

MILLENNIUM CHALLENGE ACCOUNT
BURKINA FASO
(MCA-BF)

GENDER INTEGRATION ACTION PLAN
PLAN D'ACTION POUR L'INTEGRATION DU GENRE (PAIG)



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Directorate of Environmental and Social Assessment (DEES)
Direction des évaluations environnementales et sociales
May 28, 2010

The official, operational version of the PAIG (May 28, 2010) is in French. New changes are likely to emerge during the completion of Priority Action 1.1 (the baseline participatory gender reviews of each project). Recommended changes as well as those in this document will be considered for incorporation into the official French version during the validation workshop that is tentatively scheduled for August or September 2010.

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List of Acronyms

AD	Agricultural Development Project (in the Compact)
AD1	Agricultural Development Project, Contract 1
AD10	Agricultural Development Project, Contract 10
RFP	Request for Proposals
ARD	Associates for Rural Development
BPG	Best Practices Gender (<i>Bonnes Pratiques en Genre</i>)
BRIGHT2	Burkinabe Response to Improve Girls Chances to Succeed
CBO	Community Based Organizations
CG	Gender Cell (<i>Cellule Genre</i>)
CN	National Council (<i>Conseil National</i>)
COS	Steering Committee (<i>Comité d'Orientation et de Suivi</i>)
CSO	Civil Society Organization
DEES	Directorate of Environmental and Social Assessment (<i>Direction de l'Evaluations Environnementale et Sociale</i>)
DSE	Monitoring and Evaluation Directorate (<i>Direction du suivi-évaluation</i>)
ESA	Environmental and Social Assessment
EIES	Environmental and Social Impact Assessment (<i>Etude de l'Impact Environnemental et Social</i>)
ESA	Environmental and Social Assessment
ESMP	Environmental and Social Management Plan
FTG	Gender Technical Papers (<i>Fiches Techniques Genre</i>)
GCG	Gender Coordination Group (<i>Groupe de Concertation Genre</i>)
GFP	Gender Focal Point
GIP	Gender Integration Plan
GIRE	Integrated Water Resource Management (<i>Gestion Intégrée des Ressources en Eau</i>)
GTZ	<i>Gesellschaft fur Technische Zusammenarbeit</i>
HIV-AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IE	Implementing Entity
IEA	Implementing Entity Agreement (<i>Accords d'Entité de Mise en Œuvre</i>)
INERA	Institute for Environment and Agricultural Research (<i>Institut de l'Environnement et des Recherches Agricoles</i>)
MI	Monitoring Indicator
LTP5	Land Services Technical Assistance, Contract Five
MCA	Millennium Challenge Account
MCA-BF	Millennium Challenge Account Burkina Faso
MCC	Millennium Challenge Corporation
MCC-BF	Millennium Challenge Corporation in Burkina Faso
M&E	Monitoring and Evaluation
N/A	Non-applicable
NGO	Non-Government Organization
OP	Operational Policy
PAIG	Gender Integration Action Plan (<i>Plan d'action pour l'intégration du genre</i>)
PAP	Project Affected Person

PCD	Communal Development Plans (<i>Plan Communal de Développement</i>)
PFG	Gender Focal Point (<i>Point Focal Genre</i>)
PMC	Project Management Consultant
PNG	National Gender Policy (<i>Politique Nationale Genre</i>)
PNGT	National Program for Community-Based Land Management (<i>Programme National de Gestion des Terroirs</i>)
PTF	Technical and Financial Partners (<i>Parténaires Technique et Financier</i>)
RAF	Agrarian and Land Tenure Reform (<i>Réorganisation Agraire et Foncière</i>)
RAP	Resettlement Action Plan
RD1	Roads Project, Contract One
RFP	Requests for Proposal
RGS	Gender and Social Manager (<i>Responsable en Genre et Social</i> at MCA-BF)
RLG	Rural Land Governance Project (in the Compact)
Roads	Roads Project (in the Compact)
RPF	Resettlement Policy Framework
SOW	Scope of Work
SWOT	Strengths, Weaknesses, Opportunities, Threats (Analysis)
USAID	United States Agency for International Development

Executive Summary

The government of Burkina Faso is committed to reducing gender inequality as a constraint to economic growth and poverty alleviation. This commitment is reflected in the government's new National Gender Policy (PNG or *Politique Nationale Genre*) adopted in July 2009 and in various national agreements including the Millennium Challenge Corporation (MCC) Compact, negotiated with the US government. This Compact agreement was signed on July 31, 2009.

To facilitate the Compact's commitment to promoting gender integration at all levels of its programming, the Millennium Challenge Account of Burkina Faso (MCA-BF) has developed a Gender Integration Action Plan referred to throughout this document by its French acronym of PAIG (*Plan d'action pour l'intégration du genre*). The elaboration of a PAIG was required by the MCC Gender Guidance (MCC 2006) and MCA-BF Compact.

Given the active integration of gender into the Burkina Compact to date, MCA-BF opted for a two-step participatory method for developing its gender integration plan. The first step (conducted in February 2010) resulted in a draft plan (known originally as the Gender Integration Plan [GIP]) based on:

- A participatory assessment (through focus groups and one-on-one interviews with stakeholders) of the strengths, weaknesses, opportunities, and threats (SWOT) associated with the Compact's current gender integration efforts (Table 1) and
- A complete review of the gender documentation from the Compact planning and due-diligence phases, as well as the new round of project start-up plans, Resettlement Action Plans (RAPs), and monitoring and evaluation (M&E) plans.

During the second step of the participatory method for developing the PAIG (conducted in April-May 2010), the MCA-BF gender and social manager (RGS or *Responsable en Genre et Social*) and the MCC-BF gender consultant facilitated a second revision of the draft PAIG through a series of group reviews that involved:

- Fourteen of the 16 project teams in MCA-BF;
- The six gender experts working with the consulting firms charged with executing major contracts through which the Compact projects will be executed;
- Seven representatives of the administration and the cross-cutting directorates of MCC in charge of environmental and social assessment, communication, and monitoring and evaluation;
- Sixteen leaders of non-governmental organizations (NGOs) and government agencies that work on gender issues;
- Three of the five members of the MCC-BF National Council (CN or *Conseil National*) and the Steering Committee (COS or *Comité d'Orientation et de Suivi*); and
- Seven representatives of MCC-Burkina and MCC-Washington.

Based on this participatory approach, MCA-BF produced a revised version of the PAIG, which was then formally reviewed and adopted by the original stakeholder groups involved in the initial group reviews.

The MCA-BF PAIG has three overarching goals:

- **PAIG Goal¹ 1:** Incorporate MCA-BF's vision for gender into the execution of Compact projects,
- **PAIG Goal 2:** Support mainstreaming gender into the different activities each project manages, and
- **PAIG Goal 3:** Strengthen capacity of the individuals involved in execution of the Compact projects.

To achieve these goals, MCA-BF identified six cross-cutting objectives and 19 priority actions (Table 1 and Annex 1).

- **PAIG Objective #1:** Ensure that action plans and activities of each Compact-funded project take into account gender requirements outlined in the PNG (National Gender Policy), the MCC Gender Policy, and the PAIG (Gender Integration Action Plan).
- **PAIG Objective #2:** Develop new tools for sharing information that will facilitate ownership of key policy documents and exchange of information on gender programming between projects.
- **PAIG Objective #3:** Strengthen coordination between gender experts (working with the consulting firms and government agencies charged with executing project sub-components), each project's technical staff, and MCA-BF regarding implementation of Compact activities designed to promote gender mainstreaming.
- **PAIG Objective #4:** Strengthen gender capacity (for analysis, advocacy, and integration) of different stakeholders for implementation of Compact activities.
- **PAIG Objective #5:** Monitor, evaluate, and report on progress of gender mainstreaming in specific projects and the Compact as a whole.
- **PAIG Objective #6:** Strengthen cooperation between the decentralized government services, civil society organizations (CSOs) that promote gender issues, and the projects in order to ensure sustainability of the Compact's achievements.

There is one additional step to be completed in the finalization of the PAIG. The first activity outlined by the PAIG (Objective #1, Priority Action #1.1) is a baseline participatory gender review designed to help each Compact project identify gaps and priority measures needed to strengthen gender integration within its current and future project activities. Once the baseline reviews are completed, they will be attached to the PAIG document as annexes. This consolidated document will become the object of a validation workshop at the start of the second year of the Compact (tentatively scheduled for August or September 2010). The same validation workshop will finalize and approve the suggested schedule for execution of the PAIG (Annex 1).

¹ To facilitate comparisons between the PAIG and the National Gender Policy (PNG) of Burkina, the English version of the PAIG is adopting a hierarchy of "Goals," "Objectives," and "Priority Actions" that is different from the PNG's "*Axes Stratégiques*" (strategic axes) and "*Objectifs*" (objectives).

Table 1. The Millenium Challenge Account-Burkina Faso (MCA-BF) Gender Intgration Action Plan (PAIG): Goals, Objectives, and Priority Actions

PAIG Goals and Objectives	PAIG Priority Actions
PAIG Goal 1: Incorporate MCA-BF's vision for gender into the execution of Compact projects	
PAIG Goal 2: Support mainstreaming gender into the different activities each project manages	
PAIG Goal 3: Strengthen capacity of the individuals involved in execution of the Compact projects	
<p><i>PAIG Objective #1: Ensure that action plans and activities of each Compact-funded project take into account gender requirements outlined in the PNG (National Gender Policy), the MCC Gender Policy, and the PAIG (Gender Integration Action Plan).</i></p>	<p>1.1. Facilitate each Compact-funded project conducting a baseline participatory gender review in order to identify gaps and priority measures needed to strengthen gender integration, including a detailed analysis of:</p> <p>1.1.1. Current plans for mainstreaming women and other vulnerable groups by category of activity and geographical zone, including an analysis of the strengths, weaknesses, and opportunities for strengthening gender integration;</p> <p>1.1.2. The potential roles of local women's organizations and NGOs (non-governmental organizations) involved in women's issues in project execution;</p> <p>1.1.3. The project's proposed relationships with community-based associations and inter-association coordination bodies (that link associations with government agencies and national NGOs) in the current and expected areas of intervention;</p> <p>1.1.4. The potential link between project activities and Burkina's National Gender Policy (PNG); and</p> <p>1.1.5. The extent to which the project's budget includes funds that are earmarked for activities that promote gender mainstreaming (e.g., staffing, trainings, and community meetings and activities with gender-specific agendas or objectives).</p> <p>1.2. Facilitate each Compact project conducting an annual update of its participatory gender review (update of PAIG Priority Action # 1.1).</p> <p>1.3. Create checklists that non-gender DEES (<i>Direction des Évaluations Environnementales et Sociales</i> or Environmental and Social Assessment Directorate) specialists and project staff can use to review gender integration in the documents produced by consultants (e.g., ESMPs [Environmental and Social Management Plans], RAPs [Resettlement Action Plans], feasibility studies, policy documents).</p>
<p><i>PAIG Objective #2: Develop new tools for sharing information that will facilitate ownership of key policy documents and exchange of information on gender programming between projects.</i></p>	<p>2.1. Keep the gender bibliography (on CD) current and distribute it to MCA-BF projects, consultants, and collaborating government partners.</p> <p>2.2. Implement new and/or strengthen coordinating bodies that facilitate communication, information, and dialogue with civil society organizations (CSOs) that work on gender issues.</p> <p>2.3. Create a series of documents in French and local languages (Gender Technical Papers [FTG]) that summarize:</p> <ul style="list-style-type: none"> -- The PNG; -- Select studies on gender (e.g., MCA-BF due diligence studies and gender analyses by the PNGT [National Program for Community-Based Land Management]); -- Examples of gender best practice (BPG) drawn from MCA-BF and non-MCA-BF projects that might be useful to Compact-funded projects; and -- Information on women's rights that is relevant to individual projects as well as to women's rights in general.
<p><i>PAIG Objective #3: Strengthen coordination between</i></p>	<p>3.1. Appoint at least one gender focal point (PFG) per project from the MCA-BF project staff in order to coordinate and harmonize gender activities on each project and between projects.</p>

