

# Comments and Suggestions on the Integration of Gender Equality in the Multi- Annual Strategic Plan 2014–2017 of the Royal Netherlands Embassy of Benin

## BENIN



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## Advisory Report by the Dutch Sustainability Unit

**Subject:** Comments and suggestions on the Integration of Gender equality in the Multi–Annual Strategic Plan 2014–2017 of the Royal Netherlands Embassy of Benin

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# 1 INTRODUCTION

The Royal Netherlands Embassy (EKN) in Cotonou, Benin, has requested the Dutch Sustainability Unit – Gender Equality (DSU–GE) to review its revised Multi–Annual Strategic Plan (MASP 2014–2017). The main aim of the review is to provide comments and suggestions with regard to the integration of gender equality in the MASP.

EKN Cotonou did not provide specific reasons to ask advice on the integration of gender equality in the MASP for 2014–2017. Therefore the review is in accordance with generally accepted guidelines for gender assessments of policies and programmes and the recent policy directions from the Ministry of Foreign Affairs.

The gender review was done on the basis of the main text of the MASP 2014–2017 only. The second (incomplete) version was reviewed. No background documents have been provided<sup>1</sup>.

The comments and suggestions for revision of the MASP build on the following:

- The revised gender strategy of the Ministry of Foreign Affairs<sup>2</sup>, asking for emphasis on strategies to address women’s rights besides the required efforts to integrate gender equality in all spearhead programmes;
- The extent of gender integration in the DRAFT text of the revised MASP 2014–2017, that should direct the embassy staff in setting priorities and selecting partners in implementation.

It is noted that the review does not pertain to achievements and experiences of partners in implementation of activities funded by EKN. Perception of relevance and need for integration of gender equality may be different for EKN and its partners. Our comments and suggestions deal with EKN’s role in choosing, guiding and monitoring its partners. The comments and suggestions have been summarized in the following chapters.

The review looked into the following elements of the MASP. Key questions answered by the DSU–GE are provided in italics:

Chapter 2: Results and lessons learnt 2008–2013: <ul style="list-style-type: none"><li>• <i>What are the experiences with the integration of gender equality in ongoing activities?</i></li></ul>
Chapter 3: Country context analysis: <ul style="list-style-type: none"><li>• <i>What is the situation of gender equality and women’s rights in Benin?</i></li><li>• <i>What are the policies and priorities of the Government of Benin (GoB) with regard to inequality?</i></li></ul>
Chapter 4: The analysis of constraints in the areas supported by EKN: <ul style="list-style-type: none"><li>• <i>What are the gender related constraints in the areas of Dutch support?</i></li></ul>
Chapter 5: Objectives, results, activities and risks of the MASP 2014–2017: <ul style="list-style-type: none"><li>• <i>How are gender related constraints addressed in the three spearhead programmes (Food security, Water and sanitation, Sexual and reproductive Health and Rights) and the area of Economic diplomacy for Private sector development and Commercial relations?</i></li></ul>

<sup>1</sup> The non–availability of background documents, e.g. with regard to the country context and the monitoring framework may have consequences for the orientation and emphasis of our observations and suggestions.

<sup>2</sup> Aanschrijving voor herziening MJSP 2014–2017 in de 15 OS–partnerlanden en regionale programma’s Grote meren en Hoorn van Afrika.

- *How have these constraints been incorporated in objectives, activities and results? Do opportunities exist for specific attention to women's rights or capacity (e.g. in the form of stand-alone activities)?*

## 2 THE LESSONS LEARNT SINCE 2008

This chapter summarizes the experience of the EKN team with the previous MASPs. The experience explains why and how the MASP 2014–2017 was updated or modified. There was no mention of particular experience with addressing gender equality issues.

The activities of EKN since 2008 were summarized as follows:

- a. disappointing results of budget support to the GoB and limited progress in governance projects at government levels; the attention shifted to issues of local domestic accountability;
- b. mixed results in the water and sanitation sector; access to safe drinking water has improved (particularly in rural areas), while results in basic sanitation were less than expected. The positive results are related to the decentralized approach, which therefore has to be further strengthened;
- c. EKN's investment in the policy dialogue in the agricultural sector has helped to focus the government strategy to issues of food security at local levels. This has created space for actors at decentralized levels aiming at an enabling environment for rural development where agricultural development is linked to processing, transport and marketing.
- d. EKN support in the field of Reproductive health and rights actually started in 2013 with channelling funding through two larger NGOs.

