

# GENDER EQUALITY AND AID EFFECTIVENESS

A Briefing Paper



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**Official Development Assistance Watch - Philippines**

c/o MODE, Inc.

99 Matimtiman Street, Sikatuna Village, Quezon City 1101

Telephone no.: (632) 426-1126 / 434-3576

Fax no.: (632) 426-1126

Email: [odawatch@mode.org](mailto:odawatch@mode.org)

Website: <http://www.odawatch.org>

**Rene Nachura**

ODA Watch Co-Convenor

Email: [rnachura@yahoo.com](mailto:rnachura@yahoo.com)

**Arnel Ramos**

ODA Watch Coordinator

Email: [odawatchconvenor@yahoo.com](mailto:odawatchconvenor@yahoo.com) / [odawatch@mode.org](mailto:odawatch@mode.org)

**Editors**

Patricia Fe Gonzales

Aurora Regalado

**Photo, Layout and Cover Design**

Rundell A. Ato

# **GENDER EQUALITY AND AID EFFECTIVENESS**

## **A Briefing Paper**



**Josephine Jensen-Joson**

November 2009



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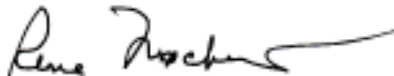
## FOREWORD

Poverty and gender inequality are among the most pervasive problems besetting the world today. The Millennium Declaration and the 2005 World Summit recognized that these problems are interlinked and stressed the centrality of gender equality and women's empowerment to the elimination of poverty and hunger, and the achievement of truly sustainable development.

MODE is committed to the realization of gender equality and women's empowerment especially in the Philippines. This briefing paper is ODA Watch – Philippines and MODE's small contribution towards the attainment of that goal.

With billions of dollars poured to development programs and projects and funded by official development aid, it is very important to ensure that these funds contribute significantly to the advancement of gender equality and women's empowerment.

It is our sincere hope that the study's findings and recommendations will be useful to regional, national and local policy makers, planners and advocates in designing and implementing more effective and gender-responsive ODA programs and projects that will largely benefit the vulnerable sectors, especially women and children in the Philippines.



CIRILO NACHURA  
Convener  
ODA Watch – Philippines



AURORA A. REGALADO  
Managing Trustee  
MODE, Inc.





## INTRODUCTION

The realization of women's rights and empowerment is a key prerequisite to a nation's growth. This perspective has been recognized and advanced by civic movements and various stakeholders of different societies around the globe. For more than 30 years now, landmark international events<sup>1</sup> underscored the significance of gender equality to development, charting a wide range of measures to carry out these goals as an "effective pathway for combating poverty, hunger and disease and for stimulating truly sustainable development"<sup>2</sup> (UNIFEM, 2003).

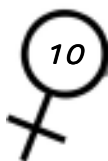
The world's major aid donors, particularly the Organization for Economic Cooperation and Development-Development Assistance Committee (OECD-DAC)<sup>3</sup> affirm that they have long recognized the importance of gender equality as a vital issue for development and development cooperation. Since 1983, the OECD-DAC has acknowledged in various organizational documents that "Investment in gender equality and women's empowerment is vital for improving economic, social and political conditions in developing countries within the framework of sustainable development. A focus on gender equality and women's empowerment in development co-operation is a means to enhance the total effectiveness of aid. The knowledge, insights and experience of both women and men are required if development is to be both effective and sustainable" (OECD-DAC, 1999).

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<sup>1</sup> Thirty four years ago, the United Nations declared 1975 as the International Year for Women and 1976 to 1985 as the International Decade for Women. This was capped in 1985 by the adoption of the Nairobi Forward-Looking Strategies for the advancement of Women. Other significant events include the UN Convention for the Elimination of all forms of Discrimination Against Women (CEDAW) in 1979, the Cairo International Conference on Population and Development (ICPD) in 1994; the UN Fourth World Conference on Women in Beijing in 1995 and the 2000 Millennium Declaration that set the promotion of gender equality as one of eight Millennium Development Goals.

<sup>2</sup> UNIFEM, *Pathway to Gender Equality: CEDAW, Beijing and the MDGs*. New York: United Nations Development Fund for Women.

<sup>3</sup> The OECD is an economic policy coordination club composed of 30 of the world's richest economies that started after World War II and originally was composed of non-socialist European countries. Its Development Assistance Committee, composed of 22 member countries is responsible for monitoring and evaluation of Official Development Assistance (ODA) and is also engaged in "policy formulation, policy co-ordination and information systems for development. The DAC comprises the world's major aid donors, accounting for more than 90 percent of ODA worldwide.



However, the 2005 Paris Declaration on Aid Effectiveness—the international agreement that establishes commitments to reform the delivery and management of aid under the context of scaling up official development assistance (ODA), esp. for the achievement of Millennium Development Goals (MDGs)—is widely criticized for being gender blind. While the 2008 Accra Agenda for Action (AAA)<sup>4</sup> was cited for improvements in terms of textual recognition of the relationship between gender equality, aid and development effectiveness, critics still deplore the lack of concrete targets in the allocation of resources and support from the donor community, as well as the use of contested indicators for monitoring implementation of various aid reform measures<sup>5</sup>.

Research findings by a UNIFEM-commissioned study<sup>6</sup> attest the occurrence of “policy evaporation” in reference to circumstances wherein “strong political commitments to gender equality in development co-operation often do not translate into any effective visibility at other stages of the policy process – budgetary allocation, programming implementation and evaluation.” Given this, it is “increasingly difficult to track resources for gender equality. It also demonstrates how inadequately gender is included in country programming and that there is an almost total absence of mechanisms for monitoring results or for evaluating if there has been any impact (Reisen, 2005).”

This briefing paper will attempt to cull lessons from relevant experiences and studies conducted on gender equality as it relates to aid effectiveness. It will situate enduring issues and challenges on these matters, taking note of changing circumstances and recommendations that will contribute to current efforts to advance this fundamental cause.

The paper will serve as an overview of the accomplishments as well as deficiencies in implementation of gender equality and women empowerment policies and programs in ODA programs and projects.

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<sup>4</sup> The AAA is the outcomes document of the Accra Third High Level Forum on Aid Effectiveness conducted last September 2008. Organized by the OECD DAC Secretariat, the Ghana Government and the World Bank, it was intended to review progress in achieving aid reform targets set out by the Paris Declaration. Paragraphs 3 and 13c were cited by civil society organizations for improved language in recognizing the links of gender equality with aid and development effectiveness.

<sup>5</sup> Accra Women's Forum Statement, 03 September 2008.

<sup>6</sup> Mirjam van Reisen, *Accountability Upside Down: Gender Equality in a Partnership for Poverty Eradication*, published by Social Watch and Eurostep, 2005.



## PART 1

### PROMOTING GENDER EQUALITY IN DEVELOPMENT ASSISTANCE

#### 'MARKED GAPS' BETWEEN COMMITMENT AND ACTION

A broad network of women's organizations rebuked officials present at the Accra High Level Forum on Aid Effectiveness last September 2008 for "the failure of their development policies and practices, particularly those related to gender equality and women's empowerment", citing that majority of 1.4 billion persons living under the new poverty line of US\$ 1.25 are women and girls. They underscored the importance of analyzing the implications of the aid effectiveness agenda for the advancement of women's rights and women's empowerment, stating that future aid management needs to consider the mechanics of dealing with women's issues.

#### ***Progress in Advancing Gender Equality***

Indeed, decades of intervention and initiative—costing billions in resources—while making some headway in putting gender equality and women empowerment in the international humanitarian agenda, remains true to the maxim that 'the more things change, the more they remain the same'. Or at best, change proceeds at a snail's pace.

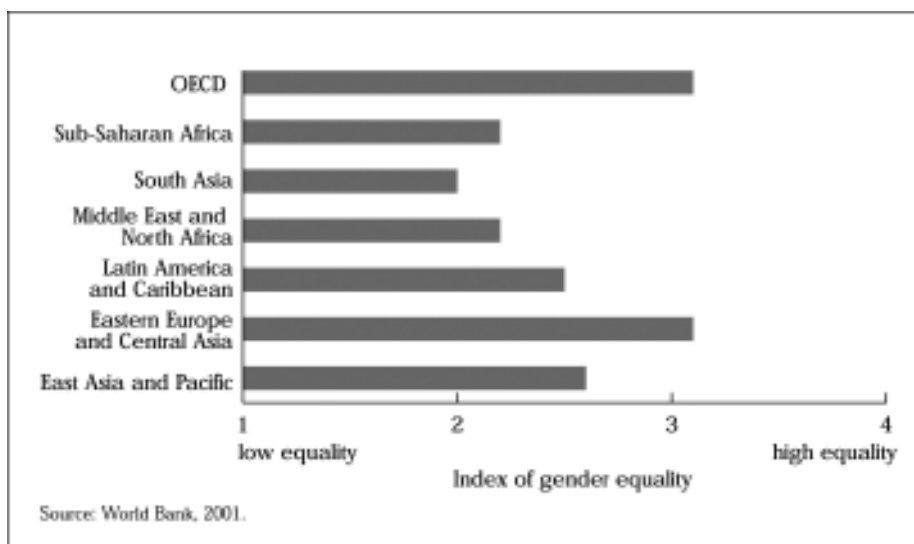
*Gender equality* is the process of changing the relations between men and women, between dominant and subordinate racial and ethnic groups, and among rich and poor within and between nations. To achieve it, society is required to empower women—because they are the subordinated—by transforming the structures and institutions so that women can be ensured of equal access to sources of livelihood, health, and education, as well as to social, economic and political participation without discrimination based on sex (Rustagi, 2004).

According to a 2003 World Bank study<sup>7</sup> on gender equality and the MDGs, "In no region of the developing world are women equal to men in legal, social, and economic rights. Gender gaps in access to and control of resources, in economic opportunities, and in power and political voice are widespread. To date, only four countries (Denmark, Finland, Norway and Sweden) have achieved a combination of approximate gender equality in secondary school enrollment, at least 30 percent of seats in parliaments or legislatures are held by women, and women represent approximately 50 percent of paid

<sup>7</sup> The World Bank Gender and Development Group, *Gender Equality and the Millennium Development Goals*, April 2003.

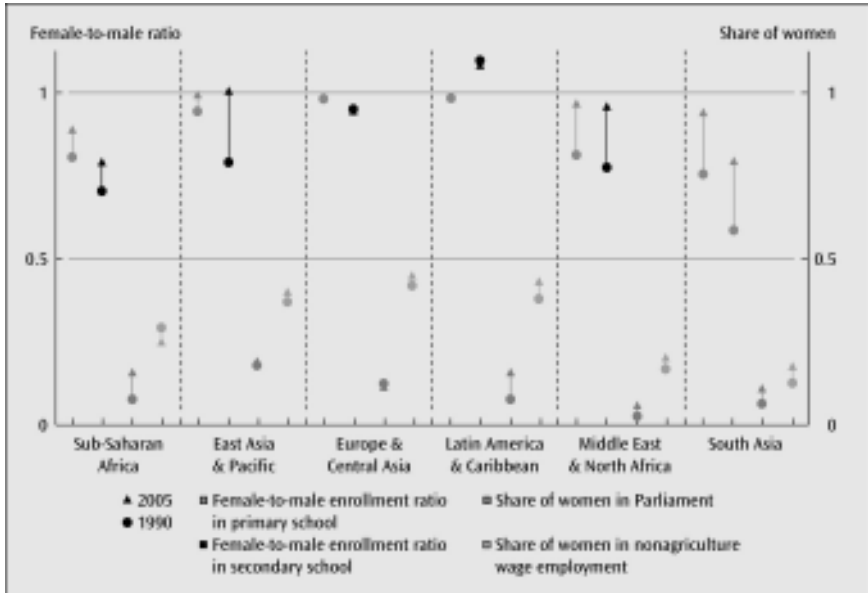
“significant improvement in gender parity in enrollments but only modest progress in female share in non-agricultural wage work and political participation from 1990-2005” in various regions across the globe.<sup>8</sup>

Figure 1: Index of Gender Equality, 2001



<sup>8</sup> The World Bank's 2007 Global Monitoring Report, which focuses on gender equality and fragile states, found that (a) girls' enrollments in all levels of schooling have risen significantly, although gender gaps remain in literacy rates; (b) modest increase in women's share of nonagricultural wage employment (1990-2005) was also noted; (c) between 1990 and 2005 all regions except ECA increased women's proportion of the seats in national parliament, but the level remains low. The latest GMR (2009), which contains 2006 data show slight differences: "Most of the progress in achieving gender parity in education has been made at the primary school level, but regions such as East Asia and the Pacific, Europe and Central Asia, and Latin America and the Caribbean have had fairly good progress at all education levels. Female participation in the labor force has increased, but labor force participation rates, occupational levels, and wages reveal continuing significant gender gaps."

