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# PROGRAMME DE BONNE GOUVERNANCE

**GENDER ASSESSMENT**

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# PROGRAMME DE BONNE GOUVERNANCE

## GENDER ASSESSMENT

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The PBG team – including Ms. Connie Paraskeva, Chief of Party and DG technical specialist; Mme Geraldine Pelzer, Parliamentary and Legislation Advisor; Ms. Gaëlle LePottier, Deputy and Monitoring and Evaluation Advisor; Ms. Eve Thompson, Capacity Building Advisor; Mr. Richard Martin, Decentralization Advisor; and Mr. Parfait Moukoko, Decentralization Specialist – were very generous in providing their insights and time. The team participated fully in all phases of this assessment and has shown a deep commitment to realizing its goals.

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# ABBREVIATIONS

*To be completed*

ENADEP	Centre National d'Appui au Développement et à la Participation Populaire
CBOs	Community Based Organizations
CSOs	Civil Society Organizations
CRDs	Democracy Resource Centers
CRONG	Regional Council of NGOs
DRC	Democratic Republic of Congo
ECOFIN	assembly commissions for economics and finance
ETDs	Entités Territoriales Décentralisées
ETLs	Local Technical Teams
FGC	Female Genital Cutting
FGM	Female Genital Mutilation
IR	Intermediate Results
M&E	Monitoring and Evaluation
MLC	Mouvement de Libération du Congo
NGO	Nongovernmental Organizations
PBG	The Programme de Bonne Gouvernance
PPRD	Parti du Peuple pour la Reconstruction et la Démocracie
RCD	Rassemblement Congolais pour la Démocracie
SERACOB	Service de Renforcement des Appuis aux Organisations de la Société Civile et des Communautés de Base
SFCG	Search for Common Ground
SV	Sexual Violence
UNDP	United Nations Development Programme
UNICEF	United Nations Fund for Children
USAID	United States Agency for International Development



# EXECUTIVE SUMMARY

The Gender Assessment – undertaken in Bandundu, South Kivu and Kinshasa – promotes project success by ensuring that both men and women representing certain state structures, elected bodies, citizens and civil society engage in and benefit from the PBG project activities.

## Purpose of the Study

- To gain context knowledge regarding opportunities for and constraints to women's and men's political participation.
- To address gender issues, facts, trends and opportunities relevant to PBG project activities.
- To discover examples of women successfully engaging in politics – and to determine those elements of success that can be replicated in the PBG activities.

## Findings

The reality of sexism in elected bodies and many government structures – along with poor law, enforcement, corruption and wealth requirements for political party leadership – have created conditions wherein marginalized groups, such as rural, poor and semiliterate men and women, are underserved by the state and political parties and women's political leadership is largely found in the NGO sector. Therefore, USAID and the PBG project team need to re-strategize about how best to engage and serve marginalized groups through the Congolese political systems.

**Constraints to Men's Political Engagement and Leadership** – Congolese men have access to any and all forms of political activity and leadership; however, differing levels of education and socio-economic status have a significant impact on which groups of men can better access and realize political ambitions. Furthermore, men's close proximity to towns and cities creates access to political life, whereas distance from towns and cities can create significant obstacles. Constraints to men's political engagement and leadership are can be summarized as follows: (1) educated men of middle and upper socio-economic classes do not face any particular constraints; (2) most men, regardless of socio-economic group, can participate in most political activities; (3) men with few resources have difficulty gaining political leadership as leadership requires the ability to buy influence; and (4) poorly educated men living a significant distance (50km+) from a town or city are the least likely to engage in political activities.

**Constraints to Women's Political Engagement and Leadership** – Congolese women face significant barriers to mainstream government and political party-sponsored political activities and leadership. Fortunately, there are Congolese NGOs that offer women opportunities to engage in activities that influence laws and government policies; that achieve government responses to social and development issues; and that know how to engage in partnership meetings with citizen (rural populations) and elected and local officials.

The range of barriers to women's political engagement and leadership are not all gender-unique; however, the degree to which females versus males are affected by similar barriers is profoundly different in scale. Furthermore, gender drives a pattern of constraints, regardless of socio-economic and educational status.

**Cultural Attitudes Create Gender Gaps** – Cultural attitudes create substantial gender gaps in political participation and leadership. Gender discrimination negatively impacts Congolese women of all socio-economic and education levels and in every location – whether they are town/city-based or in rural isolation.

**Voting** – Voting is considered a “legitimate” activity for both men and women in the city- and town-based, educated middle class and wealthy class. These individuals enjoy equal access to key information – including voting and political parties’ activities – and to transport; however, *women who seek political leadership risk social condemnation and related consequences*. The husband's family will strongly discourage his wife from having a political life that requires travel, absences from home or more visibility for the wife than for the husband. Political opportunities for men are considered legitimate; their visibility is considered an honor for the family and community.

**Political Parties** – Most political parties share a bias that political leadership is a male domain. Women are actively recruited by political parties to work for, organize and support party goals, rather than to take leadership or seek elected office. To date, few political parties have set targets for women candidates. Women competing with men in their parties will be told that they are disqualified because “*they are women*.” Male candidates provide two and three times more goods than their female peers to constituents during campaign season.<sup>1</sup> This gender gap in resources helps men win more posts than women. Finally, women in political parties vote mostly according to their leaders’ recommendations, regardless of whether these candidates represent their concerns or interests.

**Rural Political Life** – Poverty, lower education and isolation are gender-levelers for the political ambitions of rural men and women. For example, in more rural areas, semi-literate and illiterate men may have difficulty influencing local government; running for office, because they lack the means; and shaping local developing decisions, because they are under-informed. These same constraints hold true for women.

In rural areas, the bias that politics is a male responsibility is entrenched to the extent that *many men will tell their wives how to vote*. Financial constraints run higher for poor rural woman than for their male peers and further impede the ability of these women to be politically active. Rural women also face gender-unique security concerns. Respondents in Bandundu and South Kivu said that women are at risk for rape if they travel unescorted or through isolated areas to attend political activities.

**Access to Good Governance Information Differs for Men and Women** – Results of the study show that men and women with equal access to information also have relatively equal understanding of good governance; however, when unequal gender-based workloads and

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<sup>1</sup> According to the 2009 DRC Women in Politics study by Education Center for Women in Democracy.

differing educational levels are factored in, *women have less access to information, less time to process it and fewer opportunities to apply it in a meaningful way.*

Educated men and women who live in towns and cities have fairly equal access to such good governance information as their rights under the law, the voting process and how to access government services. Semi-literate men and women who live close to towns and cities – within 15 kilometers – tend to be significantly better informed than those who live 50 kilometers from towns. Semi-literate and illiterate men and women who live in areas beyond the “community radio” and digital televisions signals in very poor communities where few families can afford radio batteries and there is no television – and those who are isolated for other reasons, such as geography or degraded roads – are the least likely to be informed. Media research indicates that men and women finish their work and are home to receive media messages between 8:30 and 10:00 pm; however, cultural norms burden most agricultural women with more hours of work than men. Furthermore, most rural women and children are not allowed to use radios (or other technology), as these are owned by men. Finally, adult females are less educated than males; literacy rates are 54.1% for females and 80.9% for males.

**Gender and the Law** – The DRC Constitution states that all people are equal; however, there are numerous laws, codes and statutes under the constitution that explicitly discriminate against women. Examples include the **Family Code**, **Statutes for Military Personnel**, **Statutes for Police Personnel** and the **Convention of Collectivity in Public Enterprises**. The **Law to Implement Equality** (accepted as a proposition in 2007, but not yet passed) is considered essential for articulating how gender parity will be promoted. There is no requirement in the **DRC Electoral Law** for women’s representation as candidates; the result is 8% representation by women at the national level (women make up 52% of the DRC population). *Of all the accepted propositions to reform gender discriminatory laws, the penal code is the only one that has been partially and officially reformed.*

Many laws are not enforced. Many infractions detailed under the penal code law and inheritance law are considered “domestic” or “cultural” in nature and therefore go largely unaddressed by the justice system and law enforcement. In addition, there are common cultural practices that violate women’s human rights and Congolese law. These were revealed when participants were asked to identify some “common” practices that they felt “adversely affected many females.” Many of these practices involve the rape of female minors and the theft of widows’ possessions by in-laws.

Currently, law reform is initiated by political parties and influenced by external donors. Reform efforts regarding gender discrimination are largely supported by civil society efforts; however, such efforts are often initiated and financially supported by donors.

**Rapid Assessment of Key PBG Institutions** – The Gender Assessment team undertook a rapid assessment of the following key PBG institutions: national parliament; provincial assemblies (and traditional chiefs); NGOs, including development, religious and traditional chiefs; and media. Of all the key PBG partners, the NGOs are currently the most progressive, committed and successful in promoting women’s political life at the local and national levels and in addressing their development priorities. Key government structures have low female representation and low knowledge levels of relevant gender facts.

## Corruption – Government, Political Parties and NGOs

**Government and Political Parties** – Men and women in government service are equally corrupt; however, there are fewer women than men in government service, so by that measure, there are fewer corrupt women than men. There is a gender difference in how corruption is manifested: Men will directly demand bribes, accept them and pass a percentage back to their patrons. Women will be more indirect in their requests for bribes; will accept smaller amounts and generally do not pass much back to superiors. Political party and government patrons expect “kickbacks” from those holding inferior, less powerful positions. Political parties expect an average of 30% of the salaries of those placed through party connections. The range of kickbacks varies among government institutions.

**NGOs** – More women have leadership roles in civil society than in government, and these women leaders are less corrupt than men and women in government service. In Bandundu, NGOs and CSOs are generally perceived as “not corrupt” or “less corrupt” than government; however, all organizations are vulnerable to corruption when their leaders need money and resources for personal reasons. In Bukavu, some NGOs are considered very corrupt. They received a flood of donor funds with few requirements for fiscal transparency; both men and women were involved in this corruption. Many women NGOs have good results, however, and generally not considered corrupt. Many NGOs hide their resources from the state, and refrain from paying taxes, license fees and electric bills.

**Examples of Success** – Most examples of success were initiated by local NGOs. Some worked to hold government accountable, others worked separately, and still others worked in partnership with government, elected officials and donors. Some examples follow:

<p><b>Understanding and Accessing Information in South Kivu</b> – The Association of Women Journalists formed the Committee Alert for Peace (during the war) and held forums with the rural population to inform them of their rights. They provided women with Community Based Organizations with radios, which are usually male owned and controlled, and passed messages them to pass messages to these CBOs through community radio.</p>	<p><b>Addressing Violence against Women in Bandunduville</b> – In December 2009, the Provincial SV Synergy organized a march protesting the magistrate’s decisions to grant rapists unqualified parole. The Ministry of Gender advertised the march in the media. The Synergy has been requested by the magistrate to monitor and document further rape parole decisions.</p>
<p><b>Provoking Government Responsiveness in Bandunduville</b> – Local NGOs videoed the unhealthy and unsafe conditions in the local slaughterhouse. They then organized a meeting with local officials and the governor to address this public safety issue. The NGOs have received funds to build a clean and safe slaughterhouse.</p>	<p><b>Organizing for Security in Bukavu</b> – Members of the NGO community fighting sexual violence helped women to collectively organize their field work and negotiate for the set-aside of their collective fields. This is a strategy to reduce vulnerability to violence and rape.</p>

## Recommendations

The (Intermediate Results) **IR 1, 2 and 3 Gender Considerations** reference tool provides the PBG Team Managers and Advisors with detailed gender considerations, technical points and questions for the illustrative activities planned under IR 1, 2 and 3. This reference tool should be coupled with the recommendations focused on the broader PBG framework and considerations necessary to integrate gender. These recommendations include:

- **Transforming Project Culture** – Addressing gender considerations requires a commitment that is recognized, prioritized and rewarded within the culture of those institutions managing and implementing development projects.
- **Working with Key Partners** – Each partner should develop a detailed Gender Strategy that covers the following: specific gender goals for their respective areas of technical assistance and implementation; how they will recruit women and men for their activities; how the development of materials, capacity-building modules and individual sessions and/or the content of civic education will represent both men and women; how they will facilitate women’s active participation in their activities; and reporting efforts that will capture gender.
- **Integrating Gender Considerations into Selection Processes** – such as selection of ETDs, local NGOs and ACs – will greatly facilitate participation by men and women in the planned activities.
- **Capacity-Building Activities** – Gender skills are best internalized by trainees when they are presented as an integral part of the training materials, as opposed to being set aside for consideration and packaged in experiential adult learning methodologies (using role-playing, problem-solving and other interactive learning tools).
- **Increasing Information Access** – PBG has numerous relevant approaches to addressing information access constraints. Media experts recommended using central markets for passing along civic education messages on Saturday, the main market day.
- **Reforming Discriminatory Laws** – Clearly, there are many laws, codes and statutes under the constitution that explicitly discriminate against women. PBG needs to determine which of these laws they wish to work to reform.
- **Monitoring and Evaluation** – The low numbers of women in state structures and elected office make the 30% target for female participation a challenge; however, there is ample opportunity for PBG to increase the female participation target to 50% in civil society activities, including civic education, audience publiques, action plans and NGO advocacy. In addition, the quality of participation should be calibrated.
- **Provincial Concerns** – DRC is a vast country with amazing diversity of conditions among its provinces. This diversity extends to gender concerns that might be unique to Maniema, Bandundu, Katanga and South Kivu. Gender assessments for each province will greatly assist the project in indentifying and addressing their own unique gender issues and in finding strong local allies and successful examples to build upon and replicate.



## I. INTRODUCTION

The Programme de Bonne Gouvernance (PBG) will provide comprehensive support to the Government of the Democratic Republic of Congo (DRC) and civil society – in the provinces of Katanga, South Kivu, Bandundu and Maniema – to accomplish three primary objectives:

1. Increase demand for accountable governance among citizens and civic organizations;
2. Improve the capacity of provincial and national legislative bodies to improve legislative actions and oversee executive activities; and
3. Bolster citizen support for decentralization while strengthening the capacity of local government to deliver services.

The Gender Assessment will promote project success by ensuring that both men and women representing certain state structures, elected bodies, citizens and civil society engage in and benefit from PBG activities.

### **Purpose of the Study**

- To gain context knowledge regarding opportunities and constraints to women's and men's political participation.
- To address gender issues, facts, trends and opportunities relevant to PBG project activities.
- To discover examples of women successfully engaging in politics – and to determine those elements of success that can be replicated in PBG project activities.

An expatriate governance and gender specialist – with extensive international comparative perspective – and a Congolese gender specialist and former head of the Minister of Gender, Madame Faïda Mwangilwa Fabiola, undertook the assessment in Bandundu, South Kivu and Kinshasa. A literature review was followed by the development of interview questions capturing both governance context and project-specific activities and targets. The assessment used appreciative inquiry and participatory rapid appraisal tools – such as preference ranking and scoring, focus group discussions, participant observation and semi-structured and conversational interviewing.

The assessment participant range was diverse. It included women and men representatives from national parliament, provincial assemblies, local government officials, magistrates, lawyers, jurists, media professionals, NGO leaders, NGO consortiums, police, military, traditional chiefs, civil society activists, political parties and other donors. Gender violence is internationally recognized as a predominant theme in the DRC; therefore, victims of these sorts of crimes were also interviewed.

Following the field research, representatives from the aforementioned groups were asked to participate in a series of Kinshasa-based validation meetings. Findings from the research were discussed and confirmed prior to presentation to USAID and the PBG project. The subsequent recommendations integrate gender holistically into PBG activities, M&E efforts and partnership mechanisms.

## **II. CONSTRAINTS TO MEN'S AND WOMEN'S POLITICAL ENGAGEMENT AND LEADERSHIP**

The following section analyzes how men and women share, and differ in, opportunities for and constraints to an active political life. The term “political engagement” refers to the variety of political activities that, in theory, should be accessible to any Congolese adult.

These political activities include: running for office at the local and national levels; influencing laws and government policies; being informed of rights, laws, government budgets and political news; being members and/or leaders of NGOs; addressing corruption; successfully gaining government responses to social and development issues; and knowing how to engage in partnership meetings with citizens (rural populations) and elected and local officials.

### **II.1. CONSTRAINTS TO MEN'S POLITICAL ENGAGEMENT AND LEADERSHIP**

As a gender group, Congolese men have access to any and all forms of political activity and leadership; however, differing levels of education and socio-economic status have a significant impact on which groups of men can better access and realize political ambitions. Furthermore, men's close proximity to towns and cities creates access to political life, whereas distance from towns and cities can create significant obstacles. Constraints to men's political engagement and leadership are summarized below:

- Educated men of middle and upper socio-economic classes do not face any particular constraints.
- Most men, regardless of socio-economic group, can participate in most political activities.
- Men with few resources have difficulty gaining political leadership, as leadership requires the ability to buy influence.
- Poorly educated men living a significant distance (50km+) from a town or city are the least likely of all groups to engage in political activities.<sup>2</sup>

### **II.2. CONSTRAINTS TO WOMEN'S POLITICAL ENGAGEMENT AND LEADERSHIP**

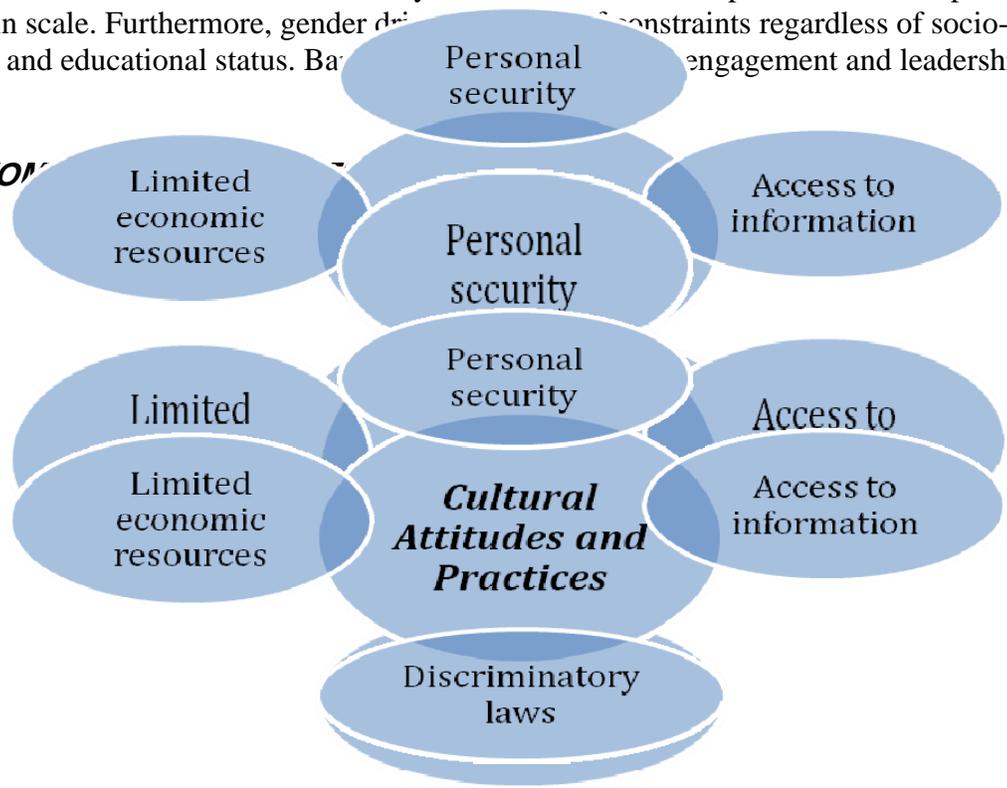
As a gender group, Congolese women face significant barriers to mainstream government and political-party-sponsored political activities and leadership. Fortunately, there are Congolese NGOs that offer women opportunities to engage in activities that can influence laws and government policies; that inform them of their rights and of laws, government budgets and political news; that address corruption; that successfully gain government responses to social and development issues; and that know how to engage in partnership meetings with citizens (rural populations) and elected and local officials.

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<sup>2</sup> The distance of 50+ kilometers from towns and cities was given as a general figure that usually signifies isolation for many Congolese; however, this figure will vary depending on road infrastructure, river transport and overall access to transportation.

The barriers to women’s political engagement and leadership are not all gender-unique; however, the degree to which females are affected by similar barriers as compared to males is profoundly different in scale. Furthermore, gender-driven constraints regardless of socio-economic and educational status. Barriers to women’s political engagement and leadership follow.

**II.2.1. WOMEN**



**III. CULTURAL ATTITUDES CREATE GENDER GAPS**

Cultural attitudes create substantial gender gaps in political participation and leadership. Gender discrimination negatively impacts Congolese women of all levels of socio-economic status and levels of education and in all locations – whether they are town/city-based or in rural isolation.

**III.1. VOTING**

Voting is a “legitimate” activity for both men and women in the city- and town-based educated middle class and wealthy class. These individuals enjoy equal access to key information regarding voting and political parties’ activities and to transport.

*Women who seek political leadership risk social condemnation and the related consequences, however.* These consequences include the husband taking another wife, leading to fewer resources and support for her children. Social condemnation usually starts with the husband’s family. Among city- and town-based educated middle class and wealthy families, there are significant numbers of people who believe that women should not be involved in political activities that require “time away from the family.” The husband’s family will strongly discourage his wife from having a political life that requires travel, absences from home or more visibility for the wife than for the husband.

Political participation is sufficient justification for men to spend time away from home, however. Political opportunities for men are considered legitimate; their visibility is considered an honor for the family and community.

### III.2. MARITAL STATUS

Marital status affects men and women differently. Women have fewer marital status options than men should they wish to be successful in politics.

- For both men and women to be taken seriously as political leaders, it is important that they be married. If they have children, that is even better because then they are viewed as “responsible.”
- If a woman has been divorced, this very much undermines her opportunities for leadership. She is perceived as being unable to manage her family, and therefore incompetent and unable to manage anything larger than that. She is also considered “less womanly” for having divorced her husband.
- Divorce status has little effect on a man’s leadership pursuits; nor is he perceived as incompetent for being divorced.

### III.3. POLITICAL PARTIES

Most political parties share a bias that political leadership is a male domain. Women are actively recruited by political parties to work for, organize and support party goals, rather than to take leadership roles or run for elected office.

To date, few political parties have set targets for women candidates. Three of the main Congolese parties – the Mouvement de Libération du Congo (MLC), Parti du Peuple pour la Reconstruction et la Démocratie et Rassemblement (PPRD) and Congolais pour la Démocracie (RCD) – have set targets for 30% representation by women candidates; however, these parties have not taken the necessary measures to ensure reaching this target.

