resident Representatives, Technical Assistants and for lead functions (management and high-qualification functions) or as staff at the country offices or in the interventions.

> ➢ ACTION LINE 5.1: Further target recruitment of more women in lead functions (management and high-qualification functions).

> ➢ ACTION LINE 5.2: Further target recruitment of more women as Technical Assistants.

> ➢ ACTION LINE 5.3: Further target recruitment of more women as Resident Representatives.

> ➢ ACTION LINE 5.4: Target recruitment of more local women at the country offices and in the interventions.

Objective 6: Sensitisation and awareness-raising on gender stereotypes that undermine the (professional) opportunities of women

An important aspect of the process to achieve gender equality is the fight against stereotypes and prejudice that are linked to gender and that undermine the (professional) opportunities of women. Thus, an open setting is created with a low threshold to discuss the topic and functioning as a catalyst for change and improvement in places where Enabel primarily has an indirect impact (private setting, society...).

➢ ACTION LINE 6.1: (Further) development of policy initiatives and organisation of campaigns and information moments to raise awareness among staff about existing stereotypes that impede women from further developing their (professional) capacities.

Objective 7: Installation of a safe environment where the issue of gender-related discrimination can be discussed and addressed

Enabel already provides confidential advisors and a complaints mechanism investigating to what extent staff members are confronted with gender-related discrimination and filing and processing possible complaints. These confidential advisors are trained/this complaints mechanism is developed to adequately carry out their duties. The number of complaints received to date is limited, but the question is whether this is so because there effectively is little gender related discrimination or whether the current complaints mechanism is poorly known and/or uses unclear procedures.

Only providing a complaints mechanism is not sufficient. Staff members and outsiders must be informed about its existence and feel supported and safe to use it. That is why Enabel must further invest in better dissemination of the policy on unsolicited (sexual) behaviour and strengthen the existing mechanism with better communication, awareness raising and training.

➢ ACTION LINE 7.1: Ensure better dissemination of the policy on the prevention of unsolicited (sexual) behaviour.

➢ ACTION LINE 7.2: Strengthening the existing mechanisms with better communication, awareness raising and training.

4.4   Monitoring and Evaluation

Objective 8: Installation of an efficient and adequate gender monitoring and evaluation system

BTC's 2010-2014 gender strategy raised high expectations regarding the monitoring and evaluation of the gender policy, but these expectations were only partially fulfilled owing to the use of a poor evaluation system or to poor access to the results of the planned evaluation

system. Adequate use of the proposed evaluation system would have contributed to highlighting the successes of BTC's 2010-2014 gender strategy and would have resulted in stock-taking that could further feed into developing the new gender strategy.

The installation of an efficient and adequate gender monitoring and evaluation system is essential for the success of Enabel's 2019-2023 gender strategy. That is why the 2019-2023 gender action plan will pay much attention to the organisation of an efficient and adequate monitoring and evaluation system.

- ➢ <u>ACTION LINE 8.1</u>: Ensure the good use of the gender marker.

- ➢ <u>ACTION LINE 8.2</u>: Develop a results matrix, indicators and targets for monitoring and evaluation of the implementation of the 2019-2023 gender action plan.

- ➢ <u>ACTION LINE 8.3</u>: Organisation of evaluations by the Evaluation service at the request of the board of Directors, as well as an annual report about the execution by the Management Committee of the gender strategy, including about the means that were made available for executing the action plan.

- ➢ <u>ACTION LINE 8.4</u>: Installation and maintenance and sharing of a good practices database.

- ➢ <u>ACTION LINE 8.5</u>: Monitoring the means for developing the gender policy by means of the gender budget scan.

5   Communication strategy

The communication strategy is an important component of the new gender strategy. The various aspects of the communication strategy require to be listed:

1) A communication strategy of and about Enabel's 2019-2023 gender strategy and the concomitant action plan.
2) Enabel's internal and external communication must be gender-sensitive.
3) Raising awareness about gender equality among the target groups and beneficiaries of Enabel projects.

BTC/Enabel's 'Communication for Development' paper (January 2016) already provided for various phases for developing an efficient and effective communication strategy[7]. First, the necessary data must be collected and analysed. The setting in which the communication strategy will be carried out must be analysed, the principal target group(s) must be identified, their attitudes and behaviours concerning gender must be analysed, and finally their main communication channels must be identified. Next, the communication strategy must be designed. In this phase it is important to analyse what the objectives of the new gender strategy are, which communication objectives are pursued with the new gender strategy (inform, raise awareness, foster action, etc.) and what the specific communication objectives are for each target group. The communication objectives must be formulated in a S.M.A.R.T manner (Specific, Measurable, Achievable, Realistic and Timely). Implementation of the gender communication strategy requires an action plan comprising the set objectives, the target audience, the messages, the materials, the calendar with a specific timing for each sub-activity and the necessary financial means to implement the gender communication strategy.

The communication strategy is to be elaborated in the action plan. The processes listed in the 'Communication for Development' paper offer significant guidance in this matter.