Figure 2: Progress in official indicators of gender equality and women's empowerment by region, 1990-2005



Source: World Bank Indicators

It was noted that regional averages are calculated using the earliest value between 1990 and 1995 and the latest value between 2000 and 2005. The averages are weighted by the country population size in 2005.

The United Nations Development Fund for Women (UNIFEM) in its 2008/2009 Progress Report details that “to date, women are outnumbered 4 to 1 in legislatures around the world; the majority (over 60 per cent) of all unpaid family workers globally are women; women earn 17 per cent less than men; in sub-Saharan Africa, three women are infected with HIV for every two men; and in some parts of the world, 1 in 10 women dies from pregnancy-related causes even though the means for preventing maternal mortality are cost-effective and well-known.”

Overall, such performance in closing the gender gap can be considered tolerable, but given the broadness and depth of commitment pledged to advance women's issues and the acknowledged implications to development of closing such gaps, it is undeniable that a lot remains to be covered to make substantive improvements in women's lives. In frustration, UNIFEM adds that “discrimination on this scale after decades of national and



international commitments is symptomatic of an accountability crisis,” calling attention to the need to hold governments and institutions answerable for the lag and to make immediate amends.

### **Links of gender equality, development and aid effectiveness**

Among the five focus areas where the need to strengthen accountability to women has been identified as urgent concerns the distribution of international assistance for development and security (the other areas include politics and governance, access to public services, economic opportunities and justice). The “underperformance of aid” (not only in closing the gender gap) has been noted and explained by donors as a result of too little coordination among them and too many development projects with different procedures. Developing countries on the other hand find it hard to handle donors’ demands. Furthermore, they have little ownership on funded projects, low capacity to carry out project demands and little accountability. These circumstances result in poor development performance (Carey, 2005). This notion of effective development aid stems from the emergent paradigm of the 1990s to early 2000 that development work to be effective should a) aim to broaden an individual’s choices and opportunities, fulfill basic human needs and respect fundamental civil and political liberties; b) promote participation, involving every social group when designing national and regional strategies for development; and c) combine a vibrant market and an effective state, avoiding concentration on either of the two alone (UNDP, 2001).

As gender equality is central to achieving development goals, it is therefore important to ensure that development aid target and monitor progress towards gender equality goals. Bilateral donor and multilateral organizations play a critical role in enhancing the accountability of borrowing countries to implement national commitments and track investments in gender equality. In the long run, gender equality outcomes will be important signs of the effectiveness of aid delivery and partnership. The succession of world conferences on gender issues as well as various international agreements served to establish this relevance of gender equality to development and aid effectiveness:

- *The 1995 World Summit for Social Development in Copenhagen.* Some 117 heads of state or government set themselves the goal of eradicating poverty and recognized gender equality as an essential condition to achieve this aim. A recent UN assessment of the implementation of the Copenhagen Platform of Action states that the Copenhagen Declaration explicitly emphasized that “*equality and equity between women and men is a priority for the international community and as such must be at the centre of economic and social development*”. The report clearly states that the “*vision of the development process implies that it is not acceptable to exclude women from equal opportunities, conditions and treatment before the law.*”<sup>9</sup>
- *The Fourth World Conference on Women adopted the Beijing Platform for Action (BPfA),* a comprehensive agenda for promoting gender equality and women’s empowerment and governments committed themselves to ensuring that a comprehensive gender perspective would be reflected in all of their internal and external policies and programmes. It should be noted that the BPfA includes the strategic objective to: “*Review, adopt and maintain macroeconomic policies and development strategies that address the needs and efforts of women in poverty.*” Furthermore, it clearly states that, “*Adequate financial resources should be committed at the international level for the implementation of the PFA in the developing countries, particularly in Africa and the least developed countries. Strengthening national capacities in developing countries to implement the PFA will require striving for the fulfillment of the agreed target of 0.7 per cent of the gross national product of developed countries for overall official development assistance as soon as possible, as well as increasing the share of funding for activities designed to implement the PFA.*”

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<sup>9</sup> Review of the Further Implementation of the World Summit for Social Development and the outcome of the twenty-fourth Special Session of the General Assembly, *Economic and Social Council, E/CN.5/2005/6, 1 December 2004, p. 44,* as cited by Reisen, 2005.



- *The Convention on the Elimination of All Forms of Discrimination against Women* likewise drew specific commitments for the promotion of gender equality in the external actions undertaken by states. Among other provisions, Article 8 specifies that “*States Parties shall take all appropriate measures to ensure to women, on equal terms with men and without any discrimination, the opportunity to represent their Governments at the international level and to participate in the work of international organizations.*” Article 7 also ensures women the right to participate in the formulation and implementation of government policy and to hold public office and perform public functions at all levels of government.
- *The 2000 Millennium Declaration* reaffirmed commitments to poverty eradication and to the promotion of gender equality through governments’ external assistance. In this document, 189 governments acknowledged that sustainable development could only be achieved through a strong partnership between all development actors. The Millennium Development Goals (MDGs) have been developed in parallel with the Millennium Declaration and include specific targets and indicators to be achieved by 2015. These goals cover a range of issues, including the achievement of gender equality and the empowerment of women (MDG 3) and a global partnership for development (MDG 8), which implies that there is shared responsibility and mutual accountability for development between development actors. Goal 8 recognizes that wealthy nations also have a responsibility to participate and act as partners in the development of poorer nations. It also acknowledges that there is an urgent need for real empowerment and increasing ownership of development policies by the recipients of development aid.
- *The 2002 UN Monterrey Conference on Financing for Development* reiterated the necessity of a global compact for poverty eradication identifying specific responsibilities of industrialized and high income countries. The agreements here aim to confront the challenges of financing for development required to achieve the MDGs and includes the recommendation for them to commit to the realization of the target of providing 0.7% of GNP for ODA by 2015.

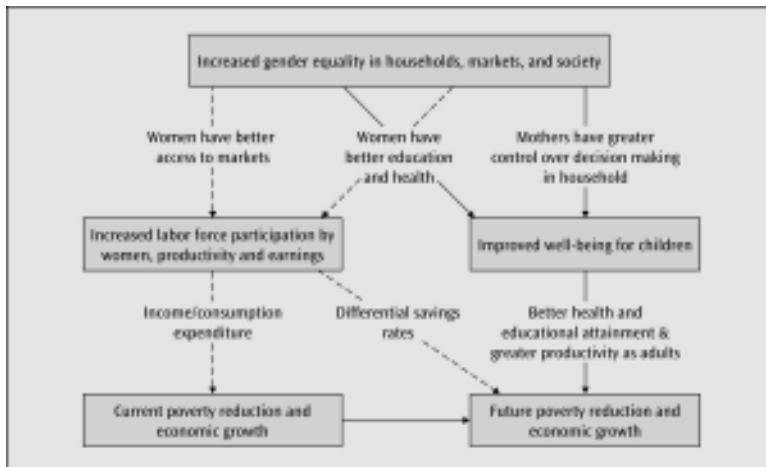


The World Bank in its 2007 Global Monitoring Report presents a framework on gender equality and economic performance to accentuate the relevance of improving gender equality as a development objective on its own merits and as an important channel to attain other Millennium Development Goals. "The 2006 *World Development Report* on equity and development refers to gender inequality as the 'archetypal inequality trap,' pointing to the sharp differences between men and women in access to assets and opportunities in many countries, and the negative consequences for the well-being of women, families, and society." Women are disadvantaged in three domains: in *rights* (equality under the law), *resources* (equality of opportunity), and *voice* (political equality) and this inequality is reflected in the poorer performance by women and girls across many of the MDGs."

"Improving gender equality and empowering women" (MDG3) thus stands on its own merits as a development objective. In addition to this intrinsic importance, gender equality and women's empowerment are also important channels to attain other MDGs. Gender equality and women's empowerment promote universal primary education (MDG2), reduce under-five mortality (MDG4), improve maternal health (MDG5), and reduce the likelihood of contracting HIV/AIDS (MDG6). Improving gender equality also influences poverty reduction and growth directly through women's greater labor force participation, productivity, and earnings as well as indirectly through the beneficial effects of women's empowerment on child well-being.

Figure 3 identifies the main pathways leading from gender equality to both current and future growth and poverty reduction. One path is through increasing the productive opportunities and higher incomes that women have, raising consumption and savings that help to raise investment rates. Another is through improving women's control over decision making in the household. Several studies have shown that the greater the mothers' control over resources, the more resources households allocate to children's health, nutrition, and education. Better maternal education also benefits children through improved hygiene practices, better nutrition, lower fertility rates, and hence higher per child expenditures. Taken together, these contribute to future growth and poverty reduction.

Figure 3: The World Bank's "Pathways from increased gender equality to poverty reduction and growth"



Source: World Bank Staff

- The Paris Declaration on Aid Effectiveness* adopted principles and actions to meet the challenge of reforming the delivery and management of aid. It was endorsed in September 2005 during the World Summit at the United Nations, attended by 90 countries and 27 aid agencies. The Paris Declaration established aid effectiveness targets and progress indicators. It makes clear that development aid must be driven by the concept of partnership between donors and recipient countries, and ownership of the development process by recipients. This conceptual shift is mirrored in the preferred mechanisms through which aid is increasingly allocated, namely, Budget Support and Sector Wide Approaches as opposed to support for individual projects.

Despite criticisms that the Paris Declaration is gender blind, the DAC Network on Gender Equality maintains that the Declaration explicitly recognizes the links between aid effectiveness, development effectiveness and gender equality, citing paragraph 42 under the 'Promoting a harmonized approach to environmental assessments' subheading of the Harmonization principle, which states: "*Similar harmonization efforts are also needed on other cross-cutting issues, such as gender equality and other thematic issues including those financed by dedicated funds.*"



### Box 1: Central approaches to planning and aid delivery in the new aid architecture\*

**Budget Support** covers financial assistance as a contribution to the overall budget. Within this category, funds may be nominally accounted for against certain sectors, but there is no formal limitation on where funds may actually be spent.

**Sector Wide Approach (SWAP)** involve donor support to the development of an entire sector in a given country, such as health, education or agriculture.

**Poverty Reduction Strategy Papers (PRSPs)** were introduced by the World Bank and the International Monetary Fund as a prerequisite for borrowing by its poorest and most indebted country clients. They are intended to outline the country's main problems relating to poverty and its strategy to overcome them. PRSPs are meant to be drafted by the recipient government in consultation with the World Bank and the International Monetary Fund.

