

**REPUBLIC OF RWANDA**



**MINISTRY OF GENDER AND FAMILY PROMOTION**

# **GENDER CLUSTER STRATEGIC PLAN 2010-2012**

**Kigali, September 2010**

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## ACRONYMS AND ABBREVIATIONS

CEDAW	: Convention on Elimination of All forms of Discrimination Against Women
CNF	: Conseil National des Femmes
COMESA	: Common Market for Eastern and Southern Africa
CSOs	: Civil Society Organisations
DP	: Development Partners
EDPRS	: Economic Development and Poverty Reduction Strategy
FBOs	: Faith Based Organisations
GBV	: Gender Based Violence
GoR	: Government of Rwanda
MIGEPROF	: Ministry of Gender and Family Promotion
MINAGRI	: Ministry of Agriculture
MINECOFIN	: Ministry of Finance and Economic Planning
MINICOM	: Ministry of Commerce
MINIFOM	: Ministry of Forest and Mines
MINIHEALTH	: Ministry of Health
MININTER	: Ministry of Internal Security
NEPAD	: New Partnership for Africa's Development
NGC	: National Gender Cluster
NGOs	: Non Government Organisation
NGP	: National Gender Policy
NWC	: National Women's Council

## INTRODUCTION

Rwanda is signatory to a number of key international conventions, charters and human rights instruments aimed at accelerating progress toward gender equality including the Beijing Platform for Action, the Convention on Elimination of all forms of Discrimination against Women, the Millennium Development Goals, the United Nations Security Council Resolution 1325, the Universal Declaration of Human Rights of 10<sup>th</sup> December 1948, the New Partnership for Africa's Development (NEPAD), and the Common Market for Eastern and Southern Africa (COMESA). All these instruments highlight gender mainstreaming as an important approach for sustainable development. Consequently, the Rwandan government has taken action to actively integrate these commitments in the national legal and policy framework.

The National Gender Policy approved by the Cabinet in 2010 and its Strategic Plan give direction to MIGEPROF and line Ministries as well as to all stakeholders on strategic interventions to achieve progress toward gender equality in Rwanda.

The National Gender Cluster is a coordination mechanism that aims at supporting the Government of Rwanda (GoR) in promoting gender equality and utilizing partners' synergies to improve gender interventions and avoid duplication.

The Strategic Plan for the National Gender Cluster describes how the cluster will function in order to better coordinate support in line with government priorities, give guidance/advocate for improvement of ongoing interventions, share information and experience and avoid duplication.

### 1. THE STRUCTURE OF THE NATIONAL GENDER CLUSTER

The bureau of the Gender Cluster is made up of the Chair and the Co-Chair.

The National Gender Cluster (NGC) is chaired by the Ministry of Gender and Family Promotion and co-chaired by a development partner on a rotational basis.

The Co-Chair is elected from development partners for a mandate of one year renewable.

## **1.1 CHAIRING THE NATIONAL GENDER CLUSTER**

### **1.1.1 Chair's responsibilities**

The Chair has the following responsibilities:

- Organize quarterly coordination and information sharing meetings of the sub working group;
- Ensure timely communication with Gender Cluster members for information sharing;
- Work closely with development partners and create a resources mobilization plan;
- Coordinate the development and implementation of a Gender Cluster strategic plan ;
- Carry out all administrative tasks related to the Gender Cluster;
- Ensure consideration of gender issues in high level policy discussions and coordinate advocacy initiatives;
- Prepare annual work plans and reports;
- Participate in development partners Meetings;

### **1.1.2 Co- Chair's responsibilities of the Co-Chair**

The Co-Chair has the following responsibilities:

- Support the chair to follow up recommendations from Gender Cluster meetings;

- Provide technical assistance to the Gender Cluster; Support the Chair in organization of meetings,
- Liaise with development partners in information sharing and resource mobilization.

## **1.2 COORDINATION OF THE GENDER CLUSTER**

The Office of the Gender Cluster is headed by the Gender Cluster Coordinator.