The lessons learnt have led to a shift of EKN support to decentralised programming. EKN calls this a pragmatic approach that seems to yield more results on the ground. The decentralized focus does enable a more explicit focus on issues and constraints that are otherwise not considered at central policy levels.

*Suggestion: We would go one step further: a decentralized programming process enables a differential approach of interventions that takes into account the needs and interests of different population categories.*

### 3 ANALYSIS OF THE COUNTRY CONTEXT

In this chapter we will look into the binding constraints that are derived from the analysis of the country context. Then we will discuss the need for integration of gender equality in the analysis of constraints. In the last paragraph the importance of policy dialogue with the GoB will be addressed.

#### 3.1 Binding constraints

The analysis of the country context in the revised MASP is largely derived from the ongoing MASP 2012–2015; the analysis points at a series of implications for potential Dutch support. They are called binding constraints for development possibilities and opportunities. The constraints do hardly make reference to the different situations for men and women in Benin.

##### *Binding constraints in the country context analysis of the MASP 2014–2017*

- The underused potential of natural resources and geographic location that could help reduce the poverty status of the country;
- Despite progress in social development, quantity and quality of education, health, family planning and social services are insufficient; this is due to population growth and an ineffective government as service provider;
- Economic growth is hampered by bad infrastructures (or transport, water, energy, and communication) and insufficient access to financial services (particularly for women);
- The fast population growth (3,1% per year) leads to an increasing dependency ratio.
- Insufficient governance of the GoB is hampering reform and maintains corruption.

#### 3.2 Gender equality and binding constraints

The MASP focuses on women's rights under the heading of the spearhead programme of Sexual and reproductive health and rights (SRHR). Women's rights are also touched upon under other spearhead programmes, e.g. under Food security for access to land and finance; or in Water and sanitation for access to safe sanitation.

Addressing women's rights under SRHR only bears the risk that attention for gender equality is reduced to the sector of reproductive health as if rights and obligations of men and women are only to be addressed there. Furthermore the way women's rights receive attention is confined to what is spelled out in the law<sup>3</sup>.

*Suggestion:* We suggest the incorporation of issues of gender equality and thus of men's and women's rights under the overall binding constraints of the MASP and under the constraints elaborated for each spear head programme (as is done in some places, as we have seen above).

The context analysis does not establish a linkage between the binding constraints and implications of populations growth for increased poverty and inequality.

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<sup>3</sup> Gender equality is enshrined in the Constitution (in which the African Charter on Human and People's Rights is integrated) and in several subsequent laws guaranteeing the same rights for women and men (e.g. Employment law, 1998; HIV/AIDS Prevention and treatment, 2006; National Policy on the Promotion of Gender, 2009). The actual President of the 'Haute Cour de la Justice' is a woman. Benin ratified the Convention on the Elimination of all forms of Discrimination Against Women in 1992 (latest 4-year report submitted in 2005).

*Suggestion:* provide a clearer linkage between the binding constraints and implications of populations growth for increased poverty and inequality, making it easier to look for strategies to address inequality where needed. In the MASP the fast population growth is rightly related to slow economic growth, increasing poverty and a higher dependency ratio. At this point the MASP could add that these phenomena lead to increasing inequality in society. Inequality can be demonstrated by a differentiation of poverty levels for men and women in urban and rural areas; for men and women in farming and employment; for young, adult and elder generations.

*Suggested new binding constraints on gender equality:*

- *Fast population growth and slow economic growth increase poverty levels of vulnerable and resource-poor population categories with generally high proportions of women and large differences between rural and urban livelihoods*
- *Compared to men, women have less schooling, information and money and are therefore less eligible for participation and capacity-building in interventions aiming at improving their activities or enhancing their access to services.*

### 3.3 Modalities

In the MASP EKN recognizes that possibilities of basket funding and sector budget support through the GoB are limited and coordination of donor support is weak. EKN will increase funding of activities through *local NGOs*. The MASP points out that despite the difficulties of providing effective support to the government of Benin, EKN will continue to strive for budget support or basket funding with the aim to “drive government capacity to execute its own plans and strategies”. Besides that EKN will delegate implementation to NGOs.