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[7] BTC, "Communication for Development: Dialogue and Involvement to Achieve Sustainable Results" (January 2016), available on file:///C:/Users/u0073397/Downloads/Communication%20for%20Development_Dialogue%20and%20involvement%20to%20achieve%20sustainable%20results_C4D%20Guide_BTC_EN%20(1).pdf (last consulted on 25 June 2018).

6   Means

The necessary means are laid down in Enabel's 2019-2023 action plan, based on findings and principles.

6.1   Budget

The new gender strategy can only be successful if the necessary resources are liberated to allow for achieving the objectives set and to implement the actions. Currently, available (financial and personnel) resources for developing and implementing the new gender strategy are limited.

Gender budgeting is an important resource, defined as "*application of gender mainstreaming in the budgetary process. It means a gender-based assessment of budgets, incorporating a gender perspective at all levels of the budgetary process and restructuring revenues and expenditures in order to promote gender equality*"[8].

Specifically, gender budgeting consists of analysing and creating budgets (both revenues and expenditures) taking into account the respective situations of women and men. This integration of the gender perspective has to be carried out in all phases of the budgetary cycle: from draft budgets (ex ante) over the expenditures themselves (ex nunc) to the evaluation and monitoring of money spent (ex post). These definitions also indicate what gender budgeting is not, namely a simple enumeration of credits allocated to projects or actions specifically devoted to the promotion of equality between women and men. Although it is important to take into account such credits, gender budgeting also applies to all the other credits which are not directly linked to equality between women and men[9].

Gender budgeting can contribute to strengthening equality between men and women. It is an effective means of involving all the administrations in the promotion of gender-sensitive policies. Furthermore, gender budgeting encourages a more effective and more targeted use of public resources and, consequently, leads to 'good governance'. Finally, gender budgeting can also be a tool which makes it possible to comply with international standards[10].

6.2   Governance & implementation

Until November 2016 the responsibility for the gender mainstreaming policy was entrusted to the gender expert, who was assigned 100 % to the job. When she left, the gender expert was not replaced, and consequently, to this day, it is unclear who is responsible for designing and implementing the new gender strategy.

Furthermore, not every Representation has a gender focal point, neither do the respective interventions. Currently, Enabel has no good overview of (still) active gender focal points in the field or of the instruments and activities that they have developed in the course of the years. This lacking overview contributes to the inefficient use of already available means.

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[8] Council of Europe, "Gender budgeting: Final report of the Group of specialists on gender budgeting", EG-S-GB (2004) RAP AN, 2005.
[9] Institute for the Equality of Women and Men, "Manual for the application of gender budgeting within the Belgian federal administration", available on https://igvm-iefh.belgium.be/sites/default/files/downloads/Manual gender budgeting.pdf (last consulted on 24 August 2018), p. -19
[10] Institute for the Equality of Women and Men, "Manual for the application of gender budgeting within the Belgian federal administration", available on https://igvm-iefh.belgium.be/sites/default/files/downloads/Manual gender budgeting.pdf (last consulted on 24 August 2018), p. 19-20.

Even though the 2019-2023 gender strategy contains a shift of responsibility in promoting gender equality from the gender expert(s) to all staff members and especially also to the management levels, this does not imply that gender experts are no further needed. Nevertheless, it highlights the fact that the responsibility for implementing Enabel's gender policy is not solely with the gender expert(s), but with the Board of Directors, which delegates that responsibility to the Management Committee.

The gender expert(s) must be assigned a new role, i.e. catalyse, advise and support the efforts of others instead of own execution of the gender strategy. The effectiveness of the gender expert(s) is determined by an adequate assignment of resources, clear mandates and a strategic position within the Enabel organisation. The gender expert(s) need strong backing and direct access to the highest management level[11].

The need for specialised support may increase with the implementation of Enabel's 2019-2023 gender strategy, especially during the first phases of the 2019-2023 gender action plan.

6.3 The identification and conclusion of partnerships

Enabel is considered a small development organisation on the global scene with a rather limited impact on the achievement of gender equality and the empowerment of women. To further strengthen Enabel' s potential impact on the gender agenda, when assigning resources for developing the 2019-2023 gender strategy, Enabel must also assess which alliances/partnerships it can conclude to promote gender equality and the empowerment of women.

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[11] Office of the Special Adviser on Gender Issues and the Advancement of Women, "Important Concepts Underlying Gender Mainstreaming", available on http://www.un.org/womenwatch/osagi/pdf/factsheet2.pdf (last consulted on 25 June 2018), p. 2.

7   Action plan

The 2019-2023 gender strategy paper will be translated into a concrete action plan which will be implemented as from January 2019. The 2019-2023 action plan is elaborated taking into account the outline and objectives as determined in the strategy paper and following the proposed action lines.

In general, the action plan will start from an inventory of the most relevant policy lines, procedures and instruments that determine the adequate roll-out of the gender strategy. A first assessment of the gender-sensitivity of the policy lines, procedures and instruments must allow for identifying the respective needs and for developing the necessary solutions.

At the operational level, under the gender strategy, when elaborating the action plan, first gender and gender mainstreaming needs in the new cooperation programmes will be mapped. In function of which Enabel will in a first phase look for existing gender tools, both within and outside the organisation, which, with some adaptation, must allow the managers of the respective interventions to strengthen gender mainstreaming and, where needed, plan specific gender actions. Where needed, specific external gender expertise will be sourced. In this respect, Enabel will proactively invest in expanding the framework agreements with external experts. The action plan will in particular pay attention to elaborating gender analyses when starting the respective interventions and the monitoring thereof.

