

Gender Integration Guidelines

March 2011



MILLENNIUM
CHALLENGE CORPORATION

UNITED STATES OF AMERICA

Introduction

Because gender inequality can be a significant constraint to economic growth and poverty reduction, the Millennium Challenge Corporation (MCC) requires that gender is considered in the selection of eligible countries and integrated into the development and design of Compact programs, the assessment and implementation of projects, the monitoring of program results, and the evaluation of program impacts.

In order to ensure that gender is effectively integrated throughout the development and implementation of Compacts, the Millennium Challenge Corporation (MCC) has developed a Gender Policy, released in 2006, and, more recently, the Gender Integration Milestones and Operational Procedures (see Annex 1).

The purpose of this document is to provide operational guidance to MCC's country partners on their role integrating gender in all stages of Compact development and implementation in accordance with MCC's Gender Policy. This reflects MCC's commitment to gender equality as a development objective supporting poverty reduction. Below, we address not only country responsibilities but also how the country Core Team will work with the MCC team to ensure effective and timely gender integration.

Roles and Responsibilities of the Social & Gender Assessment (SGA) Staff

The MCC Social and Gender Assessment (SGA) staff is part of the Technical Services Division within the Department of Compact Operations. The SGA staff work with their country counterparts to proactively identify the social and gender context and the constraints and opportunities these present to poverty reduction. They are responsible for ensuring that gender integration is accomplished throughout Compact development and implementation phases and that gender milestones are met.

The SGA staff work in close collaboration with MCC's Environment and Social Assessment (ESA) staff and they are connected as a 'practice group' through work processes and other mechanisms. SGA also works with other members of MCC's country teams to provide leadership and management of the social and gender assessment and oversight processes, as described in MCC's Gender Policy and this document.

MCC requires that our partner countries have on their Core Team (as well as in the accountable entity after a Compact is signed) a person with similar social and gender analytical, design and project management skills and experience as MCC SGA staff. We have learned that ensuring that social and gender technical expertise is available from the earliest stages of Compact development is a key to successful gender integration and Compact outcomes.

Gender Integration Milestones and Operational Procedures

What follows is a narrative description of operational procedures and milestones for gender integration that support MCC's Gender Policy. Gender integration is the incorporation of social and gender analyses

throughout development processes and institutions in order to have more sustainable and equitable outcomes. The practical reasons are efficiency and effectiveness: better design leads to lower costs, greater acceptability, smoother implementation, and better results.

Start Up and Preliminary Analyses (Phase 1)

MCC's Social and Gender Assessment staff provides guidance to the partner country prior to the design of the country's consultative process. The guidance will include (but is not limited to): integrating gender analysis in the design and implementation of consultations; designing the desk review of social and gender constraints and opportunities to poverty reduction; and ensuring that the partner country commits to the position of social scientist with gender expertise on the Core Team.

One of the first tasks of the Core Team is to develop the plan for consultations. A social scientist with gender expertise will be hired before the plan is developed in order to provide technical input to ensure that critical social and gender considerations are included in the plan and that relevant information from the consultations is documented. Once the Core Team finalizes the plan for consultations, MCC's SGA staff will review the plan to ensure that it incorporates gender considerations and policy requirements.

The SGA staff of MCC and the Core Team will then conduct a desk review and targeted external and in-country consultations to identify social/gender inequalities that are constraints to economic growth and poverty reduction. The SGA staff will also be responsible for ensuring that the findings from the desk review are considered by the Core Team before the Concept Papers are submitted to MCC. The objective is to identify legal, policy, institutional and socio-cultural constraints to gender equality, a critical dimension linked to economic growth and poverty reduction.

Project Definition (Phase 2)

When the Core Team submits the Concept Papers to MCC for review and preliminary selection of projects, MCC's SGA staff will participate in the review of the Concept Papers in order to ensure that the necessary gender considerations (based on the consultations and desk review) were taken into account during the development of the Concept Papers. Additionally, MCC and Core Team SGA staff will contribute to the project definition process based on MCC's Gender Policy and other requirements and relevant social and gender findings.

