Primer #5

Aid Effectiveness and Women’s Rights Series

Making Women’s Rights and Gender Equality a Priority in the Aid Effectiveness Agenda

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In 2005 civil society organizations bore witness to the signing of the Paris Declaration on Aid Effectiveness (PD)—history’s most recent agreement by donor and recipient countries to reform the delivery and management of aid monies in order to strengthen its impact and effectiveness. In 2005, more than 106.8 billion USD flowed in the form of Official Development Assistance (ODA) from bilateral and multilateral funding agencies to developing country governments. In fifty years of aid allocation, the beneficiaries of these public monies have rarely been women who are receiving a very tiny proportion of overall ODA. Aid as a structuring device, process and resource has had debatable effectiveness in reducing poverty, promoting development and supporting women’s rights.

The Paris Declaration was adopted in March 2005 at a High-Level Forum (HLF2) organized by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD). The PD is now being adhered to by approximately 25 donor countries, 80 recipient countries and around 25 multilateral institutions.

In September 2008 donor countries and recipient countries will meet for a High Level Forum (HLF3) in Accra, Ghana to assess progress in the implementation of the PD, and to agree a new ‘agenda for action’. This will be the first opportunity for donor and recipient countries, and civil society organizations, to review the progress on the implementation of the PD.

In spite of the fact that the PD commits donor countries to a common set of principles and targets to achieve aid effectiveness, CSOs are calling for a number of reforms and deepening of the aid effectiveness based on a number of general concerns including:

- The new aid architecture needs to be more comprehensive of all development stakeholders—particularly CSOs, including women’s organizations and movements.
- Too much focus on aid modalities: The emphasis is too centered on the “plumbing” or mechanisms of the aid delivery system, not enough on reducing poverty and inequality as expressed in the Millennium Development Goals. Evaluating aid’s effectiveness needs to be integrally linked to support for human rights, democratic governance, environmental sustainability and gender equality.
- More clarity on the implementation of the PD principles: An in-depth discussion of the meaning and impacts of the PD principles needs to take place, including the inputs of the CSOs particularly about the principles of ownership, alignment and accountability.
- Limits in monitoring commitments: Monitoring of the PD commitments in the lead up to Ghana must be fully transparent and inclusive of civil society and women’s rights organisations.
ABOUT THIS PRIMER:
This primer presents highlights from a research piece recently developed by AWID and WIDE called *Implementing the Paris Declaration: Implications for the Promotion of Women’s Rights and Gender Equality*; and the main recommendations from the International Consultation of Women’s Organizations and Networks and Aid Effectiveness organized by AWID, WIDE and UNIFEM in Ottawa (January-February 2008).

INTRODUCTION: Women joining and influencing the aid effectiveness discussion

If women’s organizations are so very often the ones who contribute to transforming communities and driving social, economic, and political change, shouldn’t they be considered as key stakeholders in the aid effectiveness process? Unfortunately, women’s groups, who are critical development and social actors, had been completely absent in the aid effectiveness agenda until recently.

Historically, the OECD DAC and the big development donors are the ones who have been in the ‘driver’s seat’ when it comes to furthering the effectiveness of aid, and there is no tradition of building civil society spaces as in the United Nations. However a multistakeholders approach is being suggested by most of the donor countries who sit at the DAC when they recommend policies to the recipient countries. The multistakeholders’ approach is supposed to include not only different kinds of actors (from the government, the international organizations, the civil society and the private sector) but also to be inclusive of the diverse groups and agendas.

The Paris Declaration implementation and the upcoming mid-term revision of this process have only recently become spaces that civil society actors and women’s organizations in particular consider as key to participate in (with the help of the advocacy efforts of the Independent CSOs Steering Group). They have begun to realize how valuable their role and inputs are in the lead up to the HLF3 in Accra in September 2008. However, women’s groups were not invited until very recently to be part of the official body formed by the OECD for the civil society participation called the Advisory Group on CSOs and Aid Effectiveness (see more details in Primer 1). In this sense, the current limited space for civil society in the context of the OECD is not representing the diverse agendas, not only because women’s organizations are not present, but also because other key actors as human rights groups or the environmentalists are absent.