**Basket Funding** is a joint funding modality by several donors towards a program, sector or budget support. It may entail agreement of donors on harmonized procedures.

*\*The new aid architecture is characterized by moves towards new aid modalities such as budget support, sectoral budget support and SWAPs. It is guided by the principles of ownership, partnership, harmonization and internal accountability. The new aid architecture's operationalization focuses on country-level programming through instruments such as country strategy papers, poverty reduction strategy papers and national development plans.*

Source: UNIFEM Discussion Paper - March 2006

In issue briefs produced to explain how to use the implementation of the Paris Declaration in country programs as a means of advancing gender equality and women's empowerment, the DAC Network on Gender Equality affirms its belief that "gender equality and women's empowerment are fundamental cornerstones for achieving development results, which are the ultimate goals of the Paris Declaration—namely to increase the impact of aid on reducing poverty and inequality, increase growth, build capacity and accelerate achievement of the Millennium Development Goals (MDGs). Moreover, gender inequalities are costly and undermine development effectiveness."<sup>10</sup>

<sup>10</sup> DAC Network on Gender Equality, *Gender Equality, Women's Empowerment And The Paris Declaration on Aid Effectiveness: Issues Brief 1 Making the Linkages*, July 2008

It is further explained that “the Paris agenda is about giving greater weight to what partner countries want. It requires moving away from individual donors selecting and implementing their own projects towards the riskier - but higher payoff - approach of improving how things are done in partner countries. Informing this agenda are five overarching principles, each of which is based on good development practice. The principles interact with each other rather than being played out singly. *Ownership* and *mutual accountability* are the bedrock and are closely related, as both government and citizens have a stake in their country’s development policies and performance. *Alignment* and *harmonization* are based on these and are also linked to each other, while the intended outcome for all development and aid interventions is the achievement of enduring *development results* on the ground.”

**Figure 4. Guiding Principles for Aid Effectiveness**



Source: OECD – DAC Guiding Principles for aid effectiveness, Gender Equality and Women’s Empowerment



The DAC Network on Gender Equality outlines the following considerations on ownership, gender equality and women's empowerment for the implementation of aid effectiveness principles:

| PRINCIPLE  | CONSIDERATIONS FOR IMPLEMENTATION   |
|--|---|
| <p><b>Ownership</b><br/>Partner countries take the lead in setting the development agenda.</p> <ul style="list-style-type: none"> <li>- Development strategies encompass a poverty reduction strategy PRS and other medium-term national plans and sectoral programs as well as globally agreed commitments, such as the MDGs.</li> </ul>  | <ul style="list-style-type: none"> <li>• Aid reforms aimed at strengthening national development strategies with a view to achieving gender equality</li> <li>• Civil society and private sector representatives (including women's organizations, business groups, parliamentarians, the media, academics and professional associations) are involved in the design of national development strategies</li> <li>• National development strategies are based on global agreements and conventions (including MDGs, BPTA, CEDAW)</li> <li>• Partnership commitments of the Paris Declaration – and their implications are known and understood by stakeholders; their capacities to address aid and development effectiveness as well as gender equality and women's empowerment are addressed</li> <li>• Donors collectively and consistently pay adequate attention to and support gender equality and women's empowerment in partner countries; provide resources and other incentives to assist with integrating these issues into strategies and programs</li> </ul>  |
| <p><b>Alignment</b><br/>Donors base their support on partner countries' national development strategies, institutions and procedures</p> <ul style="list-style-type: none"> <li>- Donors align with partner country policies and development agendas, using local administrative and financial systems.</li> <li>- Commitment to strengthen and support the capacities and systems of developing countries, rather than creating or working with parallel structures.</li> <li>- Both partners make use of global agreements/conventions on gender equality and national gender equality policies as the basis for policy dialogues.</li> <li>- Public financial management (PFM) systems can be made more effective by using gender responsive budgeting practices</li> </ul> | <ul style="list-style-type: none"> <li>• Policy base of alignment; activities are built on country analysis and include explicit gender equality strategies which, in turn, are based on international commitments and established national gender policies</li> <li>• Policy dialogue on gender equality and women's empowerment is extensive in relevant forums</li> <li>• The capacity of finance and sectoral ministries are strengthened by the use of gender analysis and the techniques of gender responsive budgeting is applied to public financial management</li> <li>• Gender equality is being addressed within broader development reforms of the public sector thru changes being made to staffing, institutions and procedures</li> <li>• There is coordinated action to systematically mainstream gender equality into sector-wide approaches (SWAps) in sectors where gender equality is "traditionally" addressed, such as health and education; "lessons learned" are being transferred to sectors where gender equality has often been ignored, such as infrastructure, and to "newer" institutional areas like justice, law and order.</li> <li>• Existing gender expertise in partner countries (or regions) used;</li> <li>• The country's own capacity to implement gender equality commitments are being supported</li> </ul> |

|   |   |
|---|---|
| <p><b>Harmonization</b><br/>Donors' actions are better coordinated, more transparent and collectively effective</p> <ul style="list-style-type: none"> <li>- Includes rationalizing donor activities, increasing predictability, regulating conditionality &amp; scaling up aid toward levels required to achieve development goals.</li> </ul> | <ul style="list-style-type: none"> <li>• The transition from project-based approaches to more harmonized programmatic approaches affect the political and policy space for addressing gender equality and women's empowerment in a positive manner</li> <li>• Donors deal with gender equality and women's empowerment and are supportive on how this will be done – Donor/s with the greatest comparative advantage and capacity are responsible for gender equality. Capacity for gender analysis is taken into account when determining comparative advantage and planning on how work is staffed (both donors and partners)</li> <li>• Common donor procedures and approaches to support national women's ministries and organizations are developed</li> <li>• Donors are supporting or participating in joint analytical work on gender equality and women's empowerment</li> </ul>   |
| <p><b>Managing for Development Results:</b><br/>Managing resources &amp; improving decision making/ implementing aid with a focus on results.</p>   | <ul style="list-style-type: none"> <li>• There national and sectoral commitments to reduce gender inequalities</li> <li>• Poor women and men are benefiting from increased aid flows and this is being monitored.</li> <li>• Performance assessment frameworks (PAFs) are transparent and include measurable results indicators for gender equality and women's empowerment</li> <li>• Frameworks include specific overarching objectives related to national and international commitments to gender equality and women's empowerment, gender equality objectives are not limited to certain sectoral outcomes.</li> <li>• There is adequate support for the collection and analysis of sex-disaggregated data and use of gender-specific indicators in country statistical, monitoring and evaluation systems.</li> <li>• Donors assist with strengthening the country's capacity to increase demand for gender-responsive results.</li> <li>• Information about gender equality and women's empowerment outcomes are shared and disseminated in appropriate formats to help influence policies and budgets.</li> <li>• Changes in the level of gender equality – positive and negative – are monitored and used to support political and policy dialogue.</li> </ul> |
| <p><b>Mutual Accountability</b><br/>Donors and partners are accountable for development results through systems, procedures and capacities in donor and recipient countries that measure aid performance</p>  | <ul style="list-style-type: none"> <li>• Accurate and reliable sex-disaggregated data are available and gender-specific indicators are used in results frameworks.</li> <li>• Civil society organizations are supported to fulfil their "challenge" role.</li> <li>• Women's organizations are supported in areas where their capacity tends to be weak, such as fiscal, trade and financial policy.</li> <li>• Decentralized levels of government are accountable – and consultative processes at this level are inclusive.</li> <li>• Parliamentarians and other nationally accountable actors are informed about the cost of persistent gender inequalities and discrimination against women. They know the impact that empowering women can have on achieving long-term development results.</li> </ul>   |



- Gender analysis and gender auditing systems are used
- Donors' own internal accountability mechanisms related to gender equality and women's empowerment commitments are robust:
  - a) There are incentives for staff to address these issues;
  - b) Aid is invested in gender equality and women's empowerment at country level;
  - c) Multilateral donors are encouraged to address gender equality and women's empowerment.

Source: OECD

***Aid to promote gender equality.*** UNIFEM states that the new aid architecture can be seen as supportive of gender equality if (a) there is adequate financing for programs that respond to women's needs; (b) there are accountability systems for governments and donors to track and enhance their contributions to gender equality; and (c) there are gender-sensitive progress assessments, performance monitoring and indicators for aid effectiveness.

How to know if financing is adequate? A 2005 Social Watch study notes that "tracking financial resources allocated to the promotion of gender equality in development cooperation is difficult." In recent years, the OECD DAC developed the Creditor Reporting System (CRS) as a mechanism to collect data on development aid, which can be comparable between donors and allows for an analysis over time. Through the DAC Questionnaire and guided by the DAC Statistical Reporting Directives donors are encouraged to report on the source, destination and purpose of their Official Development Assistance (ODA). One of the most important features of the DAC reporting system is the sectoral breakdown of ODA. Donors are required to report on each aid activity (project or program) according to its purpose in relation to a defined set of sectors. The OECD Development Co-operation Directorate Gender Equality Marker was adopted but Social Watch contends that other mechanisms are still needed to track how gender equality strategies are implemented throughout the entire policy process.<sup>11</sup>

<sup>11</sup> Social Watch conducted a study published in 2005 to assess to what extent the commitments and obligations to gender equality have been concretely implemented using samples of nine bilateral donors - Canada, the European Community, France, Germany, Japan, the Netherlands, Sweden, the United Kingdom and the United States. The analysis is based on a methodology that divides the development policy process into four phases: 1) the overall legal and policy framework; 2) budgetary allocations; 3) programming and implementation and 4) evaluation and measurement of impact. The analysis shows that 'policy evaporation' occurs, which makes it increasingly difficult to track resources for gender equality. It also demonstrates how inadequately gender is included in country programming and that there is an almost total absence of mechanisms for monitoring results or for evaluating if there has been any impact.

Table 1 shows aid focused on gender equality and women's empowerment extended by selected OECD-DAC member countries (based on commitment data and covers only a part of total reported bilateral ODA that is allocable by sector in 2005-2006).

Although donor commitments for upscaling development aid has fallen short, financing allocated to gender equality appears to be increasing. The 2007 GMR reports that: "the expansion in global aid has stalled, and two years after the Gleneagles summit the trends in real aid flows suggest that DAC donors' promises of higher aid to Sub-Saharan Africa appear increasingly unlikely to materialize. Seven years after the Millennium Summit at which the MDGs were adopted, there is yet to be a single country case where aid is being scaled up to support achieving the MDG agenda. Although aid was on an upward trend through 2005 as DAC members, non-DAC donors, and nontraditional donors expanded assistance to developing countries, in 2006 the level of real aid from DAC members fell. After reaching a record level in 2005, total DAC members' aid fell by about 5 percent to just below \$104 billion in 2006. These trends suggest that real aid delivery is falling well short of donor commitments. Doubling of aid to Africa by 2010 looks increasingly unlikely."<sup>12</sup>

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<sup>12</sup> ODA in 2005 was boosted by the exceptional debt-relief initiatives for heavily indebted poor countries (HIPC). Donors will need to increase programmable aid (which excludes debt relief) in order to meet the 2010 aid target to increase total aid by \$50 billion overall and aid to Sub-Saharan Africa by \$25 billion a year (in 2004 dollars).