Furthermore, women competing with men in their parties will be told that they are disqualified because “*they are women.*” For example, a woman who had gained popularity and credibility for her 23 years of local civil society activism was recruited by the one of these main parties to run for provincial assembly. Her male party leaders and members at the provincial level took her off the candidate list, saying that she was “*unqualified because she is a woman.*” The woman then spent a month in Kinshasa lobbying the top leaders of her party to be put back on the provincial candidate list. She was put back on the list and won her office. Stories like this are not uncommon.

Vote-buying is common to the DRC. Most political parties select and promote candidates who can buy influence and votes. According to the 2009 *DRC Women in Politics* study by the Education Center for Women in Democracy, male candidates provide two and three times more goods than their female peers to constituents during campaign season. This gender gap in resources helps men win more posts than women.

Finally, women in political parties mostly vote according to their leaders’ recommendations. Women will vote for certain men selected by their party leaders, even when there are equally or

more qualified women competing for the same posts. Party loyalty will motivate women to vote for male candidates, even when these men do not concern themselves with women's priorities.

### **III.4. RURAL POLITICAL LIFE**

Poverty, lower education and isolation are gender-levelers for rural men's and women's political ambitions. For example, in more rural areas, semi-literate and illiterate men may have difficulty influencing local government; running for office, because they lack means; and shaping local developing decisions, because they are under-informed. These same constraints hold true for women.

Rural men still enjoy significant cultural advantages over rural women regarding political life, however. In rural areas, the bias that politics is a male responsibility is entrenched to the point that *many men will tell their wives how to vote*. In many cases, because women are less literate than their husbands, the husband will write in the candidate's name of his choice on his wife's vote ticket.

Rural women also face gender-unique security concerns. Political engagement – such as attending and speaking at public dialogue forums or organizing through NGOs and CSOs to influence local or national officials – often requires distance-travel and time away from rural homes. Respondents in Bandundu and South Kivu said that women are at risk for rape if they travel unescorted or in isolated areas.

Financial constraints for poor rural woman run higher than for their male peers. Women are expected to provide the resources for regular and daily expenses – including the care and feeding of children. Men are expected to provide money for “unusual” expenses and usually control all cash from crop and larger livestock sales. When men build significant savings it is not unusual for them to pay a bride price and start another family. Altogether, this results in rural women having a more marginalized economic base than men, with little or no extra cash on hand, and fewer financial resources to travel to political activities.

## **IV. GOOD GOVERNANCE INFORMATION**

### **IV.1. UNDERSTANDING GOOD GOVERNANCE INFORMATION**

Results from the study showed that men and women with equal access to information had relatively equal understanding of good governance. The following example shows how misinformation is also equally well understood by women and men.

*What is decentralization? 65 tractors*

In Bandundu, most educated, town-based individuals interviewed explained *decentralization* as follows: The chiefs asked President Kabila for agricultural help and he gave the Catholic dioceses 65 tractors. These tractors were distributed to other churches and a mosque. The churches, some NGOs and chiefs are figuring out how to afford fuel and where to use the tractors.

### **IV.2. ACCESS TO GOOD GOVERNANCE INFORMATION DIFFERS FOR MEN AND WOMEN**

Unequal gender-based workloads and differing educational levels and access to and control of information technology – as well as financial resource gender gaps – create a generalized situation of women having less access to good governance information than men. These realities are detailed below.

- Educated men and women who live in towns and cities have fairly equal access to such good governance information as: their rights under the law; the voting process; and how to access services from the government.
- Semi-literate and illiterate men and women who live in areas beyond the “community radio” and digital televisions signals in very poor communities where few families can afford radio batteries and there is no television – and those who are isolated for other reasons, such as geography or degraded roads – are the least likely to be informed.
- Media research indicates men and women have all finished their work and are home to receive media messages between 8:30 and 10:00 pm; however, cultural norms burden most agricultural women with more hours of work than men. Women are expected both to labor in the fields and to undertake domestic responsibilities, whereas men do not have the same domestic chores. Furthermore, most rural women and children are not allowed to use the radio (or other technologies); radios are owned by men.
- Professional or “intellectual” women have the same double burden but often can afford assistance with domestic chores. This does not mean they have the same amount of free time as men to become informed.

- Adult females are less educated than males; literacy rates are 54.1% for females and 80.9% for males (according to UNDP<sup>3</sup> 2007/8 research). In addition, female education quality tends to be lower than that of males because of higher female absenteeism.

*These factors result in women having less access to information, less time to process information and fewer opportunities to apply information in a meaningful way than men.*

### **IV.3. BUDGET INFORMATION**

It should be noted that few people from any of these socio-economic groups have relevant or useful budget information. They do not know how much money is available for infrastructure and services.

Budget information disseminated by the central government to elected officials and local ministries is under-analyzed (with no sense of how the budget decisions were made) and under-referenced (with no linkage to where the monies came from and the total prior to repartition).

This lack of quality budget information undermines the ability of elected officials, NGOs and citizens to be effective partners in good governance.

## **V. GENDER AND THE LAW**

### **V.1. LAW PRACTICES AND ACCESS**

Currently, law reform is initiated by political parties and influenced by external donors. As explained by respondents, the majority political parties chose a list of laws for reform and then sought meetings with President Kabila. Once these selections were vetted and finalized with the presidential blessing, they were introduced to the National Assembly's legislative reform process.

Reform efforts regarding gender discrimination are largely supported by civil society efforts; however, these efforts are often initiated and financially supported by donors. For example, international attention on war rapes and similar atrocities created a funding base and an initiative to reform the penal code. International pressure and support facilitated proposition acceptance by legislators in 2005 and the official reform of aspects related to sexual gender-based violence by 2006.

*Of all the accepted propositions to reform gender discrimination laws, the penal code is the only one that has been partially and officially reformed.*

The associations of jurists, lawyers and magistrates – all members of CAFCO – are leading the legislative initiative to change statutes in the penal code related to violence against women. This association undertook the legal research to conform these statutes to the constitution, educated

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<sup>3</sup> UNDP – United Nations Development Programme

the members of certain commissions in parliament and sat in the sessions to act as on-site resource persons to assist in the presentations by parliament.

Many of the justice system representatives and other respondents said that most infractions against women are considered “domestic” or “cultural” in nature and therefore go largely unaddressed by the justice system and law enforcement.

Furthermore, rural women often choose to take their criminal and/or civil complaints to traditional chiefs, knowing that regardless of the severity of the infractions, they can anticipate some reward of livestock and monies. Women will choose traditional chiefs over formal courts for the following reasons:

- they are intimidated by the court system;
- the time and distance to court impinge upon more pressing daily responsibilities;
- they do not have the funds to process claims and charges; and
- they lack confidence that they will be fairly supported in their claims.

## **V.2. LAWS THAT DISCRIMINATE AGAINST FEMALES**

The DRC Constitution states all people are equal; however, there are numerous laws, codes and statutes under the constitution that explicitly discriminate against women. The following list of laws is not exhaustive or comprehensive. These were the laws repeatedly identified by respondents as critical in perpetuating discrimination against females.

**Family Code** – Proposition for reform accepted by national assembly in 2006.

Examples of discriminatory statutes:

- A woman needs permission from her husband to work.
- “Chef de famille” is the father (there is no mention of the mother’s role and rights).
- The husband decides where the wife and children will live.
- A married woman cannot sign legal acts or access loans without her husband’s authorization. She cannot administer her own property.

**Statutes for Military Personnel** – Proposition for reform accepted by national assembly in 2009, sitting in senate.

Examples of discriminatory statutes:

- Women in the army cannot be promoted beyond the rank of colonel, regardless of their levels of competence, achievement and service.
- Unlike their male peers, women cannot marry without permission from their commanding officer. Furthermore, a military woman is legally barred from marrying a military man. This is to prevent a woman from outranking or commanding her husband.

*(There are similar problems with police statutes.)*

**Convention of Collectivity in Public Enterprises** – No proposition yet.

- Men and women may earn equal salaries, but other compensations are not equal.
- Single women will have lodging compensation; married women are expected to have this provided by their husbands – whether or not their husbands work.
- Both single and married men receive a lodging allowance.

**The Law to Implement Equality** – Proposition accepted in 2007.

This is considered essential for articulating how gender parity will be promoted. For example, it will contain quotas for women’s representation in numerous key institutions and will clearly state equal pay and compensations of equal work and job posts. This law has been sitting in commission for three years.

### **V.3. LAWS THAT ARE NOT ENFORCED**

The following laws have been passed. Most of the following infractions are considered “domestic” or “cultural” in nature and therefore go largely unaddressed by the justice system and law enforcement.

Portions of the **Penal Code Law** were revised in 2006 – proposition was accepted in 2005.

- Sexual violence is now better recognized in the law, and punishments have been articulated.
- Magistrates commonly give parole to rapists who do not meet parole requirements.
- Military and militia rape, kidnapping, domestic violence, customary practices of virgin rape, sexual slavery and sexual harassment are under-addressed.
- Those interviewed confirmed that even professional women are under pressure to transact sex for jobs.
- Marital rape is still not recognized.

The **Inheritance Law** provides equal rights and provisions for males and females; however, it is not honored or enforced – e.g., males take all.

**Widow theft** by in-laws is rarely addressed or punished by the justice system.

### **V.4. COMPARISON – WOMEN IN NATIONAL PARLIAMENT**

**DRC Electoral Law** – There is no legal requirement for women’s representation as candidates.<sup>4</sup> Women in Burundi, Tanzania, Rwanda and Uganda share many gender-based constraints with Congolese women.<sup>5</sup> The table below clearly illustrates how important quotas are for eliminating barriers and constraints holding women from elected office.

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<sup>4</sup> Information from *2009 DRC Women in Politics* study by Education Center for Women in Democracy

<sup>5</sup> Information from *2009 DRC Women in Politics* study by Education Center for Women in Democracy

Near Countries	Representation by Women	Quota Status
Burundi 2005	30.5%	yes – 30%
Rwanda 2008	lower house – 56.3% upper house – 34.5%	yes – 30%
Tanzania 2005	30.4 %	yes
Uganda 2006	30.7%	yes
DRC 2008	8%	no

## VI. COMMON CULTURAL PRACTICES THAT VIOLATE HUMAN RIGHTS AND CONGOLESE LAW

The following list of common cultural practices that violate human rights and Congolese law is not exhaustive. These practices were identified when participants were asked to name some “common” practices that they felt “adversely affected many females.”

It should be noted that many of these practices were first identified to the Gender Assessment team by representatives of the justice system (police). All participants agreed that these practices go largely unaddressed, and many said they are widely tolerated; however, the assessment team also heard that some Congolese NGOs and traditional chieftains are trying to stop these practices.

Long-held “magical beliefs” view young virgin girls as vessels of a power source/life force that can be transferred to males through sex. This belief drives a number of crimes against female children. Examples follow.

Respondents said that powerful men representing political parties, successful businesses and government are known to engage in the three practices listed below. Some of these men are also responsible for upholding the rule of law and meting out punishment to sexual offenders.<sup>6</sup> These rapes go largely unreported because the girls’ families fear retribution by powerful men and that the stigma of rape will interfere with the girls’ future marital prospects.

1. Statutory rape of minor-age virgin girls by adult males to consolidate power – *nationwide practice at all levels of society.*
2. Statutory rape of minor age virgin girls by older adult males to increase and/or maintain physical strength and health – *nationwide practice in all levels of society.*
3. Statutory rape of minor-age virgin girls by adult males to cure males of disease – *spread of the practice is undetermined.*

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<sup>6</sup> Respondents would not provide the names of famous/powerful men who did or *did not* commit these crimes.

The following customary practices are driven by the desire to consolidate the power of customary chiefs. Usually, girl victims and their families derive some additional status from these practices.

1. Forced marriage and statutory rape of minor-age virgin girls to traditional chiefs to strengthen family status and increase the chief's longevity. In the Bandundu area this is known as "les tenda olamba" and "Kikturri" – *geographic spread of the practice is undetermined.*
2. Statutory rape of minor-age virgin girls by traditional chiefs to increase chief's longevity and improve health – *geographic spread of the practice is undetermined.*

The following customary practices are driven by the desire to consolidate the power of family lineages and ensure subordination of the new girl entering the husband's family.

1. Marriage by adult males to minor-age girls and statutory rape – *nationwide practice, particularly in rural areas.*
2. Forced marriage between first cousins; men must marry the daughter of an uncle. The female/her family must pay off her first cousin if she wants to marry another man – *mostly found in Bandundu province.*

Theft of widows' possessions is a nationwide practice manifested in numerous forms. Respondents said that powerful men representing political parties, successful businesses and government are known to engage in widow theft. This practice often destroys future educational and economic opportunities for the deceased man's children, as well as leaving the widow destitute or impoverished. A celebrity singer named Madilu System created a hit song that asked people to stop this practice. Upon his death, his widow and children were robbed by his brothers and sisters-in-law.

1. Husband's brothers confiscate worldly goods of husband's widow; confiscation occurs by sister-in-laws' husbands when there are no brothers of the deceased – *nationwide practice in all levels of society.*
2. Widows are required to marry a brother of their deceased husband to have access to the possessions they accumulated in their first marriage – *mostly rural practice.*
3. Widows are forced to marry a brother of their deceased husband – *mostly rural practice.*
4. Distribution of widow's children to other families upon death of husband<sup>7</sup> – *spread of practice unknown.*

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<sup>7</sup> Those children are often assigned to domestic chores in their foster families. Because of pressure and injustice, they will leave and increase the number of street children. Some of these children will have to stop their education because no one will pay the school fees. The girls will be pressured to marry, even when underage. Sometimes the girls will freely choose to get married in order to improve their living conditions.

**Female Genital Mutilation or Cutting (FGM or FGC)** – The range of and reasons for FGM in the DRC remain unknown.<sup>8</sup> What is known is that it is the same form of FGM as is found in the neighboring countries of Central African Republic, Uganda, Kenya and Tanzania. This form is categorized as Type II – the excision of the clitoris together with part or all of the labia minora.<sup>9</sup>

According to the World Health Organization, “FGM is recognized internationally as a violation of the human rights of girls and women. It reflects deep-rooted inequality between the sexes, and constitutes an extreme form of discrimination against women. It is nearly always carried out on minors and is a violation of the rights of children. The practice also violates a person’s rights to health, security and physical integrity, the right to be free from torture and cruel, inhuman or degrading treatment, and the right to life when the procedure results in death.”<sup>10</sup>

## VII. RAPID ASSESSMENT OF KEY PBG INSTITUTIONS

PBG activities are comprehensive and ambitious in nature. They do not include the reform of justice and political party-building; however, they do include:

- Capacity-building of parliament, provincial assemblies and *bureau d’études*
- Reformulation of laws
- Civic education – media activities, theater, etc.
- NGOs as interlocutors and activists
- Partnership meetings with rural populations and elected and local officials

The “gender status” of following key PBG institutions, therefore, needs to be understood to best develop appropriate recommendations for achieving project success. The Gender Assessment team undertook a rapid assessment of the following key PBG institutions.<sup>11</sup>

- National parliament
- Provincial assemblies (and traditional chiefs)
- NGOs – development , religious, traditional chiefs
- Media

### VII.1. CATEGORIES OF ASSESSMENT

The rapid institutional gender assessment collected data in the following categories:

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<sup>8</sup> One source said that excision is not a widespread practice in DRC; however, during the war it increased because of the mystical belief that women’s genital organs can protect.

<sup>9</sup> FGC Around the World Table and definitions compiled and authored by H. L. Dietrich, from © 2003 The FGC Education and Networking Project.

<sup>10</sup> FGM February 2010, the World Health Organization official policy, see website.

<sup>11</sup> ETDs were not included in this rapid assessment as they are currently being assessed by PBG, and the gender assignment LOE did not permit their review.

- Gender Representation – members and leaders
- Existence of Internal Gender Structures
- Knowledge of Relevant Gender Facts:
  - gender differences in compensation, educational levels, agricultural tasks, domestic responsibilities, etc.;
  - laws that discriminate; and
  - cultural practices that violate laws and human rights
- Environment – from female friendly to fundamentally and openly sexist

Review of the findings under each category provides clear information regarding these entities' **knowledge, attitudes, and practices**<sup>12</sup> concerning gender.

### ***VII.1.1. WHAT IS SEXISM?***

Worldwide, there are common beliefs and practices that actively harm certain groups of people. These include ageism, classism, caste, religious intolerance, racism and sexism.

**Sexism** is a group of beliefs, attitudes, hatreds and prejudices resulting in systems and practices that treat one sex as less competent, less valuable, less human and as inferior to the other.

**Internalized Sexism** blinds women (*and men*).

- Females are raised to believe they are inherently inferior to men, rather than to recognize how political, economic and cultural norms create these inequalities.
- Females are socialized to accept a state of subordination to males.
- Females then accept:
  - less food, medical care and education
  - fewer jobs and lower compensation
  - being devalued and dehumanized
  - domestic violence and rape
- Females will also actively engage in subordinating females to males.

**Example of the destructive impacts of internalized sexism –**  
From ChildINFO – UNICEF<sup>13</sup> standard statistical information, updated 2009

**In the DRC 75.6% of women aged 15-49  
accept domestic violence by husbands as normal**

*Nearby countries – Zambia 85.4%, Tanzania 59.6%, Uganda 70.2%,  
Congo Brazzaville 75.7%, Kenya 67.9%, Rwanda 48%*

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<sup>12</sup> KAP methodology

<sup>13</sup> UNICEF – United Nations Fund for Children

## VII.2. RAPID ASSESSMENT TABLES

The tables below show the results of the rapid institutional gender assessment. Most of the PBG key government structures have been identified as sexist. The example provided under the Environment column is one among many given by respondents that demonstrate open toleration of sexist attitudes and practices. The reader will see that some entities are both sexist and female friendly. This indicates that institutions can promote women for sexist reasons or hold internalized sexist beliefs while supporting them at the same time.

### VII.2.1. National Parliament

Note that the Parliamentary Gender Network *did not have numbers* for the first category.

National Parliament	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
Very low female representation – 500 total /456 men/44 women  Number of women in particular commissions – unknown  Socio-cultural in parliament and Senate – 2  Number of members in the Gender Network – unknown	Established Gender Network  Network has small office, no operating funds  Have articulated Action Plan for gender integration	Among all members of National Parliament – not determined.  Within Gender Network – mixed awareness of national statistics, harmful cultural practices and laws that discriminate.	Openly Sexist –  Respondents representing various organizations said that women parliamentarians are commonly ignored or dismissed in plenary and commission work, as these members are “only women.”  Gender Network promotes women. <sup>14</sup>

<sup>14</sup> Respondents tend to blame women for their lack of success, even though they are aware of gender-based obstacles.

### VII.2.2. Bandundu Provincial Assembly

Bandundu Provincial Assembly	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
<p>Very low female representation – 84 total 84 men (7 chiefs) 3 women</p> <p>1 woman is Treasurer 1 woman in Interprovincial Relations Commission 1 woman in Socio-cultural Commission</p>	No established Gender Network	<p>Among all members of National parliament – not determined.</p> <p>Among those interviewed – low awareness of national statistics, harmful cultural practices and laws that discriminate</p>	<p>Openly Sexist<sup>15</sup></p> <p>Statement in plenary: “Women should not run for office because it will wreck their marriage and damage their children.” No male members countered this statement.</p>

### VII.2.3. Bukavu Provincial Assembly

Bukavu Provincial Assembly	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
<p>Very low female representation – 33 men/3 women 1 woman in ECOFIN<sup>16</sup> Commission 2 women in Socio-cultural Commission</p>	No established Gender Network	<p>Inaccurate information regarding national and local statistics and laws that discriminate.</p> <p>Males – think that cultural practices supersede the law.</p> <p>Women – think the law should be obeyed and these practices stopped.</p>	<p>Openly sexist<sup>17</sup> and female friendly.</p> <p>Members say “Basi Batongaka mboka te” (lingala ) literally means “Women cannot build” (cannot do anything well or right).</p> <p>Members actively campaign for girls education (for sexist reasons).<sup>18</sup></p>

<sup>15</sup> Bandundu CSOs who have worked with the Provincial Assembly gave many examples of how elected officials show sexism in meetings with the public. The statement provides one example.

<sup>16</sup> ECOFIN – assembly commission for economics and finance.

<sup>17</sup> Provincial Assembly members have made openly sexist statements in meetings with the public and against women who are running for office. The statement provides one example.

<sup>18</sup> Respondents said that the message is sexist. Girls’ education is promoted so that these females can take better care of their parents, whereas boys’ education is promoted so that boys can succeed in their lives.

#### VII.2.4. Bandunduville Congolese NGOs

Bandundu Congolese NGOs	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
<p>Near gender parity among memberships.</p> <ul style="list-style-type: none"> <li>– Mostly male leadership; female leadership found in women’s NGOs.</li> <li>– Provincial Synergy for SV<sup>19, 20</sup> has high female representation.</li> <li>– Provincial Synergy for Good Governance has near gender parity in membership and a female director.</li> </ul>	<p>The Provincial Synergy for good governance has:</p> <ul style="list-style-type: none"> <li>– an established gender bureau</li> <li>–an action plan for gender integration</li> </ul>	<ul style="list-style-type: none"> <li>– Most NGOs are informed of the status of men and women in Bandundu (literacy rates, agricultural practices).</li> <li>– Most are well informed regarding the status of men and women.</li> <li>-Most are well informed of cultural practices that “hurt females.”</li> <li>– Most are semi-informed about all laws that discriminate against women</li> <li>– Certain NGOs are well informed about cultural practices that violate the law.</li> </ul>	<p>Women’s NGOs are female friendly.</p> <p>The Provincial Synergies for SV &amp; Good Governance are female friendly.</p> <p>The 72 NGOs in Bandunduville are generally recognized as female friendly, but do not have many females in leadership.</p> <p>The status of other NGOs in the Province is unknown.</p>

<sup>19</sup> SV means Sexual Violence.

<sup>20</sup> The Provincial Synergies for SV are being established nationwide in response to the increased government, civil society and donor awareness of sexual violence in the DRC and the need to address this problem. These bodies have members from the DRC government and CSOs, are voluntary in nature and seek to provide sufficient medical, psychological and income-generating support to help reintegrate females and males who have experienced sexual violence into their communities.