The funding decision is an important factor for the role of EKN as it pertains to the policy dialogue with GoB. Without a funding relationship, EKN would have less input in strategic planning of GoB and also have less possibility to influence advocacy on matters that not only need money, but also information, communication, collaboration, campaigning etc, such as gender issues. Sharing of capacity is especially valuable for sectors where issues of inequality are at the heart of the binding constraint: unequal access and benefits for men and women, use of violence against women and exclusion of poor people cannot be done away with the statement that they are rooted in history or tradition.

*Suggestion: Continue a dialogue on transformation, not only with civil society but also with GoB as a signatory of international conventions with regard to human rights and gender equality.*

## 4 ANALYSIS OF CONSTRAINTS IN THE AREAS SUPPORTED BY EKN

In this chapter we look into how the MASP context analysis may affect gender equality issues in the proposed areas for Dutch support.

### 4.1 Aid and trade

The increased emphasis on the transition from aid to trade follows Dutch policy. The new MASP is giving more weight to trade through support for an improved business climate and stronger private sector. Examples are given for the water sector and the food security sector, by which involvement of Dutch enterprises and knowledge institutions will help to widen the scope for development in these sectors.

It is questioned in the MASP whether Benin possesses sufficient ingredients to move along this transition. How will increased support to trade be in line with the binding constraints (underuse of economical potential, slow economic and social development; fast population growth; stagnant reforms, bad infrastructure and insufficient access to financial services)?

The MASP 2014–2017 does indicate that Benin needs support for trade and aid. The suggested strategies are to improve the business climate and private sector development with *external business interests* on the one hand and through a *decentralized project approach* in the three spearheads on the other hand.

Support for an improved business climate and stronger private sector through involvement of Dutch enterprises and knowledge institutions is supposed to help widen the scope for development in the Food security and Water sectors. According to the MASP care is to be taken to build coherence with the approach of decentralized projects with implementation by NGOs or local government bodies.

One reason for coherence is related to selection of the subsectors or product categories to be developed with the help of external investors or clients. It may well be that the available support from the Dutch private or public–private sector, e.g. for horticulture, agro–food, water and energy provision does not match with the needs and interests of more vulnerable or resource–poor producers and users. Often, small or resource–poor producers remain excluded from interesting innovative value chains.

Coherence between external business interests and a decentralized approach for programme design and implementation is necessary to avoid adverse effects of business and private sector development for more vulnerable categories of producers and entrepreneurs. Interests and needs of male and female producers are not the same. It is well known that where production not only serves consumption, but also generates income, men gain more than women from the market. This has to do with different access to the resources and the benefits; women have less (access to and control over) land, inputs, finance, and training and their produce is more often meant for consumption. Introducing and funding interventions to scale up production and to relate producers to the market cannot do without additional measures to identify needs and interests of female producers and entrepreneurs. These measures pertain to organization of producers and solutions to make small producers and enterprises eligible for participation in capacity–building related to the intervention.

*Suggestion: In order to avoid adverse effects conduct a gender assessment of all activities proposed under the heading of economic diplomacy for private sector development and commercial relations.*

## 4.2 Food security

Implementation of the current MASP has made a step forward with the new Strategy for Food Security. The focus for the revised MASP is “to reach improved food and nutrition security by establishing an environment in which agriculture, agro–business and access to quality food can thrive”; the focus is not only on agricultural production, but also on well–functioning markets, backed by appropriate institutions and investments, while increasing local revenues and decreasing vulnerability.

The analysis of constraints is less clear in the new text of the MASP 2014–2018 than in the old MASP 2012–2015. They make clear that:

- One–third of small farmers live under the poverty line
- Many small farmers have little land and large families; children suffer from malnutrition
- Compared to men, women in agriculture have less schooling and have less access to credit, land and income. The situation of women in trade is much better.