The responsibilities of the Gender Cluster Coordinator are the following:

- Organize quarterly coordination and information sharing meetings of the sub working groups;
- Organize semester meetings of the Gender Cluster ;
- Ensure timely communication with Gender Cluster members for information sharing;
- Work closely with development partners and create a resource mobilization plan;
- Coordinate the development of a Gender Cluster strategic plan and ensure its implementation;
- Ensure consideration of gender issues in high level policy discussions and coordinate advocacy initiatives;
- Prepare annual work plans and reports;
- Participate in development partners Meetings;
- Carry out all administrative tasks related to the Gender Cluster.

## **1.3. MEMBERSHIP**

Membership to the Gender Cluster should ensure representation of all institutions intervening in the area of gender in all EDPRS sectors:

- All Government Institutions ;

- Multilateral and bilateral agencies supporting gender programmes;
- Civil Society Organizations supporting gender programmes;
- Private Sector ;
- Local and international NGOs supporting gender programmes;
- Other interested institutions/organizations working on gender issues.

### **1.3.1 Roles and Responsibilities of Members**

- Actively participate in the Gender Cluster activities;
- Provide information to the Gender Cluster for coordination and advocacy purposes as requested by the chair;
- Identify gender gaps, bring these to the GC's attention and propose strategies to address these gaps;
- Advise the Government on effective implementation of the gender policy and other relevant policies.

## **2. ORGANISATIONAL ANALYSIS OF THE GENDER CLUSTER**

Through a participatory process involving all members of the Gender Cluster, the following organizational statements were developed:

**Table 1: Organizational Statements**

<b>Vision</b>	All interventions in the area of gender are coordinated and gender equality and equity is attained in all sectors.
<b>Mission</b>	To facilitate the collaboration and coordination of all interventions in the area of gender by sharing experiences, generating new ideas, identifying gaps, lobbying and advocating for achieving gender equity and equality in all sectors across the country
<b>Goal</b>	To build a functional and comprehensive platform of gender actors in Rwanda for promoting gender equity and equality.
<b>Objectives</b>	1) Facilitate the collaboration and coordination of interventions in the area of gender equality;

	2) Facilitate policy dialogue between government institutions and CSOs, women's organizations and development partners on all issues related to gender and women's empowerment; 3) Lobby and advocate for effective action for gender equality in all sectors; 4) Promote effective sharing of information and experiences among various Stakeholders
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### 3. INTERVENERS IN THE AREA OF GENDER

A high number of CSOs and development partners are operating in the area of gender in Rwanda. This is clearly an opportunity to achieve progress in the area of gender equality and women's empowerment, but at the same time poses a coordination challenge for the Government of Rwanda and for the NGC in particular, concerning targeted and result-oriented interventions. In the following paragraphs, a list of key actors intervening in the area of gender and women's empowerment and the role they play is described.

#### 3.1 National Gender Machinery

The National Gender Machinery in Rwanda consists of the:

- 1) Ministry of Gender and Family Promotion (MIGEPROF),
- 2) Gender Monitoring Office,
- 3) National Women's Council:

**Table 2: National Gender Machinery: Roles and Responsibilities**

ACTOR	MANDATE	ROLES AND RESPONSIBILITIES WITHIN THE NATIONAL GENDER CLUSTER
<b>MIGEPROF</b>	-Promote gender equality and equity and ensure effective gender mainstreaming and full participation of women in all activities related to	-Coordinate and chair the National Gender Cluster -Develop a Strategic Plan for the National Gender and ensure its implementation -Coordinate the implementation of the National Gender Policy, through <i>inter alia</i> ;