### VII.2.5. BUKAVU CONGOLESE NGOS

Bukavu Congolese NGOs	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
<p>Near gender parity among many NGO memberships.</p> <p>Mostly male leadership; female leadership found in women's NGOs.</p> <p>Female NGOs have mostly female members</p> <p>Provincial Synergy for SV has high female representation</p> <p>CRONG (Regional Council of NGOs ) – 9 total execs/1 woman</p>	<p>No internal gender structures</p>	<ul style="list-style-type: none"> <li>– Most NGOs are well informed regarding the status of men and women.</li> <li>– Most are well informed of cultural practices that “hurt females.”</li> <li>– Most are semi-informed regarding all laws that discriminate against women.</li> <li>– Certain NGOs are well informed about cultural practices that violate the law.</li> </ul>	<p>Women's NGOs are female friendly.</p> <p>The Provincial Synergies for SV are female friendly.</p> <p>CRONG NGOs are generally recognized as female friendly in operation.</p> <p>The status of other NGOs in the Province is unknown.</p>

### VII.2.6. BANDUNDU MEDIA

Bandundu Media	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
<p>Low female representation among professionals in the following media structures:</p> <p>Radio</p> <p>Communitaire</p> <p>Bandundu FM</p> <p>Congo FM TV</p> <p>Radio and</p> <p>Congo Agency for Press</p>	<p>No internal Gender structures</p>	<p>Well informed regarding the status of men and women in Bandundu (e.g., literacy rates, agricultural practices).</p> <p>Semi-informed regarding all laws that discriminate against women.</p> <p>Awareness of cultural practices that violate the law – not determined.</p>	<p>Female friendly.</p> <p>Actively seek relevant information, e.g., informed regarding NGO activities that promote women.</p> <p>Disseminate two messages per day for women (seek women from community to give these messages).</p> <p>Designate one month (March) to promote women and gender parity (only group to have a month designated).</p> <p>Community analysis includes gender considerations.</p>

### VII.2.7. BUKAVU MEDIA

Bukavu media	Internal Gender Structures	Knowledge of Relevant Gender Facts	Environment
Bukavu has a Women in the Media Association	No internal gender structures	Well informed regarding the status of men and women in Bukavu (e.g., literacy rates of literacy, agricultural practices).  Semi-informed regarding the laws that discriminate against women.  High awareness of cultural practices that violate the law.	Female friendly.  Actively seek relevant information regarding women – e.g., NGO activities that promote women.  Disseminate messages on girls education 2 x per week; travel information for women merchants crossing borders 1 x week; SV message 1 x week.  Designate one month (March) to promote women and gender parity.  Community analysis includes gender considerations.

## VII.3. OTHER KEY INSTITUTIONS

### VII.3.1. NATIONAL MEDIA

Media representatives in Bukavu and Bandundu were considered female friendly. According to sources, part of this orientation comes from working closely with civil society groups; however, DRC media is generally characterized as having glaring gender gaps. The *2009 DRC Women in Politics* study<sup>21</sup> states:

- Women news sources are only 19% of the total (females make up 52% of the population).
- Women are underrepresented in media content and in the newsrooms.
- Predominately male media decision-makers take the simple route by creating a page or programme on women's issues.

This information was validated in PBG Gender Assessment meetings with women media professionals.

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<sup>21</sup> By Education Center for Women in Democracy.

### ***VII.3.2. RELIGIOUS NGOS***

Mosque and church religious leaders interviewed in Bandundu all had affiliated women's organizations. The male leadership encouraged women to be active, to be partners with men and to take leadership roles. In some cases, "women's leadership" was relegated to women's concerns and activities.

Not all local religious denominations were represented at these meetings, however. Furthermore, participants said that certain churches do not promote women as leaders because "they believe that women should follow men."

#### **In Bukavu**

In addition to the provincial SV Synergy, there are churches organized to address SV, one hospital, PANZI (Protestant) and many SV centers coordinated under OLAME (Catholic). There is gender parity among these professionals and all counselors are women.

### ***VII.3.3. TRADITIONAL CHIEFS***

In Bandundu, many chiefs participated in a multi-day, UNICEF-sponsored session on traditional practices that harm females. Some of these chiefs are actively disseminating messages to change these practices; however, attitudes and adherence to harmful practices vary a great deal from chief to chief in both Bukavu and Bandundu.

### ***VII.3.4. MINISTRY OF GENDER AND PROVINCIAL DIVISIONS FOR GENDER***

The head of the Ministry of Gender is extremely well informed, is a renowned gender scholar and has a clear vision for how to achieve the Ministry's mandates; however, representatives in Bandundu had internalized sexism and have erroneous gender information regarding statistics and laws. They have no specific action plan for Bandundu.

The Bukavu Provincial divisions for gender are preparing, with local NGOs, a Bukavu-specific Gender Action Plan and are generally well informed about relevant gender facts.

### ***VII.3.5. JUSTICE SYSTEM***

Meetings in Kinshasa, Bukavu and Bandundu with representatives of the justice system and law enforcement (magistrates, police, military and jurists) revealed a range of attitudes, as follows:

- It appears that magistrates are often unlikely to punish men who harm women in various ways.
- The police have established divisions for the protection of women and children; however, they tend not to intervene in domestic disputes, where one finds violence/battery, incest, widow theft and marital rape.<sup>22</sup>

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<sup>22</sup> These divisions are usually headed by women and the divisions are not considered important.

- Those interviewed were very forthcoming with information regarding common problems for women, but did not have many official strategies or actions for addressing them.

## VIII. CORRUPTION

### VIII.1. GOVERNMENT AND POLITICAL PARTIES

- Most respondents said that men and women in government service are equally corrupt.
- There are fewer women than men in government service. By that measure, there are fewer corrupt women than men.
- There is a gender difference in how corruption is manifested.
- Men will directly demand bribes, accept them and pass a percentage back to their patrons. Women will be more indirect in their requests for bribes, will accept smaller amounts and generally do not pass much back to superiors. Respondents said that women's corruption practices contribute to their lack of promotion.

Women respondents who identified themselves as representing political parties were the only group to say that women are less corrupt than men.

Both political party and government patrons expect “kickbacks” from those holding inferior, less powerful positions, however. Political parties expect an average of 30% of the salaries of individuals placed through party connections.

The range for kickbacks varies among government institutions. For example, many high-ranking military and police officers withhold most of the salaries of those working under them. This leads to lower-level officials forcing citizens to give them resources, including money and food.

### VIII.2. NGOS

More women have leadership roles in civil society than in government. These women leaders are less corrupt than both men and women in government service.

- **In Bandundu** – NGOs and CSOs are generally perceived as “not corrupt” or “less corrupt” than government; however, respondents said that all organizations are vulnerable to corruption when their leaders need money and resources for personal reasons.
- **In Bukavu** – Some NGOs are considered very corrupt. They have received a flood of donor funds with few requirements for fiscal transparency. Both men and women are involved in this corruption; however, many women NGOs have good results and generally are not considered corrupt. Many NGOs hide their resources from the state, and refrain from paying taxes, license fees and electric bills.

## IX. EXAMPLES OF SUCCESS

The following examples of success were collected during the course of the Gender Assessment. It should be noted that most successes were initiated by local NGOs. Some worked to hold government accountable, others worked separately and still others worked in partnership with government, elected officials and donors.

Of all the different kinds of key PBG partners, the NGOs are currently the most progressive, committed and successful in promoting women's political life at the local and national levels and in addressing their development priorities. Both field research and the validation meeting participants included religious NGOs and associations (e.g., women journalists) in this category.

This "key PBG partner finding" was strongly confirmed in all the validation meetings held following field research in Bandundu and Bukavu. The validation meeting participants said that this is a nationwide truth, not limited to Bandundu and Bukavu.<sup>23</sup>

### IX.1. UNDERSTANDING AND ACCESSING INFORMATION

#### South Kivu

- The Catholic Church and other NGOs formed 15 "listening clubs" to discuss and better understand news and information.
- NGOs and churches established a Commission of Justice and Peace in each Catholic parish. These commissions help to disseminate governance information. The Ministry of Finance has provided them with new information on fiscal laws and practices.
- The Association of Women Journalists formed the Committee Alert for Peace (during the war) and held forums with the rural population to inform them of their rights. They provided women CBOs with radios, which are usually male owned and controlled, and passed messages to these CBOs through community radio.

### IX.2. ADDRESSING VIOLENCE AGAINST WOMEN

- **Village Kabare in South Kivu – June 2009.** Rapists were given unqualified parole; this is against the law. NGOs and local women organized a march protesting the magistrate's decision. The police then arrested the men again and put them back in prison.
- **Bandunduville** – In December 2009, the Provincial SV Synergy organized a march protesting the magistrate's decisions to give rapists unqualified parole. The Ministry of Gender advertised the march in the media. The Synergy has been requested by the magistrate to monitor and document further rape parole decisions.

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<sup>23</sup> This view is also shared by the *2009 DRC Women in Politics* study by Education Center for Women in Democracy

### IX.3. PROVOKING GOVERNMENT RESPONSIVENESS

- **Bandunduville** – Local NGOs videoed the unhealthy and unsafe conditions in the local slaughterhouse. They then organized a meeting with local officials and governor to address this public safety issue. The NGOs have received funds to build a clean and a safe slaughterhouse.
- **South Kivu** – Near Kanyola village, a policeman stole a woman vendor’s tomatoes. She told her “listening club” and they went to the local chief. The policeman was then arrested and had to pay for the tomatoes.

### IX.4. ORGANIZING FOR SECURITY

#### Bukavu

- Members of the NGO community fighting SV helped women to collectively organize their field work and negotiate for the set-aside of collective fields. This is a strategy to reduce vulnerability to violence and rape.
- It was determined that when young girls collect water before school they are at high risk of rape. Now they organize to collect water in groups.

## X. RECOMMENDATIONS

The examples of success provide PBG with additional ideas on how to engage men and women in local governance. In addition to these examples, the Gender Assessment Team leader provided the PBG team managers and advisors with detailed gender considerations and questions for the illustrative activities planned for Intermediate Results (IR) 1, 2 and 3. The **IR 1, 2 and 3 Gender Considerations** reference tool dives into significant technical detail – from unpacking tax collection to selecting topics for advocacy and participants for public audiences. The feasibility of these activity-level recommendations also was discussed with the PBG team managers and advisors. The conclusions were as follows:

- The specifics of activities were being finalized.
- Once finalized, relevant content from **IR 1, 2 and 3 Gender Considerations** reference tools could be applied at the activity level.

Therefore, the following recommendations focus on providing PBG with the broader framework and considerations necessary to integrate gender.

## X.1. TRANSFORMING PROJECT CULTURE

Experience has shown that attention to gender considerations and the related follow-through requires a commitment that is recognized, prioritized and rewarded within the culture of those institutions managing and implementing development projects.

It is critical, therefore, for the PBG managers and advisors to have a clear and consistent message regarding gender, as well as specific mechanisms that maintain PGB's central priority of projecting success. Some ideas on how to build this gender commitment follow:

1. In all key staff meetings, provide an example of a gender effort or success to share with the larger team. Once this practice is established by managers, different staff should be asked to provide such examples in advance of the meeting.
2. At all key meetings with project partners, partners should be asked to give examples of how they are progressing on their gender strategies (see below).
3. Quarterly reports guidance and formats – and other reporting documents, as deemed relevant – should include specific sections for gender tracking and providing examples of gender success.
4. PBG representatives should highlight gender accomplishments in verbal exchanges and/or presentations when in meetings with other donors, USAID and other project teams.

## X.2. WORKING WITH KEY PARTNERS

PBG has contractual mechanisms in place with three main partners to implement the project activities. They are: (1) Centre National d'Appui au Développement et à la Participation Populaire (CENADEP); (2) Service de Renforcement des Appuis aux Organisations de la Société Civile et des Communautés de Base (SERACOB); and (3) Search for Common Ground (SFCG). US Partners Social Impact and Research Triangle Institute provide capacity-building and decentralization advisors, respectively.

CENADEP, whose extensive civil society contacts will help DAI in training and capacity-building, has a wide variety of PBG implementation responsibilities; however, the major focus of their anticipated effort is capacity-building and training activities. For example, CENADEP might assist PBG local technical teams (*équipes techniques locales*, or ETLs) in promoting civic education and harnessing citizen expectations for improved delivery of government services. SERACOB will use their analytical and training expertise to assist DAI in linking citizens to government during the DRC's ambitious decentralization process. SFCG will implement a variety of media- and civic education-related activities.

Gender Assessment meetings with these three key partners revealed that of the three, only SFCG had detailed knowledge of gender considerations relevant to their area of PBG project responsibility. Representatives from SERACOB and CENADEP stated that bringing women and men into their activities was important and talked about how materials need to be gender-sensitive; however, when asked, they were unable to provide specific examples of how they actually do this kind of engendered approach. Furthermore, these three key partners did not

attend the Gender Assessment debriefing held at the PBG office on the morning of February 4, 2010. This likely indicates that these implementing partners need to better understand and value the importance of gender considerations to their work.

Given the far-reaching and central role that these entities will play in project implementation, it is critical that the following recommendations be taken:

Each partner should develop a detailed **Gender Strategy** that:

- Includes specific gender goals for their areas of technical assistance and implementation;
- Details how they will recruit women and men for their activities;
- Articulates how the development of respective materials, capacity-building modules and individual sessions and/or the content of civic education will represent both men and women;
- Describes how they will facilitate women’s active participation in their activities; and
- Presents the reporting efforts that will capture gender – quality of participation by men and women, examples of success, etc.

It is likely that PBG will need to provide TA to help local partners implement these recommendations. **IR 1, 2 and 3 Gender Considerations** (see Annex Two), and questions should be used by the PBG team as a reference tool when reviewing CENADEP, SERACOB and SFCG Gender Strategies and the technical quality of their corresponding planned activities.

### **X.3. SELECTING OTHER ENTITIES AND KEY POSITIONS**

At present, PBG plans to select three Entités Territoriales Décentralisées (ETDs) per province, 20 local NGOs, members of the ETLs and Democracy Resource Centers (CRDs) and will hire *animateurs communautaires* (ACs). The integration of gender considerations into certain selection processes will greatly facilitate participation by men and women in the planned activities. It will also generate opportunities for women to have an active political life.

#### ***X.3. 1. SELECTION OF ENTITÉS TERRITORIALES DÉCENTRALISÉES (ETDS)***

Of the three ETDs per province, one is designated for the provincial seat. The selection of the other two ETDs will be determined according to specific criteria and was underway during the course of this gender assessment. To the extent possible, gender-sensitive inquiries to determine “political will” need to be integrated into ETD selection. This integration will forecast project feasibility to successfully engage and benefit women in these ETDs.

1. Determine if local traditional chiefs in the ETD have a demonstrated openness to promoting female educational or economic opportunities. Note if they are open to promoting women’s political engagement and leadership. Discover whether or not they support certain customary practices that harm females.
2. Assess key local government officials, as follows:

- Ascertain whether they have a demonstrated openness to promoting female educational or economic opportunities.
  - Determine whether they are open to promoting women’s political engagement and leadership.
  - Describe their awareness of how women in their area currently engage the local or national government and Assembly members.
3. Determine whether there are a number of local NGOs in the ETD that:
- work in partnership with the traditional chiefs and local officials; and
  - are successfully promoting women’s concerns.

### ***X.3.2. LOCAL NGOS***

The PBG project should strategically select female-focused NGOs to compensate for the formal government structures and political parties that employ many anti-female practices. This strategic selection will also create new gender-sensitizing dynamics wherein Provincial Assembly members and participating government officials will learn how to better respect, engage and respond to women constituents.

Of the 20 NGOs anticipated, each province should select 50% of their NGO partners that are women-led and female-focused regarding priorities. They should then ensure the following:

- That the remaining 50% have men and women in leadership positions, near gender parity among their members and a demonstrated commitment to representing both women’s and men’s priorities.
- That among those NGOs selected, overall membership representation is diverse in terms of lineages, ethnic, tribe, religious groups and other sensitive socio-economic divides; and
- That the selected NGOs have the willingness or demonstrated skills to work in partnership with government, elected officials and traditional chiefs.

### ***X.3.3. COMMUNITY ANIMATORS (ACS)***

To complement ETLs (Local Technical Teams) and extend their reach, PBG will hire individual *animateurs communautaires* (ACs) from the subprovincial units to work within their own communities. While ETLs provide technical support, ACs will help facilitate community-to-government interaction, organize public forums, solicit feedback from citizens and assist in civic education campaigns. For example, ACs will be responsible for complementing radio broadcasts with other activities, including innovative communication-for-social-change techniques, such as participatory theater, music and comic books, as well as how-to access guides for public services and civic rights. ACs will conduct training programs for community leaders to enable them to articulate issues effectively and to seek creative methods of identifying, prioritizing and solving problems. Recommendations follow:

1. The ACs will play a key role as interlocutors between government and civil society. Furthermore, ETLs and ETDs will be comprised mostly, if not only, by men; therefore, it

is absolutely essential that very qualified women be sought for the AC posts in each province.

2. The professional status of the ACs within the PBG structure should be considered central and essential to project success. This means that ACs need to be given certain authority by PBG management. For example, they could have a designated role in technical reviews of key partner materials for relevance to the grass roots and rural women, or they could be the ones to set the meeting times according to rural women's and men's availability.

#### **X.4. WORKING WITH VULNERABLE PERSONS – SEXUAL VIOLENCE**

The Gender Assessment team discovered established Provincial Synergies to Address Sexual Violence (SV) in Bukavu and Bandundu. These SV Provincial Synergies are comprised of governmental and civil society representatives. It is anticipated that similar structures can be found in Maniema and Katanga. (This needs to be verified.) In Bukavu and Bandundu, the SV Provincial Synergies have detailed records of the victims of sexual violence and know where they are in terms of recovery and reintegration into “normal lives” and their communities. Therefore, the SV Provincial Synergies should be considered a critical PBG resource for many reasons. They are well placed to identify those women ready and willing to participate in the PBG activities.

1. Each PBG province should set goals for how many SV victims they will engage in relevant activities and make use of the SV Provincial Synergies SV to recruit these women.
2. Widows are another vulnerable group in all provinces. Each PBG Province should determine how they will engage widows in their activities.
3. Each province should set advocacy goals that highlight SV, widow theft, certain customary practices that harm females and other province unique situations or practices that harm women in their province.

#### **X.5. CAPACITY BUILDING ACTIVITIES**

A significant amount of the PBG activities will involve capacity-building. Experience has shown that gender skills are best internalized by trainees when they are:

- Presented as an integral part of the training materials, as opposed to a set-aside consideration; and
  - Packaged in an experiential adult learning type of methodology (using role-playing, problem-solving and other interactive learning tools).
1. Therefore, all technical training components and related formats should fully integrate gender skills sets, ensure that both women and men are equally featured in materials and make use of an experiential adult learning type of methodology.
  2. It is also important to have women trainers working with men trainers and presenting core technical components to the participants so that the concepts of gender parity and women's leadership are mirrored by the professional training team.

It should be noted that the **IR 1, 2 and 3 Gender Considerations** documents provided the PBG team managers and advisors with detailed gender considerations and questions for most of the capacity-building activities.

## **X.6. CREATING ACCESS**

Without exception, access is the most persistent barrier to political life for rural men and women. PBG has numerous relevant approaches to overcome access constraints; however, the following approaches were not part of the original activity scope and should be considered:

1. Media experts and other respondents recommended that central markets be harnessed for passing civic education messages on Saturday, the main market day. Harnessing Market Day is one of the best strategies for reaching many men and women.
2. It was also recommended that rural school children – both boys and girls in primary and secondary school – be given fliers containing civic education messages and asked to discuss their content with their mothers and fathers. This is a strategic approach to sensitizing a younger generation and better informing semiliterate or illiterate parents.

## **X.7. LAWS THAT DISCRIMINATE**

Clearly, there are numerous laws, codes and statutes under the constitution that explicitly discriminate against women. PBG needs to determine which of these laws they wish to support for reform.

## **X.8. MONITORING AND EVALUATION**

According to USAID requirements, PBG has a 30% target for women's participation. The low numbers of women in state structures and elected office will make meeting this 30% target a challenge. The overall 30% target can be reached, however, by increasing the numbers of women participating in such civil society activities as civic education, audience publiques, action plans and NGO advocacy activities.

For example, if women make up only 10% of those government persons receiving skills training, then 50% of the participants in civil society activities need to be women. Fortunately, women already have a strong presence in civil society life and NGO leadership, so this goal should not be difficult to achieve.

1. It is recommended that women make up the clear majority of the participants in PBG civil society activities. A 50% target of women would be both feasible and appropriate for numerous reasons.

This target would help to redress the fact that government and elected bodies actively discriminate against women by requiring persons from these institutions to work in partnership with women constituents and leaders.

2. All activities engaging people should be gender disaggregated.

3. The quality of participation should be calibrated. PBG discussions with key partners, CRDs and ACs should determine the kind of calibration that can be collected. See example:

% of time women speak in activity	% of women leading activity
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4. For management reasons, the project should track the implementation of all previous recommendations. Many of these recommendations can be monitored as one-time-only milestones. The documentation and review of these accomplishments will help the project to succeed in its governance goals.

## **XI. PROVINCIAL CONCERNS**

DRC is a vast country with amazing diversity of conditions among its provinces. This diversity extends to gender concerns that might be unique to Maniema, Bandundu, Katanga and South Kivu.

The world knows of the “rape as weapon” horrors in South Kivu, but few are aware of the relentless customary practices of virgin rape common to many regions. Kidnapping girls to make them soldier brides is a problem in Maniema, but not in Bandundu. Trafficking is not found in all areas, but is a clear and persistent problem in certain border areas.

Gender assessments for each province, therefore, will greatly assist the project in identifying and addressing provincial-unique gender issues and finding strong local allies and successful examples to build upon and replicate.

