



**KINGDOM OF BHUTAN**

# COMMERCIAL AGRICULTURE AND RESILIENT LIVELIHOODS ENHANCEMENT PROGRAMME

## GENDER MAINSTREAMING AND SOCIAL INCLUSION (GMSI) STRATEGY

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**COMMERCIAL AGRICULTURE AND RESILIENT LIVELIHOOD ENHANCEMENT  
PROGRAMME (CARLEP)**

**GENDER MAINSTREAMING AND SOCIAL INCLUSION STRATEGY**

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Office of the Programme Management (OPM)

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Tashi Wangdi

**Programme Director**

OPM, CARLEP, Wengkhar

## **ABBREVIATIONS AND ACRONYMS**

### **ABBREVIATIONS**

AOS	Annual Outcome Survey
ASAP	Adaptation for Smallholder Agriculture Programme
ARDC	Agriculture Research and Development Centre
AWPB	Annual Work Plan and Budget
CAHW	Community Animal Health Worker
CARLEP	Commercial Agriculture & Resilient Livelihoods Enhancement Programme
CSA	Climate Smart Agriculture
DAO	Dzongkhag Agriculture Officer
DLO	Dzongkhag Livestock Officer
EA	Extension Agent
FCBL	Food Corporation of Bhutan Limited
GAD	Gender and Development
GKMO	Gender & Knowledge Management Officer
GM	Gender Mainstreaming
IFAD	International Fund for Agricultural Development
KM	Knowledge Management
MAGIP	Market Access and Growth Intensification Project
M&E	Monitoring & Evaluation
MoAF	Ministry of Agriculture & Forests

MTR	Mid-Term Review
NCWC	National Commission for Women and Children
OPM	Office of the Programme Management
PDR	Programme Design Report
PIM	Programme Implementation Manual
RAMCO	Regional Agricultural Marketing and Cooperatives Office
RLDC	Regional Livestock Development Centre
RIMS	Results and Impact Management System
SDG	Sustainable Development Goals
WID	Women in Development