The text indicates that makes addressing the different situations of men and women in production and trade is not easy. It is also pointed out that agricultural production is not enough to ensure food and nutrition security; other income sources are needed to combat poverty and improve food and nutrition security.

*Suggestion: The old text could be updated with recent statistics (if available) and maintained in the revised MASP. If the data can be disaggregated for male and female headed households, more insight is obtained into inequality between male and female farmers and other population categories.*

## 4.3 Water and sanitation

The picture of water resource management is mixed: there is enough water, but due to seasonal and geographical variations improved management of the resource is required.

The analysis of constraints in the water and sanitation sector points out that:

- The variations in the availability of water are also related to the high population growth and the rapid urbanization. The analysis does not pay attention to water use for agricultural production or other purposes (e.g. energy production, educational facilities, etcetera).
- Needs of men and women of safe water for drinking water and sanitation are not the same because the procurement of water at household level is supposed to be a female task.
- Different needs for appropriate sanitation are related with the need of women and girls for safety and privacy, not only at home, but also in schools, working and public places.

*Suggestion: We suggest maintaining the text of the revised MASP 2014–2018.*

## 4.4 Sexual and reproductive health and rights

The analysis of the context for this spearhead programme has been updated since the previous MASP. The update confirms the fast population growth and points at a high rate of unprotected sex. The constraints refer mainly to:

- Effective implementation of (SRHR) laws, strategies and programs is hampered by: weak governance of (decentralized) public services, poor intersectoral collaboration, religious and traditional barriers, low status of women and poor donor coordination.

- The fast population growth is rightly related to access to family planning services, formulated as an “unmet demand of women for services”. Control of population growth, however, requires a more rigorous and systematic approach of service delivery for men, women and youth;
- Concerted efforts of service delivery need to be combined with massive advocacy for men’s and women’s rights in reproductive and sexual health.

*Suggestion: the analysis of the constraints in the revised MASP 2014–2018 can be maintained, but the structure of the text needs editing.*

## 5 INTEGRATION OF GENDER EQUALITY IN OUTCOMES AND OUTPUTS OF ACTIVITIES OF THE MASP 2014–2017

### 5.1 Principles of gender integration in the MASP

The draft text of the MASP 2014–2017 needs editing so as to structure the logic of the planning with the help of objectives, results, activities and risks<sup>4</sup>;<sup>5</sup>. It is difficult to provide suggestions as to how gender equality can be incorporated in each of the programmes since the programmes are structured so differently. We would suggest to use the terminology of the planning and monitoring framework of the Ministry of Foreign Affairs, that distinguishes the following elements:

- Outcomes for the country, which formulate how the MASP wants to contribute to a desired change for men and women in various key areas of activities;
- Outputs at embassy level<sup>6</sup>, which state what results are expected for men and women from activities that are supported by EKN; expected outputs are described with the help of gender specific indicators.

If gender equality is considered a relevant issue in the proposed (area of) activities, it should be given attention in the core business of the activities. Not only addressed in a separate paragraph under the heading of so-called cross-cutting issues. Linking the issues of gender inequality to the objectives (desired outcomes) is the only way to address them in practice. Linking them to the result areas is the best way to not overlook them in project appraisals and consultations with partners who are engaged to implement the programme or the projects.

We think that it is possible to incorporate issues of gender equality and women's rights by the following steps:

- a. *In the MASP itself*: by a systematic inclusion of the target groups in the outcomes and outputs in the spearhead programmes;
- b. *In the identification of and in working with partners*: by an appraisal of the vision and commitment of the implementing organizations or other partners and their capacity;
- c. *In the appraisal of project proposals*: by verification of the context analysis, proposed activities and resources needed for a gender-responsive implementation of the project;
- d. *In the monitoring of progress of implementation*: by verification of the qualitative and quantitative outputs resulting from gender strategies applied in implementation and discussion of how strategies are to be redressed.

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<sup>4</sup> In our opinion, chapter 4.2 'Transition from aid to trade' can be merged with chapter 3, because it explains why EKN wants to work on trade. Also chapter 4.4 'Joint EU programming and modalities' is not in place here. It should be treated either under relevant programme areas or be moved to chapter 5 'Other instruments of foreign policy'.