PAIG Goals and Objectives	PAIG Priority Actions
<p><i>gender experts (working with the consulting firms² and government agencies charged with executing project sub-components), each project's technical staff, and MCA-BF regarding implementation of Compact activities designed to promote gender mainstreaming.</i></p>	<p>3.2. Establish a series of gender integration (coordination) working groups. -- At the level of each project, create a Gender Cell (CG) that meets once a quarter and groups together the gender experts working for different consultants' firms charged with executing the project. -- At the level of the Compact, create a Gender Coordination Group (GCG) that meets twice a year and links the gender experts on all of the projects.</p>
<p><i>PAIG Objective #4: Strengthen gender capacity (for analysis, advocacy, and integration) of different stakeholders for implementation of Compact activities.</i></p>	<p>4.1. Develop a pool of gender training specialists and facilitate trainings at various levels of the projects (e.g., in local communities and implementation structures as well as MCA-BF). 4.2. Organize a meeting to analyze training needs (at all levels) on gender once or twice a year with MCA-BF project directors and their teams. 4.3. Assist each project in promoting gender advocacy with opinion leaders. 4.4. Strengthen communication with all agencies (national, regional, provincial, communal, and community-based) that are engaged in the implementation of policies, strategies, and laws that promote women. 4.5. Ensure projects consider and strengthen the capacity of government agencies and civil society organizations (CSOs) that support longer-term actions to promote gender equity at the provincial and communal level.</p>
<p><i>PAIG Objective #5: Monitor, evaluate, and report on progress of gender mainstreaming in specific projects and the Compact as a whole.</i></p>	<p>5.1. Develop (with project teams and consultants) a standard template for project reports that clearly identifies where in the report gender issues are outlined. 5.2. Train project officers and consultants on how to improve the quality of gender reporting that highlights gender best practices (BPG) at the community level.</p>
<p><i>PAIG Objective #6: Strengthen cooperation between the decentralized government services, civil society organizations (CSOs) that promote gender issues, and the projects in order to ensure sustainability of the Compact's achievements.</i></p>	<p>6.1. Identify the decentralized government services and CSOs working on gender issues in the project intervention areas and involve them in Compact activities to promote gender mainstreaming. 6.2. Identify the most appropriate channels for the projects to communicate with these government agencies and CSOs that work on gender issues. 6.3. Ensure that the consultants and government agencies responsible for implementation of the Compact activities work closely with the government agencies and CSOs that work on gender issues in the areas where the projects intervene. 6.4. Implement new and/or strengthen existing gender coordination committees at the communal and provincial levels.</p>

Source: Annex 1, PAIG.

² These firms are referred to in MCA-BF as “consultants.” The terms are used interchangeably in this text.

The target population of the PAIG are all the key actors involved in the execution of the Compact. This includes the MCA-BF staff, members of the MCA-BF Steering Committee (COS) and National Council (CN or *Conseil National*), the consulting firms (consultants³), and other agencies involved in project execution including government partners, local actors (e.g., the decentralized government technical services and administration) and civil society organizations (CSOs).

Given the strong attention to gender in the design of the Compact and individual projects, no new staff positions will be added. The main staff changes will be the appointment of one person within each MCA-BF project team to serve as the project's gender focal point (PFG) and the creation of two new working groups designed to facilitate communication between the gender experts working with the consultants who are executing specific sub-components of the project, the project staff serving as gender focal points, and the gender and social manager (Table 2). Each project is also being encouraged to strengthen the pre-existing commune-level inter-agency coordinating committees that exist in the communes and provinces where they intervene (Table 2).

The impact of the PAIG will be measured by the existing indicators for gender impacts in the approved MCA-BF M&E Plan. Each year the MCA-BF gender and social manager and MCC-BF gender consultant will participate in a joint monitoring of these indicators with the M&E department in order to see how the PAIG can strengthen the formulation of the indicators and/or data collection quality and analysis. While the existing M&E Plan is adequate for measuring impact, the PAIG proposes a limited number of simple monitoring indicators that the Directorate of Environmental and Social Assessment can use to track MCA-BF's progress in executing the PAIG. Since each indicator focuses on specific PAIG deliverables, the data can be collected by the MCA-BF gender and social manager with input from the gender focal points.

Table 2. Key Roles in the Millenium Challenge Account-Burkina Faso (MCA-BF) Gender Intgration Action Plan (PAIG): Current Functions and New Responsibilities

Position/Group	Current Functions	New Responsibilities
MCA-BF deputy coordinator	Supports cross-cutting gender issues in MCA-BF.	Same
MCA-BF gender and social manager (RGS) in the DEES (Environmental and Social Assessment Directorate)	Provides cross-cutting leadership on the planning, execution, and monitoring of gender activities in all MCA-BF projects.	Shares responsibility (w/MCC gender consultant) for collection of data, analysis of information needed to calculate the PAIG monitoring indicators, and preparation of an annual PAIG report.
Other MCA-BF DEES staff	Monitors gender consideration in environmental and resettlement ESA activities.	Same as before strengthened by checklists.
MCC-BF gender consultant	Supports MCA-BF gender and social manager.	Same
MCA-BF staff, directors, and consultants	Regular staff supporting gender mainstreaming in their projects.	Same
MCA-BF consulting	Support activities of the MCA-	Same

³ These firms are referred to in MCA-BF as "consultants." The terms are used interchangeably in this text (see Table 1).

Position/Group	Current Functions	New Responsibilities
firms' gender experts	BF gender and social manager	
MCA-BF gender focal points (PFGs)	Regular staff supporting gender mainstreaming in their projects	Serve as gender focal points linking consultant on gender and the MCA-BF gender and social manager.
MCA-BF communication directorate	Coordinates web postings and final editing of technical papers and briefs on ESA and project activities.	Same
MCA-BF monitoring and evaluation directorate	Coordinates collection and analysis of gender disaggregated data and reporting for MCA-BF.	Same
Local associations, NGOs, and government agencies that support gender issues	Coordinate grassroots activities that advocate and organize on behalf of women.	MCA-BF projects will attempt to strengthen their communication with individual groups and the provincial and communal level coordinating committees that link them.

Source: Section 7, PAIG.

Definitions

Gender: Gender is defined as social roles, including responsibilities, and behaviors that are assigned to women and men of any society. Gender behaviors, roles, and responsibilities of men and women change over time and may differ from one society to another. In Burkina “*gender must be analyzed from the perspective of the inequalities and disparities between men and women by examining the different social categories to a greater social justice and equitable development.*”⁴

Gender Analysis: A method that helps us understand justice and fairness when inequalities between the sexes exist in order to answer specific question such as:⁵

- What are the policy, legal, and socio-cultural constraints to women and men becoming full beneficiaries of MCA investments, and what design elements are required to remove or compensate for these constraints?
- What are the different roles and responsibilities of women and men, and how do any differences affect the proposed project? How do these gender differences vary by other demographic and social characteristics of the beneficiary population?
- Are there gender inequalities in access and control of productive resources relevant to the proposed project, and how will they be corrected or mitigated in design?
- How will the proposed projects meet both practical needs and strategic gender interests, or those interests that correct structural inequalities that are impediments to economic growth?

Gender Integration: Assessing the involvement of women and men in every planned activity including legislation, procedures, or programs in all areas and at all levels.⁶

Gender Mainstreaming: Taking into account differences and inequalities between women and men during different stages of the project (planning, execution, and evaluation).

Gender Equality: Equal opportunities and rights for men and women regarding access and control of available resources and benefits of development.

Gender Equity: Though often used interchangeably with gender equality, is a very distinct concept. Equity programmes favour treating women and men differently in order to achieve the equal status of women and men. Such programmes are based on the premise that if women and men were treated the same way (equally) there would be a risk of reaching unfair outcomes due to original disparities.

Gender Disaggregated Data: Data organized and reported to reflect averages for men and women separately.

⁴ Ministère de la Promotion de la Femme (MPF) 2009. *Document de la Politique Nationale Genre du Burkina Faso*. Ouagadougou: MPF.

⁵ MCC. 2006. Gender Policy. Compact Guidelines. Millennium Challenge Corporation. Washington DC: MCC (December).

⁶ Ministère de la Promotion de la Femme (MPF) 2009. *Document de la Politique Nationale Genre du Burkina Faso*. Ouagadougou: MPF.

Vulnerable People: Each MCA-BF project and project sub-component has created its own definition of “vulnerable” groups in order to facilitate activities that are designed to target and track project impact on these groups.

The Compact: A Compact is a multi-year agreement between the Millennium Challenge Corporation and an eligible country to fund specific programs targeted at reducing poverty and stimulating economic growth.⁷ These programs must be:

- Developed in consultation with a country's citizens—including women, non-governmental organizations, and the private sector;
- Able to measure both economic growth and poverty reduction; and
- Implemented, managed, and maintained by the country.

A country then drafts a Compact proposal outlining the specifics of the programs to reduce poverty and stimulate economic growth. MCC works with the country to ensure the proposed programs are reasonable, measurable, and attainable. In other words, the Compact is the name given to the agreement signed between the Government of Burkina Faso and the Government of the United States of America represented by the MCC to finance activities aimed at reducing poverty through economic growth.

⁷ MCC Website.

1.0. Introduction

For several decades, the Government of Burkina Faso has been conscious of the need to consider the inequalities and inequities between men and women in development. For this reason, the concept of promoting women's roles in development and gender equality in terms of civil, political, economic, and social rights in development decision-making and management has been a central focus of the national government and its partners. Many activities have been initiated to support and engage women in all areas (e.g., actions for empowerment of women and specifically integrating them in development and promotion activities). A number of recent Burkina Faso's legislative documents have specifically addressed gender as well. One of the more recent results of this recognition of the importance of gender considerations in development has been the creation of Burkina Faso's National Gender Policy (PNG or *Politique Nationale Genre*). Burkina's PNG outlines the following seven *axes stratégiques* (strategic axes), each of which is intended to be implemented with a set of more specific *objectifs* (objectives) (Table 3):

- *PNG Axe Stratégique 1*: Improve men and women's equal and equitable access to and control of basic social services.
- *PNG Axe Stratégique 2*: Promote equal opportunities and rights for men and women to access and control the means of production and an equitable subdivision of the resulting income.
- *PNG Axe Stratégique 3*: Promote men and women's equal access to the decision-making process.
- *PNG Axe Stratégique 4*: Promote the institutionalization of gender by ensuring gender integration in the planning, budgeting, and execution of public policies at all levels.
- *PNG Axe Stratégique 5*: Promote respect for human rights and elimination of violence.
- *PNG Axe Stratégique 6*: Encourage behaviors that promote equality between men and women.
- *PNG Axe Stratégique 7*: Develop partnerships at all levels (i.e., between government and NGOs and CBOs [Community Based Organizations] as well as between CBOs, etc.) to promote gender equity in Burkina Faso.

The 2009 Millennium Challenge Corporation (MCC) Compact agreement with Burkina Faso provided additional opportunities to refine and improve consideration of gender in development activities in a more systematic way due to MCC's support for and requirements regarding gender assessment and integration. The Millennium Challenge Account-Burkina Faso (MCA-BF) is the agency of the Burkinabe government that was created to implement the MCC Burkina Compact.