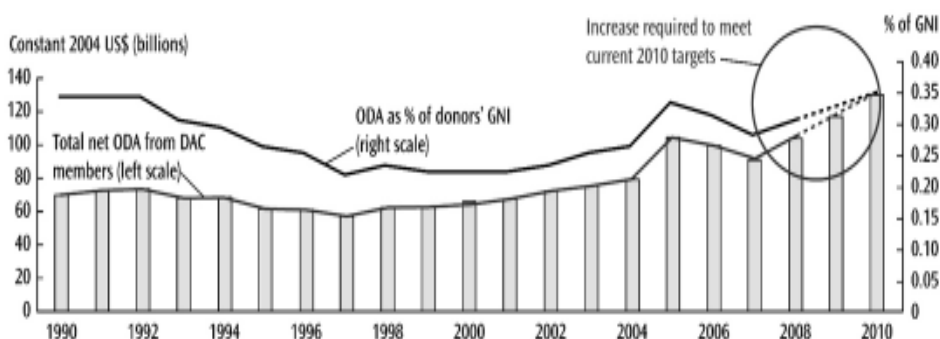
Table 1: Aid focused on Gender equality and women's empowerment by selected OECD-DAC member countries\*, 2005-2006

| Country             | 2005                                     |                             | 2006                                     |                             |
|---------------------|--|-----------------------------|--|-----------------------------|
|                     | Total sector-allocable aid (USD million) | Gender-equality focused aid | Total sector-allocable aid (USD million) | Gender-equality focused aid |
| Australia           | 1050                                     | 41%                         | 1317                                     | 45%                         |
| Austria             | 245                                      | 33%                         | 197                                      | 33%                         |
| Belgium             | 806                                      | 54%                         | 844                                      | 48%                         |
| Canada              | 1366                                     | 50%                         | 1323                                     | 57%                         |
| Denmark             | 1291                                     | 26%                         | 742                                      | 39%                         |
| European Commission | 7839                                     | 12%                         | 9185                                     | 40%                         |
| Finland             | 478                                      | 49%                         | 394                                      | 44%                         |
| Germany             | 4614                                     | 37%                         | 4777                                     | 59%                         |
| Greece              | 139                                      | 39%                         | 139                                      | 36%                         |
| Japan               | 9378                                     | 14%                         | 8106                                     | 6%                          |
| Netherlands         | 2306                                     | 21%                         | 5011                                     | 29%                         |
| New Zealand         | 175                                      | 76%                         | 204                                      | 66%                         |
| Norway              | 1393                                     | 22%                         | 1702                                     | 26%                         |
| Portugal            | 227                                      | 1%                          | 160                                      | 1%                          |
| Sweden              | 1716                                     | 82%                         | 1920                                     | 86%                         |
| United Kingdom      | 3595                                     | 35%                         | 4832                                     | 45%                         |

\*Countries which do not report on the gender equality policy marker, or for which the marker coverage over 2005-2006 is too low [France, Ireland, Italy, Luxembourg, Spain, Switzerland, United States] are not shown.

However, this dismal trend appears to be picking up. The 2009 GMR narrates that preliminary estimates show that the share of ODA in GNI rose from 0.28 in 2007 to 0.30 in 2008, although this still falls below the 0.33 level reached in 2005.

**Figure 5: Evolution of global aid**



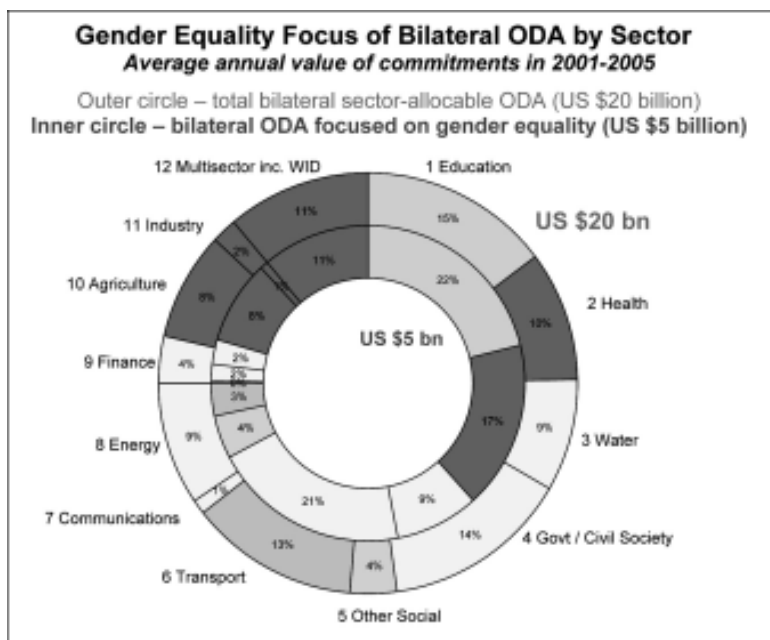
[http://dx.doi.org/10.1596/978-0-8213-7859-5\\_f32](http://dx.doi.org/10.1596/978-0-8213-7859-5_f32)

Source: OECD DAC database.

The bulk of ODA is delivered through bilateral agreements between individual donor countries and a recipient country. About 30 per cent of aid is delivered through international organizations such as the United Nations, the World Bank and global funds like the Global Fund on HIV/AIDS, Tuberculosis and Malaria. Government budgets are the largest single source of financing for gender equality and women's empowerment in most countries. It is through national and sub-national budgets that government promises are translated into policies and programmes. ODA covers on average 5 to 10 per cent of a recipient country's budget.

The 2007 GMR found that since the 1995 Beijing Women's Conference, more resources are going to meet gender equality targets, particularly in the social sectors. A quarter of bilateral aid by sector—around \$5 billion/year—is now focused on gender equality. “At the 1995 Beijing Women's Conference, donors made commitments to focus actions and resources on promoting gender equality in the developing world through mainstreaming of gender issues and women's empowerment. Gender inequalities in the areas of education and health were of particular concern. Efforts to redress this situation are apparent in the pattern of aid allocations for 2001–05: nearly three-fourths of aid with a gender equality focus is directed to the social sectors (figure 6). A quarter of all bilateral ODA allocated by sector—\$5 billion out of \$20 billion in average annual commitments—is focused on gender equality. Because aid for activities with no explicit gender equality focus, such as infrastructure, can also have a beneficial impact on girls and women, it is hard to say what the appropriate amount of financing for gender equality should be. What can be said is that the share allocated to gender equality is increasing.” — Global Monitoring Report, World Bank

**Figure 6: Gender equality focus of bilateral ODA by sector (2001–05), OECD**



Source: OECD



In 2008, the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) published for the first time indicative forward spending plans for gross country programmable aid (CPA)<sup>13</sup>, covering 22 donor countries in the DAC, the “soft” funds of the World Bank, African, Asian and Inter-American Development Banks, the United Nations Children’s Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the Global Fund on HIV/AIDS, and the Global Environment Facility. These donors accounted for US\$60 billion of CPA in 2005, with predictions that the amount will rise to US\$72 billion in 2010. CPA from countries outside the DAC (for instance, Middle Eastern funds, China, India, Russia, Brazil, Mexico, Singapore and Thailand) that support international development is estimated at between US\$6 billion and US\$8 billion in 2005. It is also expected to rise sharply in the coming years. In addition to official donors, private grants are becoming more significant, including major private foundations (whose ODA-type spending in 2006 was roughly US\$5 billion) and other NGOs (whose spending from their own resources in 2006 was some US\$10 billion).

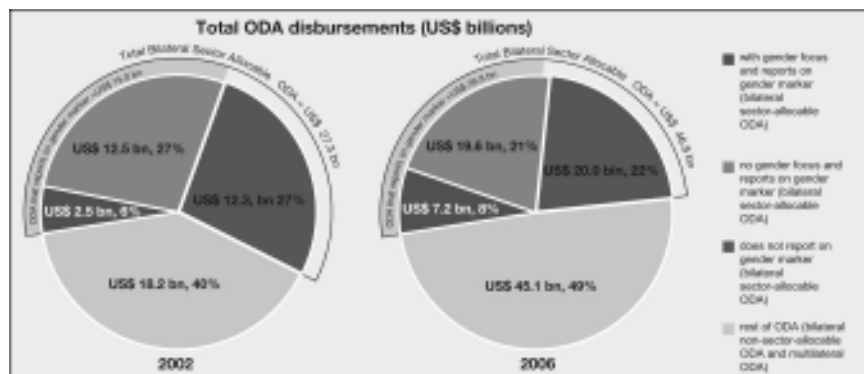
Because commitment is not being met, there is a growing emphasis on the need for costing tools—targets and indicators to signal development priorities—are beginning to emerge at country, regional and global levels. A study commissioned by the World Bank, for instance, identified the minimum resource envelope needed to meet the goals of gender equality and women’s empowerment. The study proposes that interventions directly aimed at promoting gender equality would cost on average US\$7 to US\$13 per capita from 2006 to 2015. Presenting a number of scenarios and projections for costing, the study notes that the gender equality financing gap was between US\$12 billion and US\$30 billion in 2006 and is expected to rise to between US\$24 billion and US\$83 billion by 2015.<sup>14</sup> These global estimates are now being validated through tools for national level analyses. In addition, an increasing numbers of countries, including recipient countries, are strengthening their ability to use gender responsive budgeting (GRB) to track allocations and expenditures for gender equality priorities (UNIFEM).

<sup>13</sup> Grown, C., Bahadur, C., Handbury, J., & Elson, D. 2006. “The financial requirements of achieving gender equality and women’s empowerment.” pp. 2-3. Paper prepared for the World Bank, as cited by UNIFEM.

<sup>14</sup> CPA is defined by the DAC as total gross ODA minus humanitarian aid, debt relief, administrative costs of donors, imputed student costs, promotion of development awareness, costs of refugees in donor countries, food aid, aid from local governments in donor countries and core grants to NGOs. In recent years, with high levels of debt relief, CPA has accounted for roughly half of ODA provided by DAC members.

Costing estimates and GRB provide measures against which to assess fulfillment of commitments at the national level. There are also emerging examples of efforts to account for allocations and expenditures on gender equality by bilateral donors that are members of the OECD. Many of these donors code their ODA programmes according to the Gender Equality Marker (GEM) system (see Figures 5, 6 and 7). Analyses of the GEM suggests that of the US\$26.8 billion in ODA disbursements that donors using the reporting system accounted for in 2006, US\$7.2 billion (roughly 27 per cent) is allocated to programs that have gender equality as either a principle or significant objective.