	<p>the socio-economic development of the nation.</p> <p>-Conceive and disseminate sector policies, strategies and programs</p> <p>-Regulate the sector and other related sectors</p>	<p>-Network at national, regional and international level.</p> <p>- Disseminate widely policies at international, regional, national and decentralised levels.</p> <p>-Act as the lead advocate on gender issues with other Ministries and with decentralized authorities;</p>
<b>National Women's Council</b>	<p>The National Women's Council constitutes a forum for women's empowerment and active participation in the development of Rwanda. The National Women's Council operates both at central and at decentralized levels (district, sector, cell and village).</p>	<ul style="list-style-type: none"> <li>• Build capacity of women and women's organisations</li> <li>• Act as a source of information and advice to the Gender Cluster. Organise in this view regular consultations with NWC at a decentralized level.</li> <li>• Make sure that concerns of women from all over the country are taken into account by the Gender Cluster</li> <li>• Disseminate information on decisions and initiatives of the Gender Cluster to the decentralized levels.</li> </ul>
<b>The Gender Monitoring Office</b>	<p>The Gender Monitoring Office is an organ provided for in the new Constitution of the Republic of Rwanda in its article 183. Its main role is to monitor progress towards gender equality.</p>	<p>-Elaborate indicators of gender mainstreaming to be monitored and a reporting format to be filled by all Stakeholders in the area of gender</p> <p>-Present a report with disaggregated data to the Gender Cluster Secretariat upon request.</p>

### 3.2 Other Government Institutions

For gender mainstreaming purposes, all departments of Ministries and Government institutions are required to appoint Directors of Planning as gender focal points as per directives of the Right Honourable Prime Minister. The main responsibility of the focal points is to ensure that gender is mainstreamed in policies, programs and projects of their respective institution and to ensure that budget allocation considers

the concerns of men and women in all sectors. They also have to advocate for disaggregation of data by sex within their respective sectors and assess the capacity needs in gender mainstreaming within their respective institutions.

The Ministry of Finance and Economic Planning has an important role in the areas of gender equality and women's empowerment when it comes to the elaboration and the execution of the national budget.

### **3.3 Civil society, local and international NGOs**

Civil society, local and international organizations are involved in various activities related to gender and contribute to the promotion of gender equality and women's empowerment at the community, level through:

- Community mobilisation and sensitisation on gender and GBV prevention and response,
- Promotion of a better understanding of gender through sensitization of women and men on gender issues
- Enhancement of women's economic power
- Capacity building
- Lobbying and advocating for gender issues
- Designing and implementing affirmative action interventions to bridge gender gaps

### **3.4 Multilateral and bilateral agencies**

UN agencies, multilateral and bilateral organizations also give important support in the field of gender. They:

- Work closely with MIGEPROF and other key stakeholders and provide financial and technical support to the implementation, monitoring and evaluation in the field of gender.

- Develop mechanisms of collaboration among themselves and with the Government on gender mainstreaming in their interventions in Rwanda.

### **3.5 The Private Sector**

Through the Private Sector Federation (PSF), the private sector should:

- Promote better understanding of the concept of gender to pave the way for smooth gender mainstreaming;
- Facilitate and support development and implementation plans suitable for effective gender mainstreaming in their various programs and projects and/or activities;
- Facilitate and support inclusion of women, especially in decision-making.

## **4. METHODOLOGY FOR THE ELABORATION OF THE STRATEGIC PLAN OF THE NATIONAL GENDER CLUSTER**

The elaboration of the Strategic Plan was done in a broad participatory manner and included a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis and a problem tree analysis of the NGC. During these analyses, it was identified that only the structure and the policy framework in Rwanda contained strengths and opportunities. On the other hand, lack of continuous coordination of the gender cluster, limited funding and weak human resource capacity in the lead Ministry were identified as threats and weaknesses. The strategies of this Strategic Plan were developed in response to the conclusion of these processes (See annex 1 and 2).

## **5. STRATEGIC AXES OF THE NATIONAL GENDER POLICY**

The guiding document for the GoR in achieving gender equality in Rwanda is the National Gender Policy and its Strategic Plan. In line with this, the NGC should follow the Strategic plan of the National gender policy, and ensure that its strategic axes are implemented within the cluster. The strategic areas of the Strategic Plan of the National Gender Policy are:

*1) Improving economic conditions of Rwandan men and women*

This area tackles the challenges of gender inequality in the agriculture sector, private sector, in higher levels of employment as well as in access to infrastructure.

*2) Consolidating Good Governance*

Under this strategic area, gender equality is addressed through increased access to information for women and participation of women in local government.