One of the early accomplishments of MCA-BF was development of the draft Gender Integration Plan (GIP) in March 2010. This plan was refined into this Gender Integration Action Plan (PAIG) during April and May 2010. The PAIG was developed to facilitate the Compact's commitment to promote gender mainstreaming at all levels of its program and strengthen the synergy between the National Gender Policy (PNG) and the Burkina Faso Compact.

The goals of the MCA-BF Gender Integration Action Plan (PAIG) are to:

- **PAIG Goal 1**: Incorporate MCA-BF's vision for gender into the execution of Compact projects,

- **PAIG Goal 2:** Support mainstreaming gender into the different activities each project manages; and
- **PAIG Goal 3:** Strengthen capacity of the individuals involved in execution of the Compact projects.

To achieve these goals, the PAIG identified six cross-cutting objectives, each of which are intended to be accomplished with the priority actions defined in Table 1:

- **PAIG Objective #1:** Ensure that action plans and activities of each Compact-funded project take into account gender requirements outlined in the PNG (National Gender Policy), the MCC Gender Policy, and the PAIG (Gender Integration Action Plan).
- **PAIG Objective #2:** Develop new tools for sharing information that will facilitate ownership of key policy documents and exchange of information on gender programming between projects.
- **PAIG Objective #3:** Strengthen coordination between gender experts (working with the consulting firms⁸ and government agencies charged with executing project sub-components), each project's technical staff, and MCA-BF regarding implementation of Compact activities designed to promote gender mainstreaming.
- **PAIG Objective #4:** Strengthen gender capacity (for analysis, advocacy, and integration) of different stakeholders for implementation of Compact activities.
- **PAIG Objective #5:** Monitor, evaluate, and report on progress of gender mainstreaming in specific projects and the Compact as a whole.
- **PAIG Objective #6:** Strengthen cooperation between the decentralized government services, civil society organizations (CSOs) that promote gender issues, and the projects in order to ensure sustainability of the Compact's achievements.

The rest of Section 1.0 outlines the evolution of gender consideration in Burkina including relevant legal and policy documents of the government of Burkina Faso. Section 2.0 provides general background on the Compact agreement between the United States Government and Burkina Faso and the MCC Gender Policy. Section 3.0 describes the methods MCA-BF used to develop the PAIG, the resulting goals, and the target population. Section 4.0 describes the summary observations that led to conceptualization of the PAIG objectives and the priority actions for achieving them. Section 5.0 outlines the processes that will be used to monitor, evaluate, and produce reports on gender mainstreaming within the three Compact projects as well as the implementation of the PAIG. Section 6.0 describes the proposed timetable to implement priority actions over the next four years. Section 7.0 focuses on the roles and responsibilities of key individuals in PAIG implementation.

⁸ These firms are referred to in MCA-BF as "consultants." The terms are used interchangeably in this text.

1.1. Laws and Public Policies Related to Gender

The Burkina Faso Constitution of June 2, 1991 stipulates in Article 1 that:

All Burkinabe are born free and have equal rights. All are equally entitled to enjoy all the rights and freedoms guaranteed by this Constitution. Discrimination of all kinds, including those based on race, ethnicity, region, color, sex, language, religion, caste, political opinion, wealth, and birth, are prohibited.

Additionally:

- The Family and Persons Code (*Code des personnes et de la famille*) of 1988 aims to improve the legal status and social protection of women and children. It founded the legal bases for social justice in the family.
- The Agrarian and Land Tenure Reform (RAF or *Réforme Agraire et Foncière*) texts give men and women the same rights regarding access to land.
- The Labor and Penal Codes (*Code pénal et le Code du travail pénal*) include measures to promote social justice and gender equality.
- The General Code for Territorial Administration (*Code Général des Collectivités Territoriales*) gives men and women the same rights to participate in civic action and management of local affairs.

Other national policies that integrate the issue of equality between men and women as an indispensable pre-condition and guiding principle for achieving sustainable economic development are:

- The Poverty Reduction Strategic Framework (*Cadre Stratégique de Lutte Contre la Pauvreté*) adopted in 2001,
- The Bill of Decentralized Rural Development (*Lettre de Politique de Développement Rural Décentralisé*) adopted in 2002,
- The National Population Policy (*La Politique Nationale de Population*) adopted in 1991;
- The National Policy for the Advancement of Women (*Politique Nationale de Promotion de la Femme*) adopted in 2004,
- The Policy and Action Plan for the Promotion and Protection of Human Rights (*Politique et Plan d'Action et d'Orientation pour la Promotion et la Protection des Droits Humains*) adopted in 2001, and
- The National Policy for Social Action (*Politique Nationale d'Action Sociale*) adopted in 2008.

1.2. National Gender Policy (PNG) of Burkina Faso (2009)

Despite the successful integration of gender in many sectors, reflected in these policy documents, the problem of gender inequality between men and women still persists. Burkina's PNG argues that the limited scope of these achievements is due to the fact that most policy reforms have addressed the outcome of gender inequalities and inequities rather than their root causes.

In the absence of a coherent framework for action, the structural factors behind these inequalities and inequities were difficult to identify or address. To this end, Burkina Faso's adoption of the National Gender Policy (*Politique Nationale Genre* or PNG) in June 2009 represents an important breakthrough. The PNG is intended to be a policy framework for government action and for all development partners in the field of gender, including the MCC Compact agreement between the

governments of Burkina Faso and the United States. The final version of the PNG (which was formally distributed in October 2009):

- Situates the problem of gender inequality in Burkina Faso within a broader context of underdevelopment in the health, education, agriculture, and commercial sectors and
- Identifies seven *axes stratégiques* (strategic axes) and 30 *objectifs* (objectives) for achieving the *axes stratégiques* (Table 3) as well as a list of activities to achieve these *objectifs* that target public investment as well policy reform and public awareness building.

The PNG was developed through a broad six-step⁹ consultation process involving a wide range of regional and national stakeholders. The final PNG document¹⁰—and the process by which it was produced—are evidence of a political will and collective awareness of all stakeholders regarding the relevance of gender at all levels of public life for the economic and social development of the country.

⁹ The six steps included (1) a national workshop to reach consensus on the concept of gender, (2) a series of monitoring and validation meetings by the technical committee, (3) a series of workshops to collect data at the national and central administrative levels, (4) individual surveys with resource persons at the central administrative and regional levels, and (5) a series of regional debriefing seminars; and (6) a national validation workshop.

¹⁰ *Ministère de la Promotion de la Femme*. (MPF) 2009. *Document de la Politique Nationale Genre du Burkina Faso*. Ouagadougou: MPF.

Table 3. Axes Stratégiques and Objectifs of the PNG (Politique National Genre or National Gender Policy) of Burkina Faso (October 2009)

<i>PNG Axes Stratégiques</i>	<i>PNG Objectifs</i>
<i>Axe Stratégique 1:</i> Improve men and women's equal and equitable access to and control of basic social services.	1.1. Strengthen gender equity and equality of access to social services (health, education, and potable water).
	1.2. Contribute to the elimination of socio-cultural beliefs that hinder education of girls and boys and women and men as well as their use of modern health services and access to drinking water in all regions of Burkina Faso.
	1.3. Encourage consideration of the special needs of girls and boys and men and women by the education, training, and basic literacy government services.
	1.4. Contribute to improving basic health and reproductive health, as well as reducing maternal mortality.
	1.5. Improve gender mainstreaming in the battle against Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS).
<i>Axe Stratégique 2:</i> Promote equal opportunities and rights for men and women to access and control the means of production and an equitable subdivision of the resulting income.	2.1. Promote equitable access to the means of production.
	2.2. Strengthen professional training for men and women at all levels (i.e., farmer, extension worker, professional, etc.).
	2.3. Develop the employment and self-employment opportunities needed to increase household revenues while taking into account gender differences (i.e., the differential access of women to the means of production and their different financial responsibilities).
<i>Axe Stratégique 3:</i> Promote men and women's equal access to the decision-making process.	3.1. Promote the equitable participation of men and women in decision-making at all levels.
	3.2. Enhance the equitable participation of men and women in positions of power.
<i>Axe Stratégique 4:</i> Promote the institutionalization of gender by ensuring gender integration in the planning, budgeting, and execution of public policies at all levels.	4.1. Improve the level of understanding and knowledge of gender issues.
	4.2. Promote gender mainstreaming in development policies, programs, and governance at all levels.
	4.3. Strengthen the impact of policy interventions on gender equality and equity.
<i>Axe Stratégique 5:</i> Promote respect for human rights and elimination of violence.	5.1. Ensure equal civic and political rights.
	5.2. Improve knowledge and understanding of human rights and access to justice for all.
	5.3. Eliminate gender-based violence.
<i>Axe Stratégique 6:</i> Encourage behaviors that promote equality between men and women.	6.1. Mobilize stakeholders in development and the local population in different regions of the country to integrate gender sensitivity in all areas of everyday life.
	6.2. Create a favorable environment for adoption of the gender equality dialogue and consideration by local populations.
<i>Axe Stratégique 7:</i> Develop partnerships at all levels (i.e., between government and NGOs and CBOs [Community Based Organizations] as well as between CBOs, etc.) to promote gender equity in Burkina Faso.	7.1. Promote dialogue at the national, sub-regional, and international level to promote gender equality.
	7.2. Strengthen the partnership and coordination structures needed to mobilize resources to fund the PNG (National Gender Policy).

Source: *Ministère de la Promotion de la Femme*. 2009. *Document de la Politique Nationale Genre du Burkina Faso*. Ouagadougou : *Ministère de la Promotion de la Femme* (MPF). Translated. June 8, 2010 as part of the PAIG.

2.0. Gender Issues in the MCA-BF Compact

2.1. Compact Agreement between Burkina Faso and the United States Government

The United States government, acting through MCC and in collaboration with the Government of Burkina Faso, has awarded MCA a grant of U.S. \$480,943,569 to facilitate poverty reduction through economic growth. Preliminary planning for the Compact began in 2006, the official signing of the Compact was held July 14, 2008, and start-up began July 31, 2009. The US grant financing for the Compact is allocated to four projects:

- The Rural Land Governance Project (RLG);
- The Agriculture Development Project (AD);
- The Roads Project; and
- BRIGHT 2 Project (Burkinabe Response to Improve Girls Chances to Succeed).

The PAIG only applies to the first three projects (RLG, AD, and Roads), which are supervised by MCA-BF. The BRIGHT 2 project is managed directly by USAID.

2.2. The MCC Gender Policy (2006)

The MCC Gender Policy is one of three key guidelines that MCC requires every project to follow.¹¹ The MCC Gender Policy provides a simple framework for ensuring that Compact activities strengthen promising national initiatives such as Burkina Faso's recently adopted National Gender Policy (PNG) (MCC 2006). This same policy outlines a method for helping the countries who are applying for MCC Compacts to:

- Identify, as well as attempt to rectify and/or compensate for, any national policies that affect women negatively and
- Include informed participation by women and vulnerable groups in the analysis of beneficiaries' constraints and the measures necessary to alleviate these constraints throughout the specific stages of the Compact, including (MCC 2006: 3-5):
 - Program development and design;
 - Due diligence and program refinement; and
 - Compact implementation, which includes collection and analysis of gender-disaggregated data and program execution.

MCC requires each country that negotiates a Compact with the U.S. government to create a Gender Integration Plan (GIP) for their Compact that takes into account national gender policies like the PNG and various sector gender strategies in Burkina Faso. MCA-BF has decided to designate its GIP a "Gender Integration Action Plan" (PAIG).

¹¹ These are: the MCC Environmental Guidelines on environmental and social impacts of projects; the World Bank OP4.12 (Operational Policy 4.12) on involuntary relocation of people affected by projects; and the MCC Gender Policy.