Figure 7: Increasing Gender Equality Focus in Bilateral ODA, 2002-2006

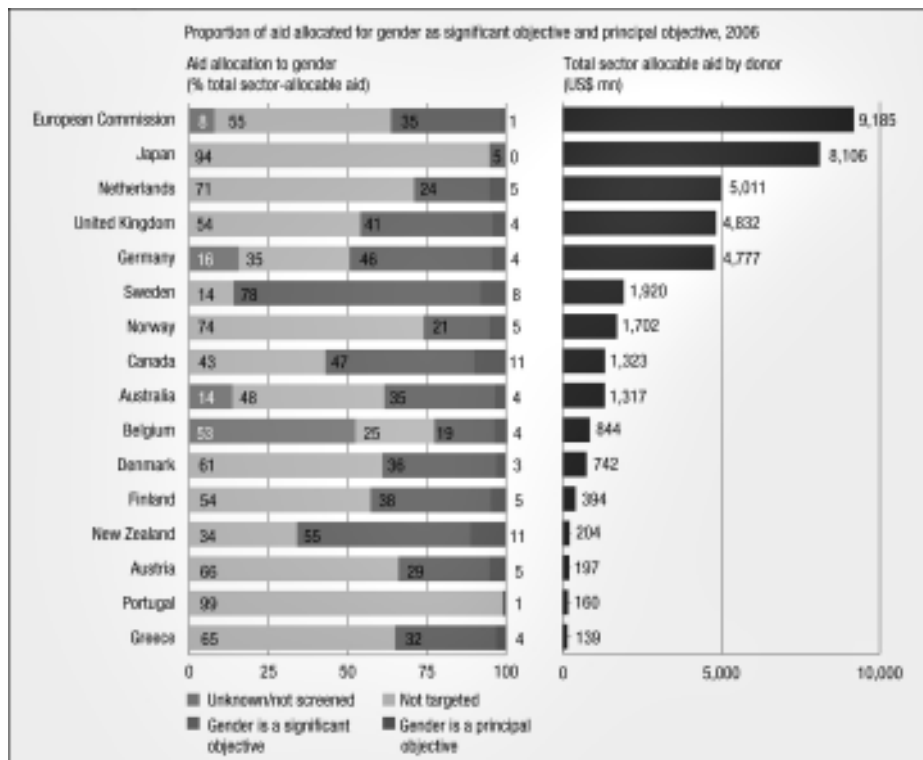


Note: Bilateral Sector Allocable Overseas Development Aid (ODA) refers to aid from bilateral sources allocated to identifiable sectors (like education and health). Non-sector allocable aid includes budgetary support and other forms of assistance that do not target specific sectors. Total ODA includes bilateral and multilateral DAC members and is identified as sector-allocable or non sector-allocable aid. Only some DAC members have committed to reporting on the gender marker, and this marker applies only to sector-allocable ODA from bilateral DAC members. This graph reflects the distribution of total ODA distributed in four groups: (1) bilateral sector-allocable ODA from DAC members that report on the gender marker and have a gender focus; (2) bilateral sector-allocable ODA from DAC members that report on the gender marker, but do not have a gender focus; (3) the rest of bilateral sector allocable ODA (from DAC members that do not report on the gender marker); and (4) the rest of ODA, including non-sector allocable bilateral aid and multilateral aid that reports to the OECD.

Source: OECD Credit Reporting System (CRS) database

Figure 8: Gender Equality Focus in Bilateral ODA, 2006

Among the DAC members that report on the gender equality marker, only a fraction of ODA is allocated to gender equality as a principal objective. When gender equality as a principal and secondary objective is combined, three donor countries surpass 50% of ODA commitments to gender equality.



Notes: 'Principal' means gender equality was an explicit objective of the activity and fundamental in its design. 'Significant' means gender equality was an important, but secondary, objective of the activity. 'Not targeted' means that the activity was screened for promoting gender equality, but targeting was not found. 'Not screened' means the activity has not been screened for the policy marker, representing an unknown situation. OECD countries that do not report on the gender equality marker; whose reporting on the gender marker is unclear; or for which the marker coverage over 2006 is too low, are not included [e.g. France, Ireland, Italy, Luxembourg, Spain, Switzerland, United States]. For some members such as Australia, Belgium and Germany and the EC, some amount of ODA has not been screened, which makes it difficult to determine the exact proportion of funds allocated for gender.

The GEM represents an important step forward in efforts by the international community to account for financing gender equality. But gaps remain. Although donors have clear guidelines for designating projects as having gender equality as a 'significant' or a 'principal' objective, they do not yet indicate the specific financial portion that targets gender within a given project tagged as having a 'significant' gender focus. Also, 'principal' and 'significant' gender-marked funds shows that less is allocated in the economic infrastructure sector than in areas like health, education and social infrastructure. The results and lessons learned from the GEM hold the potential to inform the efforts of those bilateral agencies and multilateral agencies that have yet to institute a system for tracking expenditures on gender equality. An agreement by the entire bilateral and multilateral community to use a consistent system to track allocations and expenditures would go a long way toward enhancing their accountability for gender equality and would be consistent with principles of the Paris Declaration on Aid Effectiveness discussed later in this chapter.

Defining the accountability of international organizations - which delivers 30% of aid - varies according to a number of factors. These include their governance structures, mandates, leadership, as well as the leverage and internal positioning of gender-equality advocates within the organization, and the access points and influence of external gender equality advocates. Indeed, the authority, positioning and resources of gender equality staff and units in these institutions can be treated as indicators of accountability. With regard to financing for gender equality as an indicator of accountability to women, glaring gaps remain. For instance:

- Virtually every multilateral organization has a policy and/or strategy committing them to support gender equality in their programmes and policies. Yet, *virtually no multilateral organization* has set up a tracking system to regularly account for their revenues, allocations and expenditures on this. Nor have the governing boards to which they are accountable required this. Incipient models for tracking what percentage of budgets is allocated and spent on support to countries to advance gender equality and women's empowerment are currently being tested by the International Labor Organization (ILO), UNDP, UNFPA, the Office of the United Nations High Commissioner for Refugees (UNHCR), and the World Health Organization (WHO). However, there is no system-wide United Nations agreement or standard that would make tracking resources a routine activity.

- There is evidence that the amount of aid reaching women's rights groups through mainstream international organizations is declining. A 2007 study by the Association for Women's Rights in Development (AWID) raised serious concerns about the flow of resources to support women's organizing. AWID's survey of 729 women's organizations – which, in 2005, had a collective income of US\$77 million – showed that the largest source of income for these organizations came from private foundations (increasingly, from independent women's funds, as well as from foundations like the Ford or MacArthur Foundations) and international NGOs (such as Oxfam International or the Humanist Institute for Cooperation with Developing Countries (HIVOS)). Among multilateral organizations, only the European Commission, UNIFEM and UNFPA were identified among the top 20 donors to women's organizations in 2005.

As for multilateral development banks, according to the 2007 GMR, some MDBs have introduced systems to monitor progress with mainstreaming gender equality policies; suggesting modest but steady progress. The African Development Bank, Inter-American Development Bank, and World Bank have recently adopted Gender Action Plans to make their gender mainstreaming policies more strategic and effective.

***More gender-responsive aid?*** The aid effectiveness agenda represents an important shift in the development architecture, signaling the intention to channel an increasing amount of funds through a country's treasury, rather than through specific programs negotiated by individual donors with specific ministries. Donors also pool their funds in support of specific sectors through Sector-Wide Approaches (SWAs) or 'basket funds.' The mutual accountability of donors and recipient countries is a subject of intense debate and lies at the heart of the aid effectiveness agenda. Who is accountable to whom for meeting international commitments to gender equality? Will the principle of national ownership take into account the nationally owned policies, strategies and laws that countries have instituted to advance women's empowerment and rights? And what role will multilateral organizations play in this process? These questions are far from receiving clear answers.

A study commissioned by the OECD-DAC Network on Gender Equality in 2006, for example, found that: "While the MDGs and the Paris Declaration have facilitated the promotion of gender equality, [it is] difficult to monitor gender equality results in sector-wide approaches and to hold program implementers accountable... Program-based approaches have tended to make



ministries of finance particularly powerful actors in determining development actions, and these ministries often are unaware of...gender equality as a development issue, as are many staff on the donor side.”

International women's rights networks have raised concerns about the lack of gender equality indicators in the Paris Declaration. This limits the demand for data on the impact of aid on gender equality, women's rights, or social justice. In addition, the fact that assessments about national readiness for budget support are based on World Bank evaluation mechanisms may likewise reduce attention to gender equality issues. The influence of donors and International Financial Institutions (IFIs) on support for national development priorities, and the reliance on aid modalities such as budget support and joint assistance strategies, could limit the space for participation of all stakeholders in influencing development plans and funding priorities.

Evidence from recent studies undertaken by the EC/UN Partnership on Gender Equality for Development and Peace identified two major challenges to making aid effectiveness work for women: obtaining data on gender equality spending, and ensuring that women's rights advocates — including government ministries or units dedicated to gender equality, as well as women's NGOs and networks — have the capacity and voice to secure commitments to gender equality in national priority-setting. A strategy for addressing this gap is calling for more systematic and rigorous analysis of funding provided for programs to advance women's empowerment. Thus, making available sex-disaggregated data on revenues, allocations and expenditures for gender equality is a key area of support that multilateral organizations could offer.

In Ghana, a recent case study of development assistance found that while specific projects aimed at gender equality were reflected within the Social Protection, Gender and Vulnerability Sector, it was impossible to determine the total amount of aid spent on gender equality and women's empowerment. During 2004-2006, the Social Protection, Gender and Vulnerability sector received 0.1 per cent of total donor assistance of over US\$3 billion. If one were looking for individual projects focusing on gender equality, the percentage would be even smaller. Of the US\$3.21 million allocated to the Social Protection, Gender and Vulnerability Sector, only US \$390,000 was set aside for stand-alone projects on gender equality. Learning from successful examples is important for creating stronger accountability for gender equality in the aid effectiveness agenda. In Kyrgyzstan, women's-rights campaigners succeeded in integrating the National Action Plan for Achievement of Gender



Equality (2007-2010) in the key development results of the Country Development Strategy (2007-2010), with corresponding costing estimates and indicators for measuring progress. In Cambodia, where gender equality was made central to achieving the MDGs at the national level, the National Strategic Development Plan includes specific gender targets and indicators. In Kenya, Cameroon, Suriname, and Indonesia, donors have joined together to create multi-donor or “basket” funds to support different aspects of gender equality. There have also been proposals to experiment with Sector Wide Approaches for Gender Equality or to End Violence against Women, in recognition of the fact that dedicated financial support flows to sectors, not to ‘cross-cutting issues’ like gender equality.

There is growing demand from gender equality advocates – including those from national, bilateral and multilateral institutions – for greater investments in gender equality at the national level, but they are sorely in need of concentrated support from powerful advocates in donor countries who focus on accountability in development assistance policy and budgets. Gender equality and women’s rights groups in the North have lobbied to increase aid for gender equality, but stronger partnerships are needed between women in the North and the South to have an impact on strategic development assistance in this area. A positive example is the work of Women Thrive, a U.S.-based NGO that advocates for a strong focus in US development assistance policy to bring women out of poverty. Women Thrive is supporting development of an unprecedented piece of legislation in the U.S. Congress, the International Violence against Women Act, which will make helping women in poverty and preventing violence against women a priority in the United States government. In response, networks of gender equality advocates in the United Nations, the European Commission, the OECD-DAC, and many government and non-governmental organizations have been working together since 2005 to develop a common agenda to lobby for a more explicit commitment to accounting for gender equality in the aid effectiveness agenda.