<sup>5</sup> Clarity is also needed on the status of activities in the field of Private sector development and Commercial relations. They are not a spearhead programme, but in view of the MASP revision these activities have to be treated in the same way as the activities in the three spearhead programmes.

<sup>6</sup> Instead, the monitoring framework distinguishes outputs at country level and outputs at embassy level. Outputs at country level relate to activities that are undertaken as part of sectoral support or basket funding of national ministries or institutions. Outputs at embassy level are results obtained from projects implemented by partners that are granted direct funding. The MASP Benin is mainly implemented through a project approach.

## 5.2 Gender-inclusive outcomes and outputs of proposed programme activities

In this chapter we try to bring together the proposed activities in each programme with their desired outcomes (or objectives) and expected outputs. We did not modify the formulation of activities, outcomes and outputs that were derived from the MASP. They should be further edited to be in line with the general guidelines (see chapter 5.1). The information in the table below is derived from the MASP text. For a number of outcomes and outputs we added suggestions (in italics) for gender-specific results.

### *Economic diplomacy for private sector development and commercial relations*

<p><i>Desired outcomes:</i></p> <ul style="list-style-type: none"> <li>the government of Benin is assisted in improving its business climate <i>for male and female producers and entrepreneurs</i></li> <li>the potential of Benin is actively promoted for Dutch commerce.</li> </ul>	
<i>Area of activities</i>	<i>Expected outputs</i>
As the chair of the private sector working group (until mid-2014) and thereafter the embassy, together with other donors, will stimulate the government to take decisive steps to streamline the dialogue between the private sector and the government to restore the confidence that is currently lacking. The embassy will also actively stimulate donors such as World Bank, the EU and MCC to join efforts in their support to improving the business climate in Benin.	By end 2014 the embassy will have arranged that donors who finance major programs dealing with the business climate (World Bank, EU, MCC) actively cooperate with each other to increase their effectiveness and impact.
If necessary, the embassy will financially support project proposals aimed at specific elements of improving the business climate. In this context the embassy considers to support a project on eRegulation.	By end 2014 the embassy will have arranged that donors who finance major programs dealing with the business climate (World Bank, EU, MCC) actively cooperate with each other to increase their effectiveness and impact.
The government has decided to create specialized one-stop-windows at water, electricity and telephone companies to ease and streamline procedures for customers. The embassy will stimulate SONEB to create and maintain this one-stop-window.	By end 2014 the embassy will have assured that the instruments available under the DGGF are more tailor-made to the Benin context <i>and gender-sensitive</i> .
The embassy will investigate possibilities to streamline the tax arrangement between Benin and the Netherlands [?]Is er een tax agreement?	By end 2017 five ORIO proposals concerning Benin have been submitted to The Hague of which three are approved and five proposals for financing under the PSI scheme will have been submitted of which three are approved [note: numbers stills to be discussed].
The embassy will continue to provide active economic diplomacy services to Dutch enterprises already active in Benin such as	By end of 2017 the embassy will have facilitated visits of twenty Dutch enterprises, <i>including women-</i>

Boskalis, Stirling Cryogenics and Shell.	<i>owned and women-managed enterprises</i> , who show serious interests in establish business relations with Benin.
The embassy proposes to provide support to the Government to prepare the replacement of the quay up to the start of procurement (from developing a longer term vision to the detailed design, seeking available finance – inter alia ORIO – and preparing the procurement dossier).	By end of 2017 a long term support relationship between Port of Cotonou and some Dutch partners will be established. In order to achieve the results the embassy requests a budget of € ..mIn per year
Within the three spearheads the embassy will actively seek opportunities to involve Dutch enterprises. The embassy will stimulate enterprises to implement corporate social responsibility activities. Example: Brabant Water	<i>See spearhead programmes</i>