Phase 1

1. Initial Guidance from MCC SGA (prior to consultation design).
2. Core Team of partner country has social scientist with gender expertise on staff (prior to consultations).
3. MCC assigns SGA staff to country team (prior to consultation design).
4. MCC SGA staff reviews how consultative process incorporates gender considerations and policy requirements and communicates further action required to Core Team through Country Team Leader (CTL).
5. MCC SGA and Core Team SGA staff conduct a desk review and targeted external and in-country consultations to identify social/gender inequalities that are constraints to growth and poverty reduction and ensure that findings are considered by the Core Team before Concept Papers are submitted to MCC.

Phase 2

6. MCC's CTL ensures that MCC SGA staff review Concept Papers, communicates any further action required of the Core Team and ensures action is taken.

Project Development and Appraisal (Phase 3)

Once specific sector(s) or project(s) from the Concept Papers are selected by MCC, the MCC and Core Team SGA staff will identify the specific gender issues, opportunities and constraints relevant to the specific sector and context, including the socio-cultural context. These preliminary assessments will inform the design phase.

Gender assessment will be conducted independently and/or integrated into relevant ToRs and deliverables for feasibility, ESIA, and due diligence contracts. MCC's SGA staff will ensure that findings from the gender assessments are included in the Investment Memorandum.

Gender will also be integrated into beneficiary analysis and monitoring and evaluation (M&E) work prior to Compact signing, including the design of baseline surveys; Annex III of the Compact document; and impact evaluation concept development. Sex-disaggregated data and gender indicators will be included, where appropriate.

Compact Negotiations and Compact Signing (Phase 4)

MCC's Country Team Leader (CTL) and the partner country's Core Team will ensure that the Compact language addresses gender considerations identified in Compact development and that relevant gender-related conditions are incorporated. The Compact budget will include resources to address gender integration, where appropriate.

Pre-Entry Into Force Activities Phase (Phase 5)

After the Compact is signed, the partner country will hire staff for the accountable entity, typically called the Millennium Challenge Account (MCA). With MCC's no objection, the partner country will hire a Senior Social/Gender Specialist as key personnel of the MCA (this is to ensure that this position is part of the MCA early on).

Prior to entry-into-force, MCA's Senior Social/Gender Specialist will develop the Gender Integration Plan and present it to MCC for approval. The Gender Integration Plan will include relevant findings from Compact development, it will

Phase 3

7. Preliminary gender assessment is conducted of relevant sectors and project areas.
8. Gender assessment is conducted independently or integrated into relevant ToRs and deliverables for feasibility, ESIA, and due diligence contracts.
9. Social and gender assessment is integrated in the Investment Memorandum.
10. Gender is integrated into beneficiary analysis and all M&E work including design of baseline surveys conducted prior to signing; gender integrated into Annex III of the Compact and impact evaluation concept development prior to compact signing (including review for sex-disaggregated data and gender indicators where appropriate).

Phase 4

11. CTL ensures that compact language addresses gender considerations identified in compact development and that relevant gender-related conditions are incorporated.
12. Where appropriate, compact budget includes resources to address gender integration.

Phase 5

13. With MCC's no objection, MCA hires a Senior Social/Gender Specialist with gender competency as key personnel.
14. Gender Integration Plan is developed by MCA and approved by MCC prior to Entry Into Force (EIF).
15. Gender Integration Plan is incorporated into program and project work plans.

be updated as implementation proceeds, and it will be incorporated into the program and project work plans.

Gender assessments will also be conducted for relevant Scopes of Work (SOWs) and deliverables for feasibility, design, Environmental and Social Impact Assessment (ESIA), and sector contracts. Additionally, the SGA and M&E staff will work jointly to integrate gender into the M&E plans.

Both MCC and MCA are responsible for ensuring that there will be sufficient budget in implementation agreements and/or Environmental and Social Management Plans (or other relevant budgets) to incorporate gender integration activities.

Compact Implementation (Phase 6)

Once the Compact enters into force, MCC and MCA hold an Implementation Workshop. Gender integration will be a topic in the Implementation Workshop. In addition, MCA SGA staff and leadership will ensure that gender training is provided early on for all MCA staff, implementing partners, and any other relevant stakeholders.