As for multilateral organizations, a 2006 review of the extent to which several United Nations agencies have incorporated accountability for gender equality in their policy and programming guidance makes the following important points:

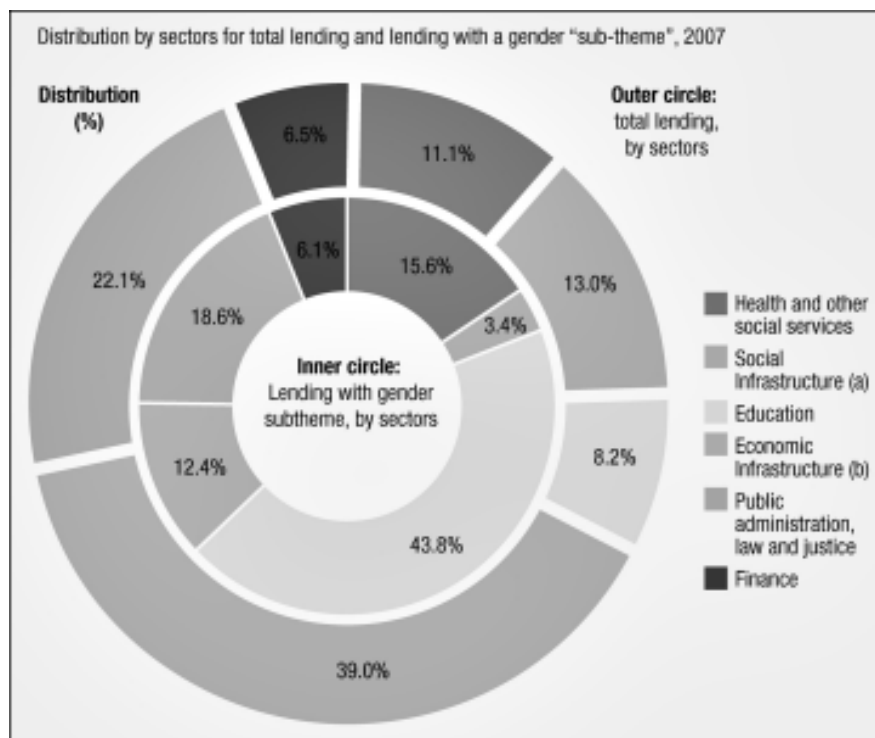
- A major focus of United Nations reform has been to link accountability to results based management (RBM). Under RBM, the main area for which agencies and staff are accountable is *managing* for results, rather than delivering them. Development results are the responsibility of countries themselves. Staff are accountable for the processes underpinning achievement of gender equality – including gender mainstreaming – but not gender equality *results*.
- Even with regard to processes, none of the policies and plans reviewed indicated any consequences for poor performance on gender equality or requirements to undertake tracking of financial commitments.
- While it is often highlighted as a lead strategy, there is no agreement on a minimum United Nations standard for assessing *performance* of staff or agencies in applying gender mainstreaming.

There is a similarly ambiguous accountability chain for gender equality in the International Financial Institutions (IFIs). All have gender equality policies, though they differ in enforceability. The IFIs are becoming increasingly vocal in presenting plans supporting stronger commitments to gender equality. The World Bank's Global Monitoring Report 2007 advocates for better monitoring and mainstreaming of women's empowerment and equality in international assistance. The World Bank calls on IFIs to use their considerable capacity of analysis, coordination and high-level policy dialogue to take a leadership role in investing resources to include gender equality and women's empowerment in the results agenda. More systematic gender analysis is needed for the US\$43 billion that IFIs disbursed in 2006 and for future years. Some IFIs do currently make an effort to identify areas of lending that have gender equality as a primary target or goal. The World Bank for instance lists gender as a sub-theme amongst a number of others that may be selected by project managers to help classify individual projects. To capture the fact that the primary goal of a project may not be to address women's empowerment, but secondary goals may include attention to gender issues, project managers have the option of listing individual projects against up to five sub-themes. While the gender sub-theme marker provides project managers with the opportunity to indicate activities targeting or benefiting

women, this tool is imperfect as it may not be consistently applied: projects focusing on areas that may well be of enormous significance to women's rights – such as school infrastructure – may not be identified by their managers as having gender as a primary focus.

A comparison of the sectoral allocation of total lending against lending with a specific gender sub-theme shows a striking divergence in relation to economic infrastructure, which accounts for 39% of total lending but just 12% of allocations under the gender sub-theme (Figure 9). A much greater proportion, in contrast, is allocated to education within the gender sub-theme: 44% compared to 8% in total lending.

Figure 9: Sector-wise allocation of world bank lending



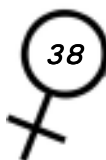
Notes:

(a) Includes water, sanitation and flood protection; and information and communications  
 (b) Includes transportation; energy; agriculture, fishing and forestry; and industry and trade.

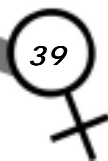
Source: World Bank Projects database.

**On gender mainstreaming:** “Gender mainstreaming,” a strategy that calls for gender analysis in every development intervention to identify different impacts on men and women, was promoted by gender equality advocates at the United Nations Fourth World Conference on Women in 1995. Reliance on gender mainstreaming as a core strategy for advancing gender equality has had some positive effects in generating better analysis of accountability of international institutions. The World Bank, as noted above, now publishes an annual monitoring report on its Gender Mainstreaming Strategy that assesses the extent to which gender is mainstreamed into country diagnoses, development sectors and bank lending, although it does not include the amount of funds flowing to gender equality. The United Nations Development Group (UNDG) annually tracks the extent to which reports from United Nations Country Teams reflect activities to advance gender equality and women’s empowerment – and has found significant increases over the past three years in reporting on programmes that support ending violence against women, mainstreaming gender equality in HIV/AIDS programmes and in national development strategies, girls’ education, and support for collection of sex-disaggregated data – although this analysis still does not capture financial flows.

However, some argue that gender mainstreaming has resulted in hiding rather than illuminating efforts, and especially budgets, to achieve gender equality. If every sector – health, education, infrastructure, agriculture – has a gender dimension, this is interpreted to mean that gender equality is itself not a sector and thus needs no separate budget allocation. For example, it is difficult to assess the portion of allocations and expenditures on gender equality in the Multi-Donor Trust Fund established in 2005 to assist Sudan in implementing the Comprehensive Peace Agreement. At the Third Sudan Donors’ Consortium in May 2008 in Oslo, one presenter to a forum for women activists estimated that of the US\$2 billion committed in 2005 for Sudan’s recovery/reconstruction investment plan, less than two per cent is dedicated to programmes that address women’s empowerment. In recognition of the limitations of gender mainstreaming as an operational strategy, a stronger focus on direct investments in promoting women’s empowerment seems to be emerging. Major bilateral donors and private sector partners have recently dedicated funds to support programming directly aimed at gender equality and women’s empowerment that could be a harbinger of the future. The following is an indicative list of funds for gender equality and women’s empowerment:



- **The Spanish MDG Achievement Fund (2007).** A US\$700 million fund to stimulate action on the MDGs through the United Nations system. Of this amount, over \$100 million was earmarked for joint programming in support of gender equality by United Nations Country Teams.
- **The Netherlands MDG3 Fund: Investing in Equality (2008).** A •50 million fund to support activities in priority areas for accelerating achievement of MDG3: women's property and inheritance rights, women's formal employment in the labor market, representation of women in politics, and combating violence against women. It is open to nongovernmental organizations dedicated to equal rights for women and girls in developing countries, including regional organizations.
- **The Danish MDG3 Global Call to Action (2008).** A campaign to deliver a torch to 100 leaders, asking them to "do something extra" to promote gender equality and women's empowerment. It aims to produce a doubling of development aid targeted to women. Denmark plans to double its own aid for women's economic empowerment from approximately DKR 200 million to DKR 400 million by 2010.
- **The Nike and Novo Foundations' "Girl Effect" Initiative (2008).** A combined US \$100 million fund to help adolescent girls in developing countries bring social and economic change to their families, communities, and countries.
- **Goldman Sacks "10,000 Women" (2008).** A US \$100 million global initiative to provide at least 10,000 women, mostly in emerging markets, with an education in business and management to support growth of women's enterprises.
- **The United Nations Trust Fund to End violence against Women.** Founded in 1996, it received less than US\$10 million in contributions until 2004. For the period 2005-2008, total contributions, including pledges, climbed to nearly US\$40 million.



## PART 2

### THE PHILIPPINE CASE\*

Republic Act (RA) 7192 or the Women in Development and Nation-Building Act mandates the National Economic and Development Authority (NEDA) to monitor the amount of official development assistance (ODA) resources allocated for gender-responsive programs and projects. In keeping with these commitments and mandates, NEDA was tasked to report to the Philippine Development Forum (PDF) in March 2006 on the gender-responsiveness of ODA- assisted programs and projects using the Harmonized Gender and Development Guidelines for Project Development, Implementation, Monitoring and Evaluation which was launched in January 2005. While NEDA had tracked the level of ODA allotted for women's concerns in the past, this is the first time that it asked donor organizations to adopt the new classification presented in the Harmonized GAD Guidelines.

In mid-2006, NEDA wrote to 31 donor organizations, namely: Asian Development Bank (ADB), Austria, Australian Agency for International Development (AusAID), Belgium, Czech Republic, Canadian International Development Agency (CIDA), European Commission (EC), Food and Agriculture Organization (FAO), Finland, France, German Development Cooperation (GTZ-GDC), International Labor Organization (ILO), Israel, Italy, Japan Bank for International Cooperation (JBIC), Japan International Cooperation Agency (JICA), German Agency for Financial Cooperation (KfW), Korea International Cooperation Agency (KOICA), Kuwait, Netherlands, New Zealand Agency for International Development (NZAID), Saudi Arabia, Singapore, Switzerland, Spain, United Kingdom, United Nations Development Programme (UNDP), United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), United States Agency for International Development (USAID) and World Bank (WB), requesting them to fill out several tables: Table 2 (Classification of ODA Projects By Gender-Responsiveness) and Table 3 (Portfolio Assessment) using Box 7 (Summary Assessment of Proposed Projects) of the Harmonized GAD Guidelines as basis.

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\* NEDA report on the classification of ODA projects according to gender-responsiveness.



The assessment focuses on *quality at entry* of all completed projects in 2005 and ongoing projects in 2006. For Table 2, donors were asked to provide the following information about each project: title and duration, objectives and components, location and beneficiaries, budget, implementing agency, status, classification by gender-responsiveness,\* gender issues, and how the project is addressing the identified gender issues. In assessing gender-responsiveness, Box 7 considers the various gender dimensions in computing for the score, including the involvement of men and women in project conceptualization and design, conduct of gender analysis and identification of gender issues, presence of gender equality goals, outcomes and outputs, presence of activities and interventions that match gender issues identified, presence of monitoring targets and indicators, commitment of resources to address gender issues, and inclusion of plans to coordinate/relate with the agency's GAD efforts. Table 3, on the other hand, tries to determine the costs of the projects according to the four classifications (gender-responsive, gender-sensitive, with promising GAD prospects, and with GAD not visible in the project) and their share to total portfolio budget.

## Compliance

Compliance to the request was poor. As of March 6, 2007, only 19 out of 31 organizations responded to the request despite persistent follow-ups. Five of these 19 explicitly stated that they have no GAD programs and projects. These are Austria, Czech Republic, France, Singapore, and Spain. Meanwhile, 7 out of the 14 agencies with submissions were unable to provide complete details, with most of them lacking information on Table 2 (Portfolio assessment). These agencies include AusAID, Finland, GTZ, JICA, KOICA, Netherlands, and UNDP. Only 6 agencies were able to provide NEDA with complete submissions: ADB, CIDA, EC, ILO, UNFPA and UNICEF. One agency, namely, the World Bank, made use of Boxes 16 and 17 to assess its programs and projects. All are active members of the ODA GAD Network.

## Findings/Analysis

The low response to the request and the association of the Harmonized GAD Guidelines only with GAD projects suggest a misunderstanding of the intent of the Guidelines. A lack of skill on the conduct of an in-depth gender analysis and on the use of the Harmonized GAD Guidelines itself may be a major factor hindering the proper classification of the programs and projects. Note that most of the organizations that did not respond or claimed that they had no GAD projects have not been trained on the application of the



Harmonized GAD Guidelines. Among the 19 which submitted, only 7 donor agencies were able to provide inputs that can be useful for tracking and analyzing the gender-responsiveness of ODA. Most of the 12 organizations stopped short at accomplishing Table 2. While they provided project details and other information relevant to the assessment of the projects' gender-responsiveness, crucial information as to the total cost of projects classified as gender-responsive, gender-sensitive, with promising GAD prospects, and with GAD invisible in the project, and their share to their total ODA were lacking.