### **Food security**

<i>Desired outcomes:</i>	
<ul style="list-style-type: none"> <li>- structural sustainability and profitability of the agri-food sector by addressing critical preconditions <i>for an enabling environment for male and female producers and entrepreneurs;</i></li> <li>- a stronger role for markets and private partners (business, knowledge institutions), including stronger links between <i>gender-responsive</i> partners in the Netherlands and Benin (with a focus on the southeastern part of Benin).</li> </ul>	
<i>Area of activities</i>	<i>Expected outputs</i>
<b>Market development at communal level:</b> Development of functioning markets for food products, with a focus on southern Benin and cross border trade with Nigeria (22 Communes in three Departments).	[To be completed based on results of international tender – to be completed after October 3rd] Terms of reference require solid gender awareness per value chain, specific interventions and sex disaggregation of the monitoring system. <i>Selection of food product categories should be done in consultation with male and female producers.</i>
<b>Improved rural transport infrastructure:</b> Joint donor support to the construction of feeder roads and waterways through National and Local The approach is based on decentralized execution, using high-intensity manual labour and a performance-based attribution of funds.	<ul style="list-style-type: none"> <li>• Target 2013–2014: 12,622 km of rural infrastructure maintained, 1742 km improved.</li> <li>• Targets 2015–16 to be set.</li> <li>• High Intensity Manual Labour approach provides manual labour and payment in cash to remote rural areas, 40% of which is executed <i>and supervised by women.</i></li> <li>• <i>Additional gatherings and working sessions to discuss opportunities and skills of enterprise development and cooperative organizations for male and female participants.</i></li> </ul>
<b>Access to land:</b> A combination of institutional and operational support to land rights and land titling in accordance with the new Land Code which was adopted in 2013.	Institutional support through national actors <i>that are sensitive and responsive to gender equality issues.</i> Operational support through local actors (with appropriate intermediaries <i>who are sensitive and responsive to gender equality issues</i> ).

<p>Securing land for vulnerable groups is a specific objective of the programme.</p>	<p>40 (out of 77) municipalities maintain land records and deliver land rights and titles <i>to male and female right holders</i>. <i>A target has to be set for titles to be delivered to male and female farmers</i>. Monitoring system sex disaggregated. Central level institutions foreseen by the land law are established <i>and screened on capacity to deal with issues of inequality between men and women</i>.</p>
<p><b>Agro-business development:</b> Support of initiatives to support private sector initiatives through the Agro-Business Center and an Agri-Hub; Potential of other sub-sectors will be further explored with an attempt to involve Dutch partners</p>	<p>Agro-business center has specific gender provisions to support female entrepreneurship and sex disaggregated monitoring 2200 enterprises and farmers' organizations receive business-related support, with 573 business plans established and 286 SME funded. <i>A target has to be set for the number of male and female entrepreneurs who are top receive support in business development.</i> <i>Measures have to be developed to allow female producers and entrepreneurs to access farmers organizations.</i> The potential for fisheries, agro-mechanization, climate insurance and the seed sector will be further explored <i>by keeping in mind the different interests of male and female participants</i>.</p>
<p><b>Linking research and innovation: to improve access to knowledge and expertise at farm level, and to benefit from existing knowledge at farm level, executed through the national federation of farmer organisations (FUPRO).</b></p>	<p>Selected number (5-10) of locally viable innovations through the linking of research and practitioners. Specific focus on female farmers through the involvement of the National Association of Female Farmers (ANAF), a branch organization of FUPRO.</p>
<p><b>Agro-statistics</b> through institutional support of the the Ministry of Agriculture. Support to World Food Programme to conduct the Food Security and Vulnerability survey 2013.</p>	<p>The overall support should yield access to reliable and timely agricultural and food security data <i>that are gender-disaggregated in an internationally recommended way</i> The Food Security and Vulnerability analysis will provide a solid baseline <i>with gender-specific data</i> broken down to the level of Communes (report expected in October 2013).</p>
<p><b>The Hunger Project:</b> Core funding to the Hunger Project for the execution of its comprehensive approach to addressing food security and nutrition issues, combined to women's empowerment and maternal health care.</p>	<p>Results to be formulated for gender responsive approach to local development and for strength of women's community leadership</p>

### ***Water and sanitation***

#### **Desired outcomes:**

- sustainable urban and rural water supply.
- improved basic sanitation and hygiene in rural and urban areas
- improved management of water resources that secures the availability of water for *female and male farmers* and thus for food security