For ongoing interventions the action plan will start from the elaboration of an inventory of existing gender initiatives in view of capitalising on already developed expertise.

For the elaboration of the gender action plan at the organisational level, the action plan will start from a rapid assessment of available gender competencies and needs of staff in view of elaborating a targeted training plan to be able to fulfil the gender requirements at the operational and organisational level. Strengthening the presence of women in senior functions and in management is an important priority at the head office as well as at the Representations and within the interventions. This will also imply specific attention for developing mechanisms to promote the local recruitment of women.

The action plan will be elaborated in close collaboration with the concerned directorates, departments and services and in consultation with the Representations and the interventions in the field. This applies for all directorates and not only for Operations, Sectoral and Thematic Expertise and Human Resources. The needs of the M&E service will be investigated with them in order to fulfil international gender and gender mainstreaming standards. The quality component will receive as much attention as the quantitative component. Needs and requirements will be investigated with the Finances Directorate to put in place a performing gender budgeting policy. A gender communication strategy will be elaborated with the Communication service.

With the Gender steering group, in which three Directorates are represented (General Directorate, Human Resources directorate and Sectoral and Thematic Expertise directorate) it will be investigated which gender system must be put in place to allow the organisation to put the ambitions of the gender strategy effectively in practice. The job description of the gender expert(s) will be adapted in function of the new gender system.

8 Calendar

June 2018	Enabel 2019-2023 gender strategy
Q 3-4 2018	Action plan Enabel 2019-2023 gender strategy
Q 4 2018	Preparation implementation
January 2019	Beginning implementation Enabel 2019-2023 gender strategy and action plan

Annex 1. Gender and development policy background

1.1 International

1.1.1   CEDAW (1979)

In 1979, the General Assembly of the United Nations (VN) approved the 'Convention on the Elimination of all Forms of Discrimination against Women' (CEDAW). This agreement is considered the basic framework clarifying what discrimination against women is and how action can be taken at the national level to make an end to such discrimination.

CEDAW has been ratified by 189 countries; making it one the best ratified international human rights treaties. Also domestically, it is considered the standard for legislation and policy for the protection of women's rights. Several international initiatives arose after CEDAW, such as the 'Beijing Declaration' and the 'Platform for Action' (1985), the 'Millennium Development Declaration' (2000), the 'Paris Declaration' (2005) and the 'Accra Agenda for Action' (2008).

1.1.2   Beijing Declaration and Platform for Action (1995)

The 'Commission on the Status of Women' (CSW) is a functional commission of the 'UN Economic and Social Council' (ECOSOC). It is exclusively dedicated to the promotion of gender equality and the empowerment of women. The CSW is the most important policy body promoting women's rights. It organised the World Conference on Women in Mexico (1975), Copenhagen (1980), Nairobi (1985) and Beijing (1995). The CSW systematically documents the progress of twelve critical areas of concern which are identified in the Beijing Platform for Action (Beijing PfA)[12]:

1. Women and poverty
2. Education and training of women
3. Women and health
4. Violence against women
5. Women and armed conflict
6. Women and the economy
7. Women in power and decision-making
8. Institutional mechanisms for the advancement of women
9. Human rights of women
10. Women and the media
11. Women and the environment
12. The girl child

The Beijing Platform for Action was transposed in Belgian legislation in the Law of 12 January 2007 regarding the control of the application of the resolutions of the World Conference on Women held in Beijing in September 1995 and regarding the integration of the gender dimension into Belgium's federal policies.

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[12] Beijing Declaration and Platform for Action (September 2005), available on http://www.un.org/womenwatch/daw/beijing/pdf/BDPfA%20E.pdf (last consulted 30 August 2018).

1.1.3 Millennium Development Declaration

In September 2000, world leaders came together to adopt the United Nations Millennium Development Declaration (MDD), The MDD launched a new global partnership to reduce extreme poverty by 2015 by and setting out eight goals that have become known as the Millennium Development Goals (MDGs). MDG3, Promote gender equality and empower women, demanded significant efforts in women's education, in employment of women outside of agriculture and in political representation of women.

The 2015 MDG Report showed that more girls attend education compared to 15 years earlier. Furthermore, women make up 41 per cent of paid workers outside of agriculture, an increase from 35 per cent in 1990. Women in parliament have gained ground in nearly 90 per cent of the 174 countries for which data are available for 1995–2015. The average proportion of women in parliament has nearly doubled, but still only one in five members is female[13]. So, although significant achievements have been made, gender inequality remains a problem and women continue to face discrimination in access to work, economic assets and participation in private and public decision-making. Women are still disadvantaged on the job market and earn 24 % less than men globally[14].

1.1.4 Paris Declaration (2005) and Accra Agenda for Action (2008)

At the second High-Level Forum on Aid Effectiveness, the 'Paris Declaration' (2005) was adopted. It is an action roadmap to improve the quality of development aid and its impact on development. To further strengthen the Paris Declaration and its implementation, the 'Accra Agenda for Action' (2008) was adopted[15].