*3) Improving Welfare of Rwandan men and women*

Issues of gender inequalities related to education and health, including water and sanitation, are addressed under this strategic area as well as women's participation in environmental management and access to land.

*4) Gender Mainstreaming in all development sectors*

As stipulated in the Vision 2020, EDPRS and Districts' Performance Plans, gender is a cross-cutting issue which has to be mainstreamed in all programs, projects and plans. Therefore, capacity building on gender planning, gender mainstreaming and gender budgeting in all development sectors must be provided.

*5) Coordinating and regulating the implementation of the National Gender Policy*

This strategic area includes establishing coordination mechanisms and monitoring and evaluation of the NGP.

## **6. AREAS OF WORK FOR THE NGC SECRETARIAT**

In order to organize the work around the five strategic axes of the NPG described above, the two main tasks of the National Gender Cluster secretariat will be (i) coordination of interventions, (ii) advocacy and networking & information sharing.

### **6.1 COORDINATION MECHANISM**

The Gender Cluster will coordinate interventions of organizations and institutions intervening in the areas of gender, women's empowerment, good governance and improving men's and women's welfare through the following mechanisms.

### **6.1.1 Mapping and designing a database of stakeholders and its regular update**

A mapping of stakeholders per strategic area and per district will assist responsible institutions and districts to improve coordination and result-based management of interventions. This will be done under the form of a database that is to be updated regularly. The study developed for the 2010 gender intervention/interveners (GMO) and the mapping of stakeholders recently elaborated by the National Women's Council can be used as a basis for the database. The latter will show information regarding each organization's mission, objectives, and area of intervention, district of intervention, beneficiaries, budget and donors.

### **6.1.2 Submission of the plan of action and annual reports**

At the beginning of each fiscal year, not later than 15<sup>th</sup> July, all partners will be requested to submit their plans of action to the Ministry of Gender and Family Promotion. The plans of action will specify the planned activities and expected results, beneficiaries, districts of intervention, budget to be used and, if applicable, the donor (see annex 5). The plans of action must be in line with the National Gender Policy. The annual reports will also be submitted to the Ministry of Gender and Family Promotion not later than 15<sup>th</sup> August every year.

Partners, who have the annual budget starting in January, will be obliged to adapt it to the fiscal year of the Government of Rwanda.

### **6.1.3 Quarterly coordination Meetings of subgroups per strategic area**

For better implementation, the strategic axes of the National gender policy will be broken down, basing on different sectors as highlighted in the EDPRS. Each organization intervening in area of gender will be part of the sub group according to the specific domain of intervention. Each will nominate a representative on a rotational basis. The representative of the sub group has to organize the quarterly meetings. This includes preparing topics to be discussed, drafting and sending out invitation letter to members.

The NGC Coordinator will draft a matrix showing partners per strategic area, based on the information gathered from the NGC members (through the form in annex 4). A sub-group will be put in place per strategic area. These subgroups will meet on a quarterly basis. The sub group meetings will evolve around a common structure: first, the Ministry of Gender and Family Promotion will present the progress towards achieving the set targets within the strategic area. The responsible ministries and institutions will also be invited to present the status and the challenges that need to be addressed. After this, stakeholders will be invited to give comments and inputs and formulate recommendations for improvement. The reports will be shared among all subgroups.

**Table 3: Contribution of institutions & organizations in NGP Strategic Plan implementation**

NGP Strategic Area	Lead and contributing institutions
1) <i>Improving economic conditions of Rwandan men and women</i>	MINECOFIN, MINICOM, MINAGRI, MINIFOM, DP, NGOs, CSOs and FBOs. Support: MIGEPROF Monitoring: GMO
2) <i>Consolidating Good Governance</i>	MINALOC, MININTER, POLICE, DP, NGOs, CSOs and FBOs. Support: MIGEPROF Monitoring: GMO
3) <i>Improving welfare of Rwandan men and women</i>	MINALOC, MINEDUC, MINIHEALTH, DP, NGOs, CSOs and FBOs. Support: MIGEPROF Monitoring: GMO
4) <i>Gender mainstreaming in all development sectors</i>	MINALOC, MINEDUC, MINIHEALTH, DP, CNF, NGOs, SCOs Support: MIGEPROF Monitoring: GMO
5) <i>Coordinating and regulating the implementation of the National Gender Policy</i>	MIGEPROF Monitoring: GMO