Also women’s rights groups were not well represented in the regionally organised Advisory Group consultations. In recognition of this gap, AWID, WIDE and UNIFEM with the support of Advisory Group members including CIDA and Action Aid International, organized the International Consultation of Women’s Organisations and Networks, held in Ottawa, on January 31st and February 1st, just before the International Stakeholders Forum on Civil Society and Aid Effectiveness convened by the AG and the Canadian Council for International Cooperation (CCIC).

On January 31st and February 1st, 2008, more than 50 women’s rights activists and gender experts from all regions participated in the International Consultation of Women’s Organizations and Networks and Aid Effectiveness. The main concerns and recommendations from the Consultation are detailed in the final section of this Primer.
In addition, representatives from the Women’s Consultation were invited to participate at the Advisory Group meeting that took place in Ottawa just after the International Forum. The Advisory Group responded positively to the demand of including women’s voices in this space. As a result, AWID and WIDE were invited to participate in the Advisory Group meetings towards the HLF3 as part of the civil society delegation.

On the other hand, different groups that were part of the Consultation decided to strengthen their mobilization and joint coordination around Gender Equality and Aid Effectiveness in their own countries and regions. Several African networks and organizations will work in a Women’s African consultation on Aid Effectiveness that will be led by FEMNET, ahead of the HLF in Ghana, next September. At the national level, in Ghana for example, Netright will bring its gender equality perspective to the activities of the Ghanaian Forum of Civil Society and Aid Effectiveness, a platform of different CSOs and social actors.

The main challenge now is to maintain and strengthen the connection between women’s actions at the national, regional and international level, and women’s organizations and gender advocates from the governments, the work with the OECD Gendernet, as well as continue to build a formal space for civil society participation at the OECD and at the parallel level through the International Steering Group (ISG – for more information see the Primer 3).

1. Gender equality and the Paris Declaration

With the purpose of bringing the gender equality perspective to the discussions around the Paris Declaration Process, AWID and WIDE have recently developed a policy paper…

Paragraphs 40 to 42 of the Paris Declaration: Promoting a harmonised approach to environmental assessments

#40. Donors have achieved considerable progress in harmonisation around environmental impact assessment (EIA) including relevant health and social issues at the project level. This progress needs to be deepened, including on addressing implications of global environmental issues such as climate change, desertification and loss of biodiversity.

#41. Donors and partner countries jointly commit to:
- Strengthen the application of EIAs and deepen common procedures for projects, including consultations with stakeholders; and develop and apply common approaches for “strategic environmental assessment” at the sector and national levels.
- Continue to develop the specialised technical and policy capacity necessary for environmental analysis and for enforcement of legislation.

#42. Similar harmonisation efforts are also needed on other cross-cutting issues, such as gender equality and other thematic issues including those financed by dedicated funds.

Also, the Paris Declaration currently positions gender equality, as well as environmental sustainability and human rights, as cross-cutting issues. In so doing, the PD marginalises these areas as accessory issues to development and consequently to the aid effectiveness agenda, and not as central goals of development as they should be recognized.

An analysis of the principles of the PD raises the following concerns:

OWNERSHIP:
Partner countries taking the lead in setting the development agenda

• Country ownership of development programmes should not be equated with “government” ownership. Citizens, including...
women's organisations, should be involved in the formulation and delivery of development policies and programmes.

• To date, the primary indicators of country ownership have been the Poverty Reduction Strategy Papers (PRSPs) and related development plans. Yet, PRSPs are a debt relief mechanism that gives primacy to the creditors. While the strategy papers are drafted by developing country government officials, with some degree of civil society consultation, they ultimately must be approved by the World Bank and IMF.