The Paris Declaration and the Accra Agenda for Action acknowledge that women's rights and gender equality are key to sustainably impact poverty reduction and to the achievement of all SDGs. The Accra Agenda states that:

> *"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 out policies address these issues in a more systematic and coherent way"[16].*

1.1.5 Sustainable Development Goals

In January 2016, following the MDD, the '2030 Agenda for Sustainable Development' and the 17 Sustainable Development Goals (SDGs) were adopted. The overall objective is that all countries endeavour in the next fifteen years to (further) eliminate all forms of poverty, to fight inequalities and to combat climate change.

Also the SDGs target gender equality and the empowerment of women (SDG5). SDG5 stipulates that all countries must endeavour to: (i) End all forms of discrimination against all

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[13] United Nations, "The Millennium Development Goals Report 2015" (2015), available on http://www.undp.org/content/dam/undp/library/MDG/english/UNDP_MDG_Report_2015.pdf (last consulted on 30 August 2018), p. 5.
[14] United Nations, "The Millennium Development Goals Report 2015" (2015), available on http://www.undp.org/content/dam/undp/library/MDG/english/UNDP_MDG_Report_2015.pdf (last consulted on 25 August 2018), p. 8.
[15] OECD, The Paris Declaration on Aid Effectiveness (2005) and the Accra Agenda for Action (2008), available on http://www.oecd.org/dac/effectiveness/34428351.pdf (last consulted on 30 August 2018).
[16] Accra Agenda for Action, para. 3.

women and girls everywhere; (ii) Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation; (iii) Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation; (iv) Recognise and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate; (v) Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life; (vi) Ensure universal access to sexual and reproductive health and reproductive rights; (vii) Give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources; (viii) Enhance the use of enabling technology, in particular information and communications technology, to promote the empowerment of women; (ix) Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels[17].

1.2 Europe

In 2010, the European Union formulated a gender action plan for the period 2010-2015 (GAP I) aiming to speed up the achievement of Millennium Development Goals 3 (gender equality) and 5 (maternal deaths), the objectives of the CEDAW, the Beijing Platform for Action and the Cairo Action Programme[18].

In 2015, the European Union adopted a gender action plan for the period 2016-2020 (GAP II)[19] including a monitoring and accountability framework. This framework measures progress on gender equality and the empowerment of women in developing countries, including fragile, conflict and emergencies/humanitarian situations.

1.3 Belgium

1.3.1 Law on Belgian Development Cooperation (Law Belgian Development Cooperation, 19.3.2013)

The Law on Belgian Development Cooperation of 2013 recognises that the concept of sustainable development requires a just transition to sustainable production and consumption methods, the promotion of equality between women and men and access to public basic goods and services, social protection and respect for women's rights, including sexual rights and access to information and services on sexual and reproductive health and rights (Art. 2, 12° Law Belgian Development Cooperation).

Furthermore, good governance implies governance that aims to optimise the management of institutional capacities, of the decision-making processes of authorities and the management of public funds, with respect for democracy, the rule of law and human rights, fundamental freedoms and the equality between men and women (Art. 2, 14° Law Belgian Development Cooperation).

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[17] Sustainable Development Goals Targets, available on https://sustainabledevelopment.un.org/sdg5 (last consulted on 30 August 2018).

[18] European Commission, EU Plan of Action on Gender Equality and Women's Empowerment in Development 2010-2015, SEC(2010) 265 (March 2010), available on file:///C:/Users/u0073397/Downloads/Gender_Action_Plan.pdf (last consulted on 25 June 2018).

[19] European Commission, Joint Staff Working Document "Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020", SWD(2015) 182 (September 2015), available on https://ec.europa.eu/europeaid/sites/devco/files/staff-working-document-gender-2016-2020-20150922_en.pdf (last consulted on 30 August 2018).

Also every woman and man must have access to productive work in free, fair, safe and decent conditions, which among other things means that all men and women are given equal opportunities and treated equally in the workplace. The Decent Work Agenda adopted by the International Labour Organisation (ILO) pursues four strategic objectives, with equality between men and women being a transversal objective (Art. 2, 21° Law Belgian Development Cooperation).

As a basic principle, the new Law on Belgian Development Cooperation recognises that the gender dimension, i.e. the empowerment of women and the equality between men and women in society, is integrated transversally in all its interventions (Art. 11, §2 1° Law Belgian Development Cooperation).

1.3.2 Law on fighting the discrimination between women and men (Gender law, 10.5.2007)

In January 2007, the Belgian government adopted the ambitious Gender law in view of implementing the gender dimension in the Belgian federal administration. It made gender mainstreaming not just a voluntary commitment but a legal obligation. It laid down the principle of gender mainstreaming and that the pursuit of equality between men and women must be integrated in: (i) management planning; (ii) management contracts; (iii) every strategic and operational objective; (iv) budgets; and (v) statistics.

