



**EC/UN Partnership on  
Gender Equality for  
Development and Peace**



# **Mapping Aid Effectiveness and Gender Equality**

Letty Chiwara and Maria Karadenizli

## **GLOBAL FINDINGS**





# Mapping Aid Effectiveness and Gender Equality

## *Global Findings and Key Messages\**

Letty Chiwara and Maria Karadenizli

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\* The report synthesizes findings from mapping studies in Cameroon, Democratic Republic of the Congo, Ethiopia, Ghana, Nepal, Indonesia, Papua New Guinea, Ukraine, Kyrgyzstan, Honduras, Suriname and Nicaragua.

UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies to foster women's empowerment and gender equality. Using a rights-based approach, UNIFEM focuses on strengthening women's economic security and rights; combating violence and HIV and AIDS among women and girls; promoting gender equality in governance in both conflict and non-conflict situations. It is the executing agency for the EC/UN Partnership at the country level.

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## PREFACE

Midway through the timeline for achieving the Millennium Development Goals (MDGs) by 2015, the Third High Level Forum on Aid Effectiveness in Accra, Ghana, in September 2008 represents the recognition that the measure of aid effectiveness will ultimately be its impact on development results, including the MDGs.

The hearings and consultations leading up to this forum have highlighted another important recognition: that gender equality and women's empowerment are central to reducing poverty and achieving sustainable development. Together, these recognitions will go beyond the Accra meeting to the High Level Event on the MDGs in New York on 25 September and the critical Second Global Conference on Financing for Development, to be held in Doha, Qatar, in November-December 2008.

We believe that making the links between gender equality and development effectiveness is therefore also a measure of aid effectiveness. Indeed it is out of this shared belief that the partnership between the European Union, the United Nations Development Fund for Women (UNIFEM) and the International Training Centre/International Labour Organization (ITC/ILO) was formed. In joining together to highlight the role of aid effectiveness in reducing poverty and inequality, we have promoted the use of the Paris Declaration principles to build alliances and open spaces for policy dialogue among governments, donor partners and civil society organizations, including gender-equality advocates in order to enhance inclusive development and increase the role of aid in this process.

In moving this agenda forward, it is essential to highlight on-the ground, good practice experiences in using the Paris Declaration principles to achieve development results. For this reason, the Partnership commissioned 12 in-depth country studies, representing all regions, mapping the experiences of gender equality and poverty reduction advocates, in government and non-government organizations in implementing the Paris Declaration. These have provided the basis for an analysis of regional issues and trends, and recommendations to advance progress.

The regional synthesis reports highlight and confirm the centrality of gender equality and women's empowerment to achieving the MDGs, including the overarching goal of reducing poverty and inequality and promoting full, productive and decent employment. For only when we achieve both of these goals will we be able to say we are making progress on development results.

We therefore call upon all major players, including governments, donor and UN partners, and civil society organizations to invest in practical actions at the country level. Most critically, these include: 1) supporting gender equality advocates, both inside and outside of governments, to actively engage in development planning and macroeconomic policy dialogue; 2) developing and using gender sensitive development indicators, 3) strengthening statistical offices to collect and use data disaggregated by sex, age and urban/rural location; and 4) establishing accountability mechanisms to monitor and track investments and results, including through institutionalizing the use of Gender-Responsive Budgeting.



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## EXECUTIVE SUMMARY

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The 2005 Paris Declaration on Aid Effectiveness calls for improved policy and institutional mechanisms for improving the delivery of development assistance and increasing its effectiveness. Its implementation is guided by the five overarching principles: ownership, alignment, harmonization, managing for results and mutual accountability.

Levels and patterns of Official Development Assistance (ODA) influence the relevance of the aid effectiveness agenda for developing countries. OECD Monitoring Surveys in 2006 and 2008 have highlighted the uneven progress in the implementation of the five principles. Policy conditionalities, unpredictability of aid flows, weak public finance management systems, and lack of strong accountability mechanisms at country level to monitor the implementation of the aid effectiveness agenda pose considerable challenges.

This report provides an overview of the issues and trends that emerged from mapping studies on aid effectiveness, gender equality and women's empowerment in 12 countries: Indonesia, Nepal, Papua New Guinea, Honduras, Suriname, Nicaragua, Ethiopia, Ghana, Democratic Republic of Congo, Cameroon, Ukraine and Kyrgyzstan. The studies were carried out within the context of the EC/UN Partnership on Gender Equality for Development and Peace, a programme jointly supported and implemented by the European Commission (EC), the United Nations Development Fund for Women (UNIFEM), and the International Training Centre of the International Labour Organization (ITC/ILO).

The countries studied are economically, politically and socially diverse and reflect different levels of development and degrees of aid dependency. As such they yield different levels of results in terms of the implementation of Paris Declaration principles and their implications for gender equality and women's empowerment.

With regards to ownership, the mapping studies showed that while some progress has been noted in relation to the integration of gender equality priorities in national development plans, these priorities continue to evaporate when it comes to sectoral programming and resource allocation. In 8 out of 12 countries, including Nepal, Ghana, Ethiopia, Indonesia, Suriname, Kyrgyzstan, DRC and Honduras, governments have put in place institutional mechanisms to expand the participation of gender equality advocates in national priority setting, resulting in better integration of gender equality and women's empowerment priorities in national development and poverty reduction strategies.

The evaporation of the gender equality priorities in programming and budgeting processes has been attributed to the limited capacity of Ministries of Finance and Economic Planning, Sector Ministries and national women's machineries to undertake gender analysis within macroeconomic policy frameworks, enabling them to integrate gender equality targets and indicators into results frameworks and medium term expenditure frameworks. The mapping studies have therefore highlighted the need for technical capacity and consistent engagement of gender equality advocates in national development planning, budgeting and monitoring to ensure that gender commitments are followed through and governments and donor partners are accountable to financing gender equality and women's empowerment.

Under the principle of alignment, donors are expected to align aid with nationally defined development priorities and public finance management systems. When it comes to aligning programming and funding to national gender equality priorities, the mapping studies highlighted that donor and government commitments to gender equality remain unfulfilled. In this context, the need for a systematic donor approach to gender-responsive programming and budgeting was seen as a huge challenge. The lack of

gender-responsive targets and indicators to monitor development outcomes and results was also identified as a major gap in tracking of resources for gender equality. Examples of donor programmes in Cameroon and Suriname highlight the extent to which donor support can contribute to the realization of the national gender agenda and priorities.

Gender-responsive budgeting provides an entry point for strengthening monitoring and tracking of allocations and expenditure for gender equality by governments and donor partners. In order for gender-responsive budgeting to have an impact on directing and/or increasing the allocation of resources for gender sensitive policies and programmes, it needs to be directly linked to the reform of public finance management systems at country level. The implementation of gender-responsive budgeting in Nepal has contributed to greater institutional accountability for implementing gender mainstreaming; and strengthened management for results through the integration of gender-responsive indicators in public expenditure monitoring mechanisms.

A key finding on harmonization is the increase in government-donor coordination mechanisms that act as platforms for joint analytical work and harmonized programming on development priorities, including on gender equality. However, the impact of donor harmonization mechanisms on gender equality on donor programming, joint analytical work and pooling of resources for gender equality varies significantly, as seen in the cases of Cameroon, Ukraine, DRC, Ghana and Honduras. In addition, the programme-based approaches implemented in the various countries, including Direct Budget Support, Sector-Wide Approaches (SWAs) and basket funding have had limited impact on programming and financing for gender equality.

The increased focus on managing for results has resulted in strengthening the collection of statistical data at country level that feed into national development planning processes and monitoring of aid delivery. Ongoing initiatives in Ghana, Ethiopia and Nepal stress the importance of strengthening national information systems and the collection of sex-disaggregated data to ensure gender-responsive monitoring of national development strategies. However, experiences in the 12 countries have shown that sex-disaggregated data are not systematically used to inform policy making and track outcomes and results at country and sector level.

The studies indicated that a prerequisite for promoting mutual accountability of government and donor partners for achieving development results is the active engagement of local communities, civil society organizations and gender equality advocates in monitoring. The implementation of community-based monitoring initiatives in Ethiopia has enhanced social accountability by assessing the impact of national development strategies and donor programmes on reducing poverty and social as well as gender inequalities. The studies have also highlighted the need for systematic use of gender-responsive indicators in performance assessment frameworks monitoring progress and results of national development plans and sector policies. Given the fact that the aid effectiveness agenda, as articulated in the Paris Declaration focuses on efficient aid management rather than improved development results, it does not mandate gender-sensitive monitoring and reporting on development outcomes. In order to address this gap, the studies emphasise the need to develop gender-responsive indicators and monitoring mechanisms at country level.

## INTRODUCTION

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The 2005 Paris Declaration on Aid Effectiveness calls for improved policy and institutional mechanisms for increasing the effectiveness of development cooperation and improving the delivery of aid. The subsequent policy commitments of both donors and partner countries to promoting aid effectiveness are to be guided by five overarching principles laid out in the Paris Declaration: ownership, alignment, harmonization, managing for results and mutual accountability. Subsequently, 12 indicators of progress were identified and allocated among a total of 17 targets to be reached by 2010.

OECD Monitoring Surveys in 2006 and 2008 have shown progress in the implementation of the five principles to be uneven. Developing countries have pointed to continued policy conditionalities, unpredictability of aid flows and lack of balance in aid allocations across countries and sectors as challenges to improving the effectiveness of aid in achieving development results. A key demand put forward by developing countries is the need to increase support for capacity-building among government ministries and other important stakeholders—including civil society, local governments and national parliaments- in the areas of aid analysis, policy, negotiation and evaluation of results. Increased capacity in these areas is expected to strengthen country ownership of the development agenda.

While the Paris Declaration did not explicitly address gender equality, the implementation of its principles has significant implications for achieving this goal. Given the centrality of gender equality and women's empowerment to development, a 'gender-blind' interpretation and subsequent implementation of the Paris Declaration principles jeopardizes the achievement of international development goals, including the Millennium Development Goals (MDGs) and national development strategies.