## **ACRONYMS**

Dzongkhag District

Gewog Block

## PROGRAMME AREA

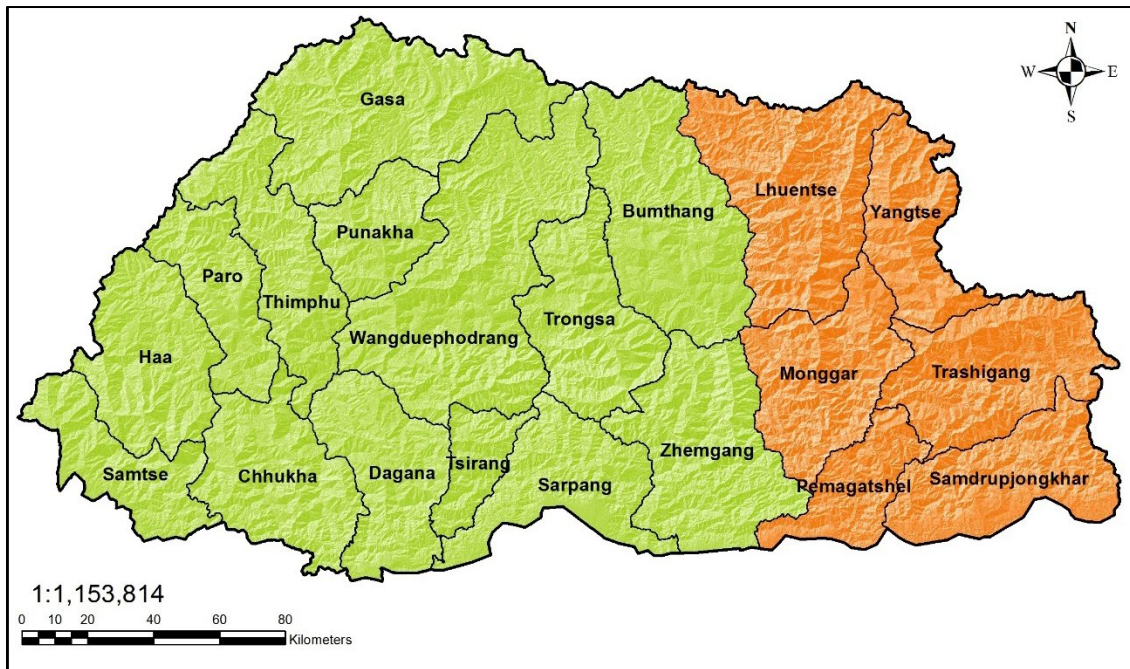


Figure 1: Map of the Programme area - Dairy Value Chain

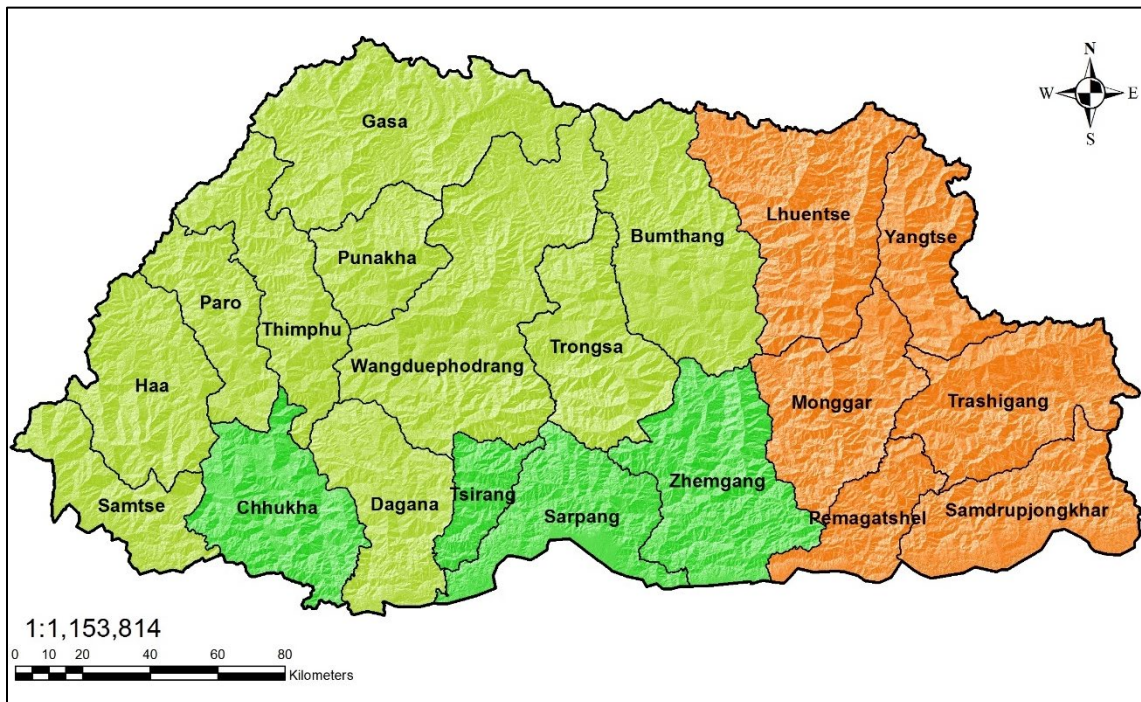


Figure 2: Map of the Programme area - Vegetable value chain

## **1. Introduction**

### **Gender situation in Bhutan**

Bhutan and Bhutanese people have always valued the role of women in the overall growth and development. Bhutanese women enjoy relative freedom and equality with men, have equal rights and there is no overt discrimination against them. The successive development plans have recognized gender as a cross cutting theme for integration to ensure equal opportunities for both men and women. Nevertheless, women continue to face a number of challenges and lag behind particularly in the areas of political participation, decision-making, tertiary education and the economy. Rural women in particular are considered even more vulnerable particularly in the light of climate change.

Political participation of women is still low with only 11% women representation in the parliament and 6% women elected representatives in the local government. More women (30.5%) than men (27.5%) are engaged in agriculture farming and this is particularly high in rural areas than urban. Yet, the ratio of women to men extension workers stands low at 20%. Rural-urban migration is still a reality with the trends in more men migrating in search of income generating opportunities gradually resulting in feminization of agriculture. These places enormous pressure on women who stay behind in villages with growing farm labour shortages apart from their other reproductive and community roles. Women constitute 22% in the unpaid family workers as opposed to 13% men under the same category. Female unemployment rate of 3.1% continue to be higher than men that stands at 1.8% (LFS, 2015). Similarly, the literacy rate for women (45%) remains lower than for men (65%).

According to the Bhutan gender equality diagnostics for selected sectors (2014), gender issues relevant to the agriculture sectors activities and outcomes mainly pertain to the following: Data availability provide little insights into the functioning of rural households, particularly from a gender perspective; Women predominate in the rural and agriculture labour force and considering the addition of household and community requirements, their work burden are particularly heavy; Common perceptions of inheritance pattern benefiting women is doubtful; limited information on women's access to other productive resources and domestic violence is prevalent yet condoned to a shocking extent.



## Context

The Commercial Agriculture and Resilient Livelihoods Enhancement Programme (CARLEP) aims to facilitate transformation of a subsistence-based rural agricultural economy into a sustainable value chain and market driven productive sector. With financial support from the International Fund for Agriculture Development (IFAD), it builds on past IFAD interventions and focuses on marketing and climate resilient farming practices.

The overall goal of the programme is to sustainably increase smallholder farmers' incomes and reduce rural poverty through commercialization of production households in six eastern districts of Lhuentse, Mongar, Pemagatshel, Samdrup Jongkhar, Trashigang and Tashi Yangtse. This will be achieved through climate resilient commercialized production of crops and livestock by programme households linked to nationally organized value chains and marketing systems. Towards this end, CARLEP has three programme components: 1) Market-led sustainable agricultural production, 2) Value chain development and marketing, and 3) Institutional support and policy development.

The programme implemented by the Ministry of Agriculture and Forests (MOAF) in collaboration with the Food Corporation of Bhutan Limited and programme Dzongkhags adopts a gender sensitive and inclusive approach with emphasis on targeting women and the most vulnerable poor and smallholders. The total programme cost of US\$ 31.526 million, over seven years, is financed by – IFAD loan of USD 8.25million, IFAD grant of USD 1.053 million, ASAP grant of USD 5 million, RGoB contribution of USD5.767 million, FCBL contribution of USD 4.802 million, Beneficiary contribution of USD 0.659 million and a financing gap USD 6 million<sup>1</sup>.

## 2. Rationale

Gender equality is a core development agenda globally as part of the Sustainable Development Goals (SDGs), and nationally as outlined in the country's 11<sup>th</sup> five-year plan as well as that of the RNR sector. Increasingly, there are evidences from many countries around the world that gender equality contributes to economic growth and therefore due consideration to gender equality is '*smart economics*' (NCWC, 2013)

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<sup>1</sup> USD 6 million financing gap to be covered by IFAD11 performance-based allocation system (PBAS) cycle or through co-financing subject to availability of funds and priorities of the RGoB's 12<sup>th</sup> Five Year Plan.

Women in Bhutan continue to play a major role in agriculture and livestock development, in household food and nutrition security and in natural resource management. According to the Labour Force Survey, 2015, 58% of the population are employed in agriculture and of these women represent 30.5%. This implies that rural women involved in agriculture farming constitute about 52% of the farming population.