1.3.3 DGD Gender strategy paper (March 2016)

The strategy paper of the Directorate-General Development Cooperation and Humanitarian Aid (DGD) lays down the priority axes for the intervention of the Belgian Development Cooperation within this domain. This paper was elaborated on the basis of discussion roundtables organised within DGD, of a detailed advisory not of the Gender and Development advisory board and of comments from various entities in countries where the Belgian Development Cooperation was operating in 2015.

1.3.4 General policy paper International Development (17.10.2017)

In the 2017 policy statement of Minister of Minister of Development Cooperation, Digital Agenda, Telecom and Postal Services, Minister Alexander De Croo emphasises the importance of the rights approach within development cooperation policy. The empowerment of citizens and particularly women and girls is referred to as an important objective in the partner countries. The Belgian government takes on a leading role in the international *She Decides* movement advocating the rights of women and girls in particular in defending their sexual and reproductive health and rights.

The rights approach is also a leading principle in the development of new programmes and interventions. In the relation with the governments of the fourteen partner countries, democratisation, respect for human rights, attention for the position of women and children and good governance are central. Furthermore, Belgium will invest in cooperation with universities, women's organisations, local NGOs and human rights organisations in countries where direct governmental cooperation does not contribute to the empowerment of the rights of citizens.

Annex 2. BTC's 2010-2014 gender strategy

1. Outline

1.1 Gender mainstreaming: a two-sided approach

BTC's 2010-2014 gender strategy explicitly opted for a gender mainstreaming strategy to eliminate inequalities between men and women and to respect national and international obligations. The gender mainstreaming strategy comprises two complementary approaches, which refer to the agency on the one hand and to development activities on the other hand. This two-sided approach consists of:

1) In-house gender mainstreaming in view of mainstreaming the gender dimension in all services and outputs of the agency's;
2) Mainstreaming the gender dimension in all interventions in the field, including specific actions to remedy inequalities and discriminations.

To achieve adequate development results it is important to create a synergy between both approaches of the two-sided approach.

The vision of BTC's 2010-2014 gender mainstreaming strategy was described as follows:

"BTC staff in the field and at the head office staff will contribute to the promotion of equality between men and women. Each one of us will integrate the gender dimension in their daily work in a structured and systematic manner. To achieve this, BTC will provide the necessary training, capacity building, policy, guidelines, procedures and instruments."

1.2 Walk the talk

BTC's 2010-2014 gender strategy emphasised that the strategy can only be successful if all members of the BTC management were informed of the implications of the strategy and provided their full support to the achievement thereof. Providing full support implies, among other things:

1) Ensuring a sponsor for the gender mainstreaming strategy
2) Ensuring a budget
3) Ensuring human resources
4) Emphasising the importance and priority of gender equality on every occasion.

BTC's 2010-2014 gender strategy provided for a gender expert to implement the two-sided approach and emphasised that the gender mainstreaming strategy could only be successful if all staff members fully support the gender expert.

1.3 Long-term processes

The application of BTC's 2010-2014 gender strategy should eventually result in the necessary competence and skills at all levels. The gender mainstreaming strategy aimed to create the necessary conditions for BTC staff to be able (in the future) to mainstream the gender dimension in their daily work at their respective level (head office, Representations, mission).

BTC 2010-2014 gender strategy emphasised that this was a long-term five-year process. To successfully complete the process the gender expert would accompany all stakeholder parties in each phase.

Figure 1. Process of the gender mainstreaming strategy (as proposed in the 2010-2014 gender strategy)
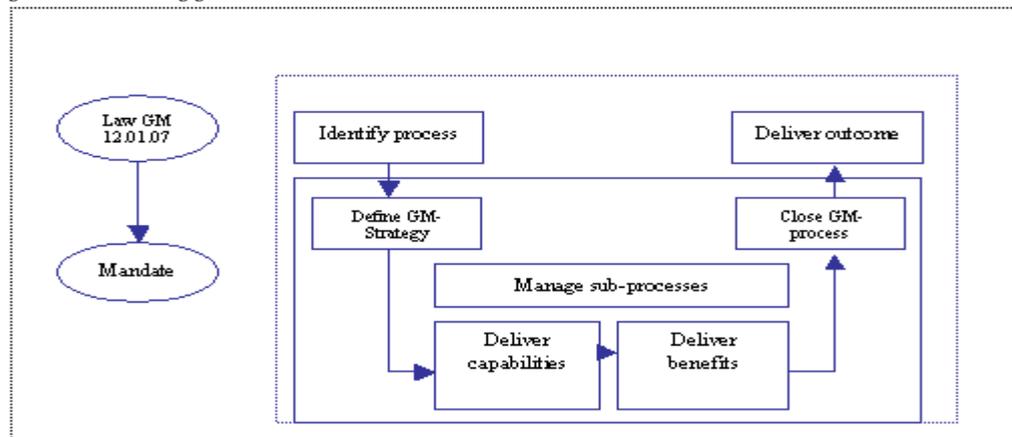
1.4 Process management approach

BTC's 2010-2014 gender strategy emphasised that gender mainstreaming is more than just a strategy for achieving gender equality. It is a methodology to strengthen the quality of policy at all levels and in all domains. If gender is applied in all BTC processes, it supports efficiency and effectiveness, particularly in the core and supporting processes. It is an instrument that has many advantages and contributes to achieving 'good governance' by improving the quality of all services and outputs.