For the aid effectiveness agenda to contribute to development results, including progress on gender equality and women's empowerment, these goals must be recognized as a key component of national development planning, including poverty reduction strategies. As such the application of the Paris Declaration principles should reflect the gaps and inequalities that are inherent in national development processes and the diverse ways in which women contribute to national development and poverty reduction processes.

The principle of ownership requires the engagement of citizens in national development planning processes and the inclusion of their priorities in national development planning. But studies have shown that national development plans, poverty reduction strategies and other planning documents rarely prioritize gender equality goals. National gender action plans (now available in more than 120 countries) are rarely fully integrated in national development plans. The meaningful engagement of gender equality advocates in national development processes requires concerted investment in their capacity to analyse macroeconomic policy and development planning along with the capacity of policy-makers to apply a gender analysis to planning and budgeting.

Alignment requires that donors channel aid flows to nationally owned development priorities, ideally through such aid modalities as Direct Budget Support or General Budget Support. However, so long as gender equality objectives are not integrated in national development plans and budgets, there is a risk that alignment of donor assistance with national development priorities will not adequately support gender equality priorities.

The harmonization principle implies greater coordination among donors through common arrangements for funding, monitoring and reporting that contribute to improved aid delivery. While this should help in

reducing transaction costs for developing countries, it also means that for gender equality to survive as a central element of harmonized approaches, donor commitments to gender mainstreaming must be robust. Consultations and surveys have shown a number of problems, from an uneven grasp by agency staff of what 'gender mainstreaming' means, to a process of 'policy evaporation', through which commitments made at the planning stage disappear as they move through the sectoral planning and budgeting processes, partly because of inadequate capacity and financial support. To avoid this, donors need to adopt more rigorous accountability tools and performance measures.

Managing for results requires evaluating the differential impacts of national development strategies and donor assistance against prioritised national goals. While the aid effectiveness agenda includes indicators to measure public financial management, accounting and auditing systems, procurement systems, results frameworks, transparency and capacity, none of these incorporate measures of development effectiveness, including social and gender equality.<sup>1</sup>

The current focus of the mutual accountability principle is on the extent to which governments and donors have addressed national spending priorities, and improved transparency regarding the disbursement of funds by donors and their allocation at country level. The principle may well also offer openings for development partners to query the depth of commitment to social development goals, including gender equality. To this extent accountability needs to be seen as the accountability of public authorities, whether donors or developing country governments, not only to each other, but also to their own citizens.

Specific accountability indicators are needed at national and local levels to ensure that oversight institutions and civil society groups scrutinize the impact of spending on development goals including on gender equality. Such indicators can be included in annual performance assessment frameworks for PRSPs and SWAps, in public expenditure tracking surveys, beneficiary incidence analysis and participatory service delivery surveys. Gender Budget Initiatives are one way of ensuring that accountability systems linked to public expenditure at various levels become more gender sensitive.

It is within this context that the European Commission (EC), the United Nations Development Fund for Women (UNIFEM), and the International Training Centre of the International Labour Organization (ITCILO) are partnering to implement the programme 'EC/UN Partnership on Gender Equality for Development and Peace', designed to foster country-level demand for action to strengthen gender equality in national development processes. The programme is being implemented in 12 countries including Indonesia, Nepal, Papua New Guinea, Honduras, Suriname, Nicaragua, Ethiopia, Ghana, Democratic Republic of Congo, Cameroon, Ukraine and Kyrgyzstan.

This global synthesis includes findings and examples from mapping studies conducted in each of the countries to provide data on the extent to which national gender equality priorities are reflected in national development strategies, donor country specific strategies and programmes as well as in mechanisms and processes for implementing the Paris Declaration at country level. The studies also examined the implementation of Security Council Resolution 1325 on Women, Peace and Security, adopted in 2000 to mainstream gender equality in policy responses to conflict and post-conflict situations.

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<sup>1</sup> OECD-DAC Secretariat, 'Baselines and suggested targets for the 12 Indicators of Progress', August 2005.

## Research methods

In order to achieve the above objectives, the mapping studies were designed to generate evidence, utilizing a matrix of questions covering the following areas:

- ✓ the macroeconomic policy frameworks in those countries;
- ✓ national development priorities and mechanisms for advancing gender equality in national development plans;
- ✓ the use of programme based approaches to aid delivery and the extent to which they reflect gender equality and women's empowerment;
- ✓ the role of the European Commission in the new aid architecture, as well as the ability of its country specific strategies to deliver on gender equality goals in line with national priorities in this area;
- ✓ the extent to which good practices in support of the aid effectiveness agenda are shared and adopted by both development partners.

The studies collected primary and secondary data and conducted interviews with government officials, donors, civil society organizations, women's national machineries, academia, women's organizations and networks. Relevant government policy papers, national budget documents, OECD-DAC documents and surveys, donor reports as well as existing research on gender equality and women's empowerment was also reviewed.

A significant limitation was inconsistencies in data among donor and partner governments and the absence of adequately reported, published and easily accessible data on aid flows, allocations and disbursements for many of the countries. The absence of sex-disaggregated data and gender indicators in performance assessment frameworks; and the general lack of adequate tracking and monitoring of donor programmes, national development plans and programme based approaches also presented major challenges.

# SECTION 1: Implementing the Paris Declaration Principles: Implications for Gender Equality and Women's Empowerment

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## 1. Ownership

The integration of gender equality results, targets and indicators in national development and poverty reduction strategies and the extent to which these are supported by specific financial allocations is critical to evaluating national ownership. Currently, however the sole indicator is whether 'operational development strategies', such as Poverty Reduction Strategies (PRS) are in place. This indicator has been criticized for failing to consider the extent to which national stakeholders, including civil society organizations, women's groups and parliaments, were engaged in national development processes, and for showing the continued influence of International Financial Institutions (IFIs) on way ownership is measured.

The studies also examined the institutionalization of policy spaces for dialogue with gender equality advocates on national development plans and priorities. The key findings of the mapping studies on the implementation of the ownership principle are the following:

**Finding 1: There has been some progress in integrating gender equality priorities in National Development Plans, BUT these tend to evaporate when it comes to implementation and resource allocation.**

In 8 out of the 12 countries studied (Indonesia, Nepal, Ghana, Ethiopia, DRC, Kyrgyzstan, Honduras, Suriname) governments have established mechanisms for the implementation of national commitments to gender equality, opening the way to donor support. Governments have also strengthened institutional mechanisms to support the implementation of gender mainstreaming throughout national development policies and programmes. While this is a step in the right direction, a significant gap remains in terms of aligning resources to gender equality priorities and commitments.

The studies revealed that national ownership for gender equality requires a high level political will and commitment. In Indonesia, the 2000 Presidential Instruction directed all government departments to mainstream gender equality throughout their programmes as a priority development strategy. The State Ministry for Women's Empowerment provides technical support on gender mainstreaming at national and regional levels and reports to the President on the results achieved. As a result, the Five Year Medium Term Development Plan (2004-2009) and Indonesia's PRSP include sections on gender equality and women's empowerment including in relation to policies and strategies for poverty reduction. The PRSP recommends that the capacity of data collecting agencies be enhanced to routinely provide indicators, variables and data disaggregated by sex. Currently, a National Plan for Gender Mainstreaming is being finalized under the Ministry for People's Welfare. However, a 2006 Government report on the implementation of gender mainstreaming in nine development sectors shows ongoing obstacles, especially in relation to monitoring and evaluation. The study also showed the need for greater technical capacity and consistent engagement of gender equality advocates to ensure effective

integration of gender equality priorities and targets into the results frameworks of national development strategies.

In Ghana, the first PRSP— implemented during 2003-2005— was largely ‘gender blind,’ as it failed to articulate strategies to address the country’s gender equality gaps. The second PRSP (2006-2009) is a significant improvement, including specific gender equality results following a broad-based participatory method that included civil society organizations, gender advocates and other development partners. A gender specialist was also hired to undertake the gender diagnostic using extensive sex-disaggregated data. As a result, the PRSP II (2006-2009) includes women’s empowerment and gender equality policies, particularly the National Gender and Children’s Policy as well international commitments such as the Beijing Platform for Action and CEDAW. Notwithstanding these positive developments, gender activists have noted an ‘evaporation’ of gender equality in the action plans put in place for the implementation of the strategy.

**Finding 2: Consistent engagement of civil society and gender equality experts in national development planning, budgeting and monitoring is critical to ensure that gender priorities are clearly articulated, commitments are implemented and resources allocated.**

In some countries, particularly in Kyrgyzstan, Nepal, and Ethiopia, governments have set up participatory processes to ensure engagement of a broad range of stakeholders including women’s organizations in identifying national development priorities. Yet, the influence of gender equality advocates remained limited due to their lack of technical knowledge of macroeconomic policy frameworks. Supporting capacity-building of gender equality advocates in macroeconomic policy and budgeting processes has been identified as a priority to ensure consistent articulation of gender equality results, targets and indicators in national development strategies and the translation of those targets into the medium term expenditure frameworks as well as government-donor dialogue on development assistance.

Building national capacities for gender analysis and using such national expertise in development planning was critical to achieving a gender responsive country development strategy in Kyrgyzstan. The process of drafting the Country Development Strategy for 2007-2010 was seen as a more democratic and participatory process as compared to the process for drafting the National Poverty Reduction Strategy 2003-2005, during which international financial institutions, consultants and experts were responsible for defining country development priorities. In developing the current strategy, the Ministry of Finance sought inputs from a range of stakeholders. Gender equality activists and experts seized the opportunity and advocated with drafters to integrate gender aspects into the context analysis and then inclusion of gender equality priorities into the social and political chapters. National partners observed that one of the greatest achievements of this process was the development of a National Action Plan on Achievement of Gender Equality for 2007-2010 (“NAP-2”), which is more closely linked to the Country Development Strategy.

The Nepal experience of investing in bottom-up approaches to development planning demonstrates a pathway to democratic ownership. In contrast to previous planning processes, the Tenth National Development Plan (2002 - 2007) and the Three Year Interim Plan (2007 - 2010) were produced through extensive country-wide civil society consultations, in which women made up approximately 25 per cent of participants. The process for the Interim Plan also included a specific technical committee on gender equality, and gender equality was considered as a cross-cutting issue in all the other technical committees. As a result, virtually all of the technical committees recommended specific actions for promoting gender equality, most of which were incorporated in the Interim Plan. The mapping study on Nepal has also noted some improvement in relation to women’s ownership of the peace-building agenda

through their participation in the two parliamentary committees on the peace process: the Peace Agreement Implementation Monitoring Special Committee and the Conflict Victim Resettlement and Relief Mobilization Special Committee. However, women's participation in further developing and implementing the national peace-building agenda remains limited.