#### **6.1.4 Annual Review Meeting of NGC**

The Ministry of Gender and Family Promotion, as Chair of the NGC will on an annual basis invite all stakeholders to a review meeting on the progress of the implementation of the NGP and its Strategic Plan. This meeting is different from the partners meeting which involves all MIGEPROF partners. It will be specific to gender-related interventions and will be held in July, every year. At the annual meeting an update will be given on the follow-up of the recommendations formulated in the quarterly meetings by subgroup per strategic area. For each meeting, the Coordinator will set the agenda, send out invitations and prepare the necessary documents.

#### **6.1.5 Identify the Gender Cluster Focal Point in Organizations/Institutions**

For Government institutions, directors of planning are the gender focal points. Every institution is recommended to appoint someone who will regularly provide data to the NGC on achieved results and challenges and follow up the gender mainstreaming process.

#### **6.1.6 Field visit**

To have more information about ongoing activities on ground, field visits will be undertaken in collaboration with the Joint Action Forum, which now operates in all districts. The field visits will help to know exactly what is on ground as a complement to the report. The Gender Cluster Coordinator will meet partners in their offices, discuss with them on what they do and also will visit different activities that are on the field.

### **6.2. NETWORKING AND INFORMATION SHARING**

Networking and information sharing is a strategy that will be used by the Gender Cluster Secretariat to ensure that services in the sector of gender are delivered efficiently and effectively. It is a vital element in improving outcomes for Stakeholders. The information on planned, ongoing activities and events will be shared through the following mechanisms:

### **6.2.1 Establish an online forum for information sharing.**

An online forum, [The\\_gender\\_cluster\\_rwanda@yahoo.com](mailto:The_gender_cluster_rwanda@yahoo.com), is created for facilitating communication and information-sharing among stakeholders. Topics will be posted online, and partners are invited to discuss them. The moderator (Gender Cluster Coordinator) will use the information gathered through these online debates to develop and circulate new proposals and formulate conclusions. An online library will also be established to compile all documents related to the NGC and reference documents, tools and manuals developed by NGC members.

### **6.2.2 Create a gender magazine**

A gender magazine, where the National gender machinery and other stakeholders will produce quarterly articles relating to gender, gender based violence and women's empowerment will be created. Stakeholders will also share information on events, activities, projects and programs.

## **6.3. ADVOCACY**

The NGC will address policy issues related to gender and advocate for gender equality and women's empowerment in all relevant policy areas. This will be done in the following ways:

- Formulate recommendations to policy makers for the design of gender sensitive policies
- Organize/facilitate policy dialogue between relevant Ministries and NGOs on each of the five strategic areas of the gender cluster strategic plan.
- Be part of the team for EDPRS report analysis and compilation. This team will give inputs to MIGEPROF, which will present them in the EDPRS review.

The Coordinator will be responsible to support the NGC in its advocacy role, to stay up-dated about all on-going processes, interventions, and developments in the field of gender and share this information with Gender Cluster.



## **7. MONITORING AND EVALUATION OF THE STRATEGIC PLAN**

The monitoring and evaluation process of the national Gender Cluster is to ensure whether strategic axes of intervention are well implemented.

Submission of annual reports will ensure that there is regular follow-up and review of progress in the implementation of the National Gender Cluster Strategic plan.

Quarterly and annual meetings of subgroups will help to know the progress made in the implementation of the National gender cluster strategic plan. A calendar of field visits to stakeholders will be made to ensure that the reports and plans submitted to the Ministry really reflect the reality on the ground.

