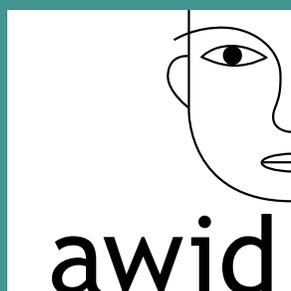


# Aid Effectiveness and Women's Rights Series



## Key Official Bodies Related to the Implementation of the *Paris Declaration*

Primer No.2

Association for Women's Rights in Development

## Introduction: Understanding the Aid Effectiveness Agenda from a Civil Society and Women's Rights Perspective

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.<sup>1</sup> 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.<sup>2</sup> 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).<sup>3</sup> 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.

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1 Kerr, Joanna (AWID). Second Fundher Report, "Financial Sustainability for Women's "movements Worldwide," p. 48, 2007.

2 Although ODA was most frequently mentioned by a total of 35% of AWID's "Where is the Money for Women's Rights" Survey respondents, it is clear that funds for gender equality represent a very tiny proportion of overall ODA. See page 48 of AWID's 2007 Second Fundher Report, *Financial Sustainability for Women's Movement's Worldwide available for download at* [http://www.awid.org/go.php?pg=fundher\\_2](http://www.awid.org/go.php?pg=fundher_2)

3 The OECD is an organization that groups 30 countries or key donors committed to help its member countries "to achieve sustainable economic growth and employment and to raise the standard of living in member countries while maintaining financial stability...in order to contribute to the development of the world economy." [http://www.oecd.org/pages/0,3417,en\\_36734052\\_36761863\\_1\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/pages/0,3417,en_36734052_36761863_1_1_1_1_1,00.html)

The OECD has put in place a number of official mechanisms to track the implementation of the *Paris Declaration*. This 2<sup>nd</sup> primer in the series *Understanding the Aid Effectiveness Agenda* is devoted to outlining and clarifying the roles of these groups in the lead up to the High Level Forum (HLF3) taking place in Accra, Ghana.<sup>4</sup> The bodies

presented here include the DAC Working Party on Aid Effectiveness, the Steering Committee for the HLF3, the Advisory Group on Civil Society Organisations and Aid Effectiveness (AG), the Reference Group for the Joint Evaluation and Implementation of the Paris Declaration (RG) and Gendernet.

### TRACKING THE IMPLEMENTATION OF THE *PARIS DECLARATION* (PD)

In order to ensure that the Paris Declaration is in fact implemented, a number of official OECD bodies and/or tracking mechanisms have been set

up by the OECD to follow up different parts of the process, including monitoring and evaluation of the PD implementation.

#### DAC Working Party on Aid Effectiveness (WP-EFF)

The DAC Working Party on Aid Effectiveness (WP-EFF) is an international partnership of donor and recipient countries whose mandate is to promote, facilitate and monitor the implementation of the PD. The WP-EFF is the OECD/DAC instance that maintains close linkages to harmonization work undertaken in other bodies such as the United Nations (UN) and the European Union (EU).

of OECD/DAC instances, four of which are described below.

- A. **Steering Committee** for the High Level Forum 3
- B. **Advisory Group** on Civil Society Organisations and Aid Effectiveness (AG)
- C. **Reference Group** for the Joint Evaluation and Implementation of the Paris Declaration (RG)
- D. **Gendernet** (Through its Working Group on Aid Effectiveness)

Internally, the WP-EFF works to carry out its official mandate through reliance on an array

#### A) STEERING COMMITTEE<sup>5</sup>

The WP-EFF has created a Steering Committee (SC) that is in charge of organizing the High-Level Forum 3 (HLF3) in Accra, Ghana, in September 2008.

**MANDATE** The SC will advise on the content part of the Forum—the concept note and the program—and will also be responsible for preparing the final outcome document.

<sup>4</sup> The Accra High Level Forum in September 2008 is the first opportunity to assess the implementation of the Paris Declaration.

<sup>5</sup> *An Update on Civil Society and the Accra High Level Forum on the Paris Declaration on Aid Effectiveness*, Brian Tomlinson, CCIC, June 2007.

**COMPOSITION** The SC is chaired by the representative from Sweden at the DAC, and includes representatives from donor and recipient, governments, the DAC Secretariat and multilateral organizations. Canada, representing the Advisory Group liaising with civil society, serves as an *ex officio* member.

representative of the government of Ghana – who is engaged in the day-to-day planning of the HLF3 on behalf of the Steering Committee, and who is undertaking many of the preparatory events. This Core Group is making not only the logistical decisions but is deciding on the agenda and the issues to be debated at the HLF3.

The SC has created a *Core Group* – formed by the World Bank, the DAC Secretariat, and the rep-

## B) ADVISORY GROUP ON CIVIL SOCIETY ORGANISATIONS AND AID EFFECTIVENESS

**The Advisory Group on CSOs and Aid Effectiveness** is a multi-stakeholder group consisting of 12 members, established by the OECD/DAC Working Party on Aid Effectiveness. The AG is the *official* CSOs instance on the road to the HLF3. The CSOs Advisory Group was created with the