Expanded stakeholder participation in the design of the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) in Ethiopia reflects the Government's commitment to nationally owned development planning. In addition, the opening up of policy spaces for the realization of policy dialogue on gender equality and women's rights has resulted in the adoption of a gender budget analysis within the Ministry of Finance and the establishment of an inter-ministerial committee to promote gender mainstreaming in all aspects of development planning. The Network of Ethiopian Women's Associations (NEWA) has played a key role in sustaining the engagement of women's organizations and gender equality advocates in national development processes, most recently in organizing training on budget literacy and mobilizing women's and other civil society groups to participate in budget processes. They have also developed mechanisms for budget tracking with sex-disaggregated sector targets and indicators for use by the national women's machinery in engaging with budgeting processes.

### **Finding 3: Effective implementation of national commitments to gender equality is hindered by limited resources and capacity of sector ministries to integrate gender concerns in sector plans and budgets.**

In all regions, studies found that, while spaces have been opened to allow the participation of gender equality advocates and civil society in planning processes, the same has not happened with regard to the aid management and budgetary processes. This has been due in part to the fact that macroeconomic policy frameworks and aid negotiations have in the past been the prerogative of the Ministries of Finance and Planning. Another reason is that, even where such spaces have opened, gender equality advocates and national machineries lack the resources, knowledge and technical skills to support mainstreaming of gender equality in macroeconomic frameworks including public finance management systems. As a result, there is a strong call for strengthening the capacity of women's networks and national machineries and supporting them with adequate financial and human resources to enhance their ability to influence and monitor effectively national development planning and budgeting processes.

In Suriname, there have been considerable efforts to set up the institutional mechanisms for gender mainstreaming within the Government but such progress has been hindered by the limited capacity of the national women's machinery. The Ministry of Home Affairs, which spearheads the development and implementation of the gender equality policy, established the National Gender Policy Bureau in 1998, to monitor and advise the Government on women's rights and gender equality issues. The department was responsible for the development of the country's Integral Gender Policy Action Plan (IGAP2) 2006-2011 that is supported by government and civil society organizations. The Bureau facilitated the establishment of a gender management system, which consists of gender focal points in the different ministries, who help to plan, implement and monitor the Integral Gender Action Plan. It has undertaken a number of activities to implement the action plan, especially related to violence against women and opening up opportunities for women in political and economic life. However, it faces a number of challenges, including the appointment of junior officers who lack gender expertise as focal points; limited financial resources and lack of authority to hold various ministries to account. The total amount required for the implementation of IGAP2 is USD 1.2 million. However, the amount budgeted for 2006 was a little bit over USD 121,000 highlighting the urgent need for the Government to step up the financial support to implement the plan in the near future.

In Honduras, the National Women's Institute (INAM) was created in 1999, initially to prepare the National Policy for Women and the first Equal Opportunities Plan for 2002-2006, and implement and institutionalize a gender-sensitive approach in government organizations. The Institute is also part of the Inter-Institutional Technical Group and supports the Social Cabinet in formulating, implementing, monitoring and evaluating inclusion of the National Policy for Women in social policies. It is an autonomous body and has its own budget from the Secretariat of Governance and Justice. However, it receives only 0.001 per cent of the national budget and it is inadequately staffed to monitor and support implementation of the National Policy for Women and the Equal Opportunity Plan.

In Ghana, where gender equality advocates successfully lobbied for the integration of gender equality targets into second poverty reduction strategy (GPRSII), funding and programming for gender equality have remained a challenge. Funding for the Ministry of Women and Children's Affairs (MOWAC) is only 0.1 per cent of the total budget, undermining its capacity to undertake a gender analysis of sector policies, programmes and budgets as a central part of its mandate.

## 2. Alignment

The principle of alignment requires support to be aligned with national development strategies, institutions and procedures. Donors are also expected to deliver more untied aid, increase its predictability and avoid creating parallel implementation structures that result in an excessive number of potentially conflicting targets and requirements from partner countries. The implementation of programme-based approaches such as Direct Budget Support and Sector-Wide Approaches (SWAs) is closely associated with the principle of alignment, given the channelling of aid through national budget systems and Medium Term Expenditure Frameworks (MTEFs) based on sector policies and plans.

Reforms intended to strengthen Public Finance Management (PFM) systems and promote performance-based budgeting are currently underway in most countries covered in this report. Improvements in the human and institutional capacities of government systems and institutions in Ethiopia, Ghana, DRC and Cameroon have begun to facilitate donor alignment to national development plans. However, considerable challenges remain as donors are still using different procedures and mechanisms and are reluctant to use country systems until governments improve governance and financial management systems.

Similarly in Nepal and Indonesia, governments have undertaken initiatives to promote aid effectiveness and ensure alignment of donor programmes with national priorities. In 2006, the Government of Indonesia issued a Regulation designed to ensure that all grants and loans it received are aligned with national development objectives. In Papua New Guinea, the Kavieng Declaration -a localized version of the Paris Declaration agreed in February 2008- sets clear national targets and indicators for increasing the use of national procurement and financial management systems by development partners as well as providing development assistance for strengthening national systems.

The process initiated by Ukraine and Kyrgyzstan to implement the Paris Declaration principles revealed a number of serious shortcomings that impede the realization of governments and donors' commitments. Political instability and weak governance systems have negatively impacted on efficient aid planning and the use of country systems by donors. In Kyrgyzstan only 3 per cent of aid allocated to the public sector is carried out through the country's public finance management system. Weak public finance management systems led governments in the two countries to introduce performance based budgeting.

Despite differences in the process of implementing the aid effectiveness agenda, Suriname, Nicaragua and Honduras have all undertaken similar economic, fiscal and institutional reforms, stressing economic growth with equity. In line with this framework, harmonized and coordinated initiatives for aid delivery as well as sector budget support started to be implemented. Both Honduras and Nicaragua have achieved some progress in improving the alignment of aid with country policies and systems. However, challenges remain in Nicaragua, where despite the adoption of a 2004 Action Plan for Harmonization and Alignment of International Co-operation to facilitate the use of national planning, financial management and procurement systems, donors have been slow to implement this plan.

In cases where alignment is narrowly interpreted and gender equality does not feature among national development priorities, there is a serious risk that gender equality will be removed from the donors' agenda and priorities. Findings from most countries show that policy dialogue between donors and governments needs to reinforce alignment of aid with national development priorities; support capacity building of key institutions on gender issues; and ensure an increase of resource allocations to gender policies.

The interpretation of the alignment principle from a gender perspective raises important questions in relation to the following issues: extent of donors' alignment with national priorities on gender equality as reflected in the funding provided through the various aid modalities (project funding, DBS, SWAPs and Basket Funding); use of gender-responsive budgeting as a tool for increasing overall efficiency and effectiveness of national budgets and for tracking donor and government expenditure on gender equality and women's empowerment. The studies illuminate the following findings.

#### **Finding 4: Development assistance to national gender equality priorities can jump start effective implementation of the national gender agenda.**

The extent to which donors align their support to national priorities for gender equality and women's empowerment can contribute substantially to the realization of national commitments. Most major donors active in the 12 countries have comprehensive gender policies in place. However, donor support for the implementation of national plans and policies for gender equality varies considerably, both by donor and by country. At the same time, donors face internal capacity constraints in terms of expertise and availability of human resources to put their commitments into practice. In most countries, gender mainstreaming poses an additional challenge and there are few projects integrating gender equality as their key component. The studies highlight the need for a systematic donor approach to gender-responsive policy dialogue and programming which includes specific allocations to gender equality programmes and gender-responsive targets and indicators by which to monitor development outcomes and results. There is still considerable space for strengthening the implementation of donor commitments to gender equality.

Examples of donor programmes in Suriname, Cameroon and Nepal highlight the extent to which donors can promote the realization of the national gender agenda and contribute to capacity development of government institutions and civil society organizations on gender equality issues. In Suriname, a Women's Fund administered by the Embassy of the Netherlands provided funding for small gender equality projects separately from the sector plans and treaty funds, and a number of government and NGO initiatives, which might have not received funding otherwise. Projects supported through the Fund included the formulation and printing of the Integral Gender Plan of Action 2006 - 2011 by the Ministry of Home Affairs. The outcome of small projects funded by the women's fund has sometimes been greater than anticipated. For example, an NGO-executed workshop on cervical cancer resulted in the inclusion of PAP tests in the basic healthcare provisions. The social and legal study of the Marriage Act, carried out by the National Women's Movement, one of the larger women's organizations in Suriname,

resulted in greater awareness of problems ensuing from the legislation and resulted in amendment of the Marriage Act.

In Cameroon, CIDA created the Gender and Development Fund, linked to the country's Poverty Reduction Strategy and the Millennium Development Goals (MDGs) agenda as a pilot funding mechanism to support gender equality. The Fund is implemented through a strategic plan that prioritizes women's economic empowerment, reproductive health, HIV/AIDS, and action research and advocacy. The first phase (2002-2006) had a budget of about 500 million Canadian dollars and provided support to more than 40 local initiatives to strengthen the capacity of women's organizations to influence national policy-making processes and support lobbying and advocacy initiatives. Among the results are the creation of a rural women's association with representatives in 22 villages of the Northwest Province, leading to increased respect for women's rights in a region where male norms predominate; greater involvement of women as voters and candidates in national elections through the More Women in Politics network; and more effective public and media outreach, contributing to an increase in women's representation in parliament from 10 to 23 in 2007.

The European Commission delegation in Cameroon is intensifying efforts to mainstream gender in national development planning and worked closely with UNIFEM and the Ministry of Women's Empowerment and Family and Civil Society Organizations to revise the 10<sup>th</sup> European Development Fund (EDF) to strengthen its gender dimensions, integrating gender concerns in the context, objectives and strategic areas and outlining potential areas of intervention. Subsequently, the EC, together with ITC/ILO and UNIFEM organized a national consultative process for mainstreaming gender equality in the roads infrastructure sector, and produced a background document outlining potential areas of programme focus, with gender-specific targets regarding employees, salaries and activities.