As a result, only the following inputs of 7 donor agencies with complete submissions were used as basis for determining the number of ODA for gender-responsive programs and projects:

**Table 2.a. Asian Development Bank (ADB)**

| ITEM   | No. of Projects | Total Cost (in US\$)       | % to total ODA of reporting donor agency |
|--|-----------------|----------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                            |  |
| • Gender-responsive                              | 4               | 375,453,000.00             | 12.31                                    |
| • Gender-sensitive                               | 6               | 291,872,000.00             | 9.57                                     |
| • With promising GAD prospects                   | 7               | 269,543,000.00             | 8.83                                     |
| • GAD invisible in the project(s)                | 43              | 2,114,036,629.85           | 69.29                                    |
| <b>TOTAL</b>                                     | <b>60</b>       | <b>\$ 3,050,904,629.85</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

**Table 2.b. Canadian International Development Agency (CIDA)**

| ITEM   | No. of Projects | Total Cost (in US\$)     | % to total ODA of reporting donor agency |
|--|-----------------|--------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                          |  |
| • Gender-responsive                              | 6               | 28,772,500.00            | 20.84                                    |
| • Gender-sensitive                               | 11              | 108,868,000.00           | 78.85                                    |
| • With promising GAD prospects                   | 1               | 425,000.00               | 0.31                                     |
| • GAD invisible in the project(s)                |                 |                          |  |
| <b>TOTAL (excluding Mindanao Trust Fund)</b>     | <b>18</b>       | <b>\$ 138,065,500.00</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

Table 2.c. European Commission (EC)

| ITEM   | No. of Projects | Total Cost (in US\$)    | % to total ODA of reporting donor agency |
|--|-----------------|-------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                         |  |
| • Gender-responsive                              | 8               | 32,593,444.80           | 36.19                                    |
| • Gender-sensitive                               | 9               | 33,689,686.25           | 37.41                                    |
| • With promising GAD prospects                   | 10              | 14,439,892.03           | 16.03                                    |
| • GAD invisible in the project(s)                | 8               | 9,343,285.30            | 10.37                                    |
| <b>TOTAL (excluding Mindanao Trust Fund)</b>     | <b>35</b>       | <b>\$ 90,066,308.18</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

Table 2.d. International Labour Organization (ILO)

| ITEM   | No. of Projects | Total Cost (in US\$)   | % to total ODA of reporting donor agency |
|--|-----------------|------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                        |  |
| • Gender-responsive                              | 4               | 7,187,700.00           | 81.78                                    |
| • Gender-sensitive                               | 2               | 1,367,200.00           | 15.56                                    |
| • With promising GAD prospects                   | 2               | 234,000.00             | 2.88                                     |
| • GAD invisible in the project(s)                |                 |                        |  |
| <b>TOTAL</b>                                     | <b>8</b>        | <b>\$ 8,788,900.00</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

Table 2.e. United Nations Population Fund (UNFPA)

| ITEM   | No. of Projects | Total Cost (in US\$)    | % to total ODA of reporting donor agency |
|--|-----------------|-------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                         |  |
| • Gender-responsive                              | 10              | 8,283,355.42            | 75.5                                     |
| • Gender-sensitive                               | 9               | 2,687,536.86            | 24.5                                     |
| • With promising GAD prospects                   |                 |                         |  |
| • GAD invisible in the project(s)                |                 |                         |  |
| <b>TOTAL</b>                                     | <b>19</b>       | <b>\$ 10,970,892.28</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

Table 2.f. United Nations Children's Fund (UNICEF)

| ITEM   | No. of Projects | Total Cost (in US\$)    | % to total ODA of reporting donor agency |
|--|-----------------|-------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                         |  |
| • Gender-responsive                              | 4               | 18,634,360.00           | 64.96                                    |
| • Gender-sensitive                               | 5               | 9,099,138.00            | 31.72                                    |
| • With promising GAD prospects                   | 2               | 951,811.00              | 3.32                                     |
| • GAD invisible in the project(s)                |                 |                         |  |
| <b>TOTAL</b>                                     | <b>11</b>       | <b>\$ 28,685,109.00</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

**Table 2.g. World Bank (WB)**

| ITEM   | No. of Projects | Total Cost (in US\$)       | % to total ODA of reporting donor agency |
|--|-----------------|----------------------------|--|
| Percent of total portfolio budget adjudged to be |                 |                            |  |
| • Gender-responsive                              | 2               | 68,500,000.00              | 3.53                                     |
| • Gender-sensitive                               | 4               | 374,020,000.00             | 19.26                                    |
| • With promising GAD prospects                   | 4               | 648,120,000.00             | 33.43                                    |
| • GAD invisible in the project(s)                | 3               | 850,100,000.00             | 43.78                                    |
| <b>TOTAL</b>                                     | <b>13</b>       | <b>\$ 1,941,740,000.00</b> | <b>100%</b>                              |

Source: NEDA GAD Report 2007

To consolidate these inputs, all allocations were expressed in US dollars. The average annual exchange rates for 2005 and 2006 were applied to convert Euros and Canadian dollars into US dollars (1 Euro = US\$1.25; 1 Canadian Dollar = US\$ 0.85).

**Table 3. Classification by Gender-Responsiveness**

| CLASSIFICATION                     | NO. OF PROJECTS | AMOUNT (in US\$)             | PERCENTAGE  |
|------------------------------------|-----------------|------------------------------|-------------|
| A. Gender-responsive               | 38              | 538,424,360.02               | 10.24       |
| B. Gender-sensitive                | 46              | 821,603,561.11               | 15.59       |
| C. With promising GAD prospects    | 26              | 934,713,503.03               | 17.74       |
| D. GAD invisible in the project(s) | 54              | 2,973,479,915.15             | 56.43       |
| <b>TOTAL</b>                       | <b>164</b>      | <b>US\$ 5,269,221,339.31</b> | <b>100%</b> |

Source: NEDA GAD Report 2007

Note that based on the consolidated inputs (Table 3) from ADB, CIDA, EC, ILO, UNFPA, UNICEF and WB, around 26% of their total ODA allocations went to gender responsive/sensitive projects, and 18% of their total ODA is classified as promising with GAD prospects. While GAD seemed invisible for the bulk of their assistance (around 56% or a little over half of their ODA), it is also likely that donors having difficulty in conducting gender analysis may have instantly lumped “difficult” projects under the D category or GAD is invisible in these projects.

Classifying the projects by sector, Table 4 shows that the social reform and development sector is the most gender-responsive sector as it comprises 76% of the total ODA going to gender-responsive projects. The agriculture, agrarian reform and natural resources sector, on the other hand, is the most gender-sensitive, with 43% of the total ODA going to gender-sensitive projects. The infrastructure development sector has no gender-responsive projects while the integrated sector has no GAD invisible projects.

**Table 4: Percentage to total budget of ODA projects and programs for the sector**

| Development Sector                                    | Gender<br>-Responsive                              | Gender<br>-Sensitive                               | With<br>Promising<br>GAD<br>Prospects              | GAD invisible  | Total  |
|---|--|--|--|--|--|
| 1. Agriculture, Agrarian Reform and Natural Resources | 24,826,586.25<br>(3.3)*<br>(2 projects)            | 356,416,013.75<br>(47.6)*<br>(7 projects)          | 131,012,881.09<br>(17.5)*<br>(4 projects)          | 237,232,057.50<br>(31.6)*<br>(7 projects)            | 749,487,538.59<br>(100.0)<br>(20 projects)               |
| 2. Governance and Institutional Development           | 44,615,835.00<br>(39.0)*<br>(6 projects)           | 50,577,838.75<br>(44.2)*<br>(5 projects)           | 2,001,250.00<br>(1.8)*<br>(3 projects)             | 17,127,157.80<br>(15.0)*<br>(17 projects)            | 114,322,081.55<br>(100.0)<br>(31 projects)               |
| 3. Industry and Services                              | 8,457,500.00<br>(3.5)*<br>(2 projects)             | 34,850,000.00<br>(14.6)*<br>(3 projects)           | 151,070,280.88<br>(63.3)*<br>(3 projects)          | 44,260,100.00<br>(18.6)*<br>(6 projects)             | 236,657,880.88<br>(100.0)<br>(14 projects)               |
| 4. Infrastructure Development                         | —  | 59,214,497.50<br>(2.7)*<br>(2 projects)            | 366,070,000.00<br>(17.0)*<br>(3 projects)          | 1,731,350,589.00<br>(80.3)*<br>(17 projects)         | 2,156,635,086.50<br>(100.0)<br>(22 projects)             |
| 5. Social Reform and Development                      | 409,418,401.27<br>(25.3)*<br>(22 projects)         | 123,970,211.11<br>(7.7)*<br>(24 projects)          | 143,233,881.00<br>(8.8)*<br>(10 projects)          | 943,490,010.85<br>(58.2)*<br>(7 projects)            | 1,620,112,504.23<br>(100.0)<br>(63 projects)             |
| 6. Integrated Sector (multisectoral)                  | 52,106,037.50<br>(13.4)*<br>(6 projects)           | 196,575,000.00<br>(50.4)*<br>(5 projects)          | 141,325,210.06<br>(36.2)*<br>(3 projects)          | —  | 390,006,247.56<br>(100.0)<br>(14 projects)               |
| <b>Total</b>  | <b>539,424,360.02<br/>(10.2)<br/>(38 projects)</b> | <b>821,603,561.11<br/>(15.6)<br/>(46 projects)</b> | <b>934,713,503.03<br/>(17.7)<br/>(26 projects)</b> | <b>2,973,479,915.15<br/>(56.5)<br/>(54 projects)</b> | <b>\$5,269,221,339.31<br/>(100.0)<br/>(164 projects)</b> |

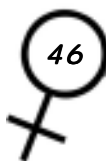
In the agriculture, agrarian reform and natural resources sector, 9 out of its 20 projects (45%), which account for 50.6% of the total ODA budget for the sector, are gender responsive/ sensitive, while 7 or 35% of its projects (or 31.6% of the sector ODA budget) are GAD invisible. In the governance and institutional development sector, 11 out of 31 projects (35%) are gender-responsive/sensitive, while more than half of its projects (17 out of 31 projects) are GAD invisible. The latter, which accounts for only 15% of the total ODA governance project budget, consists primarily of small projects. Gender-responsive/sensitive projects in these sectors aim to address issues such as low/lack of participation of women in decision-making by promoting substantial participation of women in local governance bodies, peace-building bodies, and related agricultural and environmental organizations/communities.

In the industry and services sector, 5 out of 14 (36%) projects are gender-responsive/sensitive. Among the issues identified in these projects are the lack of access of women entrepreneurs to technical support, credit, market and information. As earlier mentioned, there are no gender-responsive projects in the infrastructure development sector and only 2 out of its 22 projects are gender-sensitive. Most (77%) of the projects in this sector are GAD invisible, which is 17 out of 22 projects. It seems that gender issues in infrastructure projects may have been overlooked or neglected in the design stage as most projects have no gender issues identified.

The bulk of the ODA projects are under the social reform and development sector, with 63 out of the total 164 ODA projects. In this sector, 73% of its projects are gender responsive/ sensitive (46 out of 63 projects). Gender issues such as multiple burdens of women, lack of access of women to basic services and resources, lack of women's participation in decision-making and other various issues on education, health, family planning and nutrition have been identified in these projects.

Lastly, majority of the projects in the integrated sector are gender-responsive/ sensitive (11 out of 14 projects). These projects aim to address barriers to women's participation and empowerment in social, political, economic, and environmental programs/projects/activities and decision-making processes. There are varied interpretations on the "gender issues identified" by the projects. The intent of the column is to ascertain whether the project has indicated the gender issues that it seeks to address. Some donors tried to cull out the issues from the projects and if there were none, they identified the gender issues themselves based on the scope and activities of the projects. Other donors that did not find any gender analysis in a project document simply put "no gender issues identified."