Since the gender mainstreaming strategy must be applied throughout the whole organisation (human resources department, financial department, logistics department, management…) also a more efficient and consistent policy would be achieved. Stronger even, the analyses, dissemination, monitoring and evaluation of the gender mainstreaming strategy would contribute to more transparency.

2. Objectives and state of affairs

2.1 Organisational component: Gender mainstreaming in the organisation

2.1.1   Strengthening the gender competencies of BTC/Enabel staff

In view of gender mainstreaming in the BTC organisation, BTC's 2010-2014 gender strategy planned to strengthen the gender competencies of BTC's staff members by means of a gender-sensitive analysis, awareness raising and training.

The **gender-sensitive analyse** was regarded as an essential first phase of the gender mainstreaming strategy in which the various operation within BTC would be investigated. Further sub-activities comprised the gender screening of BTC outputs to get a preliminary idea on how gender is mainstreamed in reports, documents, proposals, planning, etc. The aim would have been to have BTC staff be able to carry out a gender-sensitive analysis. The final result of BTC's 2010-2014 gender strategy was that one annual workshop was organised at BTC's head office about gender and planning. It is unclear how many staff members actually participated to the workshops and whether the set objective of 10 % was achieved. Furthermore, 75 % of all technical and financial forms were screened for gender and 95 % of the annual reports integrated the gender dimension.

Awareness raising and the creation of a debating space was regarded as an unavoidable step for developing the competencies of BTC staff members. If gender stereotypes and prejudice are to be eliminated from the onset, it is important that gender can be mainstreamed from the onset of every operation (decision-making, formulation of the mission or evaluation, etc.). To this end, BTC's 2010-2014 gender strategy provided for: (i) a gender website to report about all awareness raising campaigns organised by BTC's head office or the field; (ii) an annual awareness-raising event organised with one of the departments of BTC's head office; and (iii) three debates organised annually at BTC's head office on current gender topics. The final 2010-2014 gender strategy analysis shows that the internal website mentioned almost all awareness-raising campaigns organised by the BTC head office or the field. Furthermore, at least three awareness-raising events were organised annually at BTC's head office or mission.

For **training** BTC's 2010-2014 gender strategy provided two kinds of training at BTC's head office in view of implementing the gender mainstreaming strategy: (i) general training to fulfil collective needs; and (ii) specific training to fulfil individual needs. The aim was to have at least 60 % of BTC staff attend an introduction session on gender and gender mainstreaming. The final analysis of the 2010-2014 gender strategy showed that the gender expert organised several gender sessions during missions in the field for specific programmes. Other training sessions were organised via the programmes (without participation of the gender expert). Finally, gender training sessions were organised by the Representations.

2.1.2   Gender mainstreaming in decision-making processes and operations.

BTC's 2010-2014 gender strategy aimed to mainstream gender in the decision-making process and the operations of the organisation by: (i) communicate in a gender-sensitive manner; (ii) report in a gender-sensitive manner; (iii) mainstream gender in process management; and (iv) mainstream gender in strategic plans and policy documents.

Gender-sensitive communication refers to the basic customs of interactive behaviour and comprises both internal and external communication of the organisation. The aim was to adopt a code of conduct as well as a portal for potential complaints. To facilitate the exchange of information on gender activities, events and campaigns, a gender website was scheduled. According to the final analysis of BTC's 2010-2014 gender strategy, gender is mainstreamed in BTC's ethical code. Furthermore, the communication service and the translations service use gender-sensitive communication by using gender-sensitive imagery and language and by avoiding stereotypes and discrimination.

On the basis of gender-specific data gender prejudice and inequalities can be identified, discussed and addressed. That is why **gender-sensitive reporting** is important since gender equality can only be achieved on the basis of *evidence-based* recommendations. According to the final analysis the objective of presenting data in a gender-sensitive manner in the annual reports was reached as from 2013.

By systematically **mainstreaming the gender dimension in the management processes, the core process and supporting processes**, BTC would gradually mainstream gender in policies and where needed guidelines. BTC's 2010-2014 gender strategy also aimed to have a gender-sensitive internal audit report about the progress of gender mainstreaming in policy, guidelines, procedures and instruments as from 2013. The eventual result would have been that gender would become a transversal them that is mainstreamed in policy, guidelines, procedures and instruments. The 2014 HR audit included a gender dimension, but the gender-specific audit was not carried out because DGD was carrying out a general gender analysis for all development channels.

In view of **gender mainstreaming in strategic planning and in policy documents**, BTC's 2010-2014 gender strategy set the objective to mainstream gender in BTC's Business Plan. Finally, gender was included as a transversal theme in BTC's strategic approach.

2.1.3   Strengthening the presence of women within Enabel

BTC's 2010-2014 gender strategy clarified that the presence of women needed to be strengthened through a general recruitment of female staff members and more specifically through the presence of women in classes 7 and 8 and at the management level, the recruitment of more female Technical Assistants and the appointment of more women as country representatives.