In Nepal, an example of a mainstream poverty reduction programme that included a high level of women's participation is the Rural Community Infrastructure Work Project, a district-based programme initiated in 1996 with support from the UN World Food Programme and the Government of Germany. The first phase (1996-2001) sought to improve community food security by increasing their productive capacity and ensuring direct access to food and to provide equal employment opportunities to women and men through labour intensive and environmentally friendly technologies. By the end of 2000, the project had reached 40,000 food insecure families, with women providing on average, 47 per cent of the unskilled labour during the construction period of Food for Work projects. The next phase of the project, which seeks to reach 50,000 households in 29 districts each year, with at least 50 per cent participation of women, has additional funding from DFID-UK and the Government of Nepal. By the end of 2005, it had achieved the following gender equality targets: 31 per cent women in road construction; 56 per cent women in self-help groups; 40 per cent women in leadership positions and 34 per cent in small-scale economic activities.

### **Finding 5: The lack of reliable data on ODA flows to gender equality hinders effective monitoring of donor alignment with national priorities on gender equality.**

Mapping studies in all four regions found a lack of country-level mechanisms to enable women's groups and national women's machineries to effectively track ODA allocations in support of gender sensitive policies and programmes. The OECD Gender Equality Marker has been developed as a policy tool to tag actual spending of bilateral donors on women and gender-related development efforts<sup>2</sup>. The examples

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<sup>2</sup> Activities by participating donors in selected areas are classified as either having gender equality and women's empowerment as a principle objective or as a significant objective. Under the former, activities need to be specific measures that reduce gender-based inequalities, ensure that women benefit equally with men, compensate for past discrimination or reduce discrimination. Under the latter, activities need to ensure that women and girls also benefit from the achievement of its principle (non-gender-related) objective. The system requires donors to self-classify their expenditures.

of Suriname and Ethiopia demonstrate two different experiences and the implications for tracking financial allocations to support gender equality and women's empowerment.

In Suriname, even though both Government and donors identify gender equality as a cross-cutting issue, to be mainstreamed across policies and sectors, both partners lack a system by which to measure or track total financial allocations to gender equality. Overall there is a lack of reliable general and economic statistical data, which hinders the process of monitoring ODA flows. According to the 2007 IMF Report, there are no centralized records for receipts of external grants, and thus capital expenditure has to be inferred from partial donor information.<sup>3</sup> The report also notes significant differences between the estimates for revenue and expenditure provided by the Ministry of Finance, the Treasury Department and the Central Bank of Suriname. In 2007, the Ministry of Planning began to prepare an inventory of ODA and other forms of technical assistance and cooperation it has received, making it possible for the Ministry of Planning to provide information used in the mapping study. The implementation of this project provides a significant entry point for the development of methodology to assess how/whether gender is incorporated in ODA and calculate the amount of financial allocations to programmes/projects supporting gender equality.

In Ethiopia, using the Gender Equality Marker to track ODA contributions to gender equality, it was estimated that in 2004-2005 funding for girls' education experienced a 32 per cent increase over 2003-2004, within the same period budget allocations for health (e.g., reproductive health services), community water supply, agriculture and food security for poor women increased by 84 per cent, 94 per cent and 36 per cent, respectively. As a result, from 1995 to 2005 the enrolment of girls in primary school increased from 20.4 to 79.8 per cent and in secondary school from 5.7 to 19.8 per cent, primarily owing to a more equitable distribution of schools in rural and neglected areas, removal of school fees and increased parent awareness on the importance of girls education. Beyond these two sectors, a lack of consistency in availability of sex-disaggregated data and reliable indicators has restricted the use of the Gender Equality Marker in tracking different types of expenditure for actions targeting women's empowerment and gender equality.

### **Finding 6: Gender-Responsive Budgeting can contribute to the overall effectiveness of public finance management systems and can ensure more streamlined allocation of internal and external resources in support of gender equality commitments.**

The importance of Gender-Responsive Budgeting lies in its capacity to identify gaps in gender equality support, align government expenditures and revenues to fill these gaps and expand the range of interlocutors that are involved in budget processes. By enhancing monitoring of financial allocations and tracking of expenditures, this exercise promotes more transparent budget allocations and increases accountability of donor and partner governments for meeting commitments to gender equality and other development goals. It can also result in increased capacity of key ministries in the development planning and implementation process, particularly those of Finance and Economic Planning, as well as Ministries of Women's Affairs and other sectoral ministries to analyse policies and programmes from a gender perspective. In this context, capacity development of government institutions on gender sensitive tools and methodologies can facilitate the integration of gender priorities in public finance management systems and sector plans.

Initiatives to implement gender-responsive budgeting are currently underway in many countries, including Ethiopia, Ghana, Cameroon, Indonesia and Nepal, with varying levels of success. In many countries implementation remains ad-hoc, and not necessarily linked to public finance management

<sup>3</sup> IMF Staff Report for the 2007 Article IV Consultation of 5 March 2007.

reform, so it is unlikely to have an impact on directing and/or increasing the allocation of resources for gender-sensitive policies and programmes.

This indicates the need for continuous political support and commitment. In Indonesia, for example, the Public Expenditure Management System was developed based on the Law on National Development Planning. Having noted that only 0.02 per cent of the national budget was allocated to women's empowerment activities, Parliament recommended that the President increase the allocation in stages to at least 5 per cent. In 2003, the Ministry of Home Affairs issued a Ministerial Decree on mainstreaming gender that required financing for mainstreaming to be provided by both the central budget and regional budgets. In particular, the decree required regional budgets to allocate at least 5 per cent of their budgets for mainstreaming. However, this had to be revised due to new decentralization laws and the 5 per cent became a point of intense debate during the process. It was eventually withdrawn under new directives on gender mainstreaming in the regions issued in February 2008.

In Cameroon, the Government has put in place a number of processes and mechanisms in order to improve public finance management. The Ministry of Finance has prepared a global Mid-Term Expenditure Framework (MTEF) consistent with the strategic priorities laid out in the PRSP as well as approved sector policies and programmes, thereby helping to align the budget with PRSP priorities. In preparing the 2006 budget, the Ministries of Education, Health and Public Works used, for the first time, the respective sector expenditure frameworks to align resource allocations with policy priorities and programmes, which the Government plans to extend to all ministries. In 2007, the Ministry of Women's Empowerment and the Family used the MTEF to elaborate its budget even though a sector strategy is not yet available.

A National Platform has been set up to support the reform process bringing together representatives from government, donors and civil society organizations. The Platform consists of working groups on different thematic areas: the environment, the PRSP, gender equality, governance and human rights, among others. The EC, France and Canada play an active part in this process, which enables donors to coordinate dialogue and support in line with the Public Expenditure and Financial Accountability framework. Taking advantage of this process, UNIFEM, in partnership with the Ministry for the Promotion of Women and the Family (MINPROFF), UNDP and UNFPA, started a gender-responsive budget initiative in 2005. With financial support from CIDA, the programme has provided training to technical staff in key ministries, members of the Platform on Public Finance Reform and local government offices to enhance their capacity to implement and monitor budgets from a gender perspective. However, an evaluation of the 2007 budget revealed that despite the level of awareness and interest generated, the resource shares allocated to gender equality are inadequate.

As in the case of Cameroon, in Nepal, the introduction of Gender-Responsive Budgeting took place in the context of Government initiatives to strengthen the Public Finance Management system and mainstream gender in national development policies. A Gender-Responsive Budget Committee has been established as a permanent body within the Ministry of Finance, mandated to review and monitor budget allocations and public expenditure and to assess the impact of development policies on women and men. It also builds capacity for Gender-Responsive Budgeting among gender focal points and planning divisions of the sectoral ministries through the dissemination of policy guidelines.

The Ministry of Finance formally introduced the Gender Budgeting system in the current financial year (FY 2007/08). Sector ministries were required to report on the gender responsiveness of their programmes and activities on the basis of five key indicators developed by the Gender-Responsive Budget Committee. Programmes were then rated according to whether they were directly supportive, indirectly supportive or not supportive ("neutral") of gender equality. The gender budget analysis looks at distribution of sector specific expenditure by gender responsiveness and sources of funding (internal or external). For FY 2007/08, an estimated 11, 33 and 55 per cent, respectively, of the total budget will

be spent on programmes directly supportive, indirectly supportive and neutral regarding gender equality. About 24 per cent of spending for social services (education, health, local development, drinking water and other social services) is classified as directly supporting gender equality, and 55 per cent as indirectly benefiting women. However, only 10 per cent of spending for economic services (agriculture, communications, forestry, land reform, transportation, industry) is classified as directly supporting gender equality.

The adoption of this system has increased institutional capacity on gender responsive policy planning and budgeting; greater institutional accountability for implementing gender mainstreaming; strengthened management for results through the integration of gender responsive indicators in public expenditure monitoring. Gender-sensitive sector programmes have also provided the basis for donors to align their resource and programmatic support with national commitments to gender equality. For example, the Education for All-SWAp (2004-2009) includes a separate expenditure heading for the elimination of gender disparities in basic education, contributing to the realization of national targets in this area.

However, lack of sex-disaggregated data hinders gender responsive monitoring of sector plans and programmes. Moreover, gender equality advocates' limited expertise in budget issues and processes reduces their ability to participate in relevant policy discussions.

### 3. Harmonization

The principle of harmonization commits donors to common approaches to aid with the view to eliminating conflicting priorities and aid fragmentation. Implementation of the harmonization principle in all four regions witnessed an increase in government-donor co-ordination mechanisms that act as platforms for joint analytical work and co-ordinated programming and resource mobilization among donors on development priorities and issues, including gender equality.

One of the key objectives of the harmonization principle is to increase the share of aid channelled through programme-based approaches, including Direct Budget Support and SWAPs. The mapping studies found while there has been some increase in the use of programme-based approaches, such as the Basic Needs Programme in Ethiopia, project funding remains the most frequently used aid modality, especially for gender equality.