2.3. Gender Integration during Compact Planning, Due Diligence, and Early Implementation

Intensive MCA-BF Compact planning started in 2008. Therefore, after other MCC Compact projects began, Burkina was able to incorporate lessons learned from the other Compacts. Especially important, MCC and MCA-BF insisted on having a full-time gender specialist from the start. This early and strong focus on gender meant that gender was a central theme in early project development, due diligence, and the initial implementation of the Compact (Annex 4).

2.4. Linkages between Compact Activities and the National Gender Policy (PNG) of Burkina Faso

This strong central focus on gender has facilitated cohesion between the activities of the four Compact projects (three of the four managed by MCA-BF) and the objectives of the PNG (Table 3).

Table 4. Linkages between the PNG (National Gender Policy) *Axes Stratégiques* and *Objectifs*, the Compact Projects, and the PAIG (Gender Integration Action Plan) in Burkina Faso

Burkina Faso PNG		Compact				
<i>PNG Axes Stratégiques</i>	<i>PNG Objectifs</i>	MCA-BF (Projects)			USAID (Project)	MCA-BF
		Roads	Agricultural Development (AD)	Rural Land Governance (RLG)	Bright2	PAIG (see Table 1)
<i>Axe Stratégique I</i> : Improve men and women's equal and equitable access to and control of basic social services.	1.1. Strengthen gender equality and equity of access to social services (health, education, and potable water).	Improved primary and secondary access roads	N/A	Advocacy efforts on behalf of women's land rights	-Promote girls education -Strengthen local capacities (rural commune, student-parent associations) for girls education	PAIG Objectives 1, 2, & 6
	1.2. Contribute to the elimination of socio-cultural beliefs that hinder education of girls and boys and women and men as well as their use of modern health services and access to drinking water in all regions of Burkina Faso.	N/A	N/A	N/A		" "
	1.3. Encourage consideration of the special needs of girls and boys and men and women by the education, training, and basic literacy government services.	N/A	-Literacy training -Gender modules in training courses	-Literacy training -Advocacy for women's land rights and access to land registration services		" "
	1.4. Contribute to improving basic health and reproductive health, as well as reducing maternal mortality.	Increased cash revenues for women from Compact investments should increase ability to pay for health services				" "
	1.5. Improve gender mainstreaming in the battle against Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS).	All RFPs (requests for proposal) for construction require entrepreneurs to develop and monitor HIV/AIDS awareness campaigns for workers and the local population around work sites and housing.			-All students in BRIGHT2 Project-supported schools receive HIV/AIDS awareness and prevention training -All RFPs for school construction require entrepreneurs to develop and	PAIG Objective 6

Burkina Faso PNG		Compact				
PNG Axes Stratégiques	PNG Objectifs	MCA-BF (Projects)			USAID (Project)	MCA-BF
		Roads	Agricultural Development (AD)	Rural Land Governance (RLG)	Bright2	PAIG (see Table 1)
					monitor HIV/AIDS awareness campaigns for workers and the local populations around work sites and housing	
Axe Stratégique 2: Promote equal opportunities and rights for men and women to access and control the means of production and an equitable subdivision of the resulting income.	2.1. Promote equitable access to the means of production.	Roads creation/rehabilitation	-Market rehabilitation -Credit -Irrigated farming	RLG Activity 1: Clarify women's land rights in RAF texts RLG Activity 2: Decentralize land title registration offices RLG Activity 3: Land governance (including women's land rights) improved in 8 agro-pastoral schemes	N/A	PAIG Objectives 5 & 6
	2.2. Strengthen professional training for men and women at all levels (i.e., farmer, extension worker, professional).	N/A	Technical training and strengthening of local structures and frameworks	-Staff training -Commune-level training to ensure that women understand their rights	N/A	PAIG Objective 4
	2.3. Develop the employment and self-employment opportunities needed to increase household revenues while taking into account gender differences (i.e.,	RFPs for roads construction encourage entrepreneurs to sign contracts with	-Market rehabilitation -Credit -Irrigated farming	-RLG Activities 1-3 (see above) -Shop creation around town halls and	N/A	PAIG Objectives 5

Burkina Faso PNG		Compact				
PNG Axes Stratégiques	PNG Objectifs	MCA-BF (Projects)			USAID (Project)	MCA-BF
		Roads	Agricultural Development (AD)	Rural Land Governance (RLG)	Bright2	PAIG (see Table 1)
	the differential access of women to the means of production and their different financial responsibilities).	local laborers and women's groups to provide food and water to the work sites		recommendation (of some mayors) to reserve a portion of the new commercial space for women -Land titles mean that women's land can be used as collateral for loans from micro-credit institutions		
Axe Stratégique 3: Promote men and women's equal access to the decision-making process.	3.1. Promote the equitable participation of men and women in decision-making at all levels.	Women's involvement in the public consultation process pertaining to road identification and RAPs	-Strengthen local capacities to ensure women's participation GIRE (Integrated Water Resource Management), credit, and income diversification activities	- Strengthen women capacities and CSO to ensure that women understand their rights and the process for obtaining land titles -Women and men's involvement in land management committees	N/A	Objectives 1 & 5
	3.2. Enhance the equitable participation of men and women in positions of power.					
Axe Stratégique 4: Promote the institutionalization of gender by ensuring gender integration in the planning, budgeting, and execution of public policies at	4.1. Improve the level of understanding and knowledge of gender issues.	“	“	“	N/A	PAIG Objectives 1-3, 6
	4.2. Promote gender mainstreaming in development policies, programs and governance at all levels.	“	“	“	N/A	“
	4.3. Strengthen the impact of policy interventions on gender	“	“	“	N/A	“

Burkina Faso PNG		Compact				
PNG Axes Stratégiques	PNG Objectifs	MCA-BF (Projects)			USAID (Project)	MCA-BF
		Roads	Agricultural Development (AD)	Rural Land Governance (RLG)	Bright2	PAIG (see Table 1)
all levels.	equality and equity.					
Axe Stratégique 5: Promote respect for human rights and elimination of violence.	5.1. Ensure equal civic and political rights.	“	-Training groups -Communication -Consultations	Training and advocacy at the communal level to ensure that women understand their rights to land and the procedures for registering land titles	N/A	PAIG Objectives 2 & 5
	5.2. Improve knowledge and understanding of human rights and access to justice for all.	N/A	RAP (Resettlement Action Plans)			PAIG Objectives 2 & 6
	5.3. Eliminate gender-based violence.	RFPs to execute sub-components require entrepreneurs submitting bids to describe and monitor programs to control worker behavior vis-à-vis the local populations around construction sites				PAIG Objectives 6
Axe Stratégique 6: Encourage behaviors that promote equality between men and women.	6.1. Mobilize stakeholders in development and the local population in different regions of the country to integrate gender sensitivity in all areas of everyday life.	N/A	GIRE (Integrated water resource management)	-RLG Activities 1-3 (see above)	N/A	PAIG Objectives 5
	6.2. Create a favorable environment for adoption of the gender equality dialogue and consideration by local populations.	N/A	X		N/A	PAIG Objectives 2, 3, 6
Axe Stratégique 7: Develop partnerships at all levels (i.e., between government and NGOs and CBOs [Community-Based Organizations]) as	7.1. Promote dialogue at the national, sub-regional, and international level to promote gender equality.	N/A	N/A	RLG Activity 1 (see above)	N/A	PAIG Objectives 4 & 6
	7.2. Strengthen the partnership and coordination structures needed to mobilize resources to fund the PNG (National Gender Policy).	N/A	N/A	N/A	N/A	PAIG Objectives 1, 2 & 6

Burkina Faso PNG		Compact				
PNG Axes Stratégiques	PNG Objectifs	MCA-BF (Projects)			USAID (Project)	MCA-BF
		Roads	Agricultural Development (AD)	Rural Land Governance (RLG)	Bright2	PAIG (see Table 1)
well as between CBOs, etc.) to promote gender equity in Burkina Faso.						

Source: Source: *Ministère de la Promotion de la Femme*. 2009. *Document de la Politique Nationale Genre du Burkina Faso*. Ouagadougou : *Ministère de la Promotion de la Femme* (MPF). Translated. June 8, 2010 as part of the PAIG.

3.0. Goals, Target Population, and Methods for Developing the MCA-BF PAIG

3.1. Goals and Target Population of the PAIG

MCA-BF has developed a Gender Integration Action Plan (PAIG) to facilitate the Compact's engagement to promote gender mainstreaming at all levels of its program. The PAIG should also strengthen the synergy between the PNG and the Burkina Faso Compact (Table 4).

The goals of the MCA-BF Gender Integration Action Plan (PAIG) are to:

- **PAIG Goal 1:** Incorporate MCA-BF's vision for gender into the execution of Compact projects,
- **PAIG Goal 2:** Support mainstreaming gender into the different activities each project manages, and
- **PAIG Goal 3:** Strengthen capacity of the individuals involved in execution of the Compact projects.

PAIG target populations include all key players involved in Compact implementation: MCA-BF agents, members of the Steering and Monitoring Committee (COS), National Council (CN) members, consultants and other operating structures, implementing entities (government partners), local actors (decentralized government services and local elected and traditional authorities), and civil society organizations (CSOs).

3.2. Methods for Developing the PAIG

Given the active integration of gender into the Burkina Compact to date, MCA-BF opted for a two-step, participatory method for developing its Gender Integration Action Plan (PAIG).

3.2.1. Step One: Participatory Assessment and Review (December 2009-February 2010)

The PAIG development process started in December 2009 with a draft proposal. In February 2010, the development team¹² conducted an initial needs assessment with (Table 5):

- The MCA-BF project team members;
- Specialists in the MCA-BF Environmental and Social, Communication, and Monitoring and Evaluation (M&E) directorates;
- MCA-BF and MCC-BF administrators; and
- The gender experts working with the consulting firms charged with executing specific sub-components of the projects.

The interviews focused on an analysis of the different stakeholders' perceptions of the strengths, weaknesses, opportunities, and threats (SWOT) of their existing and projected activities for integrating gender issues. A short meeting with 15 representatives of women's associations at one of the major Compact intervention sites (Di) helped the development team better organize some of the special challenges of making the Compact's opportunities accessible to all potential

¹² The team consisted of Mme. Irene Kabre, the MCA-BF gender and social manager, and Dr. Della McMillan, the MCC-BF gender consultant.

beneficiaries. In March 2010, a draft document was produced based on information collected during these initial interviews.

Table 5. Number of Persons who Participated in Preparation of the Millenium Challenge Account-Burkina Faso (MCA-BF) Gender Integration Action Plan (PAIG)

People Category	Number of People	
	February 2010	April-May 2010
1. MCA-BF project staff		
--1.a.Roads Project	4	4
--1.b.Agriculture Development Project (AD)	0	5
--1.c.Rural Land Governance Project (RLG)	6	5
2. DEES (Directorate of Environment and Social Assessment) MCA-BF staff	3	4
3. MCA-BF administration, M&E (monitoring and evaluation), and communication staff	4	7
4. MCC-BF and MCC-Washington	4	7
5. Other staff members working for the consulting firms executing project sub-components		
--5.a. Consultants' staff	2	1
--5.b. Consulting firms' gender experts	5	5
6. Project Affected Persons (PAP)		
--6.a. Beneficiaries and women's associations leaders	20	0
--6.b. Local leaders	1	3
7. Ministry for the Promotion of Women	0	1
8. Staff from other national organizations and associations involved in gender issues	0	15
9. Female members of the MCA-BF National Council (CN) and Steering Committee (COS)	0	2

Source : Annex 3.

3.2.2. Step Two: Participatory Review and Revision of the Draft (April-May 2010)

From April 27 to April 30, 2010, the development team facilitated another revision of the draft document through a series of group interviews with the MCA-BF project staff and specialists in the environmental and social assessment, communication, and M&E directorates (Table 5). On May 2, 2010, the team met the mayor and the secretary general of Di (a rural commune to get their feedback on ways to link the PAIG with the ongoing gender activities in the commune and those envisioned in the Commune Development Plan (PCD or *Plan Communal de Développement*).