Area of activities	Expected results
Integrated Water Resources Management (IWRM)	The National Water Board and the basic committees for the Ouémé basin are in place and functioning; <i>care is taken to recruitment of gender-responsive experts and members.</i>
	The National Water Institute is in place and functional; <i>care is taken to engage gender-responsive experts</i>
	The river basin management plan for the Ouémé as well as the Delta plan for the lower Ouémé are available; <i>the management plans take different interests and needs of men and women into account.</i>
	A database for water and environment is completed that is reliable, functional, <i>gender-relevant</i> and easy to access for all interested parties.
Water for food security	Some pilot activities to be specified later, for developing and applying improved techniques and forms of managing land and water, as well as the use of water for agriculture; <i>the pilot activities take into account different needs and interests of male and female producers and consumers.</i>
Rural drinking water	Equitable and sustainable increase of access to drinking water (level of coverage, percentage of non-functioning systems, waiting-time for women)
	Improved capacities of the various actors (increased consumption and improved management of the available funds, reduction of the time for tender-procedures, increased financial responsibility for the local authorities, a role for the general population and for women in particular in planning, implementation and monitoring of activities, implementation of the Gender Action Plan)
Hygiene and basic sanitation	Equitable and sustainable increase of access to sanitation infrastructure and an increase of the part of the population that has permanently adopted good hygienic practices (percentage of coverage, behavioural indicators, hand-washing, use of toilets, water-storage)
	Improve the efficiency of the sub-sector and improve the capacities of the actors involved, including the municipalities (increased consumption and improved management of the financial means, level of implementation of the municipal hygiene-promotion plans, a role for the general population and for women in particular in planning, implementation and monitoring of activities, implementation of the Gender Action Plan)
Urban water supply and sanitation	Improved level of access to drinking water and sanitation in urban and peri-urban areas for low-income inhabitants (coverage, number pilot actions on sanitation)
	The quality and the continuity of the service for drinking water and for sanitation in the larger cities and for the secondary centres have been secured (percentage of loss)

### ***Sexual and reproductive health and rights***

#### *Desired outcomes:*

- More sexual knowledge and freedom of choice for young people (*adolescent women and men and boys and girls*);
- Improved access to medicines and contraceptives;
- Better health care during pregnancy and childbirth (including safe abortion); and
- More respect for sexual and reproductive rights of groups who are currently denied of these

Area of activities	Expected outputs
• Strategic support for targeted activities	• Reduction of maternal mortality to 200/100.000

<p>aimed at a sustainable improvement in availability, access, quality and efficiency of SRH of public and private health care services.</p>	<p>live births</p> <ul style="list-style-type: none"> <li>• Reduction of neonatal mortality to ....</li> <li>• Reduction of HIV prevalence to ..% (15–49 years), to ..% (15–19 years), to .% (15–24 years) and to ..% in commercial sex workers</li> <li>• 90 % of births attended by skilled health personal</li> <li>• 15 % contraceptive prevalence rate (15–49) and ..% (15–19)</li> <li>• 10 % unmet need for family planning</li> <li>• adolescent birth rate of 10%</li> <li>• antenatal care coverage of ..% (4 visits)</li> </ul>
<p>A strategic input in policy dialogue to enhance ownership of, and local/internal resource mobilization for SRHR issues, including HIV/AIDS control and elimination of Harmful Traditional Practices (HTP).</p>	<ul style="list-style-type: none"> <li>• enclosure of SRHR promotion, reduction of HTP (especially child marriages) and addressing challenges faced by adolescents and youth in the post-2015 agenda</li> <li>• 100 % of youth (15–24 years) have comprehensive correct knowledge of HIV/AIDS</li> <li>• 60 % of youth (15–24 years) used a condom at last high-risk sex</li> <li>• ..% of eligible HIV infected persons treated with ARV's</li> <li>• ..% of HIV positive pregnant women receiving ARV's to PMTCT.</li> <li>• ..% of girls married before 18 years of age</li> </ul>
<p>Relevant other sectors (education, justice, information, employment) will be engaged to provide information on SRHR and/or to promote an environment conducive for (youth friendly) SRHR</p>	<p>More openness in discussions on sensitive SRHR issues s.a. youth sexuality, safe abortions and LGBT measured through public statements from leaders (religious, traditional, political) and through responses from (young) people (<i>adolescent women and men and boys and girls</i>) at internet and through 'hotlines'</p>
<p>With NUFFIC at least 3 NICHE programs and 5 TMT projects will be established to build training capacity in SRHR as well as subjects that contribute to efficiency and sustainability (insurance, maintenance, planning/information systems, sex education in schools). Possibilities for regional collaboration will be examined.</p>	<p>Over the period of the MASP, 20 NTP fellowships will be mobilized to contribute to such capacity building. Similarly opportunities for PPP's will be explored and over the MASP period at least 1 ORIO type of project will be developed.</p>