For example, in Ghana, 65 per cent of the aid is delivered through project funding. In post conflict DRC the use of programme-based approaches has not been vigorously pursued due to the country's fragile situation and limited institutional capacities. In Asia Pacific, SWAPs had been implemented in Nepal and Papua New Guinea prior to the signing of the Paris Declaration and are currently being developed for education and health in Indonesia. In Honduras there is a gradual move towards programme-based approaches in support of ongoing efforts by the Government to strengthen institutional capacities in public finance management and planning as well as in social sectors. In Nicaragua, a number of sector-wide approaches are currently being implemented, including the Nicaraguan Fund for Health (FONSALUD) and the Sustainable Productive Rural Development Programme (PRORURAL), facilitated by high-level coordination mechanisms such as the Budget Support Group along with a global donor group and six sectoral groups. In Ukraine, the use of programme-based approaches is still very preliminary, owing to the limitations of the PFM system, while in Kyrgyzstan, a SWAp programme is being implemented in the health sector, with the support of various donors, to strengthen the health care system in order to achieve the health-related MDGs.

The review of progress in implementing the harmonization principle from a gender perspective raises important questions around the following issues: the extent to which donor-government harmonization groups contribute to increased and strengthened support for gender equality through pooling of donor

resources and joint analytical work; the extent of earmarked funding for gender equality priorities; the integration of gender-responsive targets and indicators in performance assessment frameworks to monitor implementation of programme-based approaches; and the participation of gender equality advocates in joint reviews and government-donor meetings.

**Finding 7: Donor and government coordination groups on gender equality set up in many countries to harmonize programming and funding for gender equality have had mixed impact on policy formulation and resource allocation.**

The establishment of donor-government harmonization initiatives on gender equality represents an opportunity for donors supportive of gender equality to leverage their influence and resources. However, experiences with donor-government coordination initiatives on gender equality in the countries studied have shown that the actual impact on donor and national development policies as well as resource allocations for gender equality varies significantly from case to case. Furthermore, the mapping studies have shown that participation and influence of gender equality advocates from civil society and government on donor-government coordination remains limited. In this context, advocacy by women's groups has focused on the importance of opening up political spaces for participation of gender equality advocates in harmonization initiatives. The examples of donor coordination groups in Cameroon, Ukraine, DRC, Ghana, Honduras and Indonesia below highlight some of the opportunities and challenges of harmonization initiatives on gender equality.

In Cameroon, where formal aid coordination mechanisms are fairly recent, the Multi-Donor Committee created in 2003 provided an informal platform for dialogue among donors based in the country. In 2007 and following the signing of the Paris Declaration, the Committee was restructured to strengthen coordination among the donor partners and to facilitate dialogue with the Government and other development partners at national level.

The Gender Equality Technical Working Group (GTEG) was created in December 2005, after CIDA took the initiative to develop concerted and harmonized actions in support of gender mainstreaming in national development plans and programmes. Created within the framework of the Paris Declaration, this group brings together the EC Delegation, CIDA, UNIFEM, ILO, UNFPA, UNDP, WHO, GTZ, UN Information Centre, UN Centre for Human Rights and Democracy, and the World Bank, with representatives from the Ministry of Finance, the Ministry of Women and the Family (MINPROFF) and the PRSP Follow-up Committee brought on board from time to time. The Working Group has successfully steered a National Gender Assessment; sensitized senior line ministry officers on the importance of gender equality and women's empowerment; trained the PRSP technical follow-up committee members on how to mainstream gender equality in the PRSP processes and outcomes; developed gender mainstreaming tools; and facilitated policy dialogue and technical support to the government in support of gender mainstreaming in national development planning. However, it has not yet managed to put in place a common fund to support its activities, which are still funded by the voluntary contributions of its members.

The need for better coordination and harmonization, particularly for actions in support of gender equality in post-conflict situations was highlighted by the DRC mapping study. In a situation where public aid to development is nearly one third of GDP, with contributions from more than 20 aid organizations, the need to reform humanitarian aid management was apparent and a 'Humanitarian Coordinator' was appointed to coordinate the work of donors. To promote effective management of humanitarian aid delivery, all donors make their contributions to the Coordinator, who selects priority needs across 13 sectors, and directs the funds accordingly, often through the mechanism of pooled or basket funds. As a result, humanitarian donors can no longer individually choose what actors or projects

to fund. The thematic gender group that brings together UN agencies, the World Bank, SIDA, CIDA, USAID and the Ministry of Gender ensures the integration of gender dimensions into policies, programmes, and projects. However, this group has operated in a very difficult and fluid environment and it is still working towards more coordinated and harmonized programming approaches and resource mobilization in support of gender equality.

Another observation has been the fact that even in instances where joint donor and government coordination groups have been set up they have remained information sharing groups with limited influence on policy, programming and resource allocation. In Ukraine, five donor-government working groups were formed in order to streamline donor-partner coordination. These working groups are supported by 22 special subgroups, which bring together the interests of different donors. One of the subgroups headed by the deputy Minister of Justice and co-chaired by the Ministry for Family, Youth and Sport looks at the issues of human rights and gender equality. While largely seen as a good initiative, this mechanism lacks capacity to adequately address some issues, such as the development of gender-sensitive indicators, gender-responsive budget initiatives and greater accountability. Although still relatively weak, this initiative is significant within the development framework of Ukraine, where development policies and initiatives are rarely coordinated among different levels of government.

In Honduras, harmonization among donors on gender equality issues has been pursued through the Inter-Agency Gender Group, composed of 14 bilateral and multilateral donor agencies. Set up in 2003, its main activities include: supporting sectoral groups to implement sector policies and plans; evaluating and reformulating the National Plan for Equal Opportunities and updating the National Gender Policy; and providing technical support to the National Women's Institute (INAM). However, its influence on the formulation of gender-sensitive policies and programmes has been so far limited.

Similarly, the Ghana Gender Equality Sector Group (GEST), has been actively engaged in influencing the national development planning processes and has successfully fostered dialogue and promoted coherence among a multiplicity of donors. However, it still confronts challenges in harmonizing donor reporting formats and translating commitments into specific programmes and allocations for gender equality and women's empowerment.

The Indonesia example highlights a more positive experience with joint donor-government coordination mechanisms. In 2006 the Government, the World Bank, the Asian Development Bank, DfID and AusAID undertook a joint review of gender equality in existing community-based projects, as part of an effort to develop a National Community Empowerment Programme to reduce poverty from 18 to 8 per cent and halve unemployment by 2009. The new community-based programme was seen by donors and government as an opportunity to address some of the major constraints to women's empowerment and in so doing increase the effectiveness of poverty reduction efforts. The main objective was to examine the experiences of two previous poverty programmes, the *Kecamatan* Development Programme and the Urban Poverty Programme, see how gender had been addressed, and identify what had and had not worked in these and other community development projects. Civil society and women's groups were invited to provide input throughout the process.

### **Finding 8: Programme-based approaches have had mixed impact on funding and programming for gender equality and women's empowerment.**

As noted above, the implementation of programme-based approaches has had limited impact on funding for gender equality in all 12 pilot countries. The studies concluded that these approaches, including Budget Support and Sector-Wide Approaches may be more efficient, but they may also lack the flexibility of project-based support that has enabled women's and civil society groups to obtain funding for innovative proposals. In addition, government-donor negotiations on programme-based approaches

have in several cases narrowed political spaces that enabled participation of gender equality advocates and civil society groups in development planning processes and discussions.

The studies point out that important elements in securing funding for gender equality through programme-based approaches include: integration of gender equality results, targets and indicators in policy frameworks for budget support and sector programmes; availability of sex-disaggregated data to support sector/budget analysis and monitoring; analytical capacity of government institutions and donors to undertake a gender analysis of budgets, sector policies and plans; as well as participation of gender equality advocates in accountability mechanisms and joint reviews of government and donor performance.

Some examples of gender-sensitive SWAp have been identified in Nicaragua, Nepal and Honduras, although challenges remain in the implementation of these initiatives. In Honduras, an initiative to mainstream gender equality in a national plan to increase secure employment in several sectors has been developed and presented for SWAp funding. In Nicaragua, the use of programme-based approaches, particularly SWAp, dates back to 2002, when a number of sector-wide funds were set up. An example is FONSALUD, the Nicaraguan Fund for Health, created in 2005 and jointly funded by Sweden, Finland, Norway, Spain and the Netherlands. Its main purpose is to contribute to poverty reduction through support to the implementation of the Five-Year National Health Plan 2005-2009, to facilitate people's access to health services, improve quality and coverage of services and strengthen the capacities of the Health Ministry.

Harmonization and alignment were facilitated through the adoption of a code of conduct and a memorandum of understanding between Government and donors in 2005. The National Health Plan and the sector programme recognize the different realities, interests and health needs of women and men and provide a model for donor-government coordination on improving women's health. However, critical gaps include the lack of gender indicators in the matrix to monitor the implementation of the Health Plan and the lack of earmarked funds in support of gender equality concerns and priorities.

The Education for All SWAp in Nepal began in 2002 following a long history of multi-donor funded activities organized around the Education for All programme. Supported by Denmark, Finland, Norway, UK-DfID, the World Bank-IDA, UNICEF and the Asian Development Bank,<sup>4</sup> its specific targets are to increase the net primary enrolment rate to 96 per cent; reduce gender and social gaps in enrolment and completion; and increase literacy among females and males aged 6 years and older from 54 to 73 per cent and of the 15+ age group from 48 to 76 per cent by 2015. Gender equality will be mainstreamed to achieve these goals through improved service delivery, a school-based focus, substantial scholarships for girls and minorities, female teachers, and improved governance and livelihoods

In terms of resource allocations, the Education for All SWAp allocates specific funds for gender equality only at the district level, representing just over 5 per cent of the total primary education budget for 2005/06 and 4 per cent for 2006/07. A different approach was adopted in the Secondary Education Support Project (SESP). Budget allocations were identified by component and the project document did not include any specifically gender-related components. However, some activities within other programme components targeted gender issues through interventions targeted at girls, children from disadvantaged groups and ethnic minorities with special learning needs and disabilities and training of women teachers and teachers from disadvantaged groups.