In view of increasing the number of female applicants for various functions, the objective was to have all job advertisement formulated in a gender-neutral manner. Gender-neutral selection procedures required specific attention. Furthermore, the Gender Law (Art. 16 §1) stipulated that positive actions were advisable, where: (i) There is a verifiable inequality; (ii) The elimination of that inequality is an objective; (iii) The measures are temporary and disappear once the objective is achieved; and (iv) The positive action measure does not limit the rights of others. Introducing quota is a form of positive action.

Figure 2. Arguments in favour and against the use of quota

The use of quota	Arguments in favour	Arguments against
	Slow progress via positive actions	Discrimination of target groups not involved
	Use of all talents, competencies have always been a criteria	Risk of installing tokens and questioning the credibility of women
	Positive results when women join management positions	The pool of candidates is sometimes too small

Furthermore, BTC's 2010-2014 gender strategy provided for specific actions to find sufficient competent applicants for Technical Assistant functions. To achieve a more balanced representation of women among country representatives, BTC's 2010-2014 gender strategy proposed the following positive actions:

1) Identification of female applicants within BTC
2) Capacity-building and training for potential applicants
3) The preparation of applicants to the selection procedure
4) Encouragement of women to apply for the job of Representative

Even though BTC's 2010-2014 gender strategy emphasised the importance of (positive) actions to strengthen the presence of women within BTC, the actions taken remained limited and the set objectives were not achieved.

Table 3. Overview employment of women within BTC-Field (Period January 2010 - January 2015) (%)

	2010	2011	2012	2013	2014	2015
RR	5.88	11.8	11.8	17.6	17.6	6.67
TA	13.9	14.6	18	19.7	21.3	21.8
JA	58.3	60.9	60.2	70.8	66.7	73.4
REP	15.8	28.6	8.33	7.69	15.4	45.5

RR: Country representative
TA: Technical Assistant
JA: Junior Assistant
REP: Staff at the Representation

Also at the head office, there is still no gender balance of staff members in classes 7, 8 and 9. Also the objective of 35 % female Technical Assistants and 30 % female country representatives was not achieved.

2.2 Operational component

2.2.1   Visibility of best practices

A first objective of the operational component of BTC's 2010-2014 gender strategy comprised the visibility of best practices by organising campaigns and creating a Q&A forum.

The **organisation of campaigns** consisted of awareness-raising campaigns, seminars, workshops and training sessions for BTC staff in the field. The events would be presented by

the gender focal points, Junior Assistants, country representatives and joint officers of projects and programmes. The gender expert would be informed of the initiatives taken in the field and would support the dissemination of successes and outputs. The various evens would be mentioned on the gender website. According to the final analysis of BTC's 2010-2014 gender strategy the objective was achieved and the gender website reported annually about at least three awareness-raising campaigns in the field.

A second pre-set activity was the development of a Q&A forum where at any time questions could be raised and answers given on the basis of specific expertise and experience from all partner countries. This activity was not carried out because of budget limitations.

2.2.2   Gender mainstreaming in decision-making processes and operations.

To foster optimal gender mainstreaming in the decision-making process and operations, BTC's 2010-2014 gender strategy provided that gender would be mainstreamed at three levels, i.e. the assessment of the Indicative Cooperation Programmes (ICPs), the Technical and Financial Files (TFFs) and Monitoring and Evaluation (M&E).

For **gender mainstreaming in assessing ICPs**, three activities were scheduled. First, installation of a working group on gender and ICPs. Second, gender mainstreaming in assessment notes of the ICPs. Third, the formulation of proposals to systematically mainstream the gender dimension in certain policy lines, procedures and instruments. The final analysis of BTC"s 2010-2014 gender strategy showed that all ICPs and assessment notes mainstreamed gender.

One of the most important objectives of the gender mainstreaming strategy was **gender mainstreaming in all projects and programmes in the field (TFFs)**. To achieve this objective close collaboration with the various sectoral and geographical departments of BTC is required. Two specific actions were provided for, including the mainstreaming of the gender aspect in the formulation of the scenarios and the development of a gender toolkit for each partner country. The final analysis of BTC's 2010-2014 gender strategy showed that since 2015 every new formulation mainstreamed gender by using the gender budget scan.

Finally, **gender mainstreaming in programming, formulations, implementation, monitoring and evaluation of the development interventions** required not only competent staff at the head office, the Representation and the field, there is also a need for instruments, templates and checklists to facilitate gender mainstreaming in the daily work of BTC's staff. As a consequence of the efforts made, gender is addressed in 95 % of annual reports and the gender budget scan is mainstreamed in TFFs, baselines and annual reporting.

2.2.3   Gender mainstreaming in communication and strategy

BTC's 2010-2014 gender strategy stipulated that communication should be gender-sensitive and that gender must be mainstreamed in BTC's strategic plans.

The gender focal point at the head office and the Representations would ensure internal and external gender communication. Furthermore, a code of conduct would be formulated for each Representation to inform BTC staff and their families and provide a better insight in gender roles in various job and living settings. According to the final analysis of BTC's 2010-2014 gender strategy there is on code of conduct mainstreaming gender for all Representations.

BTC's 2010-2014 gender strategy also provided for BTC's gender expert to support gender mainstreaming in the Business Plans of the Representations. The final analysis of BTC's 2010-2014 gender strategy showed that gender strategies have been developed with the Representations and Programmes in three partner countries.