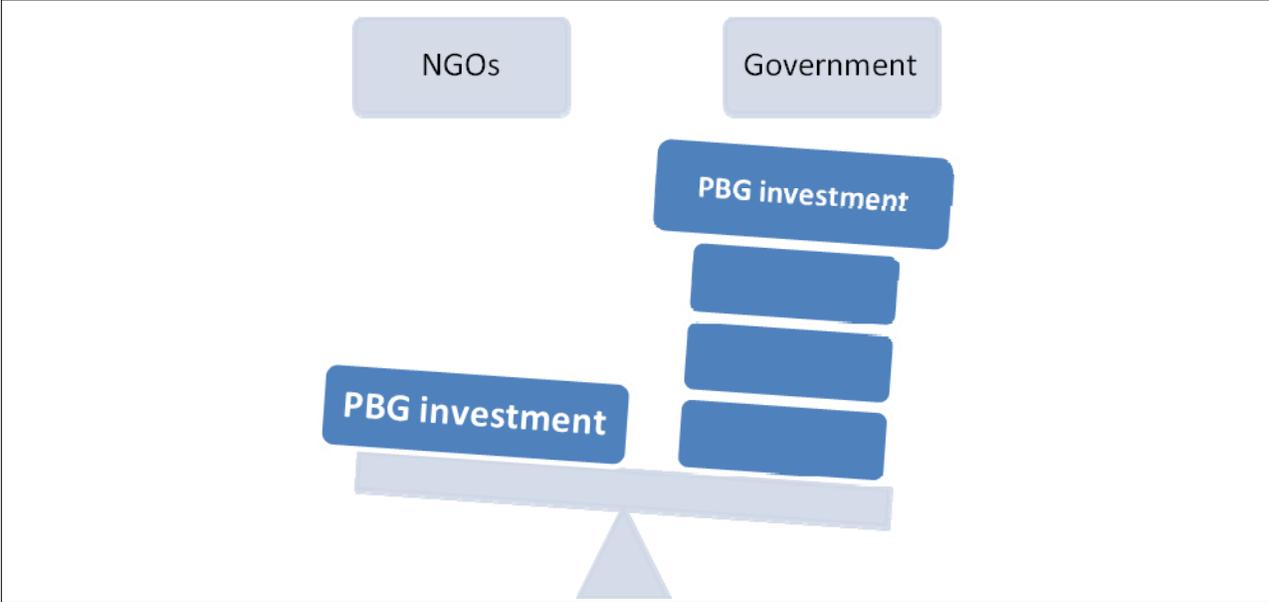
## **XII. RETURNS FOR DEVELOPMENT INVESTMENTS**

The PBG goals are valid; however, the reality of sexism in elected bodies and many government structures, along with wealth requirements for political party leadership, poor law enforcement and corruption, have created conditions wherein:

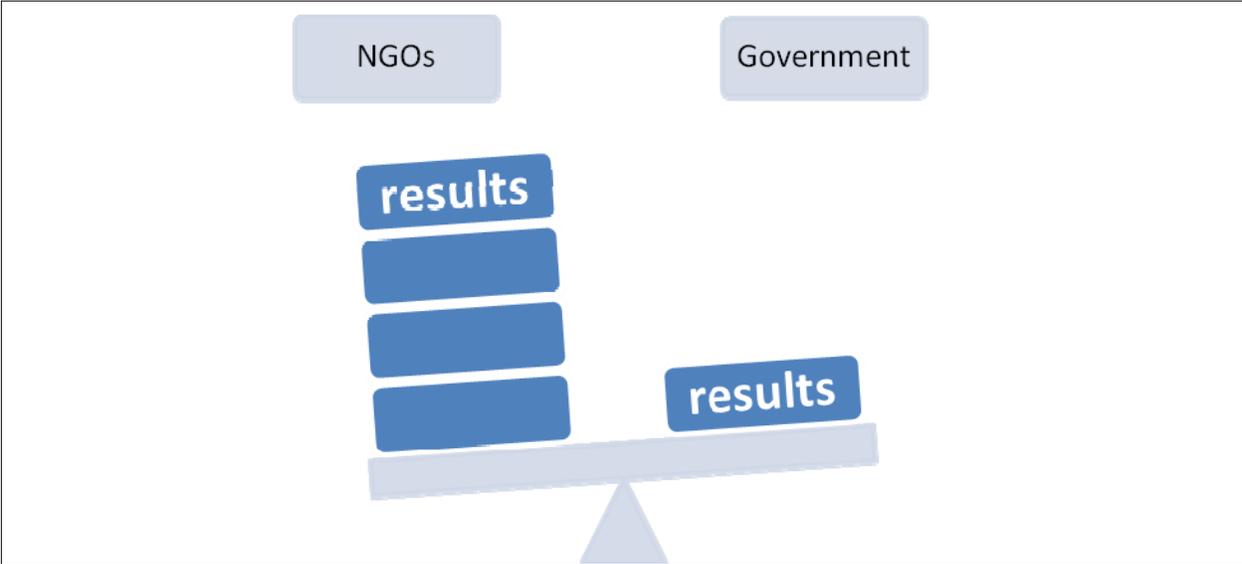
- Marginalized groups such as rural, poor, semiliterate men and women are underserved by the state and political parties; and
- Women’s political leadership is largely found in the NGO sector.

The following visuals underscore this dynamic and should lead USAID and the PBG project team to re-strategize how best to engage and serve marginalized groups through the Congolese political systems.

**Pre PBG Gender Assessment – Desired Improvements in Women’s Political Engagement**



**Post Gender Assessment – Immediate Results in Women’s Political Engagement  
Implications for poorer, semiliterate men**





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# ANNEXES

## Annex One – Scope and Methodology

An expatriate gender specialist will lead the assessment with the benefit of an international comparative perspective. A Congolese gender specialist will support the team leader with insights into the local context. The assessment team will base findings and recommendations on the background documents appended to this SOW and field work conducted in Kinshasa, Bandundu and Bukavu. Most of the assessment information will be gathered through participatory rapid appraisal processes, which may include focus group discussions, participant observation, semi-structured and conversational interviewing, preference ranking and scoring, and intuitional diagramming. The consultant will meet with a diverse range of participants to gather information. Sources may include parliament, provincial and local government officials, civil society organizations and major donors to the DRC who are currently working with gender issues.

Because gender violence is a predominant and critical theme of gender issues in the DRC, it is likely to figure prominently in participant responses to interview questions. The consultants should ensure, however, that the assessment scope extends beyond gender violence issues to overall gender considerations in Congolese democratic development.

### Key Context Questions

1. What are the primary constraints that women and men face in participating in democratic processes?  
For example:
  - Voting
  - Seeking public office
  - Attending and speaking at public dialogue forums
  - Organizing through NGOs and CSOs to influence both local and national officials
  - Influencing the drafting of laws
  - Influencing policy
  - Being informed of their rights under the law
  - Understanding how to access services from the government
  - Know how to shape local development priorities (with government)
  - Know what the local and national budget allocations are for education, health, environment, roads, and other categories
  - Other?
2. Socio-cultural factors affecting political participation and representation:
  - Does belonging to certain ethnic groups affect women's and men's participation and representation?
  - Does marital status – being single, married, divorced or widowed – affect women and men differently?
  - How does education level affect women's and men's participation and representation?
  - Is violence ever used to curtail women's or men's participation? Does it have the same affect on men and women?

- How does wealth and poverty affect men's and women's participation and representation?
3. What constraints do men and women face when trying to access:
    - News on current events locally and nationally;
    - Information on citizens' rights and responsibilities under the new constitution; and
    - Voicing concerns to government officials?
  4. How might men's and women's understanding of decentralization differ?
  5. How might men's and women's expectations of decentralization differ?
  6. How do men think women and men should participate in politics? (Should they participate in similar or different ways?)
  7. How do women think women and men should participate in politics? (Should they participate in similar or different ways?)
  8. Regarding corruption:
    - Do men think women and men officials are equally involved in corruption?
    - Do women think women and men officials are equally involved in corruption?
  9. What government laws and policies must clearly state that men and women should participate equally in governance processes?
  10. What laws and policies must be reformed to promote gender equality?
  11. Ask for recommendations on how to sensitize men so that they:
    - Gain information about women's roles in public life.
    - Better understand how female participation in political activities can benefit society.
    - Will actively encourage and support women's political participation.

### **Team Leader Tasks**

1. Review background documents prior to arrival in-country.
2. Develop a draft questionnaire for key informant interviews.
3. Review with the PBG evaluation specialist the draft PBG PMP.
4. With the local specialist, refine the key informant interview questionnaire.
5. With the local specialist, gather information through key informant interviews in Kinshasa.
6. With the local specialist, conduct rapid participatory appraisals in Bukavu and Bandundu.
7. With the local specialist, identify gender considerations most relevant to PBG program objectives.
8. Develop recommendations for approaches to planned activities that will sufficiently incorporate the identified gender considerations across the project. Approaches will incorporate best practices and lessons learned in effective gender mainstreaming in conflict and post-conflict environments.
9. Develop recommendations for modifications to the draft PMP that will measure PBG performance in the incorporation of the recommended approaches.
10. Prepare and present Power Points of analysis and key findings to USAID and PBG project team in Kinshasa.
11. Prepare and submit draft and final reports.

## **Annex Two – IR 1, 2 and 3 Gender Considerations**

Developed January 2010 - *It should be noted that some questions repeat, as some of the proposed activities have similar gender considerations.*

### **Gender Considerations for IR 1 – CITIZENS DEMAND ACCOUNTABILITY**

*(Taken from PBG project description.)*

**GENDER.** Civic education activities will improve female participants' understanding of the political process that is unfolding and will provide them with practical information and skill sets to participate and ensure that their issues are raised. Women often censor themselves when they are in the presence of men, particularly in more traditional rural areas or where women have been brutalized by physical violence or systemic harassment. Giving women safe spaces in which to communicate their aspirations as well as their fears is a first step in educating them about what else is possible for their future.

Men also need education so that they can fully appreciate women's traditional constraints and how male behavior and attitudes can be altered to empower women for the greater benefit of society. DAI will offer community reconstruction activities and material assistance to women's houses as a way of empowering them separately from male-dominated spheres of public participation. In addition, international best practice in gender-mainstreaming approaches suggests that when men see the economic benefits of women's participation, their resistance declines and their own respect and tolerance for women increases.

These lessons have been learned in part through microenterprise and civic education activities undertaken in the context of anti-trafficking programs across Africa, Eastern Europe and Southeast Asia. We will apply them in the DRC to increase women's empowerment and to reduce the trafficking of women and men by providing training in prevention, capacity-building, networking, research and protection. Civic education alone is insufficient to stopping trafficking. The importance of economic opportunity combined with education on vulnerability to trafficking – including migration, smuggling, prostitution, and child labor and other exploitative labor practices – will be incorporated into PBG gender discourse.

#### **1.1 – BETTER ACCESS TO INFORMATION**

**Activity 1: Build NGO Capacity for Dialogue, Information Dissemination and Analysis.** Civil society activities in each of the provinces will target a minimum of 40 core members of local associations and registered CSOs. Where possible, these will be linked to national affiliate CSOs. Mobile technologies will be used. Phone technology/new tools – such as Ushahidi's SMS/text-driven violence reporting in Congo and Kubatana's Freedom Fone (a voice database where users can access news and public-interest information via land, mobile or Internet phone) – will serve as models.

#### **Questions**

1. How were women integrated and represented in Ushahidi's SMS/text-driven violence reporting in Congo and Kubatana's Freedom Fone activity?
2. Are there gender-specific motivations that prompt women to engage?
3. Why did they continue to participate?
4. Did their engagement change expectations and/or practices regarding their political participation and representation?

5. Did it change practices on the part of other groups – including politicians, local officials and men in their communities?

### Questions for New Activity

1. How will feedback and information from individuals be representative of groups? How will men's and women's participation be tracked?
2. How will rural, less formally educated men and women afford participation in this activity?
3. If relevant – How will these communications be linked to concrete political action for men and women?

### Activity 2: Provide Grassroots Civic Education

#### Questions

1. Do you know of any examples wherein women actively participated in Grassroots Civic Education?
2. Why do you think women engaged in this activity? Was it because the activity sought their engagement?
3. Did the timing of the activity accommodate women's schedules, including domestic duties/work?
4. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate?
5. Did women's participation create unanticipated results? Describe these results. Did it change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?
6. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

#### Questions

How were women represented in this activity? Did their stories, concerns, perspectives and solutions create unanticipated results? Describe these results. Did it change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?

1. *Arbre à Palabre*: A 30-minute weekly program in a roundtable format that brings together experts from civil society, the government and other sectors to discuss national concerns, with an emphasis on good governance and peace-building. The program seeks to provide credible, accurate information from national decision-makers, reducing rumors and misinformation through distribution across the country.
2. *Mopila*: An eight-minute radio drama sketch produced each week in five languages: French, Lingala, Tshiluba, Swahili and Kikongo. Using Mopila as the main character, the show features entertaining dramatic scenes to provide information, influence attitudes and model behaviors on governance and conflict topics.
3. *Jirani Ni Ndugu (My Neighbor, My Brother)*: A weekly 30-minute soap opera broadcast in Swahili. The show examines conflicts and challenges that Congolese citizens face daily and offers examples on how to address them peacefully and constructively. The characters experience familiar dilemmas, such as elections, disarmament, refugee return, governance reforms and decentralization.

**2.a. Media campaigns:** Working closely with community-based radio programs – which have greater reach than any other medium in the DRC – PBG will blanket **civic education** to a broad audience.

### Questions

1. What constraints do rural, less formally educated men and women share regarding accessing community-based radio programs' news on current events locally and nationally? (Note levels of understanding/relevance of broadcasts to men and women.)
  - What kinds of constraints are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  - What kinds of opportunities are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
2. What constraints do rural, less formally educated men and women share regarding accessing community-based radio programs' information on citizen rights and responsibilities under the new constitution? (Note levels of understanding/relevance of broadcasts to men and women.)
  - What kinds of constraints are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  - What kinds of opportunities are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
3. How will women be represented in this educational material?
4. How often will women be represented in this educational material – e.g., 50% of the time?
5. How will **civic education activities** be organized to reach low-literacy and illiterate women? Will they be broadcast when women are available to listen to the radio?
6. How will the **civic education activities** link these kinds of female participants' understanding of the political process to practical political engagement and purpose?
7. There are a few subjects – e.g., violence against women, trafficking and AIDS – that are impossible to ignore. Will these topics be part of the civic education agenda? How will they be addressed?

**2.b. Community Animators (ACs):** ACs will complement radio broadcasts with other activities, including innovative communication-for-social-change techniques, such as participatory theater, music and comic books, as well as how-to access guides for public services and civic rights. ACs will conduct training programs for community leaders to enable them to articulate issues effectively and seek creative methods of identifying, prioritizing and solving problems. PBG will give priority to women's groups in implementing civic education and community leadership training.

### Questions

1. Do you know of any examples wherein women actively participated in participatory theater, music and comic books, training programs for community leaders?
2. Why do you think women engaged in this activity – e.g., was it because the activity sought their engagement?
3. Did the timing of the activity accommodate women's schedules – including domestic duties/work?
4. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did their engagement change expectations and/or practices regarding their political

participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?

5. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

### Questions for New Activity

1. How will women be represented in this educational material? Describe examples.
2. How often will women be represented in this educational material – e.g., 50% of the time?
3. How will “how-to access guides for public services and civic rights” be modified to for use by low-literacy and illiterate women and men?
4. How will the **civic education activities** link these kinds of female participants’ understanding of the political process to practical political engagement and purpose? Describe examples.
5. Specifically, how will these activities lead to rural women’s voicing their opinions, concerns, observations and solutions in:
  - the local political forum?
  - the national political forum?

**2.c. Gender Education for Men** – Men also need education so that they can fully appreciate women’s traditional constraints and how male behavior and attitudes can be altered to empower women for the greater benefit of society.

### Questions

1. What kind of educational approach might best work given the cultural context?
2. What kinds of persons – e.g., community leaders/women’s groups/ACs – will lead these activities?
3. Will men be asked to analyze how women contribute to their families, communities and nation?
4. Will men be asked to talk to women they know – e.g., mothers, sisters and co-workers – to find out from these women what men should do to help women participate or be represented in political activities?
5. Will men be asked to give examples of how the lives of males will improve should women share decision-making power?
6. Will an activity-level protocol be established whereby men and women give examples regarding “why is it essential for women to participate in politics”?
7. Will these gender-sensitizing educational opportunities be integrated into specific activities? Which ones? Indicate particular AC activities (e.g., participatory theater, music, comic books, leader training) that would lend themselves to this kind of reflection and attitudinal change.
8. What kinds of changes in men’s attitudes and behavior are anticipated?
9. How will the changes in men’s attitudes and behavior be tracked and measured?

**Activity 3: Support CSO Engagement in Policy and Public Advocacy Campaigns.** PBG will work with CSOs to develop or refine at least **25 advocacy agendas** and will orient CSOs to unearth information, data and evidence to back up advocacy claims. PBG staff will work closely with PBG technical advisors in decentralization and legislative strengthening to ensure relevance, consistency and accuracy of content.

### Questions

1. Do you know of any examples wherein women actively participated in similar activities?

2. Why do you think women engaged in this activity – e.g., was it because the activity sought their engagement?
3. Did the timing of the activity accommodate women’s schedules – including domestic duties/work?
4. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did their engagement change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local official and men in their communities?
5. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

### **Questions for New Activity**

1. Will training in how to gather information, data and evidence to support an objective include some gender analysis? For example, men and women might be affected differently or have different views and needs related to the advocacy topic – e.g., women farmers might prioritize access to water over markets, and men would have the opposite view. How will this be reconciled in the advocacy agenda?
2. Will there be a specific target for gender equality in the advocacy agenda?
3. Will it prioritize sectors, for example:
  - Economic equity – access to land and collateral
  - Political equity – no vote can be passed without a gender quorum/consultation and consensus from women citizens and women’s groups
4. Or will each advocacy agenda have a gender sub-set of priorities?
5. Will there be any agenda that does *not* require a gender aspect?
6. There are a few subjects – e.g., violence against women, trafficking, and AIDS – that are impossible to ignore. Will these topics automatically be part of the advocacy agenda? How will they be addressed?
7. Anticorruption (advocacy) Agenda
  - 7.a. Establish CLATs

**Related Questions** – What was rate of women’s participation in the Comités de Lutte Anti-Tracasseries (CLATs)? Why do you think women engaged in this activity – e.g., was it because the activity sought their engagement? Did the timing of the activity accommodate women’s schedules – including domestic duties/work? Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did their engagement change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?

What can this activity do to recreate conditions and elements needed to achieve a similar success?

- 7.b. Analysis of constraints and opportunities facing local development and service delivery vis-à-vis corruption

### **Question**

How will women’s views be included in this assessment process?

- 7.c. Development of mechanisms for multiple stakeholder dialogue (businesses, local government, tribal leaders, CBOs and churches) to discuss the constraints corruption places on daily life.

## Questions

1. How will women be identified and selected to participate in this activity?
2. If there are gender-specific corruption concerns, how will these be prioritized in the anticorruption advocacy agendas? (Action plans to fix and monitor identified problems have similar concerns.)

**Activity 4: Creating Opportunities for NGOs for Public Testimony and Participation.** PGB staff will help NGOs and CSOs create new mechanisms for dialogue while improving their capacity for advocacy and oversight. PBG will train NGO and CSO members and staff in public speaking and organization of remarks, as well as in both organization and procedure of hearings, to identify opportunities for NGOs and CSOs to engage in public testimony – for instance, by reviewing published legislative calendars for review and town hall meetings.

## Questions

1. Do you know of any examples wherein women actively participated in similar activities?
2. Why do you think women engaged in this activity – e.g., was it because the activity sought their engagement?
3. Did the timing of the activity accommodate women’s schedules – including domestic duties/work?
4. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did their engagement change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?
5. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

## Questions for New Activity

1. Will gender considerations be part of the selection criteria for choosing NGOs and CSOs for participation in this activity? For example, will the chosen entities have female leadership and/or focus on gender issues? Please explain how gender will be mainstreamed into the selection process.
2. Will the training for the “organization of remarks” include analytical training regarding best points to present? Will this analytical training include attention to gender as an essential aspect of a comprehensive presentation on most, if not all, topics?
3. What constraints do rural, less formally educated men and women share when trying to have their interests voiced through representatives of CBOs and NGOs?
  - What kinds of constraints are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  - What kinds of opportunities are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
4. How will the NGO and CSO representatives ensure that they include the views of their male and female constituents in these engagements?
5. How will information in the legislative calendars be shared with less formally educated men and women in order for their understanding and concerns to then be represented in the CBOs’ and NGOs’ feedback to the government?
6. How often will appropriate graphics be used to convey information and decisions to less formally educated persons?

7. How will the sites be chosen for this information display? Will these sites be accessible to men and women?
8. How will different kinds of NGOs and CBOs – e.g., farmers’ unions, market vendors’ groups, AIDs education groups, micro-enterprise/lending groups – engage men and women in (town hall) meetings?
9. Will there be any “gender standards for engagement” set across these groups?
10. How will success be measured? For example, Will a public testimony activity be considered valid or useful if no women provide testimony? What are the related implications for activity impact?

## 1.2 – IMPROVED MECHANISMS FOR DIALOGUE

PBG will build on the Democracy Resource Centers (CRDs), *audiences publiques*, and local partners – including Service de Renforcement des Appuis aux Organisations de la Société Civile et des Communautés de Base (SERACOB) and Centre National d’Appui au Développement et à la Participation Populaire CENADEP) – to develop stronger, more concrete relationships among citizens, governments and civic organizations. By the end of the program, at least 240 mechanisms for dialogue will be supported for citizens to engage sub-national government.

**Activity 1: Evaluate Democracy Resource Center Management and Sustainability.** CRDs’ assessments will explore methods of improving efficiency, recovering costs through fees, fostering greater ties to rural civil societies and governments, and improving CRDs’ capacity as training and service providers for both government and NGOs, whether CRDs should be staffed with *animateurs* or serve as a home base for them. Based on these assessments and discussions with USAID, we will determine whether and where to create new CRDs.

### Questions

1. Have key gender skill sets been identified and integrated into CRD work to date? What are they? What gender skill sets are needed?
2. Does CRD capacity as training and service providers for both government and NGOs include relevant gender skill sets – e.g., gender analysis?
3. How will PGB assess CRD capacity to mainstream gender through their myriad activities – for example, recovering costs through fees? Can women and men afford the same fee service? Are their differences in how well they engage men and women from rural civil societies and governments?
4. CRDs are considered a sustainable presence and resource. What are the priority gender skill sets needed for them to provide quality services?

**Activity 2: Promote Dialogue Forums and *Audiences Publiques*.** PBG will work to orient dialogue forums and *audiences publiques* toward specific action items and follow-up activities. The forums are designed to improve service delivery and governance by developing concrete actions for improvements. In order to leverage the *audiences* for greater impact, PBG will use ACs within target communities to bring concerns and questions from those sessions back to the larger forums. ACs will report back to their citizens using discussion guides and printed materials to assist them. PGB will publicize and broadcast forums for wider distribution.