Further, women especially in rural areas hold multiple responsibilities and work along the value chain from the field to the market, in their own enterprises, in family activities and as employees. Much of their time however is taken up for home-based activities related to 'care economy' community roles and for growing food for home-consumption, the values for which is not recognized. As such they are often underrepresented (primarily in decision making) and have limited access to the assets and services that would enable to increase their productivity and reduce workload. A gendered approach to value chain analysis and programme management therefore presents opportunities to consider the access to productive activities of men and women individually and in groups, the differential gender-based opportunities for upgrading within the chain, the gender-based division of activities in a given value chain, and how gender power relations affect economic rents among actors throughout the chain (World Bank et. al, 2009). Considering CARLEP is one of the major programmes for agriculture development in the east where poverty rates are high, the efforts of gender mainstreaming (GM) and social inclusion in the programme has the potentials to empower rural women in Eastern Bhutan. The implementation of this strategy will ensure distinct needs, constraints, knowledge and decision making roles of rural women and men are analysed and addressed such that both men and women are able to equally participate, contribute and benefit from the programme interventions.

The project document for CARLEP highlights gender and social inclusion as one of the important cross cutting themes for mainstreaming in programme implementation and strongly recommended developing a strategy for the same. The GM and social inclusion strategy therefore reiterates the importance of mainstreaming gender and social inclusion in the programme implementation and guides implementing partners on why and how gender and social inclusion will be mainstreamed in the programme.

The successful implementation of the gender mainstreaming and social inclusion strategy thus is envisaged to result in achievements of the following two main objectives:

- Both women and men equally participate, contribute and benefit from programme activities
- An enabling environment is created for effective implementation of CARLEP

CARLEP will endeavour to address the practical and strategic interests of women and men and is in line with the IFADs gender equality and women's empowerment policy and the Bhutan gender policy note. It will follow the Gender and Development approach with the focus on empowering women and addressing inequalities of society. Targeting is typically inclusive in Bhutan as community cohesion as highlighted in several reports is a praised value particularly in rural areas. Thus, the emphasis of this strategy is more on GM.

### 3. Goal

The overall goal of the GM and social inclusion strategy for CARLEP is to achieve a 'sustainable increase in smallholder producers' incomes and reduce poverty through commercialization of production within programme households'.

Since GM and social inclusion is an effort to integrate gender and social inclusion issues in mainstream development for enhancing programme effectiveness, the overall goal of GM and social inclusion strategy is aligned directly with and is a reiteration of the programme goal.

### 4. Gender Concept

**Gender** - refers to the socially constructed roles and responsibilities, attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a woman or a man in a given context.

**Gender Equality** - refers to the equal rights, responsibilities, opportunities, treatment and valuation of women and men, girls and boys in life and at work. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration—recognizing the diversity of different groups of women and men. Gender equality is not a 'women's

issue' but should concern and fully engage men as well as women. In order to achieve gender equality (goal), or equality of outputs, sometimes unequal inputs or gender equity are needed (process).

**Gender Equity:** Refers to the fair treatment of both sexes taking into account and addressing the different needs that men and women, boys and girls have due to biological differences, imbalances in gender roles, the effects of (current or past) discrimination and the resulting barriers they may face in society

**Gender Mainstreaming** - is the process of assessing the implication for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

**Women's Empowerment** - Women's empowerment refer to women gaining power and control over their own lives. It has five components: Women's sense of self-worth; their right to have and to determine choices; their right to have access to opportunities and resources; their right to have the power to control their own lives, both within and outside the home; and their ability to influence the direction of social change to create a more just social and economic order, nationally and internationally.

**Gender and Development (GAD)** is an approach that is based on the premise that development cooperation cannot succeed or the impact be sustained if the people affected do not support them. It examines the ways in which men and women's differing roles, responsibilities, resources and priorities may affect project implementation. It was developed in the 1980s to overcome perceived weaknesses of the Women in Development (WID) approach that emphasized exclusively on women.

**Social Inclusion** – Process of improving the conditions and empowering poor and marginalized individuals and groups to take part in society. It ensures that people have a voice in decisions which affect their lives and that they enjoy equal access to markets, services and political, social and physical spaces.

## **5. Gender Mainstreaming within Programme Activities**

The CARLEP document contains an exclusive mention of the need for gender mainstreaming with the outcome level indicators highlighting explicit targets for women participating and benefitting from the programme. Further, the Results and Impact Management System (RIMS) also include mandatory requirements for reporting on sex-disaggregated indicators. As such, to realize the achievement of gender mainstreaming at all levels of the programme implementation, there is a need to consider and establish a more gender responsive programme delivery mechanism. To enable field level implementers to ensure that their implementation is gender responsive, a checklist as adapted from the CARLEP working paper on poverty, gender and targeting is provided in Annex 1.

To the extent possible, programme will ensure gender mainstreaming in all programme components and sub-components through the inclusion of sex-disaggregated and target group categorization in the activities and outputs of all components where applicable. Since availability of reliable sex-disaggregated data is most crucial for effective GM, reporting formats including but not limited to the AWPB, M&E templates etc., will be designed to collect sex-disaggregated information. The fulfilment of this requirement would provide the basis for conducting gender analysis, which could provide more qualitative and critical reflections on the responsiveness of the programme to gender and social inclusion.

Inadequate capacity and in most cases lack of awareness in recognizing gender as an issue primarily due to socio-cultural perceptions is one of the major challenges in agriculture. Based on the experiences from Market Access and Growth Intensification Project (MAGIP), it is recommended that the programme continually build capacity and awareness of the staffs and implementing partners at all levels on gender and gender mainstreaming to ensure gender integration becomes part of the regular planning, monitoring and evaluation and implementation. Without proper understanding of the concepts and the need for GM, gender is often looked at as a 'by the way' activity.