2.2.4   Strengthening the competencies of staff members in the field

To strengthen the gender competencies of field staff BTC's 2010-2014 gender strategy planned to: (i) Recruit more women at the Representations and in the projects and programmes; and (ii) Train more women and provide for capacity building.

With the formulation teams and the HR department efforts would be made to attract more local gender expertise in the projects, programmes, mission formulation, evaluation teams, etc. The objective of recruiting 10 % more women as local staff was achieved.

Another planned activity comprised e-learning facilities for Technical Assistants and Junior Assistants. As a consequence of the 2010-2014 gender strategy all Technical Assistants and Junior Assistants were informed about gender and gender mainstreaming prior to embracing their overseas assignment. The objective of 10 % of field staff attending an e-learning course on gender and development was not achieved, but good practices were shared via the Intranet. Furthermore, brochures on available training were developed and disseminated in the field.

2.3 Monitoring & Evaluation

BTC's 2010-2014 gender strategy provided for a monitoring and evaluation system comprising:

1) Half-yearly internal assessments of progress (in the gender working group);
2) Annual gender action plan;
3) Annual report, including an evaluation of the gender action plan;
4) Mid-term evaluation of the gender mainstreaming strategy, including a questionnaire on changes in attitudes and capacities (if financial resources were available);
5) End-of-term evaluation of the gender mainstreaming strategy, including a questionnaire on changes in attitudes and capacities (if financial resources were available);
6) Ad hoc internal audit (2012) on gender mainstreaming in HR processes; and
7) Ad hoc internal audit in 2012 on gender mainstreaming in the processes.

2.4 Conclusion:

The analysis of BTC's 2010-2014 gender strategy showed that this was an extensive strategy with ambitious objectives. Even though, according to the final analysis, a majority of the indicators were achieved, processes are still ongoing and a few important objectives were not achieved such as the empowerment of the presence of women within BTC.

BTC's 2010-2014 gender strategy also raised high expectations regarding the planned monitoring and evaluation system. These expectations were only partially fulfilled owing to the use of a poor evaluation system or to poor access to the results of the planned evaluation system. Adequate use of the proposed evaluation system would have contributed to

highlighting the successes of BTC's 2010-2014 gender strategy and would have resulted in stock-taking which could further feed into developing the new gender strategy.

Annex 3. Working definitions Enabel 2019-2023 gender strategy

Gender

Gender refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialisation processes. They are context/ time-specific and changeable. Gender determines what is expected, allowed and valued in a women or a man in a given context. Such behaviours in other words are not innate but learned. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age[20].

Gender is often confused with the term of 'sex'. The concept of 'sex' refers to the 'biological' aspect, which is determined at birth. Whether one is born a man or women is a matter of chromosomes. It is on this sex basis that one is recognised by society and 'enters' society[21].

Gender equality

Gender equality refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognising the diversity of different groups of women and men. Gender equality is not a 'women's issue' but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development[22].

Gender mainstreaming

Mainstreaming a gender perspective is 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. The ultimate goal is to achieve gender equality[23].

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[20] Office of the Special Advisor on Gender Issues and Advancement of Women, "Gender Mainstreaming: Strategy for Promoting Gender Equality" (Augustus 2001), available on http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf (last consulted on 30 August 2018), p. 1.

[21] Instituut voor de Gelijkheid van Vrouwen en Mannen, "Leidraad voor een basisopleiding rond gender", available on http://igvm-iefh.belgium.be/sites/default/files/downloads/Leidraad%20opleiding.pdf (last consulted 25 June 2018), p. 5.

[22] Office of the Special Advisor on Gender Issues and Advancement of Women, "Gender Mainstreaming: Strategy for Promoting Gender Equality" (Augustus 2001), available on http://www.un.org/womenwatch/osagi/pdf/factsheet1.pdf (last consulted on 30 August 2018), p. 1.

[23] ECOSOC Agreed Conclusions 1997/2, available on http://www.un.org/womenwatch/osagi/pdf/ECOSOCAC1997.2.PDF (last consulted on 30 August 2018), p. 3.

Gender mainstreaming is not a goal in itself but an approach for promoting gender equality[24].

Gender analysis

Gender analysis is a critical examination of how differences in gender roles, activities, needs, opportunities and rights/entitlements affect men, women, girls and boys in certain situation or contexts. Gender analysis examines the relationships between females and males and their access to and control of resources and the constraints they face relative to each other. A gender analysis should be integrated into all sector assessments or situational analyses to ensure that gender-based injustices and inequalities are not exacerbated by interventions, and that, where possible, greater equality and justice in gender relations are promoted[25].

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[24] SIDA Gender Toolbox, "Tool on Gender Mainstreaming" (March 2015), available on https://www.sida.se/contentassets/3a820dbd152f4fca98bacde8a8101e15/gender-tool-mainstreaming.pdf (last consulted on 30 August 2018), p. 1
[25] UNICEF, UNFPA, UNDP, UN Women, "Gender Equality, UN Coherence and You", e-learning course available on https://trainingcentre.unwomen.org/course/description.php?id=10 (last consulted on 25 June 2018).

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