### 5.3 Assessment of gender-responsive partners

Having expected outputs is crucial in identification and selection of partners and types of support offered. Subsequently an assessment of the gender capacity of an organization is required looking into the *commitment and capacity* of a potential partner to engage itself in transforming gender relations in order to bring about more equality in terms of access to and control over resources and benefits. Expected outputs may guide EKN in the negotiation with contracted partners to deliver. The assessment is usually done on the basis of an institutional profile that accompanies a project proposal.

Assessment of potential partners can be done with the help of numerous existing guidelines, for example guidelines used in gender assessment studies, gender audits, or gender-inclusive multi-stakeholder analyses. Below follows a checklist used in the gender audit of ILO departments and country offices.

Assessment of gender capacity of an organization
<ul style="list-style-type: none"> <li>• Interaction between the organization and civil society (e.g. women's organizations) or the gender machinery of the government (familiar with gender policies)</li> <li>• Organization's strategy on gender equality as reflected in the objectives, programme and budget</li> <li>• Incorporation of gender equality in the implementation of programmes</li> <li>• Existing gender expertise and strategy for building gender competence</li> <li>• Information and knowledge management</li> <li>• Systems and instruments in use for monitoring and evaluation</li> <li>• Choice of partners for collaboration (government, civil society, private sector) in collaboration</li> <li>• Products and public image</li> <li>• Decision-making in the organization on how to deal with issues of gender (in)equality</li> <li>• Staffing and human resources</li> <li>• Organizational culture</li> <li>• Perception of achievement on gender equality</li> </ul>

#### 5.4 Appraisal of project plan in view of the expected outputs

Decisions on funding of a project are based on appraisal of the proposed activities (called *Beoordelingsmemorandum* or *BEMO*). Guidelines for appraisal of proposals could be updated with the following three questions:

- Has a *gender analysis* been done of the stakeholders involved in the sector in which the project operates? What are the issues of inequality in the sector? How do the chosen activities and beneficiaries affect issues of inequality? What is the added value of activities for men or for women? Gender analysis is about: who decides; who has access to resources, who provides the labour, and who controls the produce and benefit. What are the interests and needs of male and female stakeholders (implementers, beneficiaries)? Is there a need for reformulating or adding intermediary outcomes? Or adding additional outputs?
- What are the *gender strategies* of the project? How are interventions targeted at male and female beneficiaries or how are interests and needs of men and women taken into account in the activities of the project? Where are the entry points for visible success for specific groups of men and women? Is there a need to *seek other partners* in implementation who have the skills of reaching these men and women?
- What are the *specific interventions targeting men or women* to remove barriers and to gain space for men and women who otherwise would be excluded from participation? Is there a need to *engage additional partners* in implementation who have the skills of reaching these men and women?

#### 5.5 Monitoring of outputs with gender specific indicators

Two guidelines are in place here, with relevance for gender equality. First it is recommended to –where relevant– select gender-specific indicators that are also used in the government institutions of Benin,

e.g. indicators that are used in the Poverty Reduction Strategy Paper. These indicators are often internationally recommended and have the advantage that data are easier to find and that EKN remains within the GoB monitoring framework related to the PRSP.

Alternatively, indicators may be derived from international agencies operating in Benin, for example indicators used in the EU Gender Plan of Action. Care is to be taken to identify indicators that are not limited to numbers of men and women involved, but also provide information about the change that is observed over time.

There are two types of indicators for different sectors, notably indicators with a reference base in national statistics and indicators without a reference base (that have to be followed by studies and regularly held programme or other surveys (on nutrition, health, and the like).