From May 3 to May 5, 2010, the various contributions were incorporated in the draft that yielded a new document now known as the Gender Integration Action Plan (PAIG). The development process continued through a meeting with leaders of women's and youth associations, representatives of government agencies involved in the field of gender, and female representatives on the MCA-BF Steering Committee (COS) and National Council (CN) on May 6, 2010. During this meeting, a sixth PAIG objective was proposed as well as a number of changes to the PAIG priority actions (which increased from a total of 15 to 19).

Based on this participatory approach, MCA-BF produced another revision of the PAIG, which was then submitted to a second comprehensive review by each of the stakeholder groups

involved in the first review. The representatives of these groups then recommended (on May 12, 2010) that MCA-BF:

- Adopt this version of the PAIG as a guide for all of the projects and
- Proceed with the baseline participatory gender reviews of each project (Priority Action #1.1) in order for the PAIG to truly be an action plan.

The baseline participatory gender review is designed to help each Compact project identify what priority actions it needs to strengthen gender integration within current and future project activities. Once the assessments are completed, they will be attached to the PAIG document as annexes and this consolidated document will become the object of a validation workshop at the start of the second year of the Compact (tentatively scheduled for August or September 2010).

4.0. Objectives and Priority Actions of the MCA-BF PAIG

Based on the participatory approach adopted for the conceptualization and revision of the Gender Integration Action Plan (PAIG), MCA-BF identified six cross-cutting strategies and 19 priority actions to implement during the four remaining years of the Compact (Table 1 and Annex 1).

4.1. PAIG Objective #1: *Ensure that action plans and activities of each Compact-funded project take into account gender requirements outlined in the PNG (National Gender Policy), the MCC Gender Policy, and the PAIG (Gender Integration Action Plan).*

4.1.1. Summary Observations

Despite analysis of the most relevant gender issues for each project and the elaboration of strategies for addressing these, the issue of gender was not prominent in the start-up plans of most of the consulting firms charged with executing specific sub-components of the projects. Many of the MCA-BF staff are also newly hired with little familiarity with the original due diligence and program design issues related to gender. The MCA-BF project and consultant staff need on-the-job training to help them understand the original conception of gender in their projects and to identify gaps that need strengthening. To avoid confusion about expectations, they also need generic and project specific checklists that can help them remember key gender issues that they need to address and report on.

4.1.2. Priority Actions

- #1.1. Facilitate each Compact-funded project conducting a baseline participatory gender review in order to identify gaps and priority measures needed to strengthen gender integration, including a detailed analysis of:
 - 1.1.1. Current plans for mainstreaming women and other vulnerable groups by category of activity and geographical zone, including an analysis of the strengths, weaknesses, and opportunities for strengthening gender integration;
 - 1.1.2. The potential roles of local women's organizations and NGOs (non-governmental organizations) involved in women's issues in project execution;

- 1.1.3. The project's proposed relationships with community-based associations and inter-association coordination bodies (that link associations with government agencies and national NGOs) in the current and expected areas of intervention;
 - 1.1.4. The potential link between project activities and Burkina's National Gender Policy (PNG); and
 - 1.1.5. The extent to which the project's budget includes funds that are earmarked for activities that promote gender mainstreaming (e.g., staffing, trainings, and community meetings and activities with gender-specific agendas or objectives).
- #1.2. Facilitate each Compact project conducting an annual update of its participatory gender review (update of PAIG Priority Action #1.1.).
- #1.3. Create checklists that non-gender DEES (Directorate of Environmental and Social Assessment or *Direction de l'Évaluations Environnementales et Sociales*) specialists and project staff can use to review gender integration in the documents produced by consultants (e.g., ESMPs [Environmental and Social Management Plans], RAPs [Resettlement Action Plans], feasibility studies, and policy documents).
- 4.2. PAIG Objective #2:** *Develop new tools for sharing information that will facilitate ownership of key policy documents and exchange of information on gender programming between projects.*

4.2.1. Summary Observations

New MCA-BF staff, consultants, and governmental implementing agencies are often unfamiliar with the MCC Gender Policy, the MCA-BF gender compliance requirements, and the background gender studies that fed into the design of specific projects. They will also need tools for communicating examples of lessons learned about gender programming between projects as the Compact evolves. This information is also important for the MCA-BF staff and consultants as well as the local associations and NGOs that work in the area of gender in the project intervention areas.

4.2.2. Priority Actions

- #2.1. Keep the gender bibliography (on CD) current and distribute it to MCA-BF projects, consultants, and collaborating government partners.
- #2.2. Implement new and/or strengthen coordinating bodies that facilitate communication, information, and dialogue with civil society organizations (CSOs) that work on gender issues.
- #2.3. Create a series of documents in French and local languages (Gender Technical Papers [FTG]) that summarize:
 - The PNG;
 - Select studies on gender (e.g., MCA-BF due diligence studies and gender analyses by the PNGT [National Program for Community-Based Land Management]);
 - Examples of gender best practice (BPG) drawn from MCA-BF and non-MCA-BF projects that might be useful to Compact-funded projects; and
 - Information on women's rights that is relevant to individual projects as well as to women's rights in general.

4.3. PAIG Objective #3: *Strengthen coordination between gender experts (working with the consulting firms¹³ and government agencies charged with executing project sub-components), each project's technical staff, and MCA-BF regarding implementation of Compact activities designed to promote gender mainstreaming.*

4.3.1. Summary Observations

Each Compact project is being executed through a series of contracts by different consulting firms (referred to in MCA-BF as “consultants”) most of which have at least one part-time “expert” on the contract who is charged with backstopping gender issues. Many of the government partners also have gender experts. Since each contract was developed separately (and each project is being executed by several contracts), the gender experts that work on different components of the same project are not aware of what, if any, obligations they have to gender issues related to other parts of the project.

Many of the consulting firms’ gender experts are leading specialists; others are qualified social scientists with extensive background in gender, as well as other critical Environmental and Social Assessment (ESA) areas such as environment and involuntary resettlement. The fact that all of the consulting firms’ gender experts are on short-term contracts for a very limited period of time makes it difficult to have sustained collaboration between them and the other project staff (both project staff attached to the consulting firms as well as those working for MCA-BF).

4.3.2. Priority Actions

- #3.1. Appoint at least one gender focal point (PFG) per project from the MCA-BF project staff in order to coordinate and harmonize gender activities on each project and between projects.
- #3.2. Establish a series of gender integration (coordination) working groups.
 - At the level of each project, create a Gender Cell (CG) that meets once a quarter and groups together the gender experts working for different consulting firms charged with executing the project.
 - At the level of the Compact, create a Gender Coordination Group (GCG) that meets twice a year and links the gender experts on all of the projects.

¹³ These firms are referred to in MCA-BF as “consultants.” The two terms are used interchangeably throughout this text.

4.4. PAIG Objective #4: *Strengthen gender capacity (for analysis, advocacy, and integration) of different stakeholders for implementation of Compact activities.*

4.4.1. Summary Observations

Mainstreaming gender into the Compact will require strong capacity building at several levels.

Training: Without appropriate training and practical analyses of the questions that led to the proposed model for integrating gender into their projects, many staff will not understand why activities were designed the way they were and consequently will not know how to execute the activities in ways that facilitate gender equality. While the national coordination, directors, and project heads are committed to the Compact's focus on gender equity, they are also often ill-informed on the MCC gender policy, its requirements, and the contract proposal's original strategy for integrating gender. Ideally, each training program would include at least a one-day or half-day module on the most relevant gender issues for a given technical domain. Care must also be taken to ensure that both male and female stakeholders receive the gender trainings.

Advocacy: Given the importance of gender sensitivity and consideration in all the projects, each project needs to organize advocacy activities to influence opinion leaders in order to facilitate participation of women and vulnerable groups in the project activities. The critical targets of these advocacy activities will be different for each project and may include cabinet ministers as well as extension agents and local elected and "traditional" authorities.

Government agencies that work in the area of gender: Burkina has a number of government structures with extensive experience in the execution of activities to benefit women and vulnerable groups. To date, the Compact has been less precise about the role that these government organizations will play in monitoring and executing the project's gender activities than the technical ministries who are often the project's local-level implementation partners (e.g., the Ministry of Agriculture). Greater involvement of the local government offices that specialize in gender and social services will increase the sustainability of the Compact's activities to promote gender equity and the potential synergies between these activities with other national-level initiatives.

4.4.2. Priority Actions

- #4.1. Develop a pool of gender training specialists and facilitate trainings at various levels of the projects (e.g., in local communities and implementation structures as well as MCA-BF).
- #4.2. Organize a meeting to analyze training needs (at all levels) on gender once or twice a year with MCA-BF project directors and their teams.
- #4.3. Assist each project in promoting gender advocacy with opinion leaders.
- #4.4. Strengthen communication with all agencies (national, regional, provincial, communal, and community-based) that are engaged in the implementation of policies, strategies, and laws that promote women.

#4.5. Ensure projects consider and strengthen the capacity of government agencies and civil society organizations (CSOs) that support longer-term actions to promote gender equity at the provincial and communal level.

4.5. PAIG Objective #5: *Monitor, evaluate, and report on progress of gender mainstreaming in specific projects and the Compact as a whole.*

4.5.1. Summary Observations

Gender is a central element of all the MCA-BF monitoring and evaluation tools. Once the compact activities are actually launched, all the monitoring and impact indicators will be disaggregated by sex. Despite the central attention accorded gender in the conception of the M&E indicators and tools, gender was not very visible in most of the start-up reports prepared by the consultants charged with executing the project sub-components.

4.5.2. Priority Actions

#5.1. Develop (with project teams and consultants) a standard template for project reports that clearly identifies where in the report gender issues are outlined.

#5.2. Train project officers and consultants on how to improve the quality of gender reporting that highlights gender best practices (BPG) at the community level.

4.6. PAIG Objective #6: *Strengthen cooperation between the decentralized government services, civil society organizations (CSOs) that promote gender issues, and the projects in order to ensure sustainability of the Compact's achievements.*

4.6.1. Summary Observation

Projects that do not sufficiently involve local actors experience problems with sustaining the project activities they execute. To ensure beneficial grassroots involvement, a project needs a strong communication strategy. These local actors need to be involved in the design, execution, and monitoring of projects.

4.6.2. Priority Actions

#6.1. Identify the decentralized government services and CSOs working on gender issues in the project intervention areas and involve them in Compact activities to promote gender mainstreaming.

#6.2. Identify the most appropriate channels for the projects to communicate with these government agencies and CSOs that work on gender issues.

#6.3. Ensure that the consultants and government agencies responsible for implementation of the Compact activities work closely with the government agencies and CSOs that work on gender issues in the areas where the projects intervene.

#6.4. Implement new and/or strengthen existing gender coordination committees at the communal and provincial levels.

5.0. Monitoring and Evaluation Plan of the MCA-BF PAIG

5.1. Project Level

Given the large number of consultants and government agencies involved in execution of the Compact-supported activities, each project will:

- Carry out an annual update of the participatory gender review (Priority Action #1.2) and
- Report its progress on gender integration using the indicators contained in the Compact's official M&E plan and any other monitoring indicators that the consultants are contractually obligated to use. To facilitate report writing (and to avoid any confusion about the expectations of the reports vis-à-vis tracking the project's gender activities), the PAIG recommends that each project develop a standard template for project reports that includes a chapter or section specifically designated to address gender in required reports (Priority Action #5.1).

MCA-BF will train MCA-BF staff and consultants on various techniques to improve the quality of their gender reporting, including the use of the standard templates, (e.g., user-friendly formats for highlighting gender best practices (BPG or *Bonnes Pratiques en Genre*).