## 8. OPERATIONAL PLAN OF THE GENDER CLUSTER STRATEGIC PLAN (2010-2012)

Result hierarchy	Indicators	Baseline	Target	Means of verification	Responsible	Timeframe	Budget in \$
<b>General Objective : To ensure the coordination of gender related interventions in Rwanda</b>							
<b>Expected outcome:</b> The coordination of gender related interventions in Rwanda ensured							
<b>Strategies</b>							
1.To put in place an online database of interveners in the area of gender, GBV and women's empowerment (hire IT professionals for that)	Database operational	Data base of GBV interveners	An operational Database	Database	MIGEPROF & UN	2010-2011	30000
2. Dissemination of the database	Number of stakeholders to whom the database is disseminated	No baseline	TBD	Partners using the tool	MIGEPROF & UN	2011	5000
3. To collect the plans of action and reports of all Partners in the area of gender	Number of organization submitting the Plans of action	No baseline	At least 50 organization submit their AWP in 2011	AWP submitted	Gender Cluster Coordinator	2011	1000
4. To collect the reports of all Partners in the area of gender	Number of organizations submitting the reports	No baseline	At least 50 organizations submit their reports in 2011	Reports submitted	MIGEPROF	2011-2012	1000
5. Organise all institutions & organisations in the sub group per strategic area of intervention	Number of organizations per subgroup	No baseline		List of organizations& institutions per subgroup	Gender Cluster Coordinator	2010-2012	10000
6. Organise and hold a bi-annual meeting of the gender cluster	2 meetings organized and held	4 meetings	2 meetings	List of participants, minutes of the meetings	Gender Cluster Coordinator	2010-2012	20000

Result hierarchy	Indicators	Baseline	Target	Means of verification	Responsible	Timeframe	Budget in \$
<b>General Objective : To ensure the coordination of gender related interventions in Rwanda</b>							
7.Create and moderate an online forum for the gender cluster	An online forum functioning	No baseline	An online Forum	Number of registered members and participating actively in the debates	MIGEPROF	2010-2012	0
8.Create a virtual library gender resource center	Number of gender related studies & documents available	No baseline	Virtual library gender resource center	Virtual library gender resource center	MIGEPROF	2011-2012	30000
9.Identify the Gender Cluster Focal point in organizations/institutions	Number of focal point identified	Directors of planning public institutions	Public and private institutions have a gender focal point	List of gender focal point	MIGEPROF	2010-2012	500
10. Train the gender focal points in gender mainstreaming	Number of gender focal points trained in gender mainstreaming	Some directors of planning trained	All gender focal points trained in gender mainstreaming	Attendance list of focal point in training Report of training	MIGEPROF	2010-2012	20000
<b>General objective: To advocate for gender mainstreaming in all EDPRS sectors</b>							
<b>Expected outcome: gender mainstreamed in all EDPRS sectors advocated</b>							
<b>Strategies</b>							
1.Following up the progress of gender mainstreaming in EDPRS sectors	Number of meetings of EDPRS sector review attended	No baseline	TBD	Report analyzed	MIGEPROF & partners	2011-2012	1000