### Questions

1. What constraints do rural, less formally educated men and women share regarding their attendance at public dialogue forums?
  - What kinds of constraints are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  - What kinds of opportunities are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  
2. What constraints do rural, less formally educated men and women share regarding their speaking at public dialogue forums?
  - What kinds of constraints are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  - What kinds of opportunities are specific to either men or women?
  - Men (list): \_\_\_\_\_ Women (list): \_\_\_\_\_
  - How will ACs address these constraints and opportunities?
  
3. How will ACs ensure that men and women from their more remote communities are equally represented in the audiences publiques and dialogue forums?
4. How will ACs have the authority to represent certain groups that might already be represented by traditional leadership?
5. How will ACs have the authority to represent certain groups that might already be represented by other CSOs and NGOs?
6. Among the various actors at the community level, who is best suited to ensure that rural women from varying ethnic, social and economic positions are represented? Is it the AC, or the AC working with certain existing leaders?
7. Post project, who should replace the AC as a facilitator of women’s participation and representation?
8. How will topics be selected? Will gender concerns be included when defining “successful service delivery” or local government officials’ responses to men’s and women’s differing priorities?
9. How much focus will there be on an agenda of equal importance to men and women?
10. If there are gender-specific concerns in a topic, how will these be prioritized in the specific action items and follow-up activities?
11. How will women be identified and selected to participate in this activity?

**Activity 3: Host Constituent Outreach and Mobile Government Activities.** PBG will host constituent outreach activities whereby deputies and senators travel to constituencies and meet with citizens to explain their roles and current events. PBG will coordinate with government leadership to determine topics in advance and engage NGOs and civil society leaders through ETLs and ACs to prepare discussion points and advocacy agendas. When the issues constitute part of a national policy dialogue, media will cover the events, interview government officials and include public commentary to be broadcast locally as well as nationally.

### Questions

1. Will gender considerations be part of the selection criteria for choosing NGOs and civil society leaders’ participation in this activity? For example, will the chosen entities have female leadership and/or focus on gender issues? Please explain how gender will be mainstreamed into the selection process.

2. How will topics be selected? Will gender concerns be included?
3. How much focus will there be on an agenda of equal importance to men and women?
4. If there are gender-specific concerns in a topic, how will these be prioritized in the specific action items and follow-up activities?
5. How will women and men be identified and selected to participate in this activity?
6. Will there target for rates of participation and representation – e.g., public commentary – by men and women in these events?
7. Will this activity include a gender-sensitization component for elected officials? What should be included in this component?

**Activity 4: Build Capacity of NGOs to Engage Elected Leaders on Budget and Legislative Agenda.**

PBG will engage with NGOs that demonstrate the potential to provide oversight and coverage of parliamentary issues. At the local level, PBG will explore expansion or creation of sector- or issue-specific citizen oversight groups to empower citizens to hold government accountable. As decentralization progresses, PBG will adapt financial tracking models to encourage citizens to oversee public financial resources, such as the Public Expenditure Tracking Surveys. PBG will provide grants to civil society groups to develop their roles as watchdogs for misuse of funds and to increase participation in provincial government budget processes. PGB will develop a citizen media sector leveraging social media, broadcast media and mobile phone technology.

**Questions**

1. Do you know of any examples wherein women actively participated in similar activities?
2. Why do you think women engaged in this activity – e.g., was it because the activity sought their engagement?
3. Did the timing of the activity accommodate women’s schedules – including domestic duties/work?
4. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did their engagement change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?
5. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

**Questions for New Activity**

1. Will gender considerations be part of the selection criteria for choosing NGOs’ participation in this activity? For example, will the chosen entities have female leadership and/or focus on gender issues? Please explain how gender will be mainstreamed into the selection process.

***Parliamentary-level Oversight***

1. Will the NGO selection process for parliamentary-level oversight include the capacity to analyze gender considerations in legislation and budget allocation?
2. How many of the selected NGOs will require this gender-orientation and skill set?
3. Will all of the selected NGOs have training to improve their gender skill sets in this regard?
4. Are there certain kinds of NGOs that can be excluded from this consideration? What kinds?

***Local Government Oversight***

1. Will the NGO selection process for local government oversight include the capacity to analyze gender considerations in legislation and budget allocation?
2. How many of the selected NGOs will require this gender-orientation and skill set?
3. Will all of the selected NGOs have training to improve their gender skill sets in this regard?
4. Are there certain kinds of NGOs that can be excluded from this consideration? What kinds?

**Activity 5: Improve Communications Tools for Government, Including a Listserv Linking Provincial Parliamentary Staff and Deputies and Disseminating Scopes of Laws.**

*Intergovernmental communication:* PBG will develop easy-to-use communications tools for government officials, including various listservs (linking, for instance, senators/deputies, parliamentarians/staff, parliament/governors and senate/staff) and a website for easy access to draft laws and laws on the books. Before developing any tools, PBG will interview potential users to determine information needs, requests and parameters for establishing communications.

**Questions** – *Recognizing there is an existing parliamentary gender network consisting of a small number of women:*

1. Both during the project and post project –  
How will gender analysis of draft laws and existing laws be mainstreamed into this information flow?
2. Both during the project and post project –  
Who will be responsible for providing the analysis and updating the system?
3. Both during the project and post project –  
Who will have the authority to ensure that this information is part of regular communications on any law?
4. Of all the laws that are anticipated for review during the life of the PBG project (2009–2014), do you anticipate any particular laws that can be excluded from this gender review?
5. Of all the laws that are anticipated for review during the life of the PBG project, (2009–2014), what do you think are the priority laws that must have gender-analysis as central to the review and passing process?

*External Communication:* PBG will work with government officials to help them define priority communications needs and will prepare media training (how to go on radio, how to speak with reporters, journalist codes of ethics) and outreach training (how to prepare press releases, information sharing).

**Questions**

1. How will this media training promote and integrate gender considerations, such as
  - reaching women constituents;
  - understanding women’s concerns;
  - addressing men’s fears regarding gender equality and promoting the rights of women;
  - violence against women; and
  - other compelling nationwide concerns?
2. As a result of this training, will government officials understand that most priority communications must reach men and women and take both parties’ concerns into consideration?
3. Will government officials be sensitized as to what kinds of communications are excluded from gender considerations?



6. How will “sectors demanding the highest attention from citizens” be selected? How will differing gender-based concerns be reconciled? How much focus will there be on an agenda of equal importance to men and women?
7. How will the Service Improvement Action Plan mainstream women’s concerns? Will the objectives reflect some gender analysis? Will the Service Improvement Action Plan *engagement strategies* include women specifically as decision-makers? Will certain reporting targets be gender disaggregated?

**Activity 2: Provide Small Grants for Budget Monitoring.** PBG will provide small grants to NGOs that have been through civic education and advocacy training and are engaged with provincial or central government to carry out budget monitoring. Adapting participatory and gender budgeting techniques piloted in South Africa, Mozambique, Namibia, Tanzania, and Uganda, PBG will support NGOs to train other civic groups in budget monitoring: accessing budgets, gaining budget and financial literacy, developing citizen budget guides, and developing skills for successful budget analysis. PBG will help train NGOs - Using tools such as gender-aware policy appraisal and gender-disaggregated beneficiary assessments - in how to advocate for the inclusion of gender perspectives in budgetary decisions so that resource allocation is reflective of diverse stakeholder needs. Trained female advocates will have face-to-face meetings with elected leaders and senators, facilitated by ACs.

### Questions

1. Will gender considerations be part of the selection criteria for choosing NGOs’ participation in this activity? For example, will the chosen entities have female leadership and/or focus on gender issues? Please explain how gender will be mainstreamed into the selection process.
2. Will male NGO leadership also be trained in these capacities and functions?
3. What will be done to ensure that male civil society leaders recognize this gender skill set as valuable for their efforts and interactions with government?
4. How will the NGOs engage citizens and local officials to set the necessary concrete “daily-life goals” related to this activity – e.g., improved budget allocations lead to more girls completing middle school?
5. Clarify the role of female lawyers – e.g., will they be promoting gender-sensitive budget allocation? Or do they have other roles? Who will have their function post-project?
6. Will the minutes from meetings with female advocates be announced in public forums?
7. Once this activity is implemented, what will be the roles and responsibilities of local officials in sharing gender-sensitive budget allocation information with citizens, NGOs, CSOs and others? How will this information be disseminated to citizens?
8. Will these “gender-aware policy appraisal and gender-disaggregated beneficiary assessments” tools be included in other training opportunities – e.g., budget allocation training of local officials and parliamentarians? What training activities will integrate tools?

**Activity 3: Convene Community Gatherings to Identify Priorities.** During the *audiences publiques*, PBG will help communities identify priorities from a range of diverse and pressing needs to present to the government for concrete action. Based on these priorities, at least 25 CSOs will receive support for their advocacy campaigns in order to effectively shape at least 25 policies.

1. Will gender considerations be part of the selection criteria for choosing CSO participation in this activity? For example, will the chosen entities have female leadership and/or focus on gender issues? Please explain how gender will be mainstreamed into the selection process.
2. How will “priorities requiring concrete government action” reconcile differing gender-based concerns? How much of a focus will there be on an agenda of equal importance to men and women?
3. Will there be a specific target for gender equality on the policy agenda?
4. Will there be a specific target for gender equality or considerations in the policy agenda?
5. Will it prioritize sectors? For example:
  - Economic equity – access to land and collateral
  - Political equity – no vote can be passed without consultation and consensus from women citizens and women’s groups
6. Or will each policy agenda have a gender sub-set of priorities?
7. Will there be policy that does *not* require a gender aspect?
8. There are a few subjects – e.g., violence against women, trafficking and AIDS – that are impossible to ignore. Will these topics automatically be part of the policy agenda? How will they be addressed?

**Activity 4: Prepare Communities for Meetings with Elected Leaders.** To prepare communities for meetings with elected leaders, we will focus on tangible themes, such as managing anticorruption campaigns, monitoring public services and understanding the national budget. For each theme, PBG will train CSOs in how to engage elected leaders.

#### Questions

1. How will the knowledge gained from these trainings be shared by the CSOs with the wider community?
2. Will this sharing occur prior to meetings with elected officials so that citizens can fully participate in these meeting with elected leaders?
3. What will CSOs do to ensure that women understand these concepts and topics?
4. How will they facilitate women’s engagement in the meetings with elected officials?

#### Activity 5: Provide NGO Media Training.

To help NGOs and CSOs better understand the needs and expectations of journalists and media professionals, PBG will design and deliver media training workshops. The workshops will cover a range of skills and tools, including the development of visual material and press releases, public speaking, engaging with reporters, journalism ethics, networking and coordination strategies, and interview strategies.

#### Questions

Do you know of any examples wherein women actively participated in similar activities?

1. Do you know of any examples wherein gender considerations were well integrated into similar activities? For example, did the visual material and press releases highlight both women and men?
2. Why do you think women engaged in this activity – e.g., was it because the activity sought their engagement?
3. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate?

4. Did participation by NGO women change their expectations and/or practices regarding their political participation and representation?
5. Did NGO women's participation change practices on the part of other groups – including politicians, local officials, “NGO men” and other men in their communities?
6. What can this activity do to recreate conditions and elements needed to achieve a similar success?

### **Questions for New Activity**

1. Will gender considerations be part of the selection criteria for choosing NGOs' participation in this activity? For example, will the chosen entities have female leadership and/or focus on gender issues? Please explain how gender will be mainstreamed into the selection process.
2. How will the training material mainstream gender? For example, will the visual material and press releases highlight both women and men? Will training in public speaking and interview strategies include a focus on why it is important to share perspectives from men and women on key topics?

### **Gender Education for Men – Questions**

1. What kind of educational approach might work best, given the cultural context?
2. Will men participants be asked to analyze how women contribute to their families, communities and nation? Will men be asked to talk to women they know – e.g. , mothers, sisters and co-workers – to find out from these women what men should do to help women participate or be represented in political activities?
3. Will men be asked to give examples of how the lives of males would improve should women share media influence?
4. What kinds of changes in men's attitudes and behavior are anticipated?
5. How will the changes in men's attitudes and behavior be tracked and measured?

**When relevant, review the corresponding Intermediate result table and ask participants to suggest how related gender-specific impacts can be best monitored and better integrated.**

**ANTICIPATED RESULTS – IR 1**

Select Milestones	Program Results	Illustrative Targets
<ul style="list-style-type: none"> <li>▪ Civic education training program developed</li> <li>▪ Civic education radio programs delivered</li> <li>▪ Completion of assessment of Democracy Resource Centers (CRDs)</li> <li>▪ Successful management of Bandundu and other CRDs, as requested by USAID</li> <li>▪ Establishment and regular scheduling of <i>audiences publiques</i> in target provinces</li> <li>▪ Production of visual materials (comic books, etc.) for training</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increased skills to reach out to local and national government actors</li> <li>▪ Increased requests by government to gather civil society input</li> <li>▪ Increased understanding of how to engage local government entities</li> </ul>	<ul style="list-style-type: none"> <li>▪ 7,000 people have completed civic education programs</li> <li>▪ 240 local mechanisms supported for citizens to engage subnational government</li> <li>▪ 25 policies have been influenced by CSOs</li> <li>▪ 25 CSO advocacy campaigns have been supported by the U.S. Government</li> <li>▪ 60 percent of people surveyed in select provinces believe their voices are heard by national, provincial and local government</li> </ul>

## **Gender Considerations for IR 2 – SELECTED PARLIAMENTS ARE MORE DEMOCRATIC AND EFFECTIVE**

*(Taken from PBG project description.)*

**GENDER** – As PBG undertakes skill development for female leaders in government or for female elected representatives, our mainstreamed approach will focus on the ways in which women’s voices often get muted in formal institutions dominated by men. As new institutions are created at the provincial level, and as upcoming elections present new opportunities to see women participate in formal decision-making, PBG will prioritize women’s skill development in civic education and advocacy, legislative strengthening work (particularly constituency outreach activities) and establishment of the laws, policies and procedures for decentralization.

### **2.1 – INTERNAL MANAGEMENT AND SUPPORT SERVICES STRENGTHENED**

**Activity 1: Assess Current Functions and Capacity of Parliamentary Staff and Develop a Training Plan to Improve these Skills (National and Provincial Legislatures).** PBG will work with members and staff in the parliament and the assemblies in the pilot provinces to conduct a participatory self-assessment of each institution’s strengths and shortcomings. DAI’s existing relationships with the elected and administrative leadership in these institutions will enable the team to begin engaging representatives and staff in that participatory process within PBG’s first month. These self-assessments will be based on, or informed by, internationally accepted indices of legislative capacity. The actual index used will reflect indicators of priority concern such as: public input into draft laws; opposition comments on draft laws; media coverage of plenary; time to passage of laws; number of actions undertaken by legislators; and special commission reports publicized. The assessment results will be used to develop institutional development and staff training plans. Examples of possible priority training topics include human resources, internal budget and finance, and research and legislative drafting.

#### **Questions**

##### **1. Regarding public input into draft laws**

How will the parliament ensure that “women and men from the public” are equally engaged in this activity? What will parliament do to ensure that women’s engagement is actively sought? Will the timing for public input accommodate women’s schedules – including domestic duties/work? How will the differing views of women and men be accounted for in the feedback process? How might gender differences be accounted for when shaping legislation? Describe examples.

##### **2. Regarding research and legislative drafting**

- 2.a. How will the priorities for selecting laws for drafting or revising be determined?  
How will the public have a say in what laws are priority for change and improvement?  
How will women’s views be accounted for in this process?
- 2.b. Will all laws be reviewed from the gender perspective?
- 2.c. Will certain laws that clearly discriminate against women be a priority for redrafting? If not, why not?
- 2.d. Both during the project and post project:
  - How will gender analysis of draft laws and existing laws be mainstreamed into this information flow?

- Who will be responsible for providing the gender analysis?
  - Who will have the authority to ensure that this information is part of regular communications on any law?
- 2.e. Of all the laws that are anticipated for review during the life of the PBG project (2009 – 2014):
- Do you anticipate any particular laws that can be excluded from this gender review?
  - What do you think are the priority laws that must have gender analysis as central to the review and passing process?

### 3. Regarding special commission reports publicized

Will gender analysis be a necessary and integral element of special commission reports? Are there examples where gender considerations would not be relevant to a special commission report? How will the project training include these gender skills for developing and reviewing special commission reports? Describe examples.

4. *The Parliament Gender Network is small in membership and its members have many responsibilities. In addition, the situation for many Congolese women includes high levels of personal danger, economic discrimination and cultural discriminations but few government protections.* Therefore, will gender skill sets – such as gender analysis of laws, budgets and policy impact – become part of the broad-based training of skills for all parliamentarians? If not, why not? What can be done to ensure that these kinds of skills and practices are part of general parliamentary functions and capacities, rather than set aside as the responsibility of a small group of women parliamentarians?

**Gender Education for Men** – Men also need education so that they can fully appreciate women’s traditional constraints and how male behavior and attitudes can be altered to empower women for the greater benefit of society.

### Questions

1. What kind of educational approach might work best, given the cultural context?
2. What kinds of persons will lead these parliamentary-level capacity-building activities?
3. Will legislators and legislative staff men be asked to analyze how women contribute to their families, communities and nation?
4. Will men be asked to talk to women they know – e.g., mothers, sisters and co-workers - to find out from these women: What men should do to help women participate or be represented in political activities? Or how certain laws might affect men and women differently? Etc.
5. Will men be asked to give examples of how the lives of males will improve should women share decision-making power?
6. Will there be an activity-level protocol established whereby men and women give examples of “why is it essential for women to participate in politics” or “how laws affect women and men women differently”?
7. Will these gender-sensitizing educational opportunities be integrated into specific activities? Which ones? What kinds of changes in men’s attitudes and behavior are anticipated?
8. How will the changes in men’s attitudes and behavior be tracked and measured?

**Activity 2: Develop an Information Management System for Sharing Draft Laws for Input and Adopted Laws for Future Reference (National and Provincial Legislatures).** PBG will develop an

information management and inter-legislative communication system modeled on a South African system that codifies legal instruments, allows them to be shared across provincial and national legislatures, and gives access to legislators, staff, civil society, journalists and others who wish to research or comment on proposed or existing laws.

In collaboration with the University of Kinshasa, PBG will publish and make available an online a journal to inform those interested in legislative and legal developments about upcoming and past changes in laws. PBG will conduct separate training sessions on the effective use of this online journal for staff of all legislatures, representatives, journalists, members and staff of key CSOs, and others.

### Questions

1. Does the South African model integrate gender considerations – e.g., gender-relevant analysis pertaining to law and, outreach practices to ensure that women and men are providing input into the feedback process?
2. If yes, how will these practices be incorporated into this PGB activity?
3. If this is unknown, how will such gender considerations be incorporated into the information management system and practices?
4. Both during the project and post project –
5. How will gender-analysis of draft laws and existing laws be mainstreamed into this information flow? Who will be responsible for this input? Who will have the authority to ensure that it is done?

*← Do not see particular need for gender questions with this activity;  
Discuss with PGB team for ideas →*

**Activity 3: Provide Technical Assistance to Develop a Realistic Internal Budget Reflecting Actual Needs and Priorities (National and Provincial Legislatures).** PBG will work with assembly staff who manage the legislatures' accounts to improve their capacity to develop budgets that accurately reflect the expenditures and functions of the legislature. PBG will conduct training on financial management for those staff members and will help staff to develop transparent systems for parliamentary and assembly budgets. PBG will work with legislative leadership and the executive branch to hold seminars and other events that focus on the importance of legislative independence and the need for budget autonomy.

**Activity 4: Support the Development of a Legislative Calendar Dictated by Parliament and Not by the Executive (National and Provincial Legislatures).** PBG will support the development and implementation of legislative calendars in the national and provincial assemblies, with the objective of encouraging the legislatures to develop such calendars at least one month in advance of each session. PBG will train legislative staff to develop, implement and distribute the calendar to legislators, media and civil society.

## Questions

1. What practices will be undertaken by the national legislative staff to ensure that legislative calendars are reviewed by women citizens and certain groups that are promoting gender concerns – such as girls’ access to education or violence against women? Describe examples.
2. What practices will be undertaken by the provincial legislative staff to ensure that legislative calendars are reviewed by women citizens and certain groups that are promoting gender concerns? Describe examples.
3. Will the national and provincial legislative staff take responsibility for follow-up? For example, if the legislators do not hear from key groups within a certain length of time, will the staff contact these groups to make sure that they have seen the legislative calendar?
4. Do the legislators and legislative staff know who they need to hear from regarding gender issues? Does the Parliament Gender Network provide this contact information?
5. How can the legislators be informed of these constituents?
6. What role will legislative staff have in gathering and maintaining this “gender constituents list” and contact information?

←Need input from PBG team for this activity→

**Activity 5: Assist in the Development of an Action Plan for Technical and Material Assistance and a Coordination System to Better Manage Donor Assistance in all Legislatures (National and Provincial Legislatures).** PBG will work with the legislatures to develop actions plans for technical and material assistance that are based on the self-assessment described above. Examples of anticipated material assistance include information technology (IT) investment in the parliamentary Research Center and for similar, smaller research facilities in the provincial assemblies. Action plans will serve as roadmaps to guide the national and provincial institutions in their relations with international donors so that, by the end of the program, the legislatures will be capable of taking a more active role in guiding international donors to the pressing needs that they have identified, rather than passively waiting to see what international donors will offer.

**Activity 6: Organize Activities that Decentralize Power Within the Institutions, Including Reforms of Rules and Regulations in all Legislatures (National and Provincial Legislatures).** PBG will work with the *bureaux* in the National Assembly and Senate to ensure that the rules meet international norms and allow for deconcentration of power. PBG will train members and staff on the rules and will develop quick guides and manuals for using procedures effectively. At the provincial level, PGB will work with those assemblies to develop rules, educate members and staff about their importance, and develop similar guides and manuals. To decentralize power within the assemblies, PBG will review each assembly’s internal procedures, including operating procedures, the composition of standing committees and approval from the *bureaux*. PGB will develop quick guides and manuals for using the parliament’s internal procedures effectively. PBG will build the capacity of the Chief Clerk to use internal rules to support the Speaker. PGB will help the Clerk develop a daily script for the Speaker to follow and prepare alternative scenarios for when sessions take unexpected turns. These scripts and prompts from the Clerk to the Speaker will be in a uniform format.