5.2. PAIG Level

The impact of the PAIG will be measured by existing indicators for gender impacts in the approved MCA-BF M&E Plan. Each year the MCA-BF gender and social manager and MCC-BF gender consultant will participate in a joint monitoring of these indicators with the MCA-BF M&E department in order to see how the PAIG can strengthen the formulation of the indicators and/or data quality and analysis. While the existing M&E Plan is adequate for measuring impact, the PAIG proposes a limited number of simple monitoring indicators that the DEES can use to track MCA-BF's progress in execution of the PAIG (Table 6). Since each of the indicators focuses on the production of specific PAIG deliverables, the data can be collected by the MCA-BF gender and social manager with input from the gender focal points.

This information, combined with the annual update of each project's participatory gender review (Priority Action #1.2), will be reported in an annual PAIG report, which will also provide a revised PAIG work plan for the coming year.

Table 6. Monitoring Indicators (MIs) that the Millenium Challenge Account-Burkina Faso (MCA-BF) Gender and Social Manager will use to Track Execution of the PAIG

PAIG Objectives	Monitoring Indicators (MI)	Individual Responsible for Data Collection and Analysis
<i>PAIG Objective #1: Ensure that action plans and activities of each Compact-funded project take into account the gender requirements outlined in the PNG (National Gender Policy), the MCC Gender Policy, and the PAIG (Gender Integration Action Plan).</i>	<p>MI1.1. # of generic and project-specific checklists developed.</p> <p>MI1.2. # of projects that have conducted an annual update of participatory gender review (Priority Action #1.1).</p>	MCA-BF Gender and Social Manager
<i>PAIG Objective #2: Develop new tools for sharing information that will facilitate ownership of key policy documents and exchange of information on gender programming between projects.</i>	<p>MI2.1. # of projects that have worked with the DEES to update their part of the MCA-BF gender bibliography.</p> <p>MI2.2. # of projects that have created and are monitoring a communication model that tracks communication with: (a) the grassroots structures of the Ministry for the Promotion of Women (MPF) (at the commune and village levels), (b) women’s associations and groupements, and (c) the government agencies working on gender issues at the provincial and commune levels in the intervention areas.</p> <p>MI2.3. # of Gender Technical Papers (FTG or <i>Fiches Techniques Genre</i>) created and distributed.</p>	“ “
<i>PAIG Objective # 3: Strengthen coordination between gender experts (working with the consulting firms¹⁴ and government agencies charged with executing project sub-components), each project’s technical staff, and MCA-BF regarding implementation of Compact activities designed to promote gender mainstreaming.</i>	<p>MI3.1. # of projects where the gender focal point (PFG or <i>point focal genre</i>) has been designated, is fulfilling this role, and is recognized for the role on their annual personnel evaluation.</p> <p>MI3.2. # of functioning project Gender Cells (CG or <i>Cellules Genre</i>).</p> <p>MI3.3. # of meetings held by the Gender Coordination Group (GCG or <i>Groupe de Concertation Genre</i>).</p>	“ “
<i>PAIG Objective #4: Strengthen gender capacity (for analysis, advocacy, and integration) of different stakeholders for implementation of Compact activities.</i>	<p>MI4.1. # of projects that have created and/or monitor a diagnostic of their training needs for integrating gender into their activities at all levels (e.g., community, consultant, MCA-BF staff, government partner).</p> <p>MI4.2. # of projects that have advocated to eliminate the socio-cultural obstacles to greater involvement of women and vulnerable groups in their activities.</p> <p>MI4.3. Same as MI 2.2 above.</p>	“ “
<i>PAIG Objective #5: Monitor, evaluate, and report on progress of gender mainstreaming in specific projects and the Compact as a whole.</i>	<p>MI5.1. # of projects (and project consultants) that have developed a standard template for reporting on their gender integration activities in the standard reports that they are contractually required to produce.</p> <p>MI5.2. # of projects (and project consultants) that used the new template and recommendations for</p>	“ “

¹⁴ These firms are referred to in MCA-BF as “consultants.” The terms are used interchangeably in this text.

PAIG Objectives	Monitoring Indicators (MI)	Individual Responsible for Data Collection and Analysis
	reporting gender in the standard reports that they were contractually obligated to produce. ¹⁵	
<i>PAIG Objective #6: Strengthen cooperation between the decentralized government services, civil society organizations (CSOs) that promote gender issues, and the projects in order to ensure sustainability of the Compact's achievements.</i>	MI6.1. # of projects that have developed and executed a method for identifying grassroots structures in their intervention zones and the most appropriate channels for communication with these groups. MI6.2. # of projects integrating groupement/associations in the planning and monitoring of their activities by zone and by project. MI6.3. # of communal and provincial level gender coordination committees that the MCA-BF projects work with by zone of intervention and by project.	“ “

6.0. Proposed Execution Schedule of the MCA-BF PAIG

6.1. Year 1: Baseline Participatory Gender Review to Strengthen Gender Mainstreaming in Specific Projects (May-July 31, 2010)

The first four months of the PAIG (which represents the last three months of year 1 of the Compact) will focus on (Annex 1):

- The appointment of gender focal points (PFG) and organization of project working groups (Priority Actions #3.1 and 3.2) and
- A baseline participatory gender review of each project's existing plan for gender mainstreaming through a series of project-specific interviews (Priority Action #1.1).

Each project baseline review will include a detailed analysis of:

- Current plans for mainstreaming women and other vulnerable groups by category of activity and geographical zone, including an analysis of the strengths, weaknesses, and opportunities for strengthening gender integration;
- The potential roles of local women's organizations and NGOs that are involved in women's issues in project execution;
- The project's proposed relationships with community-based organizations and inter-organizational coordination bodies (that link associations with government agencies) in the current and expected areas of intervention;
- The potential link between project activities and Burkina's PNG (National Gender Policy); and
- The extent to which the project's budget includes funds that are earmarked for activities that promote gender mainstreaming (e.g., staffing, trainings, and community meetings and activities with gender specific agendas or objectives).

The output of these baseline participatory gender reviews (scheduled for June-July 2010, Annex 1) is expected to be a gender sub-strategy for each project that takes into account recent changes since due diligence and any project-recommended changes to strengthen gender impacts. Past experience suggests this type of short-term, on-the-job training, which produces a document that

¹⁵ If the projects or consultants are contractually obligated to produce more than one report, this indicator will be reported as a percentage of the reports that used the recommended templates. The specific modalities of reporting will be worked out during the next year and described in greater detail in the annual PAIG end-of-year report.

staff can see as having a direct use, is more beneficial than the more traditional classroom-based training.

6.2. Years 2-5: Implementation and Reassessment of the PAIG and Project Specific Activities Aimed at Mainstreaming Gender (August 1, 2010-July 31, 2014)

A more diversified set of activities is slated to start in the second year of the Compact (Annex 1). These activities include the annual update of each project's participatory gender review (Priority Action #1.2) and a review/revision of the objectives of the PAIG.

7.0. Key Roles in Execution of the PAIG

7.1. MCA-BF Deputy Coordinator

The MCA-BF deputy coordinator is expected to create an enabling environment for gender integration at MCA-BF and provide administrative resources for implementation of this plan to complement pre-existing project resources. The DEES director and the gender and social manager are expected to report to the MCA-BF deputy coordinator on a regular basis regarding progress in integrating gender into MCA-BF projects.

7.2. MCA-BF Gender and Social Manager (RGS) in the DEES

One strength of the MCA-BF DEES unit has been that it has had a full-time gender and social manager (RGS or *Responsable en Genre et Social*) on its staff since the Compact pre-planning process started. During the first part of the project, the MCA-BF gender and social manager played a critical role in overseeing compliance at every stage of pre-planning and due diligence. While this role will change as the various components of the projects move toward execution, some of the same roles (e.g., Requests for Proposals [RFPs] development, review of consultant proposals, and start-up reports) will continue as new sub-components come on board for funding.

The role of the gender and social manager (*Responsable en Genre et Social* or RGS) in the next phase of the Compact is to:

- Continue to oversee compliance in pre-planning and due diligence as well as document review for compliance with the MCC gender guidance and the PAIG,
- Collaborate with the DEES environment and resettlement managers and Compact project directors in strengthening the level of gender integration in the Compact-funded programs, and
- Supervise execution and tracking of the cross-cutting PAIG objectives designed to strengthen gender mainstreaming in all of the MCA-BF projects and collection and analysis data for PAIG monitoring indicators.

7.3. Other MCA-BF DEES Staff

Given the volume of reports and activities in which gender is considered, the other members of the Directorate of Environment and Social Assessment (especially the senior environmental and resettlement managers) play a critical role in ensuring that consideration of gender and vulnerable groups are integrated into project reviews that these specialists oversee. This is why it is critical for the PAIG to support development of generic and project specific gender checklists for both resettlement and environment.

7.4. MCC-BF Gender Consultant

The MCC gender consultant is tasked with supporting the MCA-BF gender and social manager. Based on MCA-BF priorities, the MCA-BF gender and social manager can request the consultant's assistance with design and execution of any activities in the PAIG.

7.5. MCA-BF Staff, Directors, and Consultants

Each MCA-BF project director is responsible for ensuring appropriate reporting and compliance by her/his project staff with input from the project's gender focal points and the MCA-BF gender and social manager. All project directors are expected to have a basic understanding of the MCA-BF PAIG and the MCC Gender Policy and to encourage accurate reporting and programming. The consulting firms' (i.e., consultants') role is to collaborate with the MCA-BF project directors and the gender experts on their staff to ensure that the project sub-components they are in charge of comply with expectations of the MCC Gender Policy and PAIG.

7.6. MCA-BF Consulting Firms' Gender Experts

Since the gender experts are overseen by the consultants charged with execution of the project sub-components, their role is critical. Each expert has his or her own scope of work (SOW) that defines his or her activities vis-à-vis the project. These scopes of work are updated periodically. When contracts are renewed, each project must review the SOW of its experts to ensure their appropriate integration and their role as a point of contact for execution of the PAIG in collaboration with the gender focal points.

7.7. MCA-BF Gender Focal Points (PFG)

At least one gender focal point (PFG) per project will be created to ensure adequate collaboration between the projects and the consulting firms' gender experts and the MCA-BF Environmental and Social Assessment Directorate. The PFG will:

- Monitor all project activities to ensure gender mainstreaming,
- Collect and disseminate information to the MCA-BF project and consultant staff on gender,
- Help the consulting firms' gender experts execute their activities, and
- Produce reports that monitor and evaluate the activities of the consulting firms' gender experts.

7.8. MCA-BF Communication Directorate

The MCA-BF Communication Directorate will support production and distribution of the documents associated with the PAIG.

7.9. MCA-BF M&E Directorate

Strong collaboration between the staff of the Directorate of Environmental and Social Assessment (DEES) and the MCA-BF M&E Directorate (DSE) will strengthen the DSE's efforts to conduct a gender-disaggregated analysis of the Compact's main indicators.

7.10. Local Associations, Non-Governmental Organizations, and Government Agencies that Support Gender Issues

A wide range of associations, NGOs, and government agencies work on gender issues in the project intervention areas. Their roles are critical to helping women and vulnerable groups understand the new opportunities being created by the Compact and to sustaining these opportunities once Compact funding ends. These associations, NGOs, and decentralized government agencies will:

- Serve as relays of information and channels for public awareness-building that increase participation of women and other vulnerable groups in project design and execution,
- Provide oversight to ensure projects are correctly executed, and
- Offer counsel and support to local inter-organizational and inter-association coordination units and grassroots associations with which the projects work.