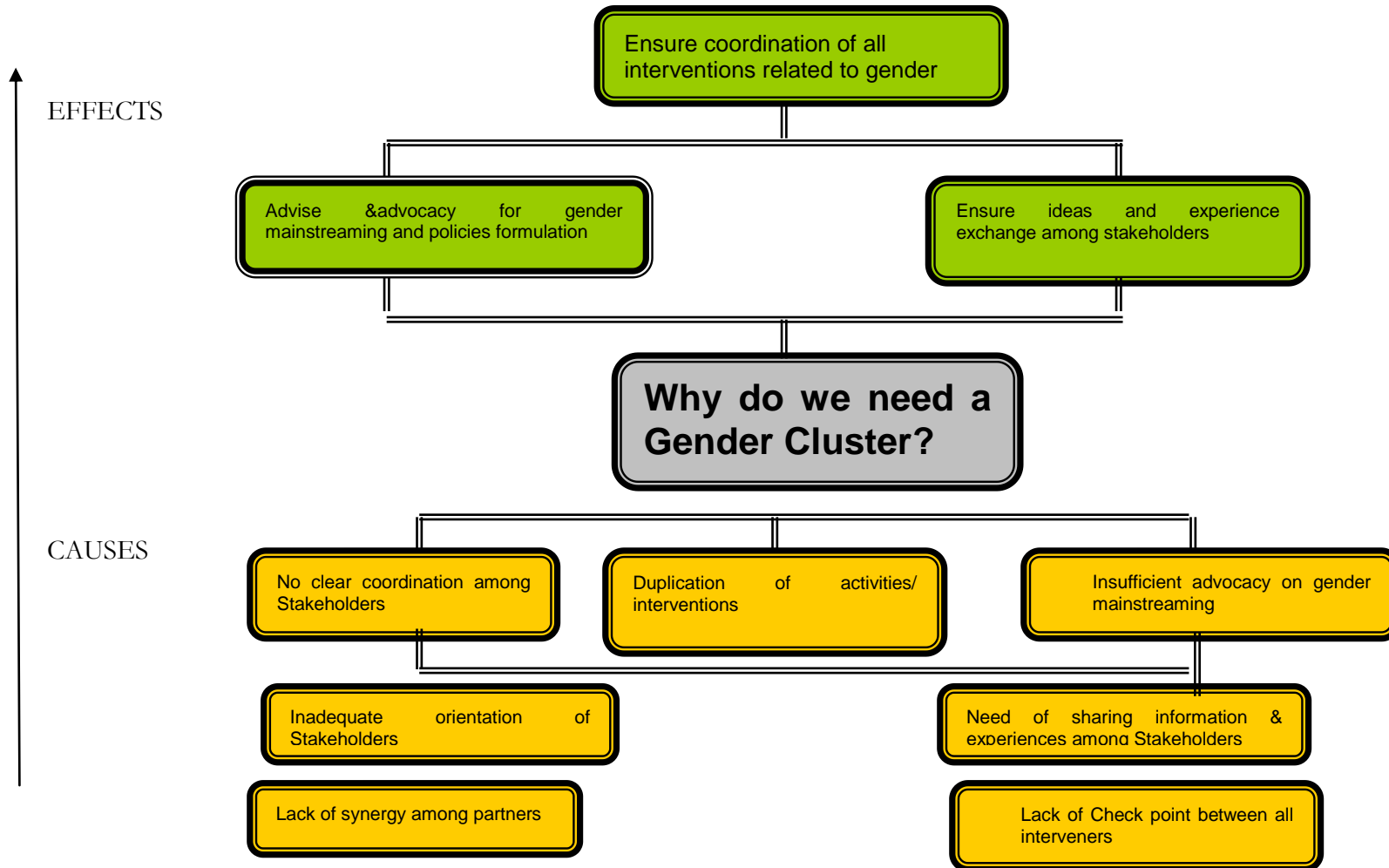
**Annex 1: SWOT of NGC**

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>• Gender Cluster coordinator recruited</li> <li>• Expertise and skills from cluster's members</li> <li>• Focal point system in place</li> <li>• Commitment to support from partners</li> <li>• National Gender Policy and its strategic plan elaborated</li> </ul>	<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>• Limited human capacities in MIGEPROF</li> <li>• Lack of baseline of interventions</li> <li>• Lack of continuous coordination</li> <li>• Lack of institutional memory (not building on previous cluster experiences)</li> <li>• Limited information sharing</li> <li>• Limited capacity of gender analysis in sectors</li> <li>• Policies not disseminated</li> <li>• Little coordination</li> </ul>
<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Political will</li> <li>• Existence of legal instruments</li> <li>• Strong national planning and M&amp;E framework</li> <li>• EDPRS &amp; Vision 2020 consider gender as priority</li> <li>• Strong commitment of the Government</li> <li>• EDPRS structure to base strategic plan on</li> <li>• Existing of the gender structures especially, gender machinery</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Limited predictability of funds (multi funding framework)</li> <li>• The Gender Cluster Structure not clear</li> <li>• Staffs turnover of the Coordination</li> <li>• Limited engagement of men</li> </ul>