• It is highly problematic that “country ownership” is being defined only through strategies that conform to the interests of the IFIs or are developed through closed national processes. If we see country ownership as a democratic, multi-stakeholders process, this means that the people directly affected by foreign-funded projects or programs should have the right to review, accept or reject such projects in their area. Governments, instead of IFIs, should act as gatekeepers of national aid policies.

CSOs and OECD DAC actors recognise that the ownership principle implies that aid practices must draw on existing expertise about women's issues in partner countries. Strengthening local expertise and developing a strong gender analysis and relevant gender-sensitive policies is central to democratic ownership of development strategies, and to aid effectiveness. Such policies should contribute to the diagnosis gender-based specific issues, establish priorities and implementation strategies and manage for gender equality results.

ALIGNMENT:
Donor countries base their overall support on recipient countries’ national development strategies, institutions, and procedures.

• As donors “align” aid with national budgets, and with aid mainly being channelled from government to government, if gender equality is not an explicit national priority (and in many cases it is not), will it be entirely excluded from donor agendas as well. There is also a risk that fewer aid resources will be available to support the work of CSOs, and particularly women’s organisations.

• Alignment through budget support requires a strong national civil society playing a watchdog role. This role includes engagement in national budgetary processes including establishing priorities for resource allocation, monitoring disbursements and implementing gender budgeting. Women's groups have strong experiences in these arenas and can contribute to democratising national budgets and making these processes accountable. However, the watchdog role of CSOs and women’s organisations in this aid framework does not replace their roles in service delivery, community organising, advocacy and more. In fact, it is this diversity among CSOs that gives legitimacy and accountability to their roles in monitoring governments and donors.

HARMONISATION:
Donor countries will work so that their actions are more harmonised, transparent, and collectively effective

It is easy to see how “harmonising” donor policies could lead to a strengthening of conditionalities, such as the imposition of certain economic and trade policies. There is also a risk that harmonisation will result in too narrow a framework (based on the policies of the least progressive donor) and thus a reduction of the development agenda.

• On one hand, harmonisation reduces multiple accountabilities. On the other hand, it can threaten the independence of Southern governments and reduce their bargaining power. Joint Assistance Strategies will be implemented at the national level, along with reforms underway in the United Nations system (called “One UN”), so that all programmes from bilateral and multilateral institutions will be more and more harmonised.

MANAGING FOR RESULTS:
All countries will manage resources and improve decision-making for results

• Human and women’s rights principles and the legal obligations of donors and governments should be used to determine the effectiveness of policies and approaches – particularly their impact on vulnerable groups.

• GENDERNET proposes that existing country-relevant gender equality indicators and processes be the basis to monitor results and progress towards gender equality. Existing mechanisms

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6 Overview Report on the Kathmandu CSO and Multi-Stakeholder Consultations for South Asia and West Asia, October 29-November 1, 2007.
include MDG targets and indicators, as well as CEDAW reporting requirements and reporting on the Beijing Platform for Action.7

**MUTUAL ACCOUNTABILITY:**
Donor and developing countries pledge that they will be mutually accountable for development results.

- The principle of mutual accountability, where donor countries, recipient countries and citizens should be able to hold each other to account for their development commitments, can only be truly possible where strong, independent, and well resourced civil society and women’s rights organisations exist.
- Meaningful mutual accountability cannot be isolated to the aid relationship. It requires that donor countries’ interests and double standards about trade and development be made explicit and part of the dialogue, along with citizen participation from both recipient and donor countries. Women’s groups have developed extensive gender analyses of trade policies, as well as the relation between aid practices from developed countries and their links (and contradictions) with policies in trade and investment, which seriously affect prospects of developing countries to tackle poverty and inequality.

The PD relies on a range of “new” aid modalities, including budget support, sector wide approaches, poverty reduction strategy papers, basket funding and join assistance strategies. Across the board, these modalities raise concerns in terms of the possibilities for real civil society participation in influencing development plans and funding for development, limited capacities to play an informed role in shaping and monitoring budgets, persistent conditionalities imposed by donors that override national development interests, and fears that “country ownership” in contexts of lukewarm political commitment to gender equality will translate in far-reduced donor support for women’s rights.