## Questions

*Where are their opportunities for integrating gender considerations?* For example:

1. Would ensuring that women have seats in all the key standing committees have an impact?

2. Should operating and procedures' approval from key bureaus state that the parliamentary gender network must review and sign off on certain kinds of decisions? What kinds of decisions would those be? How would this review work at the provincial level, where there is no gender network?
3. Would it useful for the Chief Clerk's daily script to include a section for gender remarks in its "uniform format" that would be used when relevant to the Speaker's topic?
4. Describe other examples.

*Need input from PBG team for this activity. The only gender question at this time regards human resources departments' employment practices.*

**Activity 7: Support Internal Management Practices, Development and Implementation of a Parliamentary Budget, and Budgets for Committees (National and Provincial Legislatures).** In addition to technical and material support for a realistic and transparent budget, PBG will make budget training and budget development a primary focus at seminars that bring together staff from different legislatures across the DRC. Budget development also will be one of the themes of the planned international study missions for both members of parliament and staff. PBG will work with the legislatures on steps to grant individual committees greater autonomy and budgetary control, and will conduct training and seminars to improve the human resources bureaus and the processes involved in recruiting, hiring, evaluating, training and, if necessary, firing staff. PBG may also provide IT equipment to the human resources departments in the assemblies to create electronic employment databases.

#### **Activity 8: Support Internal Oversight Functions (National and Provincial Legislatures).**

PBG will work with the legislatures to develop a code of ethics that applies to each of the institutions; the completed code will be included in the curricula for civic education programs under IR 1. PBG will also help parliament and selected provincial assemblies to form committees on institutional strengthening and reform. These committees will be another outgrowth of the self-assessment planning process; they will essentially make that planning process an integral part of institutional change and improvements.

#### **Questions**

1. What kinds of gender skill sets do you believe might be useful for enhancing functions and practices under review in the self-assessment practice? Describe examples.
2. What kind of self-assessment analysis is needed to ensure that appropriate gender skill sets are increased and utilized by National and Provincial Legislatures?
3. How can the Code of Ethics support legislator accountability to both women and men citizens?

**Activity 9: Provide Continued Technical Assistance to Key Committees for Political, Administrative and Judicial Affairs and on Economics and Finance at the National Assembly (National and Provincial Legislatures).** PBG will provide continued technical support to the key committees in the national and provincial assemblies: the PAJ and ECOFIN commissions (Activity 2 of 2.2 below).

#### **Questions**

1. How will PBG ensure that assessment and delivery of relevant gender skills will be integrated into ongoing technical support to the PAJ and ECOFIN?
2. What role do PAJ and ECOFIN have in this process of determination and request for assistance?

3. Will PGB assist PAJ and ECOFIN in institutionalizing this gender review as part of their regular assessment practice?
4. How will this be coordinated and/or communicated to the Parliamentary Gender Network?
5. Is there need for a particular gender-education module for the men in PAJ and ECOFIN?
6. If yes, what should be included in the gender-education module to enhance their abilities to implement informed decision-making and other tasks?

← Refer to 2.2 and 2.3 below →

**Activity 10: Provide Technical and Material Assistance to Institutions and Committees on Legislative Process, Representation and Oversight (Provincial Assemblies).** Activities to provide technical and material assistance to the institutions and committees for legislative process, representation and oversight are described in 2.2 and 2.3 below.

**Activity 11: Provide Basic Management and Planning Training (Provincial Assemblies).** PBG will work with the provincial assemblies to develop a training plan that is based on a self-assessment and includes training and capacity-development in legislative, agenda, drafting and committee management and planning. Training will be calibrated to the capacity of each provincial assembly. An immediate priority in training and capacity-development will be to improve the functioning of the human resources bureaus in the provincial assemblies.

#### Questions

1. How will PBG ensure that assessment and delivery of relevant gender skills will be integrated into the provincial self-assessments and subsequent training program? Describe examples.
2. Will PGB assist the provincial assemblies in institutionalizing this gender review as part of their regular assessment practice?
3. How will the impact of this effort be measured – e.g., will more women be hired and trained by the human resources department? Will more laws include a gender analysis/review as part of the drafting process? Will more citizens' groups be able to understand the impact of budgets and laws on the lives of men, women, boys and girls?

**Activity 12: Build the Capacity of the *Bureaux d'Etudes* to Support Parliamentary Committees (Provincial Assemblies).** PBG will support the *Bureaux d'Etudes* in the provincial assemblies with training and seminars that focus on technical highlights and international best practices for decentralization and legislative functions. PBG will train staff on technical research regarding decentralization, preparation of legislative memos and minute-taking for committees.

#### Questions

1. Will the international best practices for decentralization include examples where:
  - Local service delivery that was evaluated by both rural women and men?
  - Semi-literate and illiterate men and women were able to easily access budget information? Semi-literate and illiterate men and women understood how their taxes were spent?
  - Area planning presented by provincial assemblies illustrated how the priorities of women and men were taken into account regarding provision of infrastructure and services?

- Other examples of best practices.
2. Is there a need for a particular gender-education module for the men in the *Bureaux d'Etudes*?
  3. If yes, what should be included in the gender-education module to enhance men's abilities to implement informed decision-making and other tasks? Describe examples.

**Activity 13: Conduct Training on Report Writing and Note-Taking (Provincial Assemblies).** An important component of management training in the provincial assemblies will be the basics of writing research reports, producing them in a standardized manner for easy reference and taking notes in committees and plenary sessions. DAI will also work with legislators to develop the sometimes neglected skill of reading a research report and using it in hearings and in questioning of executive branch officials.

### Questions

1. Will the “basics” include “common gender questions” needed for research report analysis?
2. Will the “standard formats” include a section for relevant gender remarks?
3. Do you have other ideas of ways to integrate gender?

## 2.2 – IMPROVED LAWMAKING

**Activity 1: Provide Technical Assistance that Results in the Drafting and Adoption of Key Laws (National and Provincial Assemblies).** PBG will work with the legislatures on all stages of the budget cycle by providing training and on-the-job assistance to committees and parliamentary staff responsible for budgets to help them analyze executive and ministerial budgets, and by helping staff to explain those budgets to other legislators, civil society, the media and citizens and constituents. This analysis and research will be conducted in part by the *Bureaux d'Etudes* at the national and provincial levels. Training on budget analysis and research will be an important component of PBG's work with the *Bureaux d'Etudes*.

PBG will work with legislators and legislative committees to increase the quantity and quality of formal (hearings) and informal opportunities for legislators to meet with executive officials from relevant ministries before presentation of the budget to the legislature. Ad hoc meetings of legislators from coalition parties will allow for discussion of draft legislation and special interest issues. PBG will assist the committees or individual legislators at the national and provincial levels in making changes to proposed budgets that reflect the priorities and feedback expressed by constituents at public forums or hearings or through other means of communication. PBG will also work with assemblies on identifying issues for which they can and should pass laws. Five draft edicts prepared by provincial deputies are currently being examined, and 20 others are in preliminary draft form and awaiting the recruitment of experts for finalization.

### Questions

1. How will the work PBG does with legislators and legislative committees to increase formal (hearings), informal meetings with executive officials from relevant ministries and the legislature and ad hoc meetings among coalition parties that also address and mainstream attention to gender considerations? Provide examples.
2. In what manner will legislators present the proposed budgets so that meeting participants understand how priorities of women and men were taken into account regarding budget decisions

- e.g., how did women and men contribute to the decisions regarding the provisions of certain infrastructure and services? Describe examples.
- 3. How will the priorities and feedback expressed by constituents at public forums, hearings or through other means of communication track gender-disaggregated input?
- 4. How will the parliaments ensure that “women and men from the public” are equally engaged in this public meeting activity? What will parliaments do to ensure that women’s engagement is actively sought? Will the timing for informing the public accommodate women’s schedules – including domestic duties/work? Describe examples.
- 5. How will gender-disaggregated input be accounted for and reported on regarding the final decisions for the budget allocations? Describe examples.
- 6. How were the priorities for selecting the 5 draft edicts determined?
- 7. How were the priorities for selecting the 20 draft edicts determined?
- 8. How will gender analysis of draft laws and existing laws be mainstreamed into these processes? Describe examples.
- 9. Who will be responsible for providing the gender analysis?
- 10. Of all the laws that are anticipated for review during the life of the PBG project (2009 – 2014), do you anticipate any particular laws that can be excluded from this gender review? What do you think are the priority laws that must have gender analysis as central to the review, drafting and voting process?

**Activity 2: Provide Technical Assistance to Increase the Capacity of Legislators and Staff of Key Committees to Analyze, Draft and Review Primary Laws and Enabling Legislation (National and Provincial Assemblies).** PBG will focus technical assistance on the key committees working on primary laws and the accompanying enabling legislation. In its work with these committees’ legislators and staff, PBG will provide training on legislative drafting and analysis. For both the parliament and provincial assemblies, PBG will develop modules and provide practical training on how to constructively criticize government bills, build and coordinate coalitions, improve executive legislative relations and ensure that laws conform to constitutional and other legal requirements.

PBG will build the capacity of the Ministry of Decentralization’s *Cellule* to draft or coordinate the drafting of laws essential to decentralization. As priorities are defined by national and local governments, provincial and local development committees, and *audiences publiques*, we will identify additional national-level democracy and governance law proposals that require program support. At the provincial level, PBG will develop the legal drafting capacity of the ministries of budget, as well as other ministries that draft priority legislation.

PBG will conduct a separate review of the movement of legislation and communication between the National Assembly and Senate, identify any roadblocks or delays to legislation and, if necessary, provide assistance to smooth the passage of legislation and ease legislative communication from one chamber to the other.

## Questions

### Regarding training for research and legislative drafting

1. How will the priorities for selecting laws for drafting or revising be determined?
2. How will women’s views be accounted for in this process?

3. Will all laws be reviewed from the gender perspective?
4. Will certain laws that clearly discriminate against women be a priority for redrafting? If not, why not?
5. Will efforts to bring laws into conformity include international standards and laws that promote gender equality? If not, why not?
6. Both during the project and post project:
  - How will gender analysis of draft laws and existing laws be mainstreamed into this information flow?
  - Who will be responsible for providing the gender analysis?
  - Who will have the authority to ensure that this information is part of regular communications on any law?
7. Of all the laws that are anticipated for review during the life of the PBG project (2009 – 2014), do you anticipate any particular laws that can be excluded from this gender review?
8. What do you think are the priority laws that must have gender analysis as central to the review and passing process?

**Regarding constructively criticizing government bills:**

1. Will training proven gender skill sets be part of the analysis review and critical thinking needed to provide feedback to the government bills? Describe examples.
2. Will this analytical process be built into the training materials – e.g., gender examples? Describe examples.

**Regarding building and coordinating coalitions:**

1. Will the training include how to promote gender equality, protection of females and the promotion of women’s rights as part of the coalition focus? Describe examples.

**Gender Education for Men** – Men also need education so that they can fully appreciate women’s traditional constraints and how male behavior and attitudes can be altered to empower women for the greater benefit of society.

**Questions**

1. What kind of educational approach might work best, given the cultural context?
2. What kinds of persons will lead these parliamentary-level capacity-building activities?
3. Will male legislators and legislative staff be asked to analyze how women contribute to their families, communities and nation?
4. Will men be asked to talk to women they know – e.g., mothers, sisters and co-workers – to find out what men should do to help women participate or be represented in political activities? Or how certain laws might affect men and women differently?
5. Will men be asked to give examples of how the lives of males will improve should women share decision-making power?
6. Will an activity-level protocol be established whereby men and women give examples regarding “why is it essential for women to participate in decentralization” or “how laws affect women and men women differently”?
7. Will these gender-sensitizing educational opportunities be integrated into specific activities? – Which ones? What kinds of changes in men’s attitudes and behavior are anticipated?
8. How will the changes in men’s attitudes and behavior be tracked and measured?

## 2.3 – INCREASED OVERSIGHT OF GOVERNMENT INSTITUTIONS

### **Activity 1: Strengthen Committees to Oversee the Executive (National and Provincial Legislatures).**

The 2006 Constitution provides five methods for the parliament to control the government: oral or written questions; questions about news items; interpellation; commissions of inquiry; and commission hearings. PBG will work with the national and provincial legislatures to ensure that appropriate rules and systems are in place to take advantage of these methods, and will conduct training on how to use these oversight tools. PBG will identify the provincial assemblies with the best use of oversight methods and conduct tours and training to ensure that best practices are spread to other institutions.

To develop specific oversight techniques, such as committee hearings, PBG will work with three to four committees at the national level each year on the oversight hearing process, including: working with members to identify a specific topic; working with staff to conduct research and develop standardized reports and memos on the topic for members; identifying witnesses and other participants; deciding on a location in the field, if that is appropriate; working with the public relations teams to attract media attention and coverage; working with CSOs to shape an appropriate message; and writing the reports from the hearings and ensuring that the reports are available to the public within 90 days.

In addition to assisting existing committees of the national and provincial legislatures, PBG will work with selected institutions in developing and strengthening Public Accounts Committees (PACs). PBG will work with selected legislatures to develop the capacity of legislators and staff associated with the PAC and help them to create links with and get information from the executive.

### **Questions**

1. Will the training materials to develop the skills for oral or written questions, questions about news items, interpellation, commissions of inquiry, and commission hearings include examples that highlight gender considerations? What kinds of examples might be useful?
2. Will the international experience include strong examples of PACs that have and use gender skill sets for oversight? Describe examples.
3. Will the selection of tours include sites and institutions that have relevant and quality gender skill sets as part of their standard practices? Describe examples. If not, how will the need for these gender-sensitive practices be emphasized?
4. How will PBG select the three to four committees at the national level for reinforcement and skills training in: oversight hearings, including working with members to identify a specific topic; working with staff to conduct research and develop standardized reports and memos on the topic for members; and identifying witnesses and other participants? Describe examples.
5. Will the selection process include consideration of the gender composition of the committee, gender issues in the topic of focus and a demonstrated willingness to work with female leaders from civil society? Describe examples.
6. If not, how will relevant gender skill sets be enhanced through this intensive training effort?
7. Will the establishment and reinforcement of Public Accounts Committees include gender budget analysis skills? Will gender-analysis of budget reviews be considered a critical part of the committees' PAC responsibility? Where will the PACs find technical support for this skill set post-project? Describe examples.

**Activity 2: Provide Technical and Material Assistance to Institutions and Committees on the Legislative Process, Representation and Oversight (National and Provincial Legislatures).** PBG will develop technical assistance based on the premise that the majority of a legislature’s substantive work should take place in committee, rather than at the legislature. In many provincial legislatures, the first task will be to help establish required and non-required committees. PBG will provide assistance to the *bureaux* of the legislatures to establish committees and train new chairs and members on their roles and responsibilities, as well as to train staff who will be working with those committees. In the National Assembly – and, if possible, in some provinces – PBG will help committees and cooperating legislatures identify ways to increase the autonomy of the committees by giving them separate budgets and assigned staff and by ensuring that they have work plans. In addition to providing appropriate material assistance, PBG will strengthen committees’ legislative, oversight and representation functions by financing field hearings at which committees will hear citizen and civil society perspectives on issues under the committees’ jurisdiction.

### Questions

1. How will gender be represented in the establishment of required and non-required committees? Describe examples.
2. Will the training of committee staff, new chairs and members on their roles and responsibilities include attention on how to:
  - work effectively with female constituents;
  - mainstream gender considerations in committee deliberations and decisions; and
  - ensure that female committee members have active and heard voices in the committee work?
3. Describe examples.

**Activity 3: Develop Public Relations Training (Provincial Assemblies).** PBG will conduct a series of training sessions with the *bureaux* and leadership of the national and provincial assemblies to help implement the communications and public relations aspects of their institutional action plans. The training topics will include working with media, public speaking, publication and distribution of the legislative calendar, development of tools for feedback from citizens on corruption, publication of committee reports and communication across ethnic communities.

### Questions

1. Will these communication skills focus on how to communicate to both women and men within these groups – e.g., ethnic groups? Describe examples.
2. Will training on how to develop the content of communications/messages/committee reports include attention to relevant gender considerations – e.g., girls’ education or corruption practices that affect market women? Describe examples.

**Activity 4: Assist in Establishment and Public Dissemination of a Legislative Calendar (Provincial Assemblies).** PBG will provide assemblies with a model legislative calendar and advise them on publicizing their calendars to such stakeholders as civil society and the private sector. We will also train assembly members on public and media relations. Through the work of SFCG, we will improve radio and other media coverage of provincial assemblies, including important legislative calendar events, in local languages.

## Questions

1. How will the project know if this information has been communicated effectively to both semi-literate and illiterate women and men?
2. How will this improved communications be measured?

## 2.4 – IMPROVED LINKAGES BETWEEN LEGISLATURES

**Activity 1: Develop a Bulletin of National Parliamentary Affairs to Circulate Information Relevant to Internal Management Challenges and Best Practices for Better Administration.** PBG will work with a local institution, such as a university or an NGO, to develop a bulletin that includes articles and interviews with legislators and parliamentary staff relevant to best practices in parliamentary practice and administration. The bulletin will be published on a regular basis and made available on the Internet, as well as in printed form in all of the selected legislatures.

## Questions

1. Will the standard format of the bulletin include a section that reports on gender? Or should this kind of information be integrated as a paragraph or information points under each bulletin topic?
2. What might be the most interesting and useful kind of information to include in a gender section or integrated-topic approach? For example, numbers of laws passed that promote gender equality, the establishment of Internet links to gender analysis for legislation or the numbers of women drafting or voting on key legislation.

**Activity 2: Support an Online Database of Laws.** Working with a local partner, such as the University of Kinshasa, PBG will establish support for an online database of national and provincial laws, as well as *décrets* and *arrêts*. PBG will integrate the database into an online journal on parliamentary management, linked to an electronic collection of laws gathered from provincial assemblies.

## Question

Will the database have any analytical capacity? If so, will the analytical capacity:

- Include key word searches, such as “women and inheritance law”; and
- be able to flag those laws that discriminate against women?

**Activity 3: Develop Communication Networks to Educate Provincial Lawmakers about the Intent of National Legislation.** Drawing on USAID-funded work in South Africa, the DAI team will develop a communication system that links parliament to provincial legislatures and local government associations and encourages two-way communication between policy-makers and the public. This system will inform the public of legislation, committee meetings and hearings and allow citizens to submit comments directly to parliamentary committees.

## Questions

1. Does the South African example of a communications system automatically include a gender analysis of laws under the review and drafting process?
2. If not, how can this capacity be built into the communications system so that local assemblies are automatically informed of this dimension?
3. Will the training on how to use this system also include and emphasize how to report this information to committee meetings and public hearings?

4. In turn, will there be supporting guidance on how to ensure that gender is part of this information dissemination to the public meetings?

**Activity 4: Provide Technical Assistance to the Inter-Parliamentary Association of Provincial Assemblies.** DAI has been working to develop the inter-parliamentary association of provincial assemblies into a more functional organization that is capable of providing information about best practices and recent developments in the assemblies. PBG will provide both technical and material assistance to the association to host an annual conference and to conduct its own training and capacity-building sessions.

#### **Question**

Will PBG guidance on how to do these forms of self assessment and identification of best practices and recent development emphasize attention to “gender achievements”? Give examples of how this might be done.

**Activity 5: Develop Mechanisms to Solicit Provincial and Subprovincial Input into Pending National Legislation.** The July 2008 Law on the Free Administration of Provinces provides various opportunities for parliament and the assemblies to interact. The Senate can consult the presidents of the provincial assemblies. The parliament can send a delegation of its members to the assemblies, as well. PBG will take advantage of these opportunities by promoting mentorship of provincial assemblies by parliamentarians and facilitating exchanges of personnel between the bodies.

#### **Questions**

1. Will PGB specifically promote the mentoring of women in these assemblies?
2. How will men be able to mentor women?
3. Will these interactive exercises have a subject and topic focus? If so, how will certain key gender topics be promoted? What would these topics be?

**When relevant, review the corresponding Intermediate Result table and ask participants to suggest how related gender-specific impacts can be best monitored and better integrated.**

**ANTICIPATED RESULTS – IR 2**

Selected Milestones	Program Results	Illustrative Targets
<ul style="list-style-type: none"> <li>▪ Parliamentary training modules produced and vetted</li> <li>▪ Parliamentary assessments conducted and submitted</li> <li>▪ Development and completion of parliamentary work plans</li> <li>▪ Development of a constituency relations action plan</li> <li>▪ Regular completion of annual committee workshop retreats</li> <li>▪ Completion of Rules of Procedure Guide</li> <li>▪ Legislative calendar produced one month in advance of each session</li> <li>▪ Plan in place to eliminate supplemental incentive payments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Improved ability of parliament to review laws (speed, quality, more public input)</li> <li>▪ Increased number of laws originating outside ministries</li> <li>▪ Legislatures regularly performing oversight actions</li> <li>▪ Improvement in standardized reporting</li> <li>▪ Provincial assemblies more active in budgeting</li> </ul>	<ul style="list-style-type: none"> <li>▪ 1,000 national legislators and staff attend training and educational events</li> <li>▪ 750+ provincial legislators and staff attend training and educational events</li> <li>▪ 20+ draft laws supported</li> <li>▪ 60 provincial edicts supported</li> <li>▪ 12 national executive oversight actions taken by recipient legislatures</li> <li>▪ 8 provincial executive oversight actions taken by target legislatures</li> <li>▪ 30 public forums for national legislators/citizens</li> <li>▪ 80 public forums for provincial legislators /citizens</li> <li>▪ 10 percent annual improvement on legislative strengthening index</li> </ul>

## **Gender Considerations for IR 3 – LAWS, POLICIES, AND PROCEDURES FOR DECENTRALIZATION ESTABLISHED AND IMPLEMENTED**

(Taken from PBG project description →)

**GENDER.** Decentralization can reinforce elite power, including discrimination against women. Research shows that sectoral decentralization systems are often closely tied to the privatization of natural resources and services that can lead to pricing systems and user fees that are prejudicial to marginalized citizens, including women. Decentralization contributes to sustainable development when it is linked to the democratic aspirations of women and men, responding to local social, economic and cultural needs and conditions. DAI's deep experience in the DRC, as well as in gender-mainstreaming work in such difficult and complex environments as Afghanistan and Pakistan, position it well to advance gender reforms. DAI has incorporated robust gender-mainstreaming into PBG.

DAI will disseminate information on quotas and other mechanisms and policies that support women's participation in local governance, and will ensure that women, once elected, have equal access to the information they require to effectively promote gender-sensitive policy objectives. DAI will document and give visibility to female role models and positive experiences of women in decentralization by publicizing and recording women's challenges, struggles and victories in the political field through radio, TV, print media and the Internet.