## Annex 2: PIPO APPROACH: PROBLEM TREE

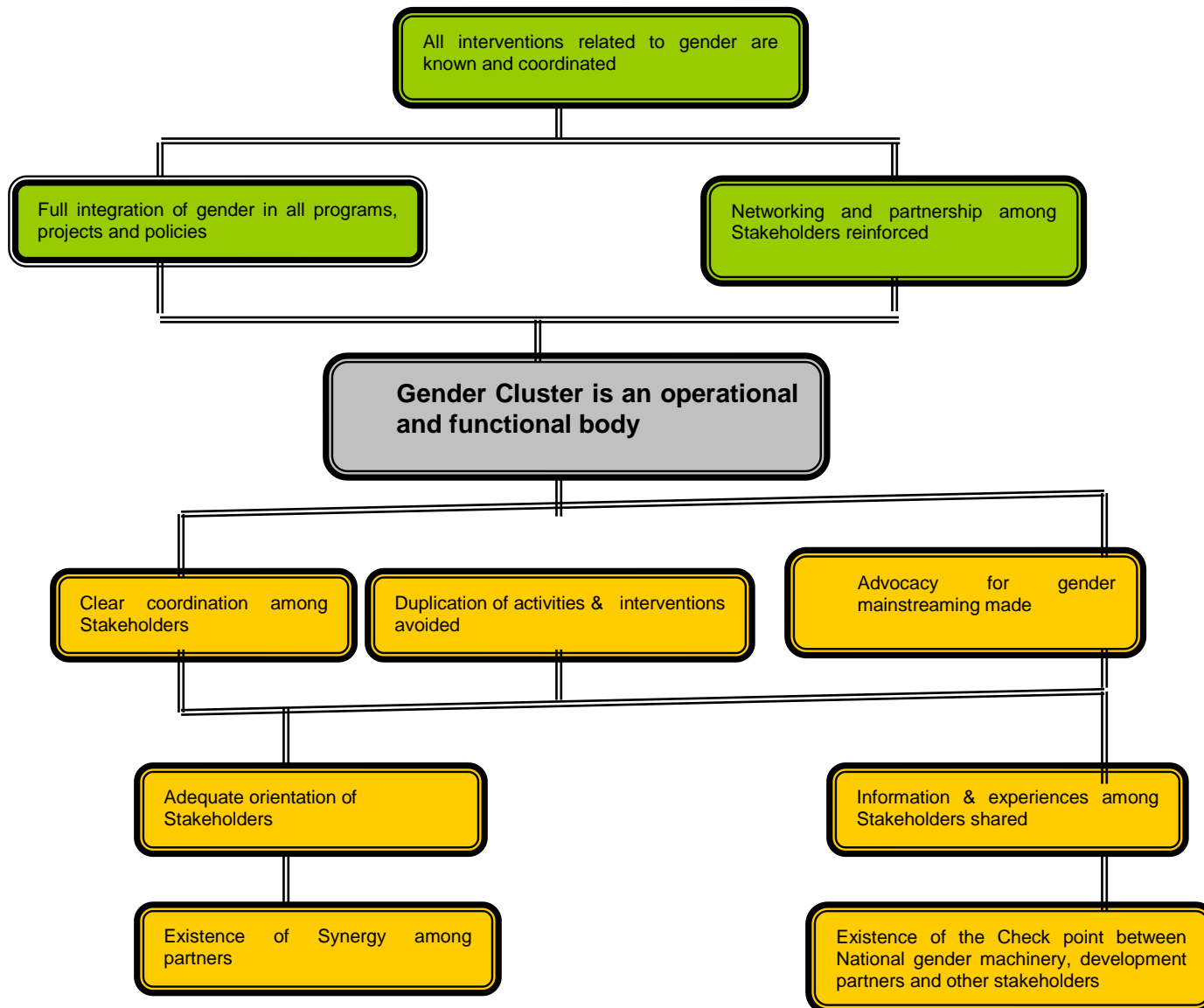
Why do we need a gender cluster?

### DIAGRAM OF THE PROBLEM TREE



## What do we expect the gender cluster to do?

### DIAGRAM THE HIERARCHY OF OBJECTIVES







## Annex 4: REPORTING FORMAT

NAME OF ORGANISATION

DOMAINE OF INTERVENTION

Reporting period: (year)

Planned activities and expected results	Achieved results	Budget used	Beneficiaries	Donor