The quality of submissions of some donor organizations can be improved. Closer analysis reveals inconsistencies in classifying projects according to their gender-responsiveness. In some cases, projects with "no gender issues identified" were still classified as gender sensitive/ responsive. Interestingly, the column on how these projects address gender issues are filled up despite the non-identification of gender issues in another column.



## Lessons Learned

One major reason for the variations and inconsistencies in the interpretation, rating and analysis of projects seems to be the evaluating staffs' different levels of skill on the use of the Harmonized GAD Guidelines.

With respect to the submissions, there is a need to:

1. Include a reference score (based on Box 7) for the classification categories of new projects; but for projects that are in the middle or towards end of implementation, include the combined reference score using Boxes 16 and 17 (checklists for project management, implementation, and M&E),
2. Ensure the accuracy of gender analysis (which should result in consistent answers to gender issue-related questions and in proper classification);
3. Validate the remarks made vis-à-vis the category under which the project was classified (e.g. projects with "no gender issues identified" are still classified as either gender-responsive or gender-sensitive); and
4. Completely fill out Table 3 "Portfolio Summary", with the figures converted to US\$ based on the average annual rate of exchange (for donors using other currencies).

In addition, NEDA has to ensure the complete submission of the donors. In order to facilitate this, NEDA will send out requests to ODA GAD Network for their annual reports every January. The ODA community is expected to provide their complete and timely inputs to NEDA. It is also important that the use of the Harmonized GAD Guidelines in classifying projects according to their gender-responsiveness be done not only for quality at entry (design and evaluation of proposals), but in implementation and monitoring stages as well. This makes it easier for the evaluator to track how well a project has addressed the gender issues identified at the beginning of the project.

Further, the process of classification should be institutionalized within the donors' system to facilitate timely release of reports on the gender-responsiveness of foreign-assisted projects. Lastly, given the results of this monitoring activity, there is still a need to enhance the skills of the project staff of partner organizations in accomplishing the GAD forms. It is recommended that donors set aside an amount to train their project staff/ partner agencies on the use of the Harmonized GAD Guidelines.



## PART 3

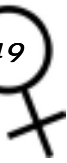
# CONCLUSIONS AND RECOMMENDATIONS

Governments are ultimately accountable for advancing gender equality and women's empowerment, but multilateral aid and security organizations have an essential role to play in supporting them. This role is increasingly important in a changing environment for aid and security. To enhance and improve the accountability of multilateral organizations and security institutions for gender equality, the following should be prioritized and undertaken:

- *All key elements of organizational accountability in multilateral institutions – mandates, incentives, performance indicators and monitoring – need an overhaul to build gender responsiveness in development aid.* Numerous assessments have demonstrated that the progress of multilateral organizations and security institutions in implementing their own gender equality policies and strategies has been too slow.
- *Multilateral organizations and security institutions must enhance their accountability by regularly tracking and reporting on the resources – human and financial – that they dedicate to gender equality and women's empowerment.* This is an appropriate complement to the principles of the Paris Declaration on Aid Effectiveness. It also complements the growing number of Gender-Responsive Budget initiatives that are part of public financial management reforms at country level. Tracking and reporting is essential to determining whether adequate resources are dedicated to achieving the gender equality and women's empowerment goals of the MDGs and the Millennium Declaration. Tracking and reporting is practical, achievable, and helps identify areas of under-investment such as economic infrastructure. Continued failure to agree on a coherent system to account for allocations and expenditures on gender equality by multilateral organizations represents an accountability gap that needs to be addressed.
- *The debate on the gender architecture of the United Nations is an encouraging sign that policy makers are beginning to recognize the structural impediments to accountability in their practices and policies. There is a growing consensus that gender equality experts within mainstream development institutions need a stronger voice, greater authority, and expanded resources to enhance the accountability of their own organizations.*

- *Alliances between national governmental and non-governmental women's organizations and networks, international and regional women's rights networks, and gender equality experts working in regional and international multilateral organizations have been essential to secure pivotal changes in the policies that guide development and security institutions.* Pressure from women's rights advocates and organizations on the Global Fund to Fight AIDS, Tuberculosis and Malaria was an essential step in reaching an agreement to increased allocations to women and girls' health needs in its next round of grant-making. Partnerships between gender experts in the OECD-DAC, bilateral organizations, United Nations organizations, women's machineries in recipient countries, global and regional NGO gender equality networks have produced pressure for greater accountability to women's empowerment in the mechanisms for aid management that are central to the Paris Declaration on Aid Effectiveness.
- *More concerted and systematic efforts must be made by women's rights groups in the North to monitor the extent to which their governments are adequately prioritizing and funding gender equality and women's empowerment through their bilateral and multilateral contributions.* The norms, standards and evidence that underpin the consensus on gender equality and women's empowerment are often generated through processes facilitated by multilateral organizations. As such, multilateral organizations have a special responsibility to model accountability for efforts to advance this goal. Like the countries that they are mandated to support, meeting the challenge of moving from words to action will be the litmus test of their accountability.





## Recommendations on Making the Paris Declaration Principles Work for Gender Equality and Women's Empowerment

**Principle 1 NATIONAL OWNERSHIP:** Partner countries exercise effective leadership over their development policies, and strategies and co-ordinate development actions

*Gender Equality Advocates Recommend:*

- Partner countries should create opportunities for gender equality advocates and national women's machineries to participate in and shape decisions about aid delivery at country level.
- Donor and partner countries should strengthen the capacities, resources and authority of national women's machineries to monitor the impact of national development planning and spending on gender equality and women's rights.
- Indicators for monitoring and evaluating national ownership tend to check for the presence of Poverty Reduction Strategies. They need to measure how far these strategies integrate the national gender equality priorities.

**Principle 2: ALIGNMENT:** Donors base their overall support on partner countries' national development strategies, institutions and procedures

*Gender Equality Advocates Recommend:*

- Donors should support partner countries' efforts to align their Poverty Reduction Strategies with existing gender equality and women's empowerment commitments, including National Action Plans on Gender Equality, and to translate these plans into budget-linked and results-oriented operational programmes.
- Partner countries should adopt Gender Responsive Budgeting as a tool to enhance results-based management and accountability and ensure financial allocations for gender equality priorities.

**Principle 3: HARMONISATION:** Donors' actions are more harmonized, transparent and collectively effective

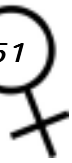
*Gender Equality Advocates Recommend:*

- Division of labor and planning among donors (e.g. Joint Assistance Strategies) and between donors and partner countries (Poverty Reduction Strategies) should promote mutual accountability for national policies and commitments to gender equality.
- Donors should undertake joint analysis and reviews of implementation gaps at national and sectoral levels in order to improve dialogue, decision-making, implementation and monitoring of gender equality commitments.
- Joint assessment missions in fragile states and conflict countries should integrate gender analysis and develop specific interventions in support of gender equality and women's empowerment.

**Principle 4: MANAGING FOR RESULTS:** Managing resources and improving decision-making for results

*Gender Equality Advocates Recommend:*

- Donors and partner countries should invest more in building the capacities and strengthening the systems for collection, analysis and use of sex disaggregated data in aid management as a way to measure the impact of aid on gender equality.
- Donors and partner countries should agree to track resources invested in gender equality and women's empowerment as part of performance assessment frameworks.

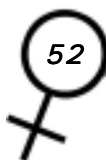


**Principle 5: MUTUAL ACCOUNTABILITY:** Donors and partners are accountable for development results

*Gender Equality Advocates Recommend:*

- Donors and partner countries should integrate gender responsive indicators and targets in performance assessment frameworks for monitoring results and impact of development assistance.
- Donors and partner countries should agree to assess the extent to which international agreements on gender equality are being translated into national-level policies, and the extent to which these efforts are supported by donor funding.

We have to admit that this report barely scratches the surface of what we want to know and learn from ODA theory and practice vis-à-vis gender mainstreaming and the promotion of gender equality and women empowerment in ODA programs and projects. The paper however attempted and hopefully succeeded in providing the overview needed to enable students and researchers on ODA to further study the policies and implementation processes that had gone into years of promoting these concerns. Specific impact studies had been done by both government and non-government organizations in the past, which can very well be incorporated into these studies. It is also important that more critical studies especially impact studies be done on how gender mainstreaming and the promotion of gender and women empowerment in ODA is implemented, and more importantly on how these efforts positively affected gender justice and women empowerment.



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## A BRIEFER ON ODA WATCH

Through the ODA, billions and billions of pesos have been poured into our country over the past five decades supposedly for the country's development. Paradoxically though, poverty remains a stark reality among our people as seen in their day-to-day lives and as expressed in glaring data. To cite a few, according to the Social Weather Stations (SWS), 14.5 million of our people are hungry while almost 4 million are jobless and around 8 million are searching for additional jobs (National Statistics Office, Labor Force Survey). In the countryside, thousands of peasants continue to be landless and/or without agricultural support despite the 18-year implementation of the Comprehensive Agrarian Reform Program (CARP).

Moved by the above reality, five NGOs which have been working among the rural poor for years came together to form the ODA Watch in 2002. These NGOs are Alternate Forum for Research in Mindanao (AFRIM), Kasanyangan-Mindanao Foundation, Inc., Management and Organizational Development for Empowerment (MODE), Philippine Network of Rural Development Institutes (PhilNet) and Centro Saka, Inc. Right from its inception, the consortium expressed its mandate through its three main tasks namely; monitoring and research, legislative and executive advocacy and networking towards building effective institutions.

Among other tasks, ODA Watch conducted a series of forums and workshops among civil society organizations whose tasks include the ODA issue. Hand in hand with this, the consortium also conducted a research in the implementation of five big ODA-funded rural projects in various parts of the country. From the results of this research, a book titled: "Engaging Official Development Assistance: Lessons in Civil Society Participation" was published in 2005. As expressed in its title, the book focused on the lessons and learnings gathered by NGOs and people's organizations (POs) in their engagement with ODA-funded projects. The focus stems from the fact that a firm stepping stone for NGOs and POs to intervene and concretely influence ODA policies can best be derived from their direct involvement in ODA-funded projects.



More recently, ODA Watch has developed into a network of almost 20 organizations and coalitions. The network aims to develop an encompassing ODA advocacy while retaining each organization's particular advocacy. From among the members of the network, clusters on related issues and themes are formed, these groups will plan their corresponding activities. The efforts of the clusters are coordinated by a Coordinating Group and secretariat composed of the original members of ODA-Watch and other active members. With a bigger formation, the network will have a stronger voice in influencing ODA to make it truly responsive to the concrete needs of our people and for the country's overall development - a qualitative change which will have to be concretely translated in our people's day-to-day lives.

### **Our Vision**

A world free from want and fear, where peoples and nations respect each other as equals; and, where solidarity and cooperation result in mutual benefit.

### **Our Mission**

To influence the realization of reforms in ODA institutions, policies and practices towards addressing inequitable relations between and among development stakeholders.

### **Our Goals**

To create social pressure in promoting ODA that serves the people and social accountability in the conduct of ODA programs & projects.

To engage governments in ODA policy, priority, design and process to serve genuine development.

To build ODA Watch as an effective & efficient advocacy network.



c/o Management and Organizational  
Development for Empowerment, Inc. (MODE, Inc.)  
99 Matimtiman Street, Sikatuna Village,  
Quezon City, Philippines 1101  
Tel #: (632) 434-3576  
Fax #: (632) 426-1126  
Email: [odawatchconvenor@yahoo.com](mailto:odawatchconvenor@yahoo.com)  
Website: <http://www.odawatch.org>