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<sup>4</sup> Japan continues support through a separate funding arrangement.

## **Finding 9: The EC can play a critical role in promoting harmonization for gender equality at country level.**

The EU Code of Conduct on Division of Labour in Development Policy provides concrete measures to enhance complementarity and division of labour amongst the EC and EU Member States in the context of the Paris Declaration implementation.<sup>5</sup> The Code of Conduct places the EC in a good position to spearhead the division of labour and harmonization of donor policies and programmes to ensure support for gender equality and women's empowerment. However, the implementation of EC commitments to gender equality reflected in the 2005 European Consensus for Development and the "2007 EC Communication on Gender Equality and Women's Empowerment in Development Co-operation"<sup>6</sup>, varies from country to country. The 2007 Communication emphasizes the need for ongoing policy dialogue between Member States and the Commission on gender equality issues and the reinforcement of EC-Member States gender expertise through exchange of best practices. Policy provisions on gender equality issues reflected in these documents are open to interpretation and their implementation relies on commitment and political will by both EC Delegations and EU Member States represented at country level.

For example in Ukraine, the Country Strategy Paper 2007-2013 and the National Indicative Programme 2007-2010 include cross-cutting issues of human rights, gender equality and the environment, which should be integrated into the development of all programmes and projects. However, challenges remain with regards to the capacity of staff to translate these commitments into reality, and the extent to which the EC engages civil society and women's organizations in developing its programmes and country strategies.

In Ghana, the EC and Germany conducted a survey to assess the extent to which donors were aligning support to the second Poverty Reduction Strategy in line with the implementation of the EU Code of Conduct on Division of Labour. In the past, gender equality has been an "aid orphan" in terms of donor and government funding, and the survey brought this gap to the attention of the donors. The initial findings of the survey show that at least 10 donors claim that they currently have projects to promote women's empowerment. While this is not consistent with figures provided by donors for the 2007 Ghana Partnership Resource Overview, it must be acknowledged that increased spending in social sectors can bring considerable benefits to women, providing that programming and priorities in these sectors are made gender sensitive. Ultimately, however, whatever the outcome of the Division of Labour survey, the process by which "orphaned" sectors are properly identified and subsequently funded portends well for gender equality which has been traditionally neglected.

In Suriname, which is a relatively small country and where the EC is represented by the Delegation in neighbouring Guyana, the 2004 and 2005 Joint Annual Reviews of EC-Suriname development cooperation cited data on the situation of women and referred to the priorities mentioned in the Integral Gender Policy Plan of Action of 2000-2005. However, in the context of the 10<sup>th</sup> European Development Fund no amount is foreseen to support the implementation of gender mainstreaming and/or gender specific projects.

On the other hand, the review of the new generation of Country Strategy Papers (CSPs) for partner countries shows that the EC has begun to integrate gender-specific indicators in the performance assessment frameworks for monitoring implementation of overall budget support and sector support on natural resources' management and forestry reform in Honduras and reform of education sector in Nepal.

<sup>5</sup> Communication from the Commission and the Council and the European Parliament, *The EU Code of Conduct on Division of Labour in Development Policy*, Brussels, COM(2007) 72 final.

<sup>6</sup> This provides the main policy basis for the integration of gender equality into EC development cooperation programmes, and outlines EC priorities on three levels: first, it provides concrete suggestions in the areas of governance, employment, education, health and domestic violence on how gender equality can be supported in a specific region or country; second, it suggests increasing the efficiency of gender equality in political dialogue with partner countries; third, it explores the added value for gender equality of using general budget support or to sectoral approaches as opposed to individual project support

Overall, the decision of EC Delegations and EU Member States to finance (or increase their funding in support of) budget and sector support programmes in the context of the Paris Declaration in a number of countries including Nepal, Ghana, Indonesia and Nicaragua has resulted in increased engagement in and contributions to donor harmonization fora. Integration of gender equality targets and objectives into Memoranda of Understanding and Codes of Conduct on programme-based approaches can be a valuable way of tracking accountability of donors and governments for gender equality. However, capacity building is also required within donor agencies, to build mainstreaming competence and ensure that they are able to make the best use of policies<sup>7</sup>. The establishment of multi-donor groups on gender equality in a number of partner countries seek to facilitate implementation of donor coordination actions in this area.

For example, in Ethiopia a donor group on gender equality, supported both by the EC and EU Member States, aims to advance gender equality through the following actions: improve gender mainstreaming within government strategic policies, processes and programmes (e.g., budget, public finance management) and identify options for action to be taken; engage with the Sustainable Development and Poverty Reduction Programme (SDPRP) process including by focusing on the monitoring and evaluation system, the relevance and quality of the Policy Matrix indicators for assessing progress on gender equality, and on the Annual Progress Review process; improve coordination and harmonization on gender equality policies, programmes and projects; explore options for pooling financial resources for gender mainstreaming; actively support the promotion of gender mainstreaming in the context of the overall harmonization agenda; provide support to other Joint Technical Working Groups (JTWGs) in the Partnership Architecture to effectively mainstream gender into work agendas (i.e., sector reviews, reform programmes, etc); and promote working relationships with relevant local stakeholders.

The level of engagement of EC Delegations and Member States in spaces for donor co-ordination on gender issues varies significantly from country to country and in-depth research would therefore be required at country level in order to reveal the diversity of spaces for co-ordination, the level of commitment of EU actors to ongoing processes as well as the extent of success and impact of donor initiatives.

The donor matrix integrated in EC-financed country strategy papers can potentially provide an important source of information not only on financial allocations, but also on priorities and objectives set in Member States' gender-sensitive programmes and other initiatives, including an analysis of complementarities between EC and Member State programmes. This could upgrade the role of CSPs from sources of information to tools of joint programming between the EC and Member States on gender issues.

The EC plays an active and important role in aid harmonization mechanisms in DRC. It chairs the Thematic Gender Group, comprised of UN system agencies, the World Bank, and bilateral partners, specifically Sweden, Canada, and USAID and the Ministry of Gender. One of the objectives of the group is to mobilize resources for gender capacity building. In addition, it co-chairs three other groups; including the justice reform sector, transport, and political governance, playing an influential role not only in setting harmonization mechanisms but also in determining priorities.

## 4. Managing for Results

Under the principle of managing for results, developing countries and donors commit to manage and implement aid to focus on results and utilize data to improve policy-making. Developing countries commit to strengthen the performance assessment frameworks and the collection of statistical data for monitoring progress against national development strategies and sector policies. A significant limitation

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<sup>7</sup> Lina Payne and Sally Neville, "Aid instruments, social exclusion and gender. Background paper for DFID's internal guidance on aid instruments," 2006.

of the Paris Declaration indicators in this regard is their focus on processes and mechanisms for aid delivery rather than on development results and outcomes, including gender equality and women's empowerment.

Efforts are underway in all 12 countries to strengthen the collection of statistical data that can inform national development planning and monitoring. However, the mapping studies have shown that the level of integration of gender-responsive indicators in results frameworks and/or performance assessments of donor policies and programmes as well as the collection of sex-disaggregated data by national statistical offices has been very limited.

**Finding 10: Sex-disaggregated data are not systematically used to inform policy and track gender equality outcomes at country and sector level, despite recent efforts by national information systems to strengthen the collection of such data.**

The mapping studies for Ghana, Ethiopia and Nepal, among others, highlight the importance of strengthening national information systems and the collection of sex-disaggregated data to ensure gender-responsive monitoring and evaluation of national development strategies and plans as well as donor programmes.

In Ethiopia, data collection has improved in terms of timeliness, coverage, quality and accessibility. A computerized Integrated Administrative Management Information System is being developed to combine administrative, budgetary and socio-economic data, including gender indicators, to monitor implementation. Joint monitoring and reporting systems for government and donors were developed; and a matrix of indicators that will enable measurement of the performance in the context of international agreed goals (MDGs) and which are reflected in the Plan for Accelerated and Sustained Development to End Poverty (PASDEP) are in place. The legislature receives regular reviews from sector ministries on progress in implementing policies and programmes, which includes sex-disaggregated data. However, there is no clear evidence that these data are being used to align national development strategies and budget processes with gender equality in all sector ministries.

In Ghana the 2006 OECD Baseline survey found that while poverty-related data collection is improving, it is still inaccessible because ministries use different frameworks, reporting timelines and reporting formats that are not aligned with the development plan. Plans to develop a consolidated matrix are underway. The National Bureau of Statistics and ministries responsible for collecting data have not routinely gathered sex disaggregated data. The Ministry of Women and Children's Affairs is therefore piloting an initiative to collect sex-disaggregated data in four districts. A review of the first Poverty Reduction Strategy (GPRSI) results matrix to assess progress gender equality issues showed that a majority of issues did not have targets nor baseline sex disaggregated data. A review of the results matrix for the second Poverty Reduction Strategy (GPRSI) is slightly better as it includes indicators and baselines for 2004-2005 as well as targets for 2006-2009. However, gaps remain, as for example the lack of a target for women's rights under the Good Governance and Civic Responsibility Pillar.

Availability of information and sound mechanisms for regular monitoring are the foundations for ensuring transparency and accountability. In Nepal, the Central Bureau of Statistics has developed a national database Nepal-Info to provide easy access to outcome indicators, including gender indicators. This system is used by the United Nations but other donors have their own monitoring systems and indicators. Several information management systems are funded by different donors. Four focus on expenditure monitoring and management within the Ministry of Finance; others cover education, health, project information and poverty monitoring and analysis. Gender equality is not monitored in an

integrated manner except in the poverty monitoring system. Data collection itself requires further strengthening in terms of segregation of data by sex, region and caste.

Furthermore, sector ministries compile data for their own use and use by the National Planning Commission. However, if sector data are available at the service delivery levels, often they are not sex-disaggregated or integrated into the regular monitoring and planning system (e.g., labour, forestry) and not all information is sex disaggregated (e.g., access to care of diseases such as malaria, kalazar, tuberculosis, leprosy, etc.).