The MCA Senior Social/Gender Specialist will provide technical input on gender integration to other MCA staff, particularly other Environment and Social Assessment staff (such as resettlement) and sector specialists in the MCA, including Monitoring and Evaluation (M&E).

Along with MCC, the MCA's Senior Social/Gender Specialist will review each project for gender integration performance quarterly. The MCA Senior Social/Gender Specialist will also ensure that the Gender Integration Plan is reviewed annually and that problems are addressed to ensure successful gender integration.

MCC's SGA staff will provide continuous support and oversight to the MCA team. The SGA staff will collaborate with other ESA and M&E colleagues in all necessary tasks.

Once the Compact implementation phase comes to an end, both MCC and MCA's social and gender staff will integrate gender into all relevant Compact closure activities.

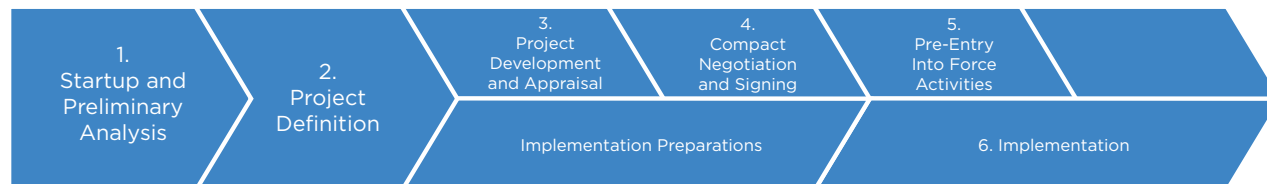
The chart below (Annex 1) incorporates the Gender Milestones and Operational Procedures into the Compact development and implementation stages

16. Gender assessments are further integrated into relevant SOWs and deliverables for feasibility, design, ESIA, construction, agriculture, financial services, and other sector contracts.
17. SGA and M&E staff work together to ensure gender is integrated into monitoring and evaluation plans.
18. MCC and MCA ensure that there is sufficient budget in implementation agreements and/or Environmental and Social Management Plans and other budgets to incorporate gender.

Phase 6

19. Gender integration is a topic in Implementation Workshop.
20. Gender training is conducted for all MCA staff and implementing partners.
21. MCA Senior Social/Gender Specialist provides input on gender integration to other ESA (such as resettlement) and sectoral specialists in the MCA.
22. MCA Senior Social/Gender Specialist and MCC review each project for gender integration performance quarterly.
23. MCC SGA staff provides support and oversight to MCA. In some cases, this will be through the social assessment function of the MCC ESA Director on the Country Team.
24. With MCC ESA, the MCC SGA staff report on gender integration in each quarterly performance review.
25. MCC SGA staff review performance monitoring data with M&E colleagues, quarterly, when relevant, to ensure analyses of sex-disaggregated data are available.
26. Gender is integrated appropriately into baseline surveys, impact evaluations and other evaluations.
27. Gender is integrated into relevant activities of the Compact Closure Guidance.

Annex 1: Gender Integration Milestones and Operational Procedures in Compact Phases



Getting started:

- Country names National Program Coordinator—key manager of the compact process
- **Initial guidance from MCC Social and Gender assessment (SGA) (prior to consultation design)**
- Country establishes Core Team—responsible for completing the compact
- Core Team of partner country has social scientist with gender expertise on staff (prior to consultations)
- MCC assigns SGA staff to country team (prior to consultation design)
- MCC SGA staff reviews how consultative process incorporates gender considerations and policy requirements and communicates further action required to Core Team through Country Team Leader (CTL)
- Country commences initial public consultations
- MCC SGA and Core Team SGA staff conduct a desk review and targeted external and in-country consultation to identify social/gender inequalities that are constraints to growth and poverty reduction and ensure that findings are considered by the Core Team before Concept Papers are submitted to MCC.
- Country completes analysis of binding constraint to growth
- MCC provides feedback on analysis of binding constraints to growth
- MCC provides guidance on results focused project design principles and tools

Identifying priorities:

- Country consults stakeholders on potential projects
- Country develops and provides a Project Concept Paper for each potential project—each paper proposes a set of related investments
- MCC conducts a “peer review” of the proposed Project Concept Papers; MCC may undertake fact-finding mission to country
- MCC’s CTL ensures that MCC SGA staff review Concept Papers, communicates any further action required of the Core Team, and ensures action is taken
- MCC provides formal response to Project Concept Papers—identifying suitable candidates and indicates further studies that may be needed
- MCC provides 609(g) funding if needed for project development of approved concepts

Developing the program:

- **Preliminary gender assessment is conducted of relevant sectors, project areas**
- Country further develops projects that appear promising for potential investment
- MCC disburses 609(g) funding and assists with needed preparatory studies—feasibility studies, environmental impact assessments, framework resettlement plans, preliminary designs, etc.
- Gender assessment is conducted independently or integrated into relevant ToRs and deliverables for feasibility, ESIA, and due diligence contracts
- Country consults stakeholders on project design and sustainability
- At an appropriate time, MCC prepares and submits Congressional Notification to commence negotiations*
- MCC conducts formal appraisal of developed projects, including second “peer review”
- Social and gender assessment is integrated in the Investment Memorandum
- Gender is integrated into beneficiary analysis and all M&E work including design of baseline surveys conducted prior to signing; gender integrated into Annex III of the Compact, performance monitoring plans, and any impact evaluation concept development prior to compact signing (including review for sex-disaggregated data and gender indicators where appropriate)

Negotiating the terms of the Compact:

- MCC and country conduct compact negotiations (technical content)
- MCC prepares and submits Investment Memo to MCC Investment Committee
- MCC and country negotiate compact documents (legal documentation)
- **CTL ensures that compact language addresses gender considerations identified in compact development and that relevant gender-related conditions are incorporated**
- Where appropriate, compact budget includes resources to address gender integration
- MCC Board approves Compact
- MCC and country sign the Compact—at this point funds are obligated, program objectives are defined and total dollar amount is set

Getting ready for implementations:

- Compact ratification, if necessary
- Completion of stand-up of Millennium Challenge Account (MCA) Accountable Entity
- Completion of Implementing Entity agreements
- Completion of annual budgets and implementation plans
- Pre-qualification of consultants and contractors for early procurements
- With MCC’s no objection, MCA hires Senior Social/Gender Specialist with gender competency as key personnel
- Gender Integration Plan is developed by MCA and approved by MCC prior to EIF
- Gender Integration Plan is incorporated into program and project work plans
- Gender assessments are further integrated into relevant SOWs and deliverables for feasibility, design, ESIA, construction, agriculture, financial services, and other sector contracts
- SGA staff and M&E staff work together to ensure gender is integrated into monitoring and evaluation plans
- MCC and MCA ensure that there is sufficient budget in implementation agreements and/or Environment and Social Management Plans and other budgets to incorporate gender

The clock starts:

- Compact “Enters Into Force” (EIF) and five-year clock starts
- **Gender integration is a topic in Implementation Workshop**
- **Gender training is conducted for all MCA staff and implementing partners**
- Compact provision in full force and effect in the country
- Accountable Entity is responsible for overseeing implementation of projects
- **MCA Senior Social/Gender Specialist provides input on gender integration to other ESA (such as resettlement) and sectoral specialists in the MCA**
- **MCA Senior Social/Gender Specialist and MCC review each project for gender integration performance quarterly**
- **MCC SGA staff provide support and oversight to MCA. In some cases, this will be through the social assessment function of the MCC ESA Director on the country team**
- **With MCC ESA, MCC SGA staff report on gender integration in each quarterly performance review**
- **MCC SGA staff review performance monitoring data with M&E colleagues, quarterly, when relevant, to ensure analyses of sex-disaggregated data are available**
- **Gender is integrated appropriately into baseline surveys, impact evaluations and other evaluations**
- PMU submits quarterly progress reports
- MCC authorizes disbursements, U.S. Treasury transmits funds
- Ongoing public updates on Compact
- Monitoring and evaluation of project impacts
- MCA consultation may include: transparency; outreach; stakeholder committees, resettlement process, etc.
- **Gender is integrated into relevant activities of the Compact Closure Guidance**

* As defined under Section 610 of the Millennium Challenge Act of 2003