Annex 1: Preliminary Schedule for Executing PAIG Priority Actions during the First Year (March 1, 2010–July 31, 2010) and Second Year (August 1, 2010–July 31, 2011) of the Compact

PAIG Review and Priority Actions	Compact 1 st Year				Compact 2 nd Year			
	March April	May	June	July	August–Oct 1 st Quarter	Nov–Jan 2 nd Quarter	Feb–April 3 rd Quarter	May–July 4 th Quarter
PAIG Document Revision and Annual Report								
A. Discuss and revise (I. Kabré, D. McMillan, R. Clausen, P. Zara, F. Hien)	X							
B. Continue PAIG review analysis process with project teams, COS, associations, and NGOs working on gender issues	X	X						
C. Participatory review by major MCA-BF and non-MCA-BF stakeholders	X	X						
D. PAIG translation into English			X					
E. Preparation of PAIG annual report and planning for the third year of the Compact								RGS assisted by , PFGs, consulting firms' gender experts, and DEES director
PAIG Priority Actions								
#1.1. Facilitate each Compact-funded project conducting a baseline participatory gender review in order to identify gaps and priority measures needed to strengthen gender integration.				X Consulting firms' gender experts and PFGs assisted by RGS and MCC-BF gender consultant				
#1.2. Facilitate each Compact project conducting an annual update of its participatory gender review (update of Priority Action # 1.1).								X Consulting firms' gender experts assisted by RGS MCA-BF and MCC-BF gender consultant
#1.3. Create checklists that non-gender DEES specialists and project staff can use to review gender integration in the					Consulting firms' gender experts assisted by RGS, non-			

PAIG Review and Priority Actions	Compact 1 st Year				Compact 2 nd Year			
	March April	May	June	July	August–Oct 1 st Quarter	Nov–Jan 2 nd Quarter	Feb–April 3 rd Quarter	May–July 4 th Quarter
documents produced by consultants (e.g., ESMPs [Environmental and Social Management Plans], RAPs [Resettlement Action Plans], feasibility studies, policy documents, etc.).					gender DEES experts, MCC-BF gender consultant, MCA-BF project staff			
#2.1. Keep the gender bibliography (on CD) current and distribute it to MCA-BF projects, consultants, and collaborating government partners.					<p>Send information to the RGS: Consulting firms' gender experts and MCA-BF projects staff through the PFG</p> <p>Update the bibliography: RGS and MCC-BF gender consultant</p>			
#2.2. Implement new and/or strengthen existing coordinating bodies that facilitate communication, information, and dialogue with civil society organizations (CSOs) that work on gender issues.					Develop a method to identify associations (and NGOs) in projects areas of intervention (gender experts in collaboration with consultants' senior staff assisted by RGS and MCC-BF gender consultant)	Strengthen the communication system	Strengthen the communication system	
#2.3. Create a series of documents in French and local languages (Gender Technical Papers [FTG]).					FTG Publication series started: (1st) PNG summary (2 pages); (2nd) PAIG summary (3-5 pages); (3rd) 3 project summaries of gender activities.			
#3.1 Appoint at least one gender focal point (PFG) per project from the MCA-BF project staff in order to coordinate and harmonize gender activities on each project and between projects.			PFG identification (3 PFGs) Better clarify PFG role (3 PFGs) during PAIG finalization and Priority Action # 1.1.					
#3.2. Establish a series of gender integration (coordination) working			CG for the 3 projects organized to facilitate execution of Priority		GCG meetings started			

PAIG Review and Priority Actions	Compact 1 st Year				Compact 2 nd Year			
	March April	May	June	July	August–Oct 1 st Quarter	Nov–Jan 2 nd Quarter	Feb–April 3 rd Quarter	May–July 4 th Quarter
groups (CG, GCG).			Action #1.1.		CG meetings continued			
#4.1. Develop a pool of gender training specialists and facilitate trainings at various levels of the projects (e.g., in local communities and implementation structures as well as MCA–BF).					Consulting firms’ gender experts assisted by RGS & MCC-BF gender consultant.			
#4.2. Organize a meeting to analyze training needs (at all levels) on gender once or twice a year with MCA-BF project directors and their teams.						RGS assisted by the consulting firms’ gender experts		
#4.3. Assist each project in promoting gender advocacy with opinion leaders.						Consulting firms’ gender experts assisted by RGS and MCC-BF gender consultant		
#4.4. Strengthen communication with all agencies (national, regional, provincial, communal and community-based) that are engaged in the implementation of policies, strategies and laws that promote women.							Consulting firms’ gender experts assisted by RGS and MCC-BF gender consultant	
#4.5. Ensure projects consider and strengthen the capacity of government agencies and civil society organizations (CSOs) that support longer-term actions to promote gender equity at the provincial and communal level.					X		Consulting firms’ gender experts assisted by RGS and MCC-BF gender consultant	
5.1. Develop (with project teams and consultants) a standard template for project reports that clearly identifies where in the report gender issues are outlined.				GFP with input from Project directors and consultants assisted by the RGS and				

PAIG Review and Priority Actions	Compact 1 st Year				Compact 2 nd Year			
	March April	May	June	July	August–Oct 1 st Quarter	Nov–Jan 2 nd Quarter	Feb–April 3 rd Quarter	May–July 4 th Quarter
				MCC-BF gender consultant				
5.2. Train project officers and consultants on how to improve the quality of gender reporting that highlights gender best practices (BPG) at the community level.							Training organized by projects with support from the RGS and the MCC-BF gender consultant	
#6.1. Identify the decentralized government services and CSOs working on gender issues in the project intervention areas and involve them in Compact activities to promote gender mainstreaming.			X (in collaboration with Priority Action #1.1)	X (in collaboration with Priority Action #1.1)				
#6.2. Identify the most appropriate channels for the projects to communicate with these government agencies and CSOs that work on gender issues.			X (in collaboration with Priority Action #1.1)	X (in collaboration with Priority Action #1.1)				
#6.3. Ensure that consultants and government agencies responsible for implementation of the Compact activities work closely with the government agencies and CSOs that work on gender issues in the areas where the projects intervene.			X (in collaboration with Priority Action #1.1)	X (in collaboration with Priority Action #1.1)				
6.4. Implement new and/or strengthen existing gender coordination committees at the communal and provincial levels.			X (in collaboration with Priority Action #1.1)	X (in collaboration with Priority Action #1.1)				
DELIVERABLES	PAIG 1 st Draft	PAIG final version	- PFG choice by projects - 3 CG established and operational - Participatory baseline gender review (Priority Action #1.1) executed for the 3 projects - draft standard templates for		- Initial 5 FTGs created (in French) - CG meetings start - CG meet regularly	- Model for the identification of associations and NGOs working for women and vulnerable groups in	Routine supervision of gender activities and the collection and analysis of gender-	- Participatory gender reviews updated for the 3 projects - 1 st PAIG activities review completed and

PAIG Review and Priority Actions	Compact 1 st Year				Compact 2 nd Year			
	March April	May	June	July	August–Oct 1 st Quarter	Nov–Jan 2 nd Quarter	Feb–April 3 rd Quarter	May–July 4 th Quarter
			project reports developed and under review - English PAIG translation			intervention areas developed	disaggregated data on these activities	planning for Compact 3rd year

Acronyms: **BPG** (best practice gender or *bonnes pratiques en genre*); **CG** (Gender Cell or *Cellule Genre*); **COS** (MCA BF Steering Committee or *Comité d'orientation et de suivi*) ; **CSOs** (civil society organizations) **GCG** (Gender Coordination Group or *Groupe de Concertation Genre*); **DEES** (*Direction des Évaluations Environnementales et Sociales*); **IE** (Implementing Entity or *Entité de Mise en Œuvre*); **FTG** (Gender Technical Papers or *Fiches Techniques Genre*); **MI** (Monitoring Indicator); **MCA-BF** (Millennium Challenge Account Burkina Faso); **MPF** (Ministry for the Promotion of Women or *Ministère de la Promotion de la Femme*); **NGO** (non-governmental organization); **PFG** (gender focal point or *Point focal genre*); **PAIG** (Gender Integration Action Plan or *Plan d'Action pour l'Intégration du Genre*); **PNG** (National Gender Policy or *Politique Nationale Genre*) ; **RGS** (MCA Gender and Social Manager or *Responsable en Genre et Social*)

Annex 2: List of References Cited

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Annex 3: List of Persons Consulted during the Preparation of the PAIG (February 2010 and April-May 2010)

Feb	April - May	Name	Position and Institution
1. MCA-BF projects staff			
<i>--Roads Project</i>			
1	1	M. SAVADOGO Adama	Chef de projet Route du MCA-BF
1	1	M. COMPAORE Clément Edouard	Chargé d'études
1	1	M. MANE Zouré Julien	Chargé des travaux
1	1	M. MIDIOUR Sié	Works Officer
<i>--Agriculture Development Project (AD)</i>			
0	1	Dr. DABIRE Rémy	Chef de projet
0	1	M. SANOU Moussa	Water Management and Irrigation offer
0	1	Mme. SABA Fatimata	Credit Officer
0	1	Mme TOE Bernadette	Diversified Agriculture Officer
0	1	M. SIRIMA Drissa	Diversified Agriculture and Credit Manager
<i>--Rural Land Governance Project (RLG)</i>			
1	1	M. ZONGO Koudrègma	Chef de projet, PSF
1	1	M. OUEDRAOGO André	Land Services Manager
1	0	M. KONATE S. Gustave	Commune Construction Manager, PSF
1	1	M. OUARO Sanné	Land Governance and local Development Officer
1	1	M. TAPSOBA Paul	Land Information and Technology Officer
1	1	M. DIALLO Charles Adamou	Land Project Director Assistant
2. DEES MCA-BF staff			
1	1	Dr. HIEN Fidèle	Directeur de la DEES
1	1	Mme. KABRE Irène	Responsable genre et social
1	1	Dr. COULIBALY Gertrude	Responsable de la réinstallation
0	1	Mme. COMPAORE Fanta	Junior Officer
3. MCA-BF administration, M&E and communication staff			
0	1	M. SIRIMA B. Joseph	Coordonnateur national
1	1	Mme DIALLO Alizèta	Coordonnateur national adjoint
1	1	M. SOME Sylvestre	Directeur de la communication et des services généraux
1	1	Mme SOMDA Anita	Communication Manager
1	1	M. BACYE Zilma François	Directeur du S&E
0	1	M. TOUGOURI Julien	M&E Manager
0	1	M. SANOU Momini	M&E Manager
4. MCC-BF and MCC-Washington			
1	1	Dr. SEITZ Ginny	Deputy Director, Environmental and Social Assessment, MCC-Washington
0	1	Mme. CLEMENT, Kateri	Resident Country Director (Directrice) MCC-BF
1	1	Mme. GLENN, Molly	Deputy Resident Country Director (Directrice Adjoint), MCC-BF
1	1	M. BARBARE, Serge M.	Senior Development Specialist (MCC-BF) et Conseiller PSF
1	0	M. BROWN James	Conseiller agricole du MCC-BF
1	1	M. CLAUSEN Robert	Directeur d'EES pour MCC-BF
1	1	M. ZARA Peter	Equipe d'EES pour MCC -BF