### **3.1 – ADOPTED LEGAL FRAMEWORK FOR DECENTRALIZATION ESTABLISHED AND IMPLEMENTED**

**Activity 1: Provide Technical Assistance to the Ministry of Decentralization to Analyze Current Legal Framework.** Articles 201–204 of the Congolese constitution lay the foundation for the division of labor between the central state and the provinces; significant details remain to be finalized in subsequent legislation. Addressing the overlap and ambiguity in the legal framework will require a speedy (but comprehensive) review – undertaken in collaboration with the Ministry of Decentralization's *Cellule* – of the existing legislation. This legal map will catalogue the authorities and responsibilities for government institutions. It will identify gaps and contradictions for policy-making, setting of regulations and standards, planning, budgeting (approval, oversight and reporting), financing and lending, internal and external auditing, construction and infrastructure, procurement and service delivery. We will pay particular attention to articulating the roles and authorities of the *directeurs de provinces* (supervised by the Ministry of Interior), who retain de facto control of all civil servants, as well as the governors and cabinet, who are intended to take over civil service management.

#### **Questions**

1. How will planning represent differing gender priorities?
2. Where relevant, how will budgeting portray gender-disaggregated investments to men, women, boys and girls – e.g., who in the population will benefit from a maternity clinic and who will benefit from a marketplace?
3. Will priority be given to construction bids that provide local employment to both men and women?
4. Will procurement practices set aside monies for women-owned companies and/or companies that employ significant numbers of women?
5. How will feedback from women and men be gathered regarding quality, accessibility and usefulness of services and infrastructure?

6. Will internal and external audits require gender analysis of how decisions were taken to plan and develop budgets and gather public input and feedback on the quality of infrastructure and services?
7. Will civil service management training include skills and strategies on how to recruit, maintain, promote and compensate women in the civil service?
8. Will practices be put into place so that valuable women employees do not lose work momentum because of cultural bias and domestic duties?
9. Will practices be into place so that male civil service employees can share some domestic duties?
10. What kind of male gender-education needs to be incorporated to improve civil service management practices?

**Activity 2: Provide Technical Assistance to Draft, Review and Implement the Legal Framework for Decentralization.** Drafts of several key laws already exist; the budget and finance ministries have agreed upon the core text of the proposed new financial law, according to the Secretary General of the Budget Ministry. PGB will provide technical assistance to the bodies responsible for drafting, reviewing and implementing the laws and enabling legislation for decentralization. This process will include support for the Ministry of Decentralization and its technical unit, the National Assembly’s PAJ and ECOFIN Commissions, and the *Bureau d’Etudes* of the National Assembly.

#### Questions

1. Where and when are gender analytical skills to be brought into this comprehensive review and drafting process?
2. Among the participants, who would benefit from specific training to ensure that decentralization laws are gender-sensitive and/or gender-neutral?
3. Would this kind of training ensure the needed institutional capacity for future drafting and reviewing of decentralization laws?

**Activity 3: Create Opportunities for Participatory Input into Laws, Policies and Procedures for Decentralization.** PBG will create opportunities for broader civic discussions needed to refine the legislation. PGB will engage trusted and experienced facilitators from civil society and universities to facilitate intergovernmental thematic working groups on such topics as provincial finances, economic development, job creation, natural resources management and primary and secondary education. We will create specific opportunities for the governors’ offices, deconcentrated services and provincial assemblies to provide targeted and informed input into the law- and policy-making process. PBG partner SFCG will lead efforts to support wider discussion and airing of issues of decentralized governance and service delivery through participating media outlets.

#### Questions

1. Will the selection of “trusted and experienced facilitators from civil society and universities” include:
  - an expertise or “informed awareness” of gender issues related to the topics for discussion;
  - an ability to work easily with both women and men so that both genders participate fully; and
  - wherever and however possible, the skills to ensure that the documentation and decisions resulting from these exercises fully represent the views of both women and men?

*Who should we talk to about this experience?*

How did the March 2009 Bandundu five-day workshop on the decentralization and deconcentration process, with 22 members of the Bandundu government, integrate gender analysis and other considerations? Topics included: jurisdiction of provincial institutions, identification and implementation of provincial financial resources, the relationship between central and provincial power, and an overall review of the general purpose and provisions of the decentralization laws.

**Activity 4: Support Analysis, Passage and Implementation of the Equalization Fund.** PBG will work closely with the *Cellule* to develop its understanding of policy options for the equalization fund, based on the current financial status of local and district governments. Equalization can be achieved through a variety of means (block grants, targeted grants, cross-subsidy programs) to achieve such objectives as equity and administrative simplicity. PBG will first provide training to the *Cellule* on policy options, drawing on relevant case studies and analytic techniques that allow staff to assess the current situation and design options for the equalization fund. We will also help the unit establish an easy-to-use database on local finance to permit objective analysis of the current situation – including the financial position of the government units that will benefit from the equalization fund – and will model the impact of alternate funding mechanisms and allocation criteria. Finally, we will help the *Cellule* design the system so that it achieves the desired objectives in a transparent manner – transparency being a fundamental objective of any transfer system.

We will work closely with the *Cellule* to develop a pilot program for making initial equalization allocations, and support the planning effort required to roll out the fund on a national basis. Among the provinces expected to be covered by this task order, Bandundu and Maniema are those most likely to draw significantly from the fund.

### Questions

1. Will accessing the equalization fund require certain gender sensitive criteria – e.g., some discussion of how these monies will benefit both males and females at the district and local levels?
2. Will the “objective analysis of the current situations” look at how monies are currently allocated to benefit both males and females?
3. How will gender analysis be used to strengthen the development impacts intended by allocation process?
4. Will the case study examples used for the accessing and allocation of the equalization fund include successful gender-equitable modules?
5. Will the pilot program set targets that capture gender analysis, impacts and other considerations?
6. What kind of male gender-education needs to be incorporated to improve equalization fund use?

**Activity 5: Conduct a Study Tour for Intergovernmental Fiscal Transfers.** We will facilitate at least one study tour to expose a small group of officials to experiences with fiscal transfers in other decentralized countries; likely destinations include Benin and Mali. Targeted participants for this tour will include staff members of the Ministry of Finance and Ministry of Decentralization and possibly key members of the ECOFIN Commission. PBG will capitalize on the bonds formed during the study tour by organizing regular meetings of members of the study group and other interested colleagues to discuss

specific challenges they face as they seek to implement fiscal decentralization. These sessions will serve as networking and brainstorming opportunities, and could eventually include fiscal agents from the provincial level.

### Questions

1. Do the Benin and Mali study tours include successful gender dimensions regarding fiscal transfers? For example, do fiscal transfers require a series of analytical protocols prior to release? Do these include gender analysis of how the monies will be used, or how they will benefit male and female citizens?
2. If these sites do not have such examples, will there be an effort to include them in the discussions leading up to and following the study tours?

**Activity 6: Hold Decentralization Seminars and Workshops.** It is less costly to bring a few outside experts to the DRC than it is to bring many Congolese on foreign study tours, so we will complement our study tours with a regional African decentralization seminar, to be held within the first six months of program implementation. We will bring to Kinshasa senior government officials, local and national elected officials, and representatives of CSOs from other African countries who have undergone a similar process. The seminar will be organized so as to provide an opportunity for African counterparts to contribute to DRC decentralization. A similar approach will be used when providing direct assistance to the *Cellule*.

### Questions

1. Will the PBG selection of those representatives brought into the DRC ensure that they can share knowledge and experience on decentralization laws and practices that benefit both women and men and are responsive to differing gender needs?
2. If this gender-sensitive knowledge and experience is lacking, how will PBG strengthen such understanding, commitment and implementation through the Decentralization Seminars and Workshops?
3. Is there an opportunity to introduce gender training for the men and women attending these Seminars and Workshops? How comprehensive or focused would this training be?

### Possible Gender Education for Men

#### Questions

1. What kind of educational approach might work best, given the cultural context?
2. What kinds of persons will lead these parliamentary-level capacity building activities?
3. Will male legislators and legislative staff be asked to analyze how women contribute to their families, communities and nation?
4. Will men be asked to talk to women they know – e.g., mothers, sisters and co-workers – to learn what men should do to help women participate or be represented in political activities? Or how certain laws might affect men and women differently?
5. Will men be asked to give examples of how the lives of males will improve should women share decision-making power?
6. Will there be an activity-level protocol established whereby men and women give examples regarding “why it is essential for women to participate in politics” or “how laws affect women and men differently”?

7. Will these gender-sensitizing educational opportunities be integrated into specific activities? Which ones? What kinds of changes in men's attitudes and behavior are anticipated?
8. How will the changes in men's attitudes and behavior be tracked and measured?

**Activity 7: Provide Demand-Driven Support to Line Ministries to Harmonize Laws and Policies.**

Building on best practices and lessons learned in other African decentralization experiences, we will provide demand-driven technical assistance to the Ministry of Decentralization and other line ministries (health, education, mining), as appropriate, to help draft remaining laws for decentralization and reconcile old and new legislation to eliminate discrepancies and streamline authorities. With the Ministry of Decentralization's *Cellule*, PBG will collaborate with line ministries to undertake a comprehensive review of the existing legislation in a sectoral version of the legal map introduced in Activity 1. For example, if the Ministry of Education requests assistance in clarifying the laws affecting primary schools, a PBG education policy expert, partnered with an official from the *Cellule*, will work with the Ministry to map gaps, overlaps and conflicts in existing law and advise on draft legislation to remedy the issues standing in the way of unambiguous mandates to fund and deliver primary education.

**Questions**

1. How can the PBG ensure that there is demand by Ministry of Decentralization and other line ministries for appropriate gender skill sets? For example, parents generally invest less in their girls' education than in their boys'.
2. How will the laws account for this gender discrimination when establishing school fees?

**Activity 8: Establish a Library and Online Database for Decentralization Training.** We will provide material and technical support to the *Cellule* in establishing a library and database for decentralization literature and training modules and in developing a plan to standardize future material. We will provide an online website that anyone can use to access laws and policies, as well as a portal to house all of PBG's training modules, materials and reports.

**Questions**

1. Are there particular targets to ensure that gender considerations are well integrated into these materials and resources?
2. Provide examples of the kinds of gender-representative materials that will be provided.
3. Provide examples of the kinds of gender-analyzed materials and resources that will be provided.
4. Determine reasonable targets.

### 3.2 – INCREASED INSTITUTIONAL CAPACITY OF SELECTED PROVINCIAL AND LOCAL ENTITIES

**Activity 1: Assess Provincial Capabilities.** PBG will conduct rapid institutional and managerial assessments to help provincial units expand their activities and to help elected local entities move quickly toward service delivery after elections. The assessments will focus on the capacity of provincial governments to carry out their responsibilities in delivering health and education services and managing natural resources, and will be partly quantitative and partly qualitative, as described in Table 5. The result of the assessments will be discussed in multi-stakeholder workshops that produce a series of recommendations that will later be incorporated into action plans that will guide PBG’s support to the provincial authorities and will be incorporated into the MOUs signed with the provinces.

#### INDICATORS OF PROVINCIAL INSTITUTIONAL AND SERVICE DELIVERY CAPACITY

Quantitative	Qualitative
<ul style="list-style-type: none"> <li>▪ Health and education indicators (e.g., graduation/enrollment rates, infant mortality rates, doctors per capita)</li> <li>▪ Natural resource profile for each province</li> <li>▪ Human resource assessment: number of staff, qualifications, skills</li> <li>▪ Assessment of levels of equipment and infrastructure</li> <li>▪ Financial resources allocated to the sector</li> <li>▪ Cost-effectiveness of service delivery</li> </ul>	<ul style="list-style-type: none"> <li>▪ Quality of services provided</li> <li>▪ Decision process for resource allocation</li> <li>▪ Relation between resources allocated and effective service provision</li> <li>▪ Identification of priorities for service delivery</li> </ul>

#### Questions

1. Will all people-level indicators be gender disaggregated?
2. Will the qualitative indicators track differing gender responses at the population level? Will collecting data for the qualitative indicators include making a strong effort to gain women’s feedback?
3. What guidance will be developed to ensure that the gender-based data is correctly presented in the subsequent multi-stakeholder workshops?
4. Will the multi-stakeholder workshops require that recommendations include relevant gender analysis?
5. Will the final planning process track and account for these gender considerations?

#### Activity 2: Conduct Provincial-Level Training in Planning, Administration and Financial

**Management.** At the provincial level, we will work with selected permanent commissions to develop the provinces’ research and law-making capacity. The World Bank is in the process of planning a training center for provincial governments, focusing on all aspects of budgeting and financial planning and execution. PGB will ensure that our efforts are complementary to this initiative and will explore ways to collaborate effectively. Likely topics for provincial-level workshops and training include development

planning, simple public financial management, basic management and communications and conflict resolution. We will work with the provincial governments to develop their communications capacity and increase their engagement with the broader public, including the feasibility of setting up public relations offices.

### Questions

1. Are the World Bank training centers for provincial governments – focusing on all aspects of budgeting and financial planning and execution – including relevant gender skill sets and materials?
2. If not, will PBG address this oversight?
3. Will the anticipated PBG training in development planning, simple public financial management, basic management and communications and conflict resolution include corresponding gender-analysis materials, as well as examples that show women and men citizens actively engaging in these processes?
4. Will decentralization training include examples where:
  - Local service delivery was evaluated by both rural women and men?
  - Semi-literate and illiterate men and women were able to easily access budget information?
  - Semi-literate and illiterate men and women understand how their taxes were spent?
  - Area planning illustrates how the priorities of women and men were taken into account regarding the provision of infrastructure and services?
  - Other examples of best practices?

**Activity 3: Design and Launch a Competitive Process to Select Partner ETDs.** In consultation with provincial authorities and USAID, the PBG team will design a competitive process to select three to four partner ETDs in each province. The concerned ETDs will need to submit formal applications for PBG support. Assessment of the managerial capacity of a number of ETDs in the pilot provinces will be incorporated into start-up activities. Upon selection of the ETDs in each province, PBG will conduct a preliminary managerial assessment of each that will focus on qualifications and skills of local staff and systems/procedures that are in place for key local governance functions (budget, human resources, finance and procurement). ETDs will have a key role in providing training sessions for the local officials. PBG will facilitate the creation and build the capacity of new local development committees or assess existing ones to design a plan for strengthening them. PBG will help these local committees build connections to the provincial level of development planning through meetings and workshops. Criteria will aim principally at assessing the level of motivation of the ETD to participate in the program and will likely include: (1) The ETD's understanding of program objectives and realistic expectations of what can be achieved; (2) its conformity to transparency requirements under law; (3) an offer of cost-sharing (at least in-kind); and (4) a demonstrated willingness to actively participate and share experiences with other ETDs.

### Comments and Questions

1. Motivational criteria should:
  - include a demonstrated commitment to addressing the needs of vulnerable groups – e.g., women and children; and
  - ensure that ETD staff are comprised of qualified men and women available to carry out all anticipated PBG activities.

2. How will preliminary PGB managerial assessment discover the presence or lack of gender skill sets necessary for sound budgeting, human resources, finance and procurement practices?
3. Will gender-sensitizing educational opportunities be integrated into specific activities? Which ones? What kinds of changes in men's attitudes and behavior are anticipated?
4. How will the changes in ETD men's attitudes and behavior be tracked and measured?

### 3.3 – IMPROVED PUBLIC SERVICE DELIVERY

**Activity 1: Conduct Participatory Assessment of Local Councils.** We propose to hold in each commune a series of participatory workshops that will bring together the elected officials and local stakeholders, facilitated with the assistance of ACs. The workshops will provide an opportunity to introduce decentralization concepts and objectives, discuss the main challenges facing the local population and bring local elected officials and stakeholders to a common understanding of what they can do to address these challenges.

#### Questions

Do you know of any examples wherein women actively participated in similar activities?

1. Why do you think women engaged in this activity – was it because the activity sought their engagement?
2. Did the timing of the activity accommodate women's schedules – including domestic duties/work?
3. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did it change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?
4. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

#### Questions for New Activity

1. Are there targets for women's engagement in this educational discussion on decentralization concepts and objectives?
2. How will women be selected to participate in these commune-level meetings?
3. How will decentralization concepts and objectives be represented so that low-literacy and illiterate women and men can understand and participate in the discussions?
4. Specifically, how will these activities be conducted to ensure that rural women voice their opinions, concerns, observations and solutions regarding decentralization?

**Activity 2: Turn Assessments into Action.** The process of assessment, selection and local-level consultations described above will lead to the development of action plans that will be incorporated into MOUs that will be signed by the provinces and ETDs and by PBG. These MOUs will include a detailed plan of action for one year, milestones to be achieved and commitments from all signatories. They will clearly state that should one of the signatories fail to abide by their obligations, the MOUs can be cancelled. We will assess progress annually, and continued program support will depend on the results. We expect to complete at least 10 MOUs by the end of Year 1 (four at the provincial level and six for subprovincial ETDs).

## Questions

1. How will the action plan process integrate women's priorities and views?
2. How will the format of the action plan include attention to gender considerations – e.g., in the milestones and in the presentation of the rationale of the action plan?
3. How will the different signatories be held accountable for addressing gender presentation in the action plan?

**Activity 3: Develop and Implement Training Program.** During Year 1, the PBG team will work with counterparts at the ministerial level and members of the *Cellule* to develop a core training curriculum for local elected officials, government staff and other stakeholders. The training program will consist of commonly agreed upon thematic modules that will cover beginner, intermediate and advanced levels. Beginner-level modules will be general in scope and will provide an overview of the decentralization process and the functions of respective levels of local government, and a basic understanding of good governance concepts and how they can be applied. Intermediate and advanced courses will be more specialized and will provide an in-depth understanding of financial, management or sectoral issues. Several government ministries, including the Ministry of Plan, have established training priorities and developed training material; we will coordinate our efforts with these to avoid overlap while reinforcing such essential themes as anticorruption and capacity-building.

During Year 1, the PBG team will develop, test and implement the beginner modules of the training curriculum at the provincial level. PBG will rely on its pool of certified trainers (ETLs) to deliver training in the targeted ETDs. PBG will invest in thorough training of ETLs to enable them to deliver high-quality training to local partners. Any augmentation of training – such as specific technical topics – can be assisted by ETLs. The completion of each level of training will lead to the award of a certificate, stamped and approved by the government, providing employees with confidence and motivation to continue to apply the skills and knowledge they have acquired. The modules will be organized around three key themes:

- Local governance and the new decentralization framework, including roles and responsibilities, basic administration skills, governance concepts and application;
- Planning and budgeting, including facilitation skills, conflict management and leadership, participatory strategic planning, an information gathering and action planning workshop, monitoring and evaluation; and
- Local government finance, including an introduction to budgets, an introduction to taxes and fees, financial management and innovative approaches to revenue mobilization.

## Questions

1. Do you know of any examples wherein women actively participated in similar activities?
2. Why do you think women engaged in this activity – was it because the activity sought their engagement?
3. Are there gender-specific motivations that prompt women to engage? Why did they continue to participate? Did it change expectations and/or practices regarding their political participation and representation? Did it change practices on the part of other groups – including politicians, local officials and men in their communities?
4. What can this activity do to recreate those conditions and elements needed to achieve a similar success?

### Questions for New Activity

1. Will the development of ETD staff training skills include:
  - an expertise or “informed awareness” of gender issues related to the topics for discussion;
  - an ability to work easily with both women and men so that both genders participate fully; and
  - wherever and however possible, the skills to ensure that the documentation and decisions coming from these exercises fully represent the views of both women and men?
2. How will gender be represented and integrated into the training for the novice, intermediate and advanced levels?
3. Are there particular targets set to ensure that gender considerations are well integrated into these materials and resources?
4. Provide examples of the kinds of gender-representative materials that will be provided at the novice, intermediate and advanced levels.
5. Provide examples of the kinds of gender-analyzed materials and resources that will be provided at the novice, intermediate and advanced levels.

**Activity 4: Use Tax Collection as an Entry Point for Developing Innovative Accountability and Public Relation Mechanisms.** Once the first round of basic training is provided, the PBG team will focus on local revenue mobilization as an entry point for further capacity-building. Through learning-by-doing techniques and by bringing stakeholders together for capacity-building, PBG will capitalize on this promising topic to help collaborating government institutions develop public relations mechanisms that provide accurate information and promote local dialogue. Furthermore, CSOs (including business associations) and private sector organizations will have opportunities to play lead roles in implementing commonly agreed plans of action. They will be able to both promote civic behavior among their constituents and hold government accountable.

### Questions

1. How will gender be represented and integrated into the local revenue mobilization exercise?
2. Are there targets for women’s engagement in this educational discussion on local revenue mobilization?
3. How will women be selected to participate in these meetings?
4. How will local revenue mobilization concepts and objectives be represented so that low-literacy and illiterate women and men can understand and participate in the discussions?
5. Specifically, how will these activities be conducted to ensure that rural women voice their opinions, concerns, observations and proposed solutions regarding local revenue mobilization?

### 3.4 – IMPROVED PUBLIC SERVICE DELIVERY

Based on the assessments and action plans developed under 3.2, the PBG team will select one or two key services per province or ETD where initial efforts will be focused. Services will be selected based on the priorities expressed by the local population and on their potential for generating local revenues. A more detailed approach to DAI’s sector-specific interventions is presented in the Addendum: Technical Clarification Responses.

### Question

Will gender analysis of the priorities expressed by the local population regarding the selection of one or two key services per province or ETD be part of the selection process?

**Activity 1: Support Development of Service Improvement Plans.** For each selected service, the PBG team will work with local partners to develop and implement service improvement plans that will:

- Result from discussion among the local government, users, potential private providers and civil society;
- Set realistic targets for service delivery;
- Incorporate a gender approach to equalize the proposed service delivery impact on women and men;
- Include a sustainability plan that clearly identifies long-term sources of revenue;
- Evaluate the feasibility of private sector involvement in service delivery; and
- Incorporate a communication/transparency plan.

### Questions

1. Will the communication/transparency plan have specific strategies to inform semi-literate and illiterate women and men? Where will this information be posted for easy access by both men and women?
2. Will the feasibility study of private sector involvement in service delivery include gender analysis/review of the organizations' capacities and willingness to engage, inform and respond to both men and women?
3. How will the facilitated discussions among the local government, users, potential private providers and civil society ensure that women's views and priorities are integrated into any decisions for service improvement?