In Nicaragua, in 2005, the National Women's Institute (INAM) presented a System of Gender Indicators (SIEG), elaborated together with the National Institute of Statistics and Census (INEC), with technical and financial support from UNIFEM and UNDP. The National Institute of Development Information is responsible for updating the SIEG to monitor public policies in the frame of the National Plan of Human Development and national programmes to promote women's access to productive assets.

## 5. Mutual Accountability

Under the principle of mutual accountability, both developing countries and development partners are accountable for achieving development results. However, given the lack of indicators or targets to measure the impact of the aid effectiveness agenda on development, no mechanisms have been put in place to monitor the impact of its implementation on gender equality. The studies found that mutual accountability has tended to focus on accountability of developing countries to donors and not necessarily on the accountability of governments to their citizens. In many countries, the role of national women's machineries and civil society organizations in demanding accountability has been limited. This is due both to their limited capacity to exercise that role and to the non-availability of accountability systems that are open to their participation.

### **Finding 11: Participatory and community-based monitoring tools can enhance social accountability by assessing the impact of national development strategies and donor programmes on reducing poverty and social and gender inequalities.**

Active engagement of civil society organizations and gender equality advocates in accountability frameworks is a prerequisite for promoting mutual accountability of donors and developing countries to achieving gender equality targets and results. Effective participation of gender equality advocates in monitoring mechanisms can be enabled through increased access to information and transparency over policy decisions and financial allocations on gender equality by national governments and donor agencies.

With the exception of some initiatives in Ethiopia and Ghana, the countries studied have not set up monitoring mechanisms that allow for the participation of civil society organizations in demanding accountability for gender equality results. For example, the OECD Monitoring Survey of 2006 revealed that in Honduras, mutual accountability is moderate and that the main challenges are to strengthen results-based monitoring and evaluation, civil society participation as well as donor and government coordination. None of the three Asia-Pacific countries included in the mapping study have developed specific mechanisms for monitoring the impact of programme based approaches on gender equality.

In all three countries, women's groups and the national machinery on gender equality have not been involved in monitoring the implementation of the Paris Declaration. In fact, there was very little

recognition or understanding of the new aid modalities among women's groups or the national women's machineries. Equally, both groups had limited information about the Paris Declaration or the aid effectiveness debate. In both Ukraine and Kyrgyzstan there are institutional mechanisms for advancement of gender equality policies, but these institutions do not have sufficient capacity and authority to participate in and influence the decision making related to aid flows. In Kyrgyzstan, the practice of public hearings, during which civil society may voice the needs of their constituencies has just started to take root in the last two years, whereas in Ukraine there is still a need to foster the culture of dialogue between CSOs and government.

It is evident however that, community based and participatory monitoring tools are important to assess the impact of national development strategies on reducing poverty and inequalities. Through such tools as citizen report cards and community score cards which have been introduced in Ghana and Ethiopia, citizens are given the opportunity to express their views and demands to Government. In Ethiopia, the Government has taken several steps to develop a country-level monitoring and evaluation system, covering the five-year period 2004-2009. The Action Plan is managed by the Ministry of Finance and Development (MOFED), and is designed to monitor input and process indicators across output indicators; link performance to indicators of progress on decentralization and capacity building; and evaluate impact of government policies and programmes.

Accountability is enhanced by Citizen Report Cards and Community Score Cards, which provide quantitative feedback on user perceptions of quality, adequacy and efficiency of public services. The former are qualitative monitoring tools that are used for local level monitoring and performance evaluation of services, projects and even government administrative units by the communities themselves, while the latter combines techniques of social audit, community monitoring and citizen report cards. Both are intended as tools to exact social and public responsiveness from service providers. By including an interface meeting between service providers and the community that allows for immediate feedback, the process is also a strong instrument for women's empowerment.

### **Finding 12: Issues of transparency, good governance and conditionalities jeopardize the realization of mutual accountability.**

There is currently a lack of transparency on the part of many donors as to the amount of aid disbursed to partner countries mainly because of technical reasons. Currently, donors impose numerous requirements that are designed to hold partner countries accountable for the efficient and effective use of donor assistance. However, mutual accountability also requires mechanisms by which partner countries can hold donors accountable for development results. This is particularly difficult in countries that are heavily aid dependent, such as DRC, Ethiopia, Nepal and Papua New Guinea, both because of the imbalance in the relationship and also because national accountability mechanisms tend to be weak and are less likely to be regarded as acceptable by donors.

In Indonesia, where ODA is less than 1 per cent of the GDP, the Government seems to be making greater progress in achieving a more equal relationship with donors. In 2007, the President decided that the country no longer required an intermediary to negotiate its development assistance and disbanded the donor coordination mechanism established by the Consultative Group for Indonesia. As noted above, the country has also established procedures for the acceptance of development assistance and imposed conditions on donors regarding the type of assistance accepted and the processes to be observed, including monitoring and reporting. While not intended to address accountability, these mechanisms increase donor accountability in a more equal development partnership. However, gender equality is not yet integrated into these procedures by either government or donors.

On the other hand, in DRC while mechanisms to make information available on progress in implementing Poverty Reduction Strategies are being set up, these are not available to a broad range of citizens, particularly women and people in rural areas. The Government has started to publish quarterly data on budget execution and plans to disseminate information on progress toward PRSP indicators through a range of channels and media, including the General Data Dissemination System and Poverty Mapping. Government websites refer to the PRSP<sup>8</sup> but none of them include an analysis of implementation of gender equality programmes.

**Finding 13: There is no systematic use of gender-responsive indicators in performance assessment frameworks for monitoring results of national development plans and sector policies against gender equality targets in international agreements, including the MDGs.**

Specific accountability indicators of the impact on gender equality of development spending at national and local levels are needed so that accountability institutions and civil society groups may scrutinize the quality and impact of spending decisions<sup>9</sup>. Accountability of aid systems must be assessed in terms of progress towards internationally-agreed human rights, including women's rights, the right to development and economic and social rights. Accountability mechanisms must have gender responsive indicators and results-based frameworks to ensure MDG3 targets.

The existing Paris Declaration indicators focus on achieving transparent and results-oriented frameworks and call for mutual assessments of progress in implementing commitments on aid effectiveness. The findings from the mapping studies have underscored the need to insert gender equality and other development goals against which to measure progress in managing for results. This includes building capacities at the country level, including among the Ministries of Economic Planning and Finance to undertake monitoring and evaluation through sex-disaggregated data and including monitoring instruments already in place under MDG3, CEDAW reporting requirements and reporting on the Beijing Platform for Action.

Research in the 12 countries has found that gender-responsive monitoring of national development strategies and sector plans is hindered by two key factors: limited and fragmented use of gender-responsive indicators; and lack of sex-disaggregated data that would enable performance assessment of sector policies and plans as well as national development strategies from a gender perspective. Despite these general trends, the cases of Kyrgyzstan, Suriname and Indonesia provide examples of ongoing government efforts to strengthen national monitoring systems and assess results of the national development strategy in a gender-sensitive manner.

In Kyrgyzstan, the Government elaborated a "Matrix of Indicators for Monitoring and Assessment of the CDS Implementation" and the National Statistics Committee ensured the availability of sex-disaggregated data for tracking these indicators. The Statistics Committee also set up a State Programme for Further Development of Statistics Information System, and is working with World Bank and UN partners on gender statistics.

Expertise in tracking progress on gender equality has been developed through a joint UNDP-UNIFEM programme that developed a set of harmonized indicators for reporting on MDGs, the Beijing Platform and CEDAW. These were developed through a consultative process with sector ministry and statistics agency staff, and civil society organizations, drawing on databases including DefInfo, KyrgyzInfo and HealthInfo. One of the key outcomes thus far is the integration of the National Action Plan for

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<sup>8</sup> The DSRP has not been translated into local languages. There are over 200 local dialects, and the official languages are French and English.

<sup>9</sup> "Promoting Gender Equality in New Aid Modalities and Partnerships", UNIFEM Discussion Paper, March 2006.

Achievement of Gender Equality for 2007-2010 into the key development results in the Country Development Strategy with corresponding costing estimates and indicators for progress.

Despite these promising developments, there is need to improve the collection and use of sex-disaggregated data to support the monitoring process, as data reported does not always reflect progress across different sectors. Some of the gaps that have been identified include; limited demand and use of available sex disaggregated data by donors and government departments; lack of clear targets for the indicators; limited capacity of the institutions that collect the data to analyse and package the sex-disaggregated data in a user friendly manner. To date, there are no clear monitoring and assessment procedures for government, donors or civil society on the National Action Plan for Gender Equality.

In Suriname, the National Bureau for Gender Policy and focal points in the different ministries form the basic structure of a gender management system. Gender Statistics publications were developed by the General Statistics Office after the staff received training from the UN Statistics Division in the framework of a project being implemented for CARICOM countries in 2000. General Statistics Office staff then participated in gender training offered by the Projekta Foundation, one of the leading women's organization in the country, and in a cycle of gender training for gender focal points. However, qualitative indicators to track progress also need to be considered for use in this monitoring system. The gender statistics could be used to monitor progress in the sectors, if agreement can be reached with the Statistics Office and if reliable data can be provided regularly to that office.

Indonesia conducted a mutual assessment of progress on gender equality commitments in 2004-2005 by donors and the government with a final report published in 2006. In close cooperation with the State Ministry of Women's Empowerment, the first Country Gender Assessment for Indonesia was prepared jointly by the Asia Foundation, Asian Development Bank, CIDA, National Democratic Institute, and World Bank. This highlighted four priority areas that affect Indonesia's efforts to achieve gender equality, including decentralization; women's voice in policies and decision-making; violence against women; and gender aspects of international migration. Given that Indonesia is a vast and populous country with diverse degrees of gender inequality even between neighbouring districts, the assessment exercise was quite challenging, and it is not clear on when it will be updated nor who will take the lead in the exercise.

## SECTION 2: UN Security Council Resolution 1325: Translating the Paris Declaration Principles to Post-Conflict Reconstruction

One of the objectives of the studies was to assess the implementation of Security Council Resolution 1325 on Women, Peace and Security, and how donors and governments were harmonising and aligning their efforts to mainstream gender equality and women's empowerment in policy responses to conflict and post-conflict situations. The four post-conflict/fragile countries that were included in this component were DRC, Nepal, Indonesia and Papua New Guinea. In all four countries, studies found that government and donor efforts to integrate gender priorities and issues the peace-building and post-conflict reconstruction processes were limited and are not necessarily harmonized and well coordinated; neither are they directly linked to ensuring that post-conflict reconstruction and funding modalities take into account the needs and priorities of women and children.