Feb	April - May	Name	Position and Institution
1	1	Dr. MCMILLAN Della	Consultant Réinstallation et Genre, MCC-BF
		--5.a. Consultant staff	
1	0	M. SAVADOGO Moumouni	Spécialiste en environnement GTZ, PMC projet route
1	1	M. ZERBO Issa	Manager, ARD, LTP5 Land Services Contract
		--5.b. Consulting firms' gender experts	
1	1	Maitre KI-ZERBO Françoise	Juriste, Spécialiste des questions de femmes de ARD (projet foncier)
1	1	Dr. COULIBALY Zénabou	Expert genre du projet DA 10
1	1	Mme DOAMBA Adélaïde	Expert genre / AGRER/BEM/ PMC Projet Agriculture
1	1	Mme MARCHAND Hélène	Expert genre du projet DA 10
1	1	M. NIGNAN B. Bernard	Spécialiste en réinstallation et Expert genre GTZ PMC projet route
0	1	Mme. NIKIEMA Rose	Expert Genre, POYRY (réhabilitation des marchés et construction des bâtiments communal)
		6. Project affected people (PAP) (Di)	
		--6.a. Beneficiaries and women's associations leaders	
20	0	Meeting with 20 women at Di	Associations leaders
		--6.b. Leaders locaux	
1	1	M. SIRI Amadou	Maire de Di
0	1	M. ZONGO Abdul Karim	Secrétaire Générale de Di
1	1	M. Sidibé BELKO	Encadreur à la retraite, AMVS (basé à Di)
		7. Ministry for the Promotion of Women	
0	1	KORBEOGO, Ousmane	Secrétaire Permanent (SP) chargé de la mise en œuvre de la Politique Nationale Genre du Burkina Faso
		8. Leaders of national organizations and associations working on gender	
0	1	BERE, Gisèle	DEP/MJE, Ministère de la Jeunesse et de l'Emploi
0	1	OUEDRAOGO, Lydia	Juriste, Chargée de programme, Réseau Afrique Jeunesse
0	1	ZIZIER, Pauline	RECIF/ONG
0	1	OUEDRAOGO, Clémentine	Directrice Programme, Promotion Femmes Développement Solidarité/PFDS
0	1	OUANGRAOUA, Aguiratou	Juriste à l'Association Pengdwendé
		MEDA, Pauline	Juriste Bénévole, RAS/BF
0	1	KYERE/TRAORE Karidia	Chargée d'études, SG/MASSN
0	1	SIRIMA, Mariam	Coordonnatrice, CBDF
0	1	DAN-KOMA, Ibrahim	Conseiller Technique, Réseau, Afrique Jeunesse
0	1	LIEHOUN, Mariam	Trésorière, MMF/BF
0	1	POUSSI, Madeline	PCA, RECIF/ON
0	1	OUEDRAOGO, Bernadette	President, GRADE-FRB
0	1	COULIBALY, Suzanne	Coordonnatrice Adjointe, COA/FEB
0	1	ZIZIEN, Pauline	Chargée de programme, RECIF/ONG
0	1	OUEDRAOGO, Alexandre	MBEJUS
		9. MCA-BF Steering Committee (COS) and National Council (NC) members	

Feb	April - May	Name	Position and Institution
0	1	OUANGRAOUA/SORGHO, Madeline	COAFEB, Membre du COS, COAFEB
0	1	OUEDRAOGO/DABIRE Awa	Marche Mondiale des Femmes, Membre du CN
0	1	ZIZIEN, Pauline	Membre du CN
0	1	OUEDRAOGO, Alexandre	Membre du COS

Annex 4: Gender Integration during the Preparation and Early Execution of the Compact

4.a. Project Development and Due Diligence

A temporary Environmental and Social Assessment (ESA) unit, which included a full-time gender specialist, was tasked with overseeing project compliance with the MCC gender policy and other critical MCC and national guidelines on environment, gender, and involuntary resettlement. To assess compliance with the MCC gender policy, each project design was expected to respond to four questions (Box A) and three MCC due diligence questions during the external program review that MCC requires before Compact approval (Box B). Although the gender due diligence questions do not require a critical assessment of the “country’s related regulations and safeguard processes” (as is required in the MCC due diligence questions for involuntary resettlement and environmental compliance), this assessment was conducted for each project during the due diligence period.

Based on the response to the gender policy and due diligence questions and the policy analysis, many MCA-BF program activities were refined to better address gender inequities and to enhance some of the emerging opportunities these programs were expected to create. Examples of this include:

- *Agricultural Development (AD) Project*: The addition of stronger programs to reinforce women’s access to credit and community organization in order to strengthen their participation in the AD project;
- *Rural Land Governance (RLG) Project*: Hiring a gender specialist to ensure the inclusion of gender issues in the MCA-BF-supported review of the agrarian reform legislation; and
- *Roads Project*: Requiring the consulting firm hired to oversee the Roads Project to hire a consultant specialized in gender issues to ensure that gender issues were addressed during both design and resettlement.

Box A. Basic Questions the MCC Compact Designs Should Address based on the MCC (2006) Gender Policy

1. What are the policy, legal, and socio-cultural constraints to women and men becoming full beneficiaries of MCA investments, and what design elements are required to remove or compensate for these constraints?
2. What are the different roles and responsibilities of women and men, and how do any differences effect the proposed project? How do these gender differences vary by other demographic and social characteristics of the beneficiary population?
3. Are there gender inequalities in access and control of productive resources relevant to the proposed project, and if so, how will they be corrected or mitigated in design?
4. How will the proposed projects meet both practical needs and strategic gender interests (or those interests that correct structural inequalities) that are impediments to economic growth and poverty reduction in a Compact program?

Source: MCC.

Box B. MCC ESA Due-Diligence Questions on Gender and Underrepresented Groups

1. What are the expected impacts on women and other underrepresented groups, and what mitigation measures are considered?
2. Is there anything in place, or is there a need, for a specific participation plan to include women and other underrepresented groups (e.g., ethnic minorities, indigenous peoples, youth) in project implementation?
3. How has the project design factored in the concerns of women and other underrepresented groups (e.g., ethnic minorities, indigenous peoples, and youth)?

Source: MCC.

To ensure the widest possible base of support for the resulting projects, MCC involved a wide range of associations and NGOs in the initial formulation of its strategy for women and vulnerable groups. Key national level stakeholders in this preliminary planning process were COAFEB, Promo women and development (*Promotion de la Femme et du développement*), RECIF / NGO, the *Réseau Jeunesse Afrique* (African Youth Network), and the Ministry for the Promotion of Women (*Ministère de la Promotion de la Femme*) and the Ministry for Employment and Youth and Social Action. The final evaluation of participation in the design process estimated that 20% of the participants in the design process were from women's associations.

During due diligence, the MCA-BF gender specialist worked through these national associations and NGOs to organize meetings between the various women and youth associations (including two large coalitions), representatives of the civil society, and the Ministry for the Promotion of Women and the Compact's Technical and Financial Partners (PTF or *Parténaires Technique et Financier*) in the areas slated for intervention.

In November 2009, MCA-BF organized a national workshop that brought together representatives of the 40 national associations, NGOs, and government social agencies with whom the DEES unit had worked most closely. The principal purpose of the meeting was to inform these leaders so they could better organize their local affiliates (i.e. local associations and/or NGO offices) to capitalize on the new opportunities being created by the project. During the workshop, each of the three project directors (RLG, Roads, AD) presented a general overview of their project and some initial reflection about the types of activities that would involve women.

4.b. Project Start-Up (July 31, 2009-March 2010)

Once the Compact was signed, MCA-BF created its own DEES (*Direction des Évaluations Environnementales et Sociales*) unit to oversee project compliance with critical MCA and national guidance on environment, involuntary resettlement, and gender issues. This unit played a critical role in ensuring the gender-integration commitments in the Compact were translated into the actual execution of the project. Some activities focused on the MCA-BF administration itself, while others focused on overseeing the various government and non-government partners charged with execution of specific sub-components.

4.b.1. Gender Mainstreaming in MCA-BF Activities

Staff Hiring: Given the importance that MCA-BF accorded to gender, the Gender and Social Manager was asked to participate in many of the recruitment panels for key positions. To date (May 28, 2010), the MCA-BF personnel includes 61 people, 17 (28%) of whom are women.

Capacity Building: During the same time period, the DEES was in charge of building the gender capacity for the staff of the implementing entities in the Ministry of infrastructure and environment and the members of the MCA-BF Steering Committee (COS or *Comité d’Orientation et de Suivi*). Some initial public awareness and monitoring activities were also conducted in the field.

4.b.2. Consideration of Gender in Tracking Systems

M&E (Monitoring and Evaluation) Indicators: The DEES unit has worked extensively with the MCA-BF M&E unit and the principal governmental and non-governmental local partners to ensure that gender issues are adequately tracked in the official M&E plan used to monitor the progress of the Compact.

M&E Surveys: Any survey proposal to measure indicators was required to be reviewed by the DEES to ensure that appropriate methods were adopted for collection and analysis of gender-disaggregated data in the areas and indicators where this was most important.

4.b.3. Supervision of Projects and Contracts Developed to Execute Project Sub-Components (of the Compact)

Although the projects varied widely in their goals and objectives, the DEES system for gender review was similar for each of them.

Proposal Review: Once proposals were submitted to MCC (in response to an approved RFP), the DEES (under the guidance of the MCA-BF gender and social manager) reviewed each proposal to see if it had qualified staff to oversee the gender activities, as well as appropriate processes for gender-sensitive public consultation, design, monitoring, and evaluation.

Project Sub-Component Start-up Reports and Plans: Once MCA-BF accepted a proposal for execution of a specific project sub-component, the consultant was required to develop a start-up plan outlining its plan for executing the activities it had in its original proposal. Each start-up plan is reviewed by the DEES unit—and the DEES gender and social manager in particular—to ensure the project plan for addressing the gender issues outlined in the gender guidance (i.e., for conducting gender-sensitive public consultations, gender-disaggregated data collection, gender analysis of the needs of men and women, and for proposing measures to equally benefit all) are adequately addressed in the project timetable, staffing plan (for staff members tasked with monitoring the gender activities of the project sub-component), and budget. When start-up plans were deemed inadequate, the DEES director and gender and social manager were tasked with developing detailed recommendations for how the start-up plan could be strengthened.

RPF (Resettlement Policy Framework) and RAP (Resettlement Action Plan) Proposals: Given the need for any project sub-component that involves involuntary resettlement to have an approved RAP before any construction activities can start, the first drafts of the proposals (one of three required for all MCA-BF RAPs) were submitted in close conjunction with the project sub-component start-up plans (see preceding paragraph). All subsequent drafts developed in 2010 will be submitted to the same comprehensive review by the:

- DEES resettlement manager for compliance with the OP4.12 policy on involuntary resettlement and
- DEES gender and social manager for compliance with the MCC gender policy, as well as the OP4.12 guidelines for gender-sensitive consultation, data collection, and analysis, and for identification of activities that could mitigate any anticipated negative consequences and enhance any new opportunities for the women and other vulnerable groups affected by resettlement.

The RAP activity was informed by the highly participatory process used to develop the MCA-BF RPF, which included a workshop attended by some of the consultants involved in developing RAPs, as well as key government partners. Although the principle specialist involved in reviewing these documents was the MCA-BF resettlement manager, the gender and social manager conducted a separate internal review of each document to ensure adequate consideration of gender and vulnerable groups.

4.c. Future Implementation

Once the contracts being used to execute the project sub-components are fully operational (a process that is just starting at the end of the first year), the DEES unit expects its gender activities will shift away from hands-on technical assistance toward:

- Facilitating the work of short-term and longer-term (full-time) consultants who have been hired to oversee the gender component of the different sub-component contracts (e.g. GTZ [*Gesellschaft für Technische Zusammenarbeit*], ARD [Associates in Rural Development]);
- Providing leadership and an enabling environment for gender consideration within MCA-BF; and
- Continued oversight of the contracts, as well as routine support functions of MCA-BF (e.g., M&E and reporting) to ensure compliance with the MCC gender policy and Burkina's new national gender strategy.

This will be a major shift from Compact preplanning and due diligence, when the gender and social manager's activities were heavily focused on ensuring that the Compact's project design and M&E-system complied with the relevant Burkinabe national and sector gender strategies and the MCC gender policy.