Civil society organisations have expressed serious concerns about PD monitoring plans, particularly the reliance on World Bank evaluation mechanisms and data and the absence of independent ways to measure the implementation of the PD Principles. Women’s organisations are concerned with the fact that no gender equality indicators have been included so far as part of the evaluation methodology.

A more holistic approach is essential, that is, one that integrates parallel efforts (such as those by several donors to analyse in depth the relationship between aid effectiveness and gender equality) in the monitoring of the implementation of the Paris Declaration.

The above analysis leads to several recommendations to strengthen a gender equality dimension in the aid effectiveness agenda:

1) Donors and governments should deliver on their commitments to gender equality by:
- Delivering on their commitments to the International Human Rights Frameworks and key agreements on women’s rights and development, particularly CEDAW.
- Ensuring sufficient financial resources to accomplish their commitments towards gender equality, human rights and development.
- Ensuring the effective participation of national machineries for gender equality in development planning and implementation.

2) Strengthening democratic ownership and women’s participation in the aid effectiveness agenda:
- Strengthen national public awareness about the PD and the centrality of gender equality.
- Promote mechanisms for effective civil society, including women’s rights organisations, participation in designing, implementing and monitoring national development plans.
- Promote better communication and engagement between CSOs, women’s rights groups, and local governments and Parliaments.
- Promote an autonomous and responsive aid support to civil society actors including women’s organisations, with inclusive new aid mechanisms.

3) Include gender equality in the monitoring and evaluation of the PD:
- Use gender-sensitive instruments.
- Develop statistics disaggregated by sex.
- Support the development of qualitative indicators and analysis.

4) Develop guidelines and tools on the contribution of the new aid modalities to

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7 GENDERNET, August 2007.
national obligations to gender equality:

• Support the development of guidelines, monitoring tools and indicators on the contributions of the new aid modalities to national obligations to gender equality.
• Document the experiences of gender advocacy and promotion in the PRSP processes and provide an analysis of women’s poverty in direct relationship to national macroeconomic policy.

2. Recommendations from the International Consultation of Women’s Organizations and Networks and Aid Effectiveness

The women’s rights organizations participating in this Consultation analyzed the Paris Declaration (PD) principles and acknowledged the opportunities to advance the gender equality and women’s rights agenda; however the PD is gender blind and as such, fundamentally flawed.

The understanding of the participants was that there is no aid effectiveness without development effectiveness and that gender equality, environment and human rights must be recognized as crucial to achieve development. Their current status as cross-cutting issues marginalizes these areas from the development process and turns them into accessory issues in the Aid Effectiveness agenda. Therefore, participants suggested promoting the centrality of gender equality and women’s rights as a development goal for aid effectiveness.

SPECIFIC RECOMMENDATIONS:

DEmOCRATIC OWNERSHIP AND PARTICIPATION:

1) Governments, regional and multilateral organizations must interpret the terms of national country ownership as democratic ownership and elaborate on its implications in the context of countries’ obligations to international Human Rights law, including women’s rights and gender equality.

2) Donor and developing country governments must commit to supporting the conditions that are necessary for CSOs and women’s rights organizations to fulfill their roles in development processes (planning, implementing, monitoring and evaluation). The Accra Agenda for Action (AAA) must recognize CSOs in general and women’s rights and women’s empowerment organizations in particular, as autonomous development actors in their own right.

3) Donor and developing country governments must prioritize and financially support the strengthening of national public awareness about the PD and the centrality of gender equality, and recognize the role women’s rights organizations can play at the local and national levels in reaching out to and reflecting the voices of the public.

4) Donor and developing country governments must promote women’s rights organizations in different decision-making processes and donors’ policy planning, including in the Development Assistance Committee (DAC).

STRENGTHENING MUTUAL ACCOUNTABILITY:

5) Donor and developing country governments should strengthen the capacities, resources and authority of national women’s machineries to support and monitor line ministries, other government bodies and parliaments in influencing national development planning and budget allocations for gender equality and women’s rights.