### **Finding 14: Lack of harmonized efforts to ensure women's participation in peace-building and reconstruction in line with UN SCR 1325.**

Although the DRC is a signatory to SC1325, it has yet to develop a plan for its implementation. The 2002 National Programme for the Promotion of the Congolese Woman reflects the 12 areas of concern of the Beijing Platform, and the signing of the Paris Declaration in May 2005, with its commitments for improving alignment and harmonization in post-conflict situations was expected to ensure the availability of resources for the implementation of this programme. However, the Ministry of Feminine Condition and Family which is responsible for implementation, does not have sufficient resources, and has average allocations of 0.01 per cent of the annual budget. UNDP has been providing support to establish gender focal points in all ministries but this too has been affected by constant movement and transfer of civil servants between ministries.

In Papua New Guinea, the conflict in Bougainville, the most eastern province, pre-dates UNSCR 1325. Although several women's NGOs work on human rights, only five or six specifically focused on peace and almost none of these were aware of UNSCR 1325. UNIFEM is actively promoting the resolution through translation into Nepali, training for high level decision makers and media campaigns on the resolution. A Peace Support Working Group on Security Council Resolution 1325 made up of UN agencies, donors and international NGOs meets regularly but is primarily a discussion group sharing information and undertaking advocacy.

In Indonesia, the Government's plans to implement UNSCR 1325 in 2008 include a needs assessment and implementation strategy in the post-conflict areas of Central Sulawesi, Maluku and Papua, along with a public information campaign and development of standard procedures in post-conflict management. A lead agency for the implementation of UNSCR 1325 is to be designated - probably the State Ministry for Women's Empowerment or the Coordinating Ministry for Politics, Law and Security. To date, however, implementation has centred on workshops and seminars with little or no impact on women's participation in peace-building or conflict resolution processes. In February 2007 a capacity-building workshop for NGOs in post-conflict areas resulted in an Anti-Gender-Based Violence Coalition

coordinated by the NGO Yayasan Jurnal Perempuan to raise awareness of UNSCR 1325 and increase women's participation in peace-building in post-conflict areas as well as to address gender-based violence in conflict-affected areas. However such initiatives have not yet received concerted donor support.

### **Finding 15: Lack of donor alignment in support of gender equality and women's empowerment in peace-building funding mechanisms.**

The Nepal Peace Trust Fund, established in 2006, seeks to mobilize donor funding to consolidate the peace process. At the request of the Ministry of Finance and supporting donors, UNDP deployed experts to guide the design, set up and management of the Fund and to train government officials. The operational arrangement for the Trust Fund follows the pooled funding modality in support of the following areas: rehabilitation of displaced people, accomplishment of the Constituent Assembly Election, reconstruction of physical infrastructure and rehabilitation of Maoist combatants. The Ministry of Women has not been included in the Trust Fund's Operational Committee. Furthermore, the Trust Fund's Operation Rules do not provide for the inclusion of any gender equality issues in the activities supported through the Trust Fund. As a result, the budget has not included any separate allocations for gender equality and women's empowerment.

The same challenge has been experienced in the DRC where, the elections of 2006 marked a new chapter in the peace process. Government, donors and UN partners jointly supported the elections through a project with a total budget of US\$283,169,878 which was managed by UNDP under the Basket Funding and Pooled Funding Modality. The objective was to support the reform of the Independent Electoral Commission. This would enable the Commission to organize free, transparent and democratic elections.

Due to the failure of this programme to adequately address gender issues in elections, UNIFEM supported the design and implementation of a parallel project to strengthen women's role in the electoral process. The project addressed a number of issues regarding women's participation in the process of elections, including physical insecurity, high levels of poverty; low levels of education; and lack of access to information. It received funding of US\$1,393,619 from DfID, and together with contributions from UNIFEM and other donors totalled \$2.5 million. A consultative mechanism made up of UNIFEM, UNDP, the Electoral Commission, UN Mission in the DRC (MONUC), the Ministry of Gender, and DfID was established to monitor its implementation.

The main result of the project was capacity building of key government institutions, including the Electoral Commission, on mainstreaming gender issues in political processes. The project also contributed to sensitization among civil society organizations and the media on the importance of women's participation in political processes as key element of peace building. Sex-disaggregated data concerning women's and men's participation in the elections was collected and made available to political parties, women's organizations and parliamentarians to inform and strengthen integration of gender equality issues in their policies and programmes. Furthermore, gender sensitive civic education led to an increase of women voters participating in the elections throughout the country.

Overall, the studies highlight the need for gender-specific interventions in conflict and post-conflict countries to be supported by specific financing mechanisms, including basket funding jointly supported by national governments and donors.

## CONCLUSIONS

The mapping studies confirm the diversity of country experiences with regards to the implementation of Paris Declaration and their implications for gender equality and women's empowerment. Overall, the studies indicate that there is still a gap between rhetoric and practice with regards to the implementation of the Paris Declaration principles at country level. Despite donor commitment to the principle of alignment, aid delivery remains to be fully aligned with national development plans and particularly with gender equality and women's empowerment goals. The studies also demonstrate the need for national development planning processes that encourage broad ownership by civil society organizations, gender equality advocates and local communities.

Programme-Based Approaches including DBS and SWAps, while innovative in nature and an entry point for increasing alignment of donor programmes with national development priorities and goals, have had mixed impact on programming and funding for gender equality. Monitoring the impact of national development strategies and development assistance on gender equality and women's empowerment is hindered by lack of sex-disaggregated data and gender-sensitive indicators and targets in performance assessment frameworks. Where available, sex disaggregated data are not systematically used to feed into the analysis supporting the formulation of national development policies and sector plans.

The institutionalization of Gender-Responsive Budgeting is seen as critical to monitoring and tracking results and investments of both governments and donor partners on gender equality. Increased commitments are required by both development partners to advance the gender equality agenda and contribute to the elimination of gender disparities. For the aid effectiveness agenda to deliver more effectively on development goals, including gender equality, the studies highlight that the following commitments should be taken up:

- ✓ Governments and donor partners should support capacity building within Ministries of Finance, Economic Planning and Sectoral Ministries on gender-responsive policy planning, monitoring and budgeting to strengthen gender equality in national development strategies and macroeconomic policy frameworks.
- ✓ Governments and donor partners should provide resources, knowledge and technical skills to gender equality advocates within the government, parliament and civil society to enable them to effectively engage in national development planning and budgeting processes.
- ✓ Governments should integrate Gender-Responsive Budgeting into public finance reforms in order to increase accountability and transparency in internal and external expenditure for gender equality.
- ✓ Donors should develop harmonized approaches to programming and funding in support of gender equality commitments reflected in national development strategies and sectoral plans.
- ✓ Governments and donor partners should put in place accountability mechanisms that enable systematic monitoring of progress towards gender equality targets and objectives set in national development strategies.
- ✓ The implementation of gender-specific interventions in crisis and post-conflict situations should be supported through the establishment of specific financing mechanisms, including basket funding.

The Ghana High Level Forum on Aid Effectiveness taking place from 2 to 4 September 2008 presents an opportunity for governments, civil society and women's groups and donor partners to build more effective partnerships to support national efforts that promote gender equality and women's empowerment.

Building on the key findings from the mapping studies, the EC/UN Partnership has supported multi-stakeholder consultations in the 12 pilot countries. The consultations have assessed capacity needs of government and civil society and have identified entry points for enhanced policy action by governments and donor partners on gender equality in the context of the aid effectiveness agenda. The consultations have also resulted in enhanced demand from governmental and non-governmental partners and EC Delegations for action and resources to support gender equality policies and programmes. A key outcome of the consultations is the setting up of multi-stakeholder groups that are committed to monitoring the implementation of such commitments and actions at national level. The development of a broad consensus on indicators to i) monitor the implementation of the Paris Declaration principles from a gender perspective and ii) ensure integration of gender-sensitive indicators and targets in national development plans, including PRSPs, has been identified as critical for ensuring accountability to gender equality commitments.

These initiatives pave the way for increased and strengthened actions by national governments, civil society, and donors to ensure that commitments to improving the quality of aid will be translated into policy actions at country level that have a positive impact on achieving development goals, including gender equality.

## ACRONYMS

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BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CGA	Country Gender Assessment, Indonesia
CIDA	Canadian International Development Agency
CSOs	Civil Society Organizations
CSP	Country Strategy Papers
DBS	Direct Budget Support
DFID	Department for International Development
EDF	European Development Fund
EC	European Commission
FONSALUD	Nicaraguan Fund for Health
GDP	Gross Domestic Product
GEST	Gender Equality Sector Group, Ghana
GNP	Gross National Product
GPRS	Ghana Poverty Reduction Strategy
GRB	Gender Responsive Budgeting
GTEG	Gender Equality Technical Working Group, Cameroon
HIPC	Heavily Indebted Poor Countries
IFI	International Financial Institution
IGAP	Integral Gender Policy Action Plan, Suriname
INAM	National Women's Institute, Honduras
MDGs	Millennium Development Goals
MONUC	United Nations Peacekeeping Mission in Democratic Republic of Congo
MINPROFF	Ministère de la Promotion de la Femme et de la Famille, Cameroon
MOWAC	Ministry of Women and Children's Affairs, Ghana
MTEF	Medium Term Expenditure Framework
NBG	National Gender Policy Bureau, Suriname
NGOs	Non-Governmental Organizations
OECD-DAC	Organization for Economic Cooperation and Development-Development Assistance Committee
ODA	Official Development Assistance
PASDEP	Plan for Accelerated and Sustained Development to End Poverty, Ethiopia

PEFA	Public Expenditure and Financial Accountability
PFM	Public Finance Management
PRORURAL	Sustainable Productive Rural Development Programme, Nicaragua
PRSP	Poverty Reduction Strategy Paper
SDPRP	Sustainable Development and Poverty Reduction Programme, Ethiopia
SWAPs	Sector Wide Approaches