One very commonly cited challenge with gender mainstreaming in agriculture is on the responsiveness of women themselves to come forth despite efforts from the programme implementers. For instance, during the gender sensitization workshop conducted in preparation for this strategy development, it was mentioned by few participants that even if ambitious targets

are set for women beneficiaries, women themselves were not receptive to the idea of being targeted and benefiting from the trainings. Sensitization programmes on gender and gender mainstreaming therefore need to be taken down right at the grassroots level to individual farmers, farmer's groups/cooperatives and at the local government level to enhance their awareness. While this is necessary condition to encourage equal representation, it is not necessarily sufficient unless enabling environment for women to participate and contribute is created. It is thus essential to be mindful of the following factors (checklists) while conducting trainings to ensure enabling environment is created:

*Choosing the right venue:* the venue should easily be accessible for the targeted communities and should also take into account special needs of for example mothers with babies.

*Choosing the right time:* This is particularly most important to ensure that women are not overburdened in the process with training activities in addition to their reproductive and productive roles that they are already engaged in. If women's continued participation is required, one must enquire first with the community what time (in the year but also during the day) is most convenient for both men and women. This would mean adjusting the methods in which trainings are conducted: It may be different times of the day for women than for men, the training may have to be split over several days (few hours per day), etc. Such adjustments may entail additional costs, which may need to be budgeted during the AWPB preparation.

*Using methods and training materials that encourage women to actively participate:* Considering female literacy rate (45%) is lower than for male (65%) particularly in rural areas, training methods need to be adapted to the audience. The use of participatory methods and visual aids are particularly useful in encouraging active participation of women. Since such trainings or meetings are often influenced by few influential people in the community, if felt necessary the facilitators could intentionally keep such people aside or form smaller groups of women and men to encourage active participation. The target audience could also be pre-selected with proper information on the purpose of the trainings and the expected participants provided well in advance to ensure most relevant men and women participate.

*Encourage male and female facilitators:* Depending on the nature of audience, choose the facilitators such that a group comprising more women participants has a women facilitator.

Further, it is important to consider that targets are not everything. The intention is not to achieve targets blindly. A situation where women are forced by local leaders to attend training just to ensure targets in relation to women's participation are met would do more harm than good in terms of promoting gender equality. Therefore, it is important to ensure local leaders and extension officials are well informed of the intentions of gender mainstreaming.

Similarly, other areas of interventions such as provision for supply of inputs (such as improved cattle, poly houses, etc.) require cost-sharing mechanisms. As such, striving to meet targets in terms of proportion of women beneficiaries would do more harm than good if it is not accompanied by other measures. For instance, given that the intention is to provide greater opportunities for women to become recipients of such inputs and equipment's, possible measures for enhancing women's access to credits (another major challenge as identified in the Gender equality diagnostics study) to ensure they are able to cover certain costs may need to be explored.

Additionally, the programme could also consider gender responsive and socially inclusive targeted interventions. Under, MAGIP the backyard poultry programme was exclusively targeted to female-headed households. Evidences from the MAGIP also pointed to some socially disadvantaged individual's inability to join groups and benefit from them although they realize the benefits of joining groups. The Social Inclusion Fund (SIF) under the programme should target such sections of the society while ensuring they sustain and do not become dependent on programme. This would entail the identification and assessment of vulnerable households for targeting under support to climate resilient agriculture production. Here again, since women often make majority of the consumption decisions for the households, they should play a major role in confronting climate change and therefore due consideration to ensure vulnerable women who are socially excluded are provided this incentive need to be taken into account.

There are evidences that participation in groups, especially if these generate tangible, short-term income under women's control, can improve women's bargaining capacity within the households to negotiate changes in their domestic workload and responsibilities (World Bank et. al, 2009). It is thus essential that confidence and self-esteem of women and socially disadvantaged farmers (in particular) are continually build through these institutional arrangements to ensure they can increase participation in groups and also be able to negotiate for important changes elsewhere in their lives. Further, recognizing the challenges with women and vulnerable sections of society to come forth despite concerted efforts from the projects/programmes, the strategy of targeting few

women only groups/beneficiaries is recommended for selected activities such as under vegetable value chain so that the potential opportunities and success of these groups can be portrayed as role model and encourage other women to come forward. The strategy of targeting women-only beneficiaries, as validated by numerous rural women’s empowerment program, has had positive results in terms of enabling poor-women to overcome their lack of self-confidence and in making socioeconomic and political change, including expansion of women’s income generation opportunities (World Bank et al, 2009).

Currently, in the programme areas (East Dzongkhags) a total of 173 farmer’s groups and cooperatives are registered with a total membership of 4147, of this women account for 40% in membership (refer Table 1 for detail) but only 20% in executive position (chairperson) of these groups.

**Table 1:** Number of existing farmers’ groups & cooperatives in the east

Dzongkhag	Farmers groups		Cooperatives	
	Numbers	% female membership	Numbers	%female membership
Lhuentse	13	49%	0	
Mongar	38	65%	3	38%
Pemagatshel	30	37%	0	
S/Jongkhar	22	27%	4	22%
T/gang	41	42%	2	72%
T/Yangtse	19	44%	1	27%
	<b>163</b>	<b>41%</b>	<b>10</b>	<b>38%</b>

*Source: computed from the record on registered farmer’s groups and cooperatives maintained with DAMC*



This suggests that while representation of women in groups and cooperatives are essential, it is equally important that there is good representation in the decision making (executive)<sup>2</sup> positions to empower them. As such, leadership trainings need to be provided with an emphasis on female leadership. Through the MAGIP project, a female leadership module for farmer's groups and cooperatives has already been developed, the implementation of which was unfortunately quite weak. This module could be adopted for the female leadership trainings to be conducted under CARLEP. To reemphasize, some good practices for implementing women's participation in group organizations for agriculture development according to the 'gender in agriculture source book' that could be considered under CARLEP are:

- Develop group management as well as leadership and technical skills for women as well as for men
- In the early stages of group organization, consider creating relatively homogeneous subgroups of women facing similar constraints to create opportunity for the most disadvantaged to develop new skills and empowerment
- Include specific policies, such as selective targeting to enable women to control some key inputs and resources critical for programmes success.
- Assess the need for intensive social awareness and gender sensitization training for women and men to build mutual confidence, self-esteem and capacity to negotiate
- Promote inclusive information sharing that enhances women's understanding of their rights and opportunities

According to FAO (2012), agriculture productivity increases by as much as 30% if women are given the same access to productive resources, markets and technologies as men. One of the strategies proposed is to introduce/promote labour saving and gender friendly technologies, tools and implements to reduce drudgery particularly for women farmers.