6) All relevant actors must commit to the highest standards of openness and transparency:
• Donors and international financial institutions should deliver timely and meaningful information, adopt a policy of automatic and full disclosure of relevant information, and submit to the norms and direction-setting of the United Nations (UN).
• Developing countries’ governments must work with elected representatives, the public and CSOs to set out open and transparent policies on how aid is to be sourced, spent, monitored and accounted for.
• Diverse CSOs must also exercise accountability and continuously draw their legitimacy from their constituencies.

7) Donor governments must provide transparent information on how Official Development Assistance (ODA) allocations correspond to policy commitments, and developing countries’ governments have to provide transparent and publicly available budgets.

Participants suggested promoting the centrality of gender equality and women’s rights as a development goal for aid effectiveness.

* Participants at the consultation noted that mutual accountability has to involve all development actors to really fulfill the principle of Democratic Ownership.
INDICATORS AND MONITORING OF THE PARIS DECLARATION’S IMPLEMENTATION:

8) The OECD-DAC Working Party on Aid Effectiveness must promote a multi-stakeholder review of the monitoring system for the PD that includes the engagement of CSOs and women’s rights and women’s empowerment organizations.

9) The operational development strategies established by developing countries for 2010, related workplans and the monitoring system of the PD implementation, must fully integrate gender equality targets and indicators.

10) Existing and new ODA management review and performance assessment tools and measures must reflect a results-based monitoring and evaluation component with a special focus on how gender equality and women’s empowerment targets are being met, in both donor and developing countries.

11) The acquisition and improvement of sex-disaggregated data must become predictable, regular and consistent to support planning, negotiation, monitoring, and evaluation of development and aid policies.

12) Instead of the current Country Policy and Institutional Assessment (CPIA) mechanism, a technical working group must be formed to produce a more appropriate set of measures integrating gender equality for assessing public finance management and procurement in developing countries. The technical working group proposals must be discussed by all countries and stakeholders concerned, consistent with the principle of democratic ownership.

13) To improve the gender equality component in the current monitoring system of the PD, the use of baselines as well as input and output performance indicators of gender impacts in budgetary reporting must be promoted; and gender targets, inputs and outputs in national budgets and ODA must be specified.

14) Promote the integration of gender responsive budgeting as a tool to combine with General Budget Support (GBS) and Sector-Wide Approaches (SWAp), with the participation of women’s empowerment organizations.

15) The monitoring system of the PD implementation should integrate the existence of a strategic plan for financing gender equality and women’s empowerment that is reflected in budget guidelines; as well as the amount of government funds spent on capacity building, on integrating a gender perspective in public finances for (1) Finance Ministry officials; (2) whole of Government (including Parliamentarians), and (3) CSOs.

16) Donor and developing country governments must ensure direct funding and establish clear mechanisms for the participation of women’s rights organizations as part of civil society, particularly women from socially excluded groups, in all the national development planning processes and aid planning, programming, management, monitoring and evaluation.

17) There should be a significant increase in investments in women’s rights organizations and movements; these organizations should receive substantial, predictable, multi-year, core funding for:
- Women’s rights organizations at all levels to play watchdog and advocacy roles.
- Establishing funding mechanisms that are accessible to a wide range of CSOs, not only the strongest and largest, for capacity development at all levels.

PREPARATION AND PARTICIPATION AT THE HLF 3 IN ACCRA:

18) Set an institutionalized participatory process with 30% of participants from women’s rights organizations in the process for Accra and at the HLF3 (including active participation at the Ministerial meeting), and ensure that participation in the regional consultations includes 30% women’s rights organizations that are fully funded.