**Activity 2: Provide Technical Assistance and Training to Support Service Improvement Plans.** PBG will support plan implementation by:

- Offering training on delivery of basic municipal services and the role of local governments in education, health and natural resource management;
- Providing seed money (small grants program) to create local community services and/or upgrade key infrastructure; and
- Providing training on the role of the private sector in service delivery through outsourcing or public-private partnerships.

At the national level, the PBG team will ensure that the development of the decentralization framework and implementation of the strategic framework contribute to strengthening service delivery at the local level. Illustrative activities include:

1. Assessing the human resources situation in the four provinces in the health and education sectors;
2. Developing personnel plans to ensure that the provinces are adequately staffed; and
3. Assisting the central government in the implementation of civil service reform, with a focus on civil servant redistribution among the 26 provinces.

### Questions

1. How will the training on delivery of basic municipal services and the role of local governments in education, health, and natural resource management integrate gender considerations?
2. Are there particular targets to ensure that gender considerations are well integrated into these materials and resources?
3. Provide examples of the kinds of gender-representative materials that will be provided.
4. Provide examples of the kinds of gender-analyzed materials and resources that will be provided.

5. Will the provision of seed money (small grants program) to create local community services and/or upgrade key infrastructure be allocated in such a way that:
  - women-owned businesses can easily compete?
  - or organizations that provided employment for both men and women are preferred over organizations that mostly employ men?
6. Will the assessment of the human resources situation in the four provinces in the health and education sectors be gender-disaggregated?
7. Will the human resource assessment include a review of existing or missing gender skill sets?
8. Will staffing plans and civil service reform consider and support family situations – e.g., employment opportunities for spouses and care needs for children and elderly parents?
9. Will there be an effort to create gender balance at all levels – from support staff to directorships and other posts – in the newly staffed provincial offices?

### **3.5 – MORE EFFECTIVE FINANCIAL MANAGEMENT AND BUDGETING**

PBG will support the development of provincial and local government capacity in the areas of financial management and budgeting. Our activities will be carefully coordinated with the World Bank, which is actively engaged in this space. Activities will include:

- Basic training in public financial management and on the budgeting process as a financial and policy tool;
- Support to devolution of funds;
- Support for transparent financial management and reporting procedures;
- Assessment of local fiscal potential and development of plans to improve collection rates;
- Assessment of the feasibility of expanding/improving the fee-for-service approach;
- Communication, outreach, and awareness-raising efforts; and
- Local revenue mobilization.

#### **Questions**

1. How will the feasibility study to expand/improve fee-for-service approach planning represent differing gender priorities?
2. How will local revenue mobilization take into account female-headed households, significant gender disparities in income and the ability to earn monies and access to loans and collateral?
3. How will assessment of the local fiscal potential and the development of plans to improve collection rates take into account female-headed households and significant gender disparities in income, the ability to earn monies and access to loans and collateral?
4. Where relevant, how will budgeting portray gender-disaggregated investments in men, women, boys and girls – e.g., who in the population will benefit from a maternity clinic and who will benefit from a marketplace?
5. How will feedback from women and men be gathered regarding quality, accessibility and usefulness of services and infrastructure and the related fee-for-service approach?
6. What are the specific strategies to ensure that both semi-literate and illiterate men and women are reached and understand the messages from the “communication, outreach and awareness-raising efforts”?

### **3.6 – IMPROVED LINKAGES AMONG NATIONAL, PROVINCIAL AND SUBPROVINCIAL (ETD) AUTHORITIES**

A variety of mechanisms will be employed to establish dialogue on policy and practice from the bottom to the top of the hierarchy. The first Conference of Governors, held in Kisangani on June 24–25, 2009, saw the creation of four commissions that will help shape the linkages between the national and provincial authorities. As these commissions take shape, they may provide a natural entry point for PBG's technical assistance to the conference. The second conference is scheduled to be held in Mbandaka in Equateur Province in December 2009. The conferences are important opportunities for the provincial governments to advocate for their needs vis-à-vis the central state. Permanent and regular mechanisms for consultation among the national government, the provinces and the ETDs going beyond the Conference of Governors will include the establishment of an intergovernmental working group of budget ministers and a semi-annual Roundtable of Women Leaders in Public Service. Cross-provincial ETD exchanges with “good practice” localities in basic service delivery, revenue generation and creative problem-solving will be facilitated by ETLs. Other cross-provincial exchanges will be conducted between the CLATs in Maniema and Bandundu and the CRDs in Bandundu and Katanga.

Following a recent suggestion from the *Bourgmestre* in Kenya Commune, PBG will pilot linkages between Community Development Committees and Provincial Development Committees to increase community input into development planning in each province.

#### **Questions**

1. How will the permanent and regular mechanisms for consultation among the national government and the provinces – e.g., the establishment of an intergovernmental working group of budget ministers and a semi-annual Roundtable of Women Leaders in Public Service – institutionalize presentation, discussion, learning and decisions related to the advancement of females?
2. For example, will annual budget meetings require a report on how monies are benefiting men, women, boys and girls across different sectors? Will this then lead to a standard session on how these findings will shape policies?
3. Will the semi-annual Roundtable of Women Leaders in Public Service include a presentation on how women (compared to men) are advancing and gaining training and travel opportunities and financial compensation in different government institutions? Will this report result in various institutions responding with action plans and targets on how they will improve their employment practices regarding women?

### **3.7 – IMPROVED LINKAGES AMONG THE PARLIAMENTARY, EXECUTIVE AND JUDICIAL BRANCHES OF GOVERNMENT**

PBG will focus on helping the three branches become more reliable stewards of citizens' interest. One of the most significant ways the program can strengthen the linkages is to bring them together as *cadres de concertation* to collaborate in meeting the public –addressing public priorities, soliciting citizen feedback and informing the public about the work of government. The ETLs will invite representatives of each branch in these *cadres* to such public as Deliberative Public Forums, the *audiences publiques* and the monthly town hall meetings, with rotating topics. To bridge unfamiliarity among the three branches, sessions will include such topics as the roles and responsibilities of each branch in addressing local crime, land ownership questions and other concerns. These civic education and feedback meetings will also

introduce government officials from each branch to their constituents and initiate intergovernmental dialogue on joint problem-solving.

PBG will also convene the *cadres de concertation* to advise on draft legislation, identify cross-sectoral initiatives to support policy reform and improve service outcomes, and collaborate on the execution of new laws. National and provincial judges will be called upon, in particular, to review and comment on draft legislation at intervals in the processes.

### **Questions**

1. Will national and provincial judges be asked to provide a gender analysis of the draft legislation as part of their commentary in the *cadres de concertation*? If the judges lack this skill, how will this information be mainstreamed into the review process?
2. What kinds of gender skills are relevant to “being reliable stewards of citizens’ interests”?
3. How will these gender skill sets be institutionalized into the *cadres de concertation* protocols, formats, presentation and discussion guidance and documentation?
4. How will PBG ensure that men and women from the more remote communities are equally represented in the *audiences publiques* and dialogue forums?
4. How will topics for these public meeting be selected and presented? Will gender analysis and other considerations be a standard part of the topic presentation?
5. What facilitation skills will the *cadre* members be expected to develop in order to fully engage both women and men?
6. What effort will be made to ensure that women are members of the *cadre* and that they have equal numbers of public speaking opportunities?

**When relevant, review the corresponding Intermediate Result table and ask participants to suggest how related gender-specific impacts can best be monitored and better integrated.**

**ANTICIPATED RESULTS – IR 3**

Selected milestones	Program results	Illustrative targets
<ul style="list-style-type: none"> <li>▪ Local revenue collection and distribution mechanism rolled out in pilot provinces</li> <li>▪ Local entities produce annual priority action plans</li> <li>▪ Resource management models established and implemented</li> <li>▪ Provincial expenditures audited annually against action plan, national/provincial budget, local revenues</li> <li>▪ Regular interactions between administrative levels of government on key decentralization issues</li> <li>▪ Auditing piloted in each province</li> <li>▪ 10 memoranda of understanding (MOUs) signed with local governments</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relevant government entities capable of drafting, debating and implementing key laws on decentralization</li> <li>▪ Enabling legislation and policies clearly define the lines of authority between levels of government</li> <li>▪ Local elected officials increase job knowledge and management skills</li> <li>▪ Target local government officials can deliver public services with limited technical assistance</li> <li>▪ Local officials have skills in management, M&amp;E, public relations and basic budgeting</li> <li>▪ Increased checks and balances between local and central government</li> <li>▪ Increased citizen perceptions of legitimacy</li> <li>▪ Revenue collection systems are operational</li> </ul>	<ul style="list-style-type: none"> <li>▪ 7 laws or amendments promoting decentralization drafted</li> <li>▪ 10 texts of enabling legislation or policies developed in association with decentralization laws</li> <li>▪ 16 subnational government entities are receiving assistance to improve performance (double the RFTOP requirement)</li> <li>▪ 16 subnational government entities are receiving assistance to increase own-source revenues (double the RFTOP requirement)</li> <li>▪ 4,000 individuals received training for local government management</li> <li>▪ 10 percent annual improvement in budget review index</li> </ul>

## ANNEX THREE – PARTICIPANT LIST

VILLE DE KINSHASA	
Cible	Participants
Experts DAI	Ms Connie Paraskeva – Chief of party and DG technical specialist Mme Geraldine Pelzer – Parliamentary and legislation Advisor Ms Gaelle LePottier – M&E Advisor Ms Eve Thompson – Capacity building Advisor Mr Richard Martin – Decentralization Advisor Mr Parfait Moukoko – Decentralization specialist
Les parlementaires	Hon Adèle KAYINDA/Présidente Présidente du Réseau Genre et parité du parlement Hon Simon BULUPI/Membre Député et membre Du Réseau Hon Simon BULUPI/Membre Député Hon Adèle BEBALAS/Membre Député Hon Alain MAKHANA /Membre Député Hon Annie KAYIBA/Membre Député Hon Eve BAZAIBA/Membre Député Assistant MUTEBA/Membre Député
Partenaires USAID- DAI	Mr Baudouin HAMULI/Directeur CENADEP Mme Aimee Matungulu CENADEP trainer Mr Sosthène NSIMBA Search for Common Ground Mr Rycky MAPAMA Search for Common Ground Camille Lubuma, Program Officer SERACOB
Les réseaux membres de CAFCO et autres personnalités engagées dans la promotion de défense des droits des femmes	Mme MALALA LUKULA/Chargé programme – RAF Chargé du programme Mme M'BACHU BAHATI/Membre - REFAMP/RDC Chargée du plaidoyer Mme Joséphine NGALULA/Présidente – FORFEM Mme GINA MATALATALA – Confessions Religieuses Chargée des relations publiques Mme Adine OMOKOKO – CAFCO – Secrétaire Général adjoint
Les Journalistes	Mme Esther ABEDI/Directrice programme Chaine Afr TV Mme Laurette MANDALA Afr TV Journaliste Mme ILDA ODIA CCTV Journaliste Bienvenue BABUA Numerica TV Journaliste Mme Dorothee SWEDI MUBAKE UCOFEM Présidente Monsieur MAYAMBA KABAMBA Journaliste Antenne A Madame Patricia MOLENGO Antenne A Journaliste Madame SYANDE EMAKA Journaliste RAGA TV Madame Nadia MAMBOSO Journaliste Journaliste RAGA TV Madame ANNA MAIMUNA Journaliste UCOFEM Madame Bibiche MWIKA Journaliste DIGITAL CONGO

VILLE DE KINSHASA	
Cible	Participants
Les femmes Magistrates l'association des femmes magistrates AFECMA	Mme MUJINGA BIMANSHA/Présidente Mme Benie laure/Membre KAMWIZIKU Mme IBA MAYA /Membre Mme NZEBA Marie Josée/Membre Mme KITETE LOSAMBA/Membre
Les O.N.G de défense des droits de l'homme	Mr Daniel DOBROVOLJEC PROJUSTICE Mr Aboubakkar LIMBISA Consortium KIEP-CONGO – Coordinateur nationale Mme Marie Madeleine KALALA/Présidente CAUSE Commune Coordinatrice nationale Mr Emery NKANKA – LIZADEL Secrétaire Me Séraphine MALALA – RAF Chargée du programme Mme Dorothee SWEDI/Présidente – UCOFEM Mme Cathy KABULA/Personne ressource – CAFCO Mme Anna MAIMONA – UCOFEM- Chargée du programme Mme Honorine Christine BOKASHANGA/Présidente CREC relations publiques
Les conseillers en Genre des agences du système des Nations Unies	Mme Mireille IKOLI – UNFP Conseiller en Genre Mme Gisèle KOULA UNIFEM Représentante de l'UNIFEM en RDC
Le mécanisme national chargé du Genre	Mme Monique KANDE, Directeur du Cabinet de la Ministre de Genre, Famille et enfant
Les experts de l'Administration du Ministère de Genre, Famille et Enfant	Mr KANGI MUYA Directeur de planification Mme Annie KENDA Experte Genre Directrice chargée des questions économiques au Ministère du Genre Prof MANGO Gabriel Expert Genre Mme Esther KAMWANA Ministère du Genre Directrice des services généraux
les personnalités de la Justice, de l'Armée et de la Police engagées dans la lutte contre les violences sexuelles	Colonel Toussaint MUNTAZINI MUKIMAPA , Avocat Général pour Haute Cour Militaire Capitaine Chantal APENDEKI POLICE, NAT Coordinatrice au CSRP Me Franck MULENDA CPI/Avocat agréé Avocat Général Procureur Cécile KIALA, Service de documentation du Ministère de la Justice Magistrate

VILLE DE KINSHASA	
Cible	Participants
Femmes politiques leaders	Mme MAYUMA KALA Présidente DYNAFEP Mme Tacher MUSWAMBA Présidente RADECO Mme Gertrude KITEMBO Secrétaire Permanente Membre RCD Mme Elysée MUNEMBWE Chargée du Genre ARC Mme Marie MZEZA UDPS Mme Tacher MUSWAMBA RADECO Présidente
Les femmes juristes AFEJUCO	Mme Marie NYANGWILE AFEJUCO Présidente Me Pélagie EUBEKA AFEJUCO Chargée des relations publiques Membre Mme Angel MBUYI AFEJUCO Me Rose MUTOMBO Présidente CAFCO

South Kivu	
Cible	Participants
Groupe d'appui au PEG/SUD KIVU	Mr MAROBE DAI Groupe d'appui au PEG/SUD -KIVU
Division provinciale de justice	Mme CHEKANABO Division provinciale de Justice Chef de Division
Structure médicale de prise en charge des victimes des violences sexuelles	Dr MUKWEGE Hôpital de PANZI Médecin directeur Mme Yvette KABUO Hôpital de PANZI Coordinatrice clinique juridique Mme Anne CHIRUME Hôpital de PANZI Superviseur projet lutte contre les violences sexuelles
Division genre famille et enfant	Mme Jacque NGENGELE Division de la Justice Chef de Division Mr KANGELE MWENDA Division de la Justice Chef de services Mr Marcellin SHABANI Division de la Justice Chef de service

<b>South Kivu</b>	
Cible	Participants
Les organisations féminines du sud-kivu	<p>Mme Petronille Flesi RFDP  Mme Julienne BASEKE-AFEM  Mme Ghislaine NAWEZA-AFEJUCO  Mme Annie BUKARABA-International Alert/ BUKAVU Coordinatrice provinciale  Mme MUGOMOKA-CAFCO  MBONIO Drocèle CAFCO  Mme IMANI MATABARO Aimée, ZUKI KABARE/CAFCO  Mme Marie Jeanne KAZUNGUZIBWA, CAFCO Secrétaire  Mme Charlie MOTUTA, WILPF/Est  Mme CINAMA José, RFDP  Mme Lily CIVAVA, APACI/CAFCO  Mme Marcelline MOSEKA,ZUKI  Mme Yvette CHIRUME CISF/Congo</p>
Assemblée Provinciale	Mr Emile BALEKE Président de l'Assemblée Provinciale du sud-kivu
Députés provinciaux du Sud Kivu	<p>Hon BATUMIKE RUGIMBANYA  Hon jeannot SUMAILI KASHINDI  Hon MUBALAMA  Hon NTAMBUKA B  Hon KINJA MWENDANGA  Hon BUSHONIO B. RUSATI  Hon David OMBENI</p>
Confessions religieuses : l'église catholique.	<p>Me Pacifique BYUMANINE Commission justice et paix de l'église Catholique/Sud- Kivu Chargé du département de la Gouvernance  Mme Thérèse MEMA  Secrétaire unité de coordination du programme des violences sexuelle  Soeur Antoinette ELEZA Chargée du programme dynamique femme</p>

<b>South Kivu</b>	
Cible	Participants
L'église musulmane	Mr Cheikh ASSUMANI KASONGO Comité provincial de l'église Musulmane/ Sud Kivu Représentant provincial Mr Cheikh KOMBO RAMAZANI Responsable des cultes Mr MWAMBA BITULU Coordonnateur des écoles islamiques
Les églises indépendantes du Sud Kivu	Mr KANDIKI KAMALEBO Josué Comité provincial des églises indépendantes/ Sud Kivu Evêque provincial Mr Bishop MUSEKE ITOGWA Evêque Mwenga/Shabunda Mr NGOMBE Dieudonné Evêque
L'église KIMBAGUISTE du Sud Kivu	Pasteur WILOJA MAKIAMBI, Comité provincial, Représentant provincial
CENADEP/ Sud Kivu	Mr Cyprien BIRI CENADEP/SUD-KIVU Président société civile Sud-Kivu
Les organisations de la société civile du Sud-Kivu	Mme CIVAVA NTAMWINJA Lyly APACI/CAFCO Mme Ghilaine NAWENZA, AFEJUCO Blandine FEZA, PRODES Mme MUGOMOKA, WILPF/Est MBONWA Drocèle -Mme, CAFACO Yvette CHIRUME, CISF/Congo Me Marie Jeanne KAZUNGUZIBWA, ZUKI KABARE Mr Dieudonné SANGO Bureau société civile, Mr Patrick NYAMATOMA, ACPS Mr Jean Claude MEYA Stagiaire Mr Pablo RWANZO - VIPDD Mr RUKÉBA SHALUKOMA -Etudiant Mr CUBAKA RUSAMAKU - Stagiaire Mr MAOMBI BYABUZE - Etudiant Mr NAMULI BIKALI jean - Etudiant Mr VENDI RUBONEKA, SOFRADES Mr Jean MUTASHE, GAM/asbl Mr Alain BORA BUZIMA, ABEPROSE Mr RUHEZA MIHIGO, AEFEV

<b>South Kivu</b>	
Cible	Participants
L'église du christ au Congo(ECC)	Pasteur BULAMBO Président provincial Mme BASOMBANA NGALYA Présidente département femme Mr NAMEGABE MULANGA Coord PED Mme ZABIBU MWWASS – Formatrice Mme LUGENDO ITABO Pasteur MUNJO Rev KISOSO Evangéliste Mr Bienvenu KAHAKUBWA – Administratif de L'ECC Mr VUNANGA MESHAC Coord provincial des Ecoles conventionnées protestantes
Agence des Nations Unies	Mme Espérance MAWAZO, PNUD Experte provinciale Gouvernance politique
MONUC/BUKAVU	Mr Venant BASHIZI, MONUC Bureau Genre/Monuc sud-kivu
Organisations politiques	Mr Deo BIZIBU BALOLA, UDPS Président provincial Mr WATUKALUSU TAINONE, MPR/fait privé Président provincial
Structure de prise en charge des victimes des violences sexuelles et d'encadrement des femmes de la base	Mme Mathilde MUHINDO Directrice du centre, Centre OLAME

<b>Bandundu</b>	
Cible	Participants
DAI	Charles Dilungidi, BRDG project
Media	Mr. Equiole Mayeta , Radio communautaire Bandundu FM Mr. Olivier Komfie, DIGITAL Congo FM TV-Rado Mr. Michel NTUTUBA, Director Congo Agency for Press Secretary General National Union of the Press
Police	Mr. Oscar Botuli, commander Police District et Ville Major Jean Maire Malosa, Division of Protection for children and SV
Civil society groups	Roger Maledi, synergy for good governance Madu Mpuku, CEPROSOC Wenugese, Jean, president of Bandunduville NGO consortium (Union of Consommateurs) Zephririm BONGA FECELO Fabien MUNSETE, Union of Consommateurs Esperacne Munggaba , Women’s NGO consortium FADIC/ONGD Marie-jose SWANA Vice President ADB ODEtte Budesu PROSADEF Ms Yollande NSAKACA , NDJF Ms Louise Msambe, HGR Tabala NKULU NASF Chrisitan Kimvunza PROSADEF Arthur MUSUNDA, ABEF-ND Angelique MUNDONI, ASBL Teyesa SURVIE Damien Bungu, CANACU Andre Gipoy Synergy for SV
Religious groups and traditional Chiefs	Raphael Matendo, Catholic priest Rev. Kilemba Mombo, Kimbangusiste Major NKUMBA-NZUMBA Salvation Army Ousmane Nkashama Ntumpu COMICO –Mosque Prince Heritier Mubinkidi KoolRoan ANATC/ACCB Abdoulah Mdukow COMACO
MONUC	Prince Myudila

<b>Bandandu</b>	
Cible	Participants
Government Gender	Marie Louise Mupasula, Chef of Bureau Division of Gender family and Children Sophie Matari, Chef of Bureau Division of Gender family and Children Hubert Kakiela Dvision GEFAE Rosalie Balanda Div GEFAE Marcel Mashini Mister of GEdner Palata Pagasa, Ministry of IP and Employment Mabalu MBUYA , Ministry of IP and Employment GERMian Katanga Mis of Gedner Esperecne SHIDI
Provincial Assembly	Michel Pauly BELOY Honorable Marie-Leone Ndundu Minie, Treasurer Hon. Bernard MATANGA

#### QUELQUES SIGLES

- CENADEP : Centre national pour le développement et la participation populaire
- RAF : Réseau Action Femme
- REFAMP : Réseau des femmes Africaines ministres et parlementaires, section République Démocratique du Congo
- FORFEM : Forum de la femme ménagère
- CAFCO : Cadre Permanent de concertation de la femme Congolaise
- UCOFEM : Union congolaise des femmes des médias
- AFEMAC : Association des femmes magistrates
- DYNAFEP : Dynamique des femmes politiques
- ARC : Alliance pour le renouveau du congo
- LIZADEL : Ligue congolaise pour la défense des droits des enfants
- AFEJUCO : Association des femmes juristes
- CREC : Cercle de réflexion des élites Congolais
- RADECO : assemblément des démocrates conciliants