Towards providing a strategic direction in implementation of the programme, a lot of the planned activities/interventions are designed to be guided by the guidelines, strategies, frameworks that would be developed by the OPM and its partners. An institutional mechanism to ensure all these

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<sup>2</sup> Reference here is to positions of chairperson, treasurer, secretary in farmers groups and cooperatives

guidelines and documents developed for the programme are gender responsive and socially inclusive to the extent possible need to be ensured by the OPM. The programme has also provisions for technical assistance (TA) to conduct special studies as deemed required during the course of implementation, the terms of reference (TOR) for any national or international TA for that matter should include knowledge on gender as one of the core competencies. The progress from the implementation of this strategy should also translate in development of knowledge products that could be thematic to gender or integrated in other thematic studies/reports/documentations.

## **6. Gender Mainstreaming at Organizational Level**

As highlighted under section 5, the successful implementation of this strategy document requires the commitment from the OPM, other implementing partners and beneficiaries alike. At the organizational level, this commitment needs to be translated through an effective collaboration and coordination between all the stakeholders of the programme in planning, implementing and reporting on sex-disaggregated data for gender analysis. The appointment of a dedicated gender and knowledge management officer (GKMO) under the OPM, the sensitization program provided to implementing partners including extension officials are initial yet encouraging initiatives towards establishment of a gender responsive system at the organizational level. These initiatives need to be further developed over the course of programme and strengthened through development of a gender sensitive M&E framework and through collaboration with the network of gender focal persons both at the dzongkhag and ministry level.

## 7. GMSI Strategies and Action Plans

The key GMSI strategies and the action plans as discussed, agreed and finalized during the writeshop are presented in Table 2 below.

Table 2: Matrix outlining strategies and action plans for gender and social inclusion

Strategies	Proposed Actions
Enhance awareness of programme implementing partners on gender mainstreaming through advocacy and capacity building	<ul style="list-style-type: none"> <li>• Conduct sensitization programme on gender and gender mainstreaming to OPM officials, Dzongkhag and extension officials, researchers, local leaders and other implementing partners.</li> <li>• Conduct sensitization on importance of GM in programme implementation to farmer's groups/cooperatives.</li> </ul>
Gender responsive and socially inclusive targeted interventions	<ul style="list-style-type: none"> <li>• Identify &amp; assess vulnerable households for targeting under support to climate resilient agricultural production Provision of production inputs, trainings on climate smart technologies and other targeted interventions to enhance community resilience to climate change</li> <li>• Facilitate target populations access to existing/new farmers' groups and cooperatives</li> <li>• Facilitate formation of and support to women's groups</li> </ul>
Promotion of need-based gender friendly farm machineries, technologies and equipment	<ul style="list-style-type: none"> <li>• Explore and facilitate promotion of gender friendly farm machineries, technologies, equipment &amp; tools</li> <li>• Promotion of efficient water use technologies to ease the burden of women farmers and enhance production</li> </ul>
Institutionalization of gender and social inclusion in the programme	<ul style="list-style-type: none"> <li>• Ensure all programme implementation guidelines, strategies and frameworks (such as guidelines for production support fund, social inclusion fund, CAHW model, lead farmer model, extension and training manuals, PIM and others) are sensitive to and adequately consider integration of gender and social</li> </ul>

	<p>inclusion.</p> <ul style="list-style-type: none"> <li>• Ensure gender knowledge and experience is included as one of the required qualifications and competencies for the TOR for TA, review, evaluations, support missions etc.</li> <li>• Promote proportionate representation of women beneficiaries in training and capacity development programmes of farmers groups/cooperatives</li> <li>• Provide leadership trainings to farmers' groups/cooperatives with an emphasis on women in leadership positions</li> <li>• Consider creating relatively homogeneous groups/subgroups of women facing similar constraints to create opportunity for the most disadvantaged to develop new skills and empowerment</li> </ul>
<p>Partnering with local governments and other agencies</p>	<ul style="list-style-type: none"> <li>• Establishment/equipping roadside sales outlet/market infrastructures at strategic locations with basic amenities</li> <li>• Liaise with gender focal persons (Dzongkhag and ministry), NCWC/ Mainstreaming Reference Groups in coordinating sensitization programs and mainstreaming of gender in the programme implementation</li> </ul>
<p>Strengthen gender sensitive monitoring and evaluation (M&amp;E) in the programme</p>	<ul style="list-style-type: none"> <li>• Gender screening of AWPB, Progress Reports, M&amp;E template, RIMS and AOS reports</li> <li>• Conduct forum for sharing of best practices, experiences on gender mainstreaming, gender screening &amp; programmes</li> <li>• Develop thematic knowledge products to document programme success/best practices in gender mainstreaming</li> <li>• Strengthen information base through setting clear targets, systematic collection and analysis of sex-disaggregated information</li> <li>• Conduct gender audit</li> </ul>

## **8. Implementation of the GMSI Strategy**

The Office of the Programme Management (OPM), CARLEP will be responsible for the overall implementation of the GM and social inclusion strategy. In particular, the gender and knowledge management officer (GKMO) within the OPM in collaboration with the planning and M&E officer will take the lead in ensuring successful implementation of the strategy. However, since GM is everyone's business in the process of implementing programme interventions, all stakeholders/partners including staff involved in CARLEP has an important role to play for successful implementation of the strategy.

In the OPM, the GKMO will report to the Programme Director and provide updates and suggestions on implementation of the gender action plans in the programme. The GKMO as part of M&E system will also be responsible to ensure reporting on GM activities outlined above are adequately captured and forms part of the regular M&E system for CARLEP. The OPM will to the extent possible capture, monitor and follow-up all the on-going field activities from a gender perspective and co-ordinate/facilitate capacity development and awareness of stakeholders on gender issues. The OPM will also ensure that activities identified for GM are reflected/mainstreamed in the annual work plan and budget (AWPB) and that the AWPB meetings henceforth will ensure integration of gender and social inclusion during the planning process without the need for a separate GM action plan development. The Dzongkhag sector heads-agriculture and livestock officers will be responsible to ensure integration of and reporting on gender mainstreaming in interventions pertaining to their sectors. Similarly, the Agriculture Research & Development Centre (ARDC), Regional Livestock Development Centre (RLDC) and Regional Agricultural & Marketing Cooperatives Office (RAMCO) will also endeavour to mainstream gender and social inclusion in intervention areas that they will lead.

The strategy will be a dynamic document. As the programme implementation progresses and experiences are gained, it will be updated to allow for new ideas, actions and plans for GM to be identified and targeted for implementation. The strategy therefore outlines key actions to be implemented within 2019 and will need to be updated at least once at the mid-term review (MTR) of the programme.

## 9. Costs and Financing

The implementation of the GM strategy as it stands does not entail additional costs as this is a mainstreaming initiative that can be financed under regular activities that have already been planned and budgeted. The actions for gender mainstreaming and social inclusion has thus been developed with the intention that gender and social inclusions are taken on board during the preparation of the AWPB. However, there are few actions that will require additional costs, such as those pertaining to gender sensitization on gender to the local government officials and other implementing partners and conduct of gender audit. Since this is very critical for the effective implementation of this strategy and the programme itself, provisions to finance these activities may need to be considered through reallocation of funds within activities/components.

The GM strategy will be a dynamic document that will be reviewed at the MTR with the proposal of any additional financing being recommended for financing.

## 10. Risk Management

The potential risks and the possible mitigation measures are presented in the Table 3 below.

**Table 3:** Potential risks and the mitigation measures

Risks foreseen	Mitigation measures
Despite efforts from the programme team, the willingness of women beneficiaries to come forward to take the opportunities presented	Sensitization/awareness of beneficiaries on gender and intentions of the GM strategy  Female leadership programme
The strategy document remaining shelved	Institute gender sensitive M&E system and ensure it is systematically updated and monitored  GM progress tagged to performance of key staffs to ensure staff take a proactive role in reverting back,

	<p>should the information provided be not sufficient/disaggregated</p> <p>Regular updating on the implementation of the strategy during the OPM meetings</p> <p>DAOs and DLOs mandated to ensure reporting on gender mainstreaming pertaining to their sectors and dzongkhags.</p> <p>The linkage of GM strategy with the KM strategy</p>
<p>With indicators and sex-disaggregated targets set, possibilities of women being forced to participate, which may lead to more harm than good</p>	<p>Sensitization on gender for local leaders and extension officials, other implementing partners and OPM</p> <p>Provide practical gender training for sector head, extension, other implementing partners and OPM</p>
<p>In-sufficient budget to implement few priority unbudgeted activities</p>	<p>Explore possibilities for sourcing funds within programme components and present to supervision missions for recommendation</p>

## 11. Results Framework

Table 4 below presents the results framework for Gender Mainstreaming and Social Inclusion under the CARLEP.

**Table 4:** Results Framework for GMSI under CARLEP

Objective	Strategies	Activities	Required inputs	Expected outputs Indicators	Time frame	Responsibility
Both women and men <b>equally participate, contribute and benefit</b> from	Enhance awareness of programme implementing partners on gender mainstreaming through advocacy	<p>Conduct sensitization on gender and gender mainstreaming to OPM officials, Dzongkhag and extension officials, researchers, local leaders and other implementing partners.</p> <p>Conduct sensitization on importance of GM in programme implementation to farmer's groups/cooperatives.</p>	Budget, Resource person and training materials	<p>Implementing partners are aware of gender mainstreaming and is accordingly reflected in the generation of sex-disaggregated data</p> <p>No. of officials attending sensitization programs</p>	2016-2018	OPM (to take the lead), Dzongkhags, ARDC, RLDC



project activities  An <b>enabling environment</b> is created for effective implementation of CARLEP	and capacity building	Capacity building of staffs through trainings/exposure visits in the region to interact and learn on best practices in GM in projects		No. of sensitization programs conducted  No. of officials trained  No. of trained officials implement learnings from such visits/trainings into programme implementation	2017-2019          2017-2019	
	Gender responsive and socially inclusive targeted interventions	Identify & assess vulnerable HHs for targeting under support to climate resilient agricultural production      Provision of production inputs, trainings on	Budget, Social Inclusion guidelines	Identified & assessed vulnerable HHs	2017-18	Dzongkhag, ARDC, RLDC       Dzongkhag, ARDC, RLDC

		<p>climate smart technologies and other targeted interventions to enhance community resilience to climate change</p> <p>Facilitate target populations access to existing/new farmers' groups and cooperatives.</p> <p>Facilitate formation of and support to women's groups</p>	<p>Resource Person, Budget</p>    <p>Social Inclusion Fund</p>	<p>50% of the beneficiaries are women.</p>  <p>At least 50% of the target population are women.</p>  <p>No. of women's groups formed and supported</p>	2017-19	
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	Promotion of need-based gender friendly technologies and equipment's	Explore and facilitate promotion of gender friendly farm machineries, equipment's & tools  Promotion of efficient water use technologies to ease the burden of women farmers and enhance production	Assessment report on user friendly technologies	Drudgery & hardship reduced for women farmers  No. of gender friendly farm machineries/tools/equipment promoted  No. of water efficient technologies promoted to women farmers/groups  % of women using water use efficient technologies	2016-18    2016-19	Dzongkhags, ARDC, RLDC    Dzongkhags & ARDC   Dzongkhag & ARDC
	Institutionalization of gender and social inclusion in the programme	Ensure all programme implementation guidelines, strategies and frameworks (such as guidelines for production support fund, social inclusion fund, CAHW model, lead farmer model,		Nos. of Gender sensitive guidelines/strategies/frameworks developed	2016-18	OPM, ARDC, RAMCO, RLDC

		<p>extension and training manuals, PIM and others) are sensitive to and adequately considers integration of gender and social inclusion.</p> <p>Ensure gender knowledge and experience is included as one of the required qualifications and competencies for the TOR for TA, review, evaluations, support missions etc.,</p> <p>Promote proportionate representation of women beneficiaries in training and capacity development programmes of farmers</p>	<p>Training manual, Resource person, budget</p>	<p>At least 50% of the beneficiaries of programme related training activities to farmer groups, cooperatives are women.</p> <p>50% of the lead farmers are women</p>	<p>2016-2019</p> <p>2016-2019</p>	<p>OPM</p> <p>Dzongkhags, ARDC, RLDC, RAMCO</p>
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		groups/cooperatives/lead farmers		At least 50% of the training participants are women	2016-2018	RAMCO, Dzongkhags
	Partnering with local governments and other agencies	Establishment/equipping roadside sales outlet/market infrastructures at strategic locations with basic amenities  Liaise with Dzongkhag gender focal points (NCWC)/ Mainstreaming Reference Groups in coordinating sensitization	Budget	Nos. of market infrastructures with basic amenities established	2016-19  2017-18	Dzongkhag & RAMCO  OPM/Dzongkhags

		programs and mainstreaming of gender in the programme implementation				
	Strengthen gender sensitive monitoring and evaluation (M&E) in programme	<p>Gender screening of AWPB, Progress Reports, M&amp;E template and AOS reports</p> <p>Strengthen information base through setting clear targets, collection and analysis of sex-disaggregated information</p> <p>Conduct forum for sharing of best practices, experiences on gender mainstreaming, gender screening &amp; programs</p>	Budget	<p>Proportion of project related documentation and knowledge products that contain information disaggregated by sex and analysis on gender and social inclusion</p> <p>No. of thematic studies/ knowledge products that demonstrate mainstreaming of gender issues in the programme developed.</p>	2016-19	OPM
					2017-19	OPM, ARDC, RLDC, Dzongkhags

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		Develop thematic knowledge products to document project success/best practices in mainstreaming gender  Conduct gender audit			2016-19	OPM, ARDC, RLDC, Dzongkhags  OPM
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## ANNEX 1: Gender and social inclusion check list

IFAD's key features of gender sensitive design and implementation

Gender Checklist	CARLEP Design response/GM and SI strategy response
<p>1. The project design report contains – and project implementation is based on - gender-disaggregated poverty data and an analysis of gender differences in the activities or sectors concerned, as well as an analysis of each project activity from the gender perspective to address any unintentional barriers to women's participation.</p>	<p>CARLEP design is based on the analysis of gender differences in programme areas and adequate measures (mainly through development of this strategy) have been put in place to ensure equal participation of women and men in all activities.</p> <p>The various farmers' groups such as vegetable groups, dairy groups and/or cooperatives to be formed will have 50% membership of women; in fact, at least 50% vegetable groups would be formed of women alone based on experiences of existing MAGIP project. Any committees to be established at the village level or group level will also have either 50% participation of women or only women committees. The programme has three streams of activities, viz. production intensification, market linkage and institutional strengthening. Each of these streams will have strong gender focused as outlined in the project.</p>

<p>2. The project design report articulates – or the project implements – actions with aim to:</p> <p><i>Expand women’s economic empowerment through access to and control over productive and household assets;</i></p>	<p>CARLEP focuses on market-led agricultural production intensification and marketing development for the products. Nearly 95% of the rural households in the programme areas are smallholders’ dependent on agriculture or small holding farms in which women are the primary workforce. Women will be organised into various farmers’ groups or producer groups and cooperatives. They will be provided with necessary trainings. Over 60% of agricultural land and nearly 70% of livestock in programme areas are owned and controlled by women. To that extent, the programme area and target groups already have social traditions of productive assets such as land and livestock being owned by women which in turn would be facilitated further for their economic empowerment. The programme investment will predominant for vegetable and dairy value chains but will also include in other diversified crops such as paddy, maize and fruits, and other livestock such as poultry and piggery as would be demanded by the participating smallholders particularly for addressing climate resilient or adaptation strategy. In all these activities, women will play key role particularly in the production intensification. Women will also be part of the marketing groups to be formed under the aegis of the FCBL and DAMC. The inclusion of women in the marketing groups will further enhance in achieving women’s economic empowerment. Young women would also be encouraged and facilitated from programme areas to access credits from REDCL/BDBL for enterprise development.</p>
<p><i>Strengthen women’s decision-making role in the household and community, and their representation in</i></p>	<p>Market-led agricultural and livestock production intensifications are proposed to be undertaken through farmers’ group/production groups and cooperatives as per the prevailing cooperative law of Bhutan. As women would be in all these groups, at least 50% membership</p>

<p><i>membership and leadership of local institutions;</i></p>	<p>will be formed by women, and many groups would be those of women-exclusive, and therefore women will have adequate space for participation in programme activities. Women-specific capacity building programme including leadership training programme would be dovetailed keeping in mind in their participation in decision-making processes both in the households and in the community or groups. The various farmers' groups and cooperatives will provide required space for women to be leaders and decision makers and enable their effective participation in other male dominated community organizations. The programme will enable women to take active roles in decision-making processes of the community as members and/or leaders in the groups.</p>
<p><i>Achieve a reduced workload and an equitable workload balance between women and men.</i></p>	<p>The introduction of agricultural farm mechanisation through power tillers along with sprinkler irrigation in vegetable farming with new technologies will reduce the workload of women farmers. Similarly, households taking up dairy cattle would be provided with cattle shed, water storage facilities and fodder development to reduce work burden of the women and men. Through the support for market development component, the programme will establish collection and storage centres very close to the agricultural crops and dairy milk production centres, which in turn will reduce the work burden of men and women farmers in transportation of the products. The proposed 'farm shop' will facilitate three major activities (sales of agricultural inputs, provide services to farmers and purchase/collect farmers' produce) will also contribute to reducing workload of the farmers, both men and women.</p>
<p>3. The design document describes - and the project implements -</p>	

<p>operational measures to ensure gender- equitable participation in, and benefit from, project activities. These will generally include:</p>	
<p><i>3.1 Allocating adequate human and financial resources to implement the gender strategy</i></p>	<p>Adequate human resources in OPM with a Gender Focal Person have been provided in the design. The programme will also provide adequate financial resources for implementing this strategy document developed. The gender focal person at OPM will spearhead gender and women empowerment related activities.</p>
<p><i>3.2 Ensuring and supporting women’s active participation in project-related activities, decision-making bodies and committees, including setting specific targets for participation</i></p>	<p>Equal participation and representation in all farmers groups / production and marketing groups and cooperatives will be ensured; vegetable groups could be largely formed by women only membership as is being done in MAGIP.</p>
<p><i>3.3 Ensuring that project/programme management arrangements (composition of the project management unit/programme coordination unit, project terms of reference for staff and implementing partners, etc.) reflect attention to gender equality and women’s empowerment concerns</i></p>	<p>This has been addressed in the design; while gender balance is possible at OPM level as most positions would be filled in by RGoB on deputation, it would be difficult to ensure at Dzongkhag level as staffs are already in place as per existing government norms including staff posting and transfer system. At the Gewog level, there are already a fairly encouraging number of women extension officers who too would be encouraged to flag the gender mainstreaming activities to ensure that women benefit; simultaneously efforts would be made that men and society are sensitive to the needs and potential of women in the development discourse.</p>

<p><i>3.4 Ensuring direct project/programme outreach to women (for example through appropriate numbers and qualification of field staff), especially where women’s mobility is limited</i></p>	<p>The design will put upfront for the government to consider equally qualified women candidates while filling in positions for the CARLEP OPM.</p>
<p><i>3.5 Identifying opportunities to support strategic partnerships with government and others development organizations for networking and policy dialogue</i></p>	<p>The programme will work with various line departments of MoAF in RGoB including FCBL, Dzongkhag administration and other government agencies for coordinated efforts to reach the target households. The programme will also explore to collaborate with other women organisations of Bhutan working in the programme areas for coordinated activities related to women and children.</p>
<p>4. The project’s logical framework, M&amp;E, MIS and learning systems specify in design – and project M&amp;E unit collects, analyses and interprets sex- and age-disaggregated performance and impact data, including specific indicators on gender equality and women’s empowerment.</p>	<p>These have been incorporated as part of project design; AWPB and M&amp;E templates have been designed to accordingly reflect provisions for collection of disaggregated data. OPM will maintain and update the MIS periodically.</p>

## ANNEX 2: List of Participants for the Writeshop

Sl. No.	Name	Designation	Organization	Remarks
1	Mr. Lhap Dorji	PD	ARDC	Resource Person
2	Mr. Kinley Tshering	Dy CHO	ARDC	
3	Mr. Dorji Rinchen	Specialist/RC	RAMCO	
4	Dr. Tshering Dorjee	PD	RLDC, Kanglung	
5	Ms. Tashi Zangmo	LPO	RLDC, Kanglung	
6	Mr. Sonam Penjor	CPO	NCWC, Thimphu	Resource Person
7	Ms. Tashi Yangzom	SPO	PPD, Thimphu	Resource Person
8	Dr. Norbu Doelma	DLO	Lhuentse	
9	Mr. Dorjee	DAO	Lhuentse	
10	Mr. Nima Dorji	Sr. LHS	Tshankhar, Lhuentse	
11	Ms. Nancha	ES II	Jarey, Lhuentse	
12	Mr. Khampa	DAO	Mongar	
13	Mr. Tenzin Dorji	Sr. DLO	Mongar	
14	Ms. Sonam Dolkar	ES II	Tshakaling, Mongar	
15	Ms. Kelzang Tshering	ES-II	Tshamang, Mongar	
16	Mr. Sangay Tenzin	ADLO	Pema Gatshel	
17	Mr. Tshering Dorji	ADAO	Pema Gatshel	
18	Mr. Sha Bdr. Barakoti	ES-II	Shumar, Pama Gatshel	

19	Mr. Kinley Phurpa	LES-II	Samdrup Jongkhar	
20	Mr. Thinley Rabten	DLO	Samdrup Jongkhar	
21	Mr. Dorji Gyeltshen	DAO	SamdrupJongkhar	
22	Ms. Pelden Tshomo	Sr. ES III	Orong, SamdrupJongkhar	
23	Mr. N.S. Tamang	DLO	Trashigang	
24	Mr. Phurpa Tshering	Sr. ES	Radhi, Trashigang	
25	Mr. Pema Wangchen	ES-I	Trashigang	
26	Ms. Kuenzang Peldon	DAO	Trashi Yangtse	
27	Mr. Phurpa Tshering	DLO	Trashi Yangtse	
28	Mr. Jigme Dorji	ES-II	Tongzhang, Trashi Yangtse	
29	Mr. Tashi Wangdi	PD	CARLEP	Facilitator
30	Mr. Norbu	CM, Livestock	CARLEP	
31	Mr. Ugyen Wangdi	CM. Agriculture	CARLEP	
32	Mr. Sangay Choeda	CM, VCM	CARLEP	
33	Mr. Karma Tenzin	M&EO	CARLEP	
34	Mr. Sangay Choda	PSO	CARLEP	
35	Ms. Karma Wangmo	GKMO	CARLEP	
36	Ms. Choki Wangmo	Admin. Asst.	CARLEP	