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9 Participants at the consultation call on donors and developing countries to follow the recom- mendation of the meeting of the UN Expert Group on Financing for Gender Equality asking governments to commit to reach 10% of ODA for gender equality and women’s empowerment by 2010 and 20% by 2015, setting out in the action plan of donors, recipient countries and the DAC strategies for reaching the target, monitor- ing performance and evaluating impact (Expert Group on Financing for Gender Equality - the UN Commission on the Status of Women, Oslo, September 2007).
19) Donor and developing country governments must ensure that gender equality and women’s rights concerns are effectively addressed during the roundtable discussions, especially in RT1: Democratic Ownership, RT4: Development results and impacts, RT5: Mutual accountability, RT6: The role of civil society organizations in advancing aid effectiveness, RT9: Implications of the new aid architecture on aid effectiveness and the role of non-DAC donors.

RECOMMENDATIONS TO WOMEN’S ORGANIZATIONS AND CSOs

Promote a multi-pronged strategy:
- Promote women’s rights organizations and CSOs’ initiated meetings and dialogues with governments as well as promoting big public awareness raising initiatives on Aid Effectiveness at the regional, national and local levels.
- Promote an initiative in 50 countries where women’s rights organizations will meet with their governments (both North and South) in capitals between now and August.
- Open spaces for women’s rights organizations to participate in the ISG to prepare the parallel civil society forum in Accra.

Why Should Women’s Rights Activists Care about the AE Agenda? What is at Stake for Women?

- **The Paris Declaration is genderblind!**
  Within this historic document, no measures to promote women’s rights, gender equality or human rights standards are proposed or acknowledged through impact assessments or any other measures.

- **Women’s rights and gender equality are often not reflected in national development plans!**
  The new aid architecture is designed to align aid to nationally-determined development priorities—severely problematic in some government contexts where gender-sensitive strategies are neither practiced nor promoted. Alignment with a country’s priorities, while desirable in theory, when implemented in political contexts characterised by gender inequality, human rights violations, etc... this architecture can negatively impact the lives of women, and hinder the achievement of key development commitments.

- **Government actions alone will not reduce poverty – adversely affecting women!**
  The PD’s aid effectiveness agenda focuses on institutional reforms in government for a more effective and efficient aid system, instead of on conditions for effective and sustainable development and for democratizing the international cooperation processes.

- **Preserve the strategic roles that CSOs play for women!**
  Civil society and women’s rights organizations have little space to influence the PD implementation process. Their contributions and roles as key development actors is essential for creating a climate of social, political, and economic change and reducing poverty and gender inequality.

- **The PD is another effort to agree on international targets and indicators (as the MDGs) for aid effectiveness.**
  The PD agenda was defined by donors (at the OECD) and the AE process is being monitored by indicators developed by the World Bank. Where are the voices and contributions of women’s organizations and other CSOs in this context? Why should international development priorities be agreed at the OECD instead of at a multilateral/multistakeholders’ forum as the UN?

- **There is a High Level Forum (HLF3) to evaluate the PD implementation taking place in Accra, Ghana, in September 2008.**
  Women’s organizations and CSOs in general should push to influence the agenda of this official Forum, so that key issues concerning civil society, women’s rights, and gender equality are taken into account in the discussions and the final statement.

- **There is a CSOs parallel process to the HLF3.**
  A CSOs forum is set take place right before the HLF3 and women’s organizations have need to be present in this critical space to contribute to an alternative vision of development from a civil society perspective.

If women’s rights advocates don’t push for gender equality and women’s rights to be understood as development priorities, nobody will. It is necessary to ensure women’s voices, proposals and participation are infused throughout the whole process.
The purpose for creating this set of Primers, Understanding the Aid Effectiveness Agenda is to share critical information and analysis with women’s rights advocates about the new aid architecture that has emerged as a result of the Paris Declaration (PD) — the most recent donor-recipient countries agreement designed to increase the impact of aid. The aid effectiveness agenda born out of the PD currently determines how and to whom aid is being delivered as well as how donor and recipient countries relate to one another. Aid distribution is clearly not simply a mechanistic process, but rather a political one. We hope that the facts and issues discussed within these primers will encourage women’s rights advocates and CSOs to join in the process of calling for a more comprehensive, balanced, and inclusive approach to reforming aid so that it reaches the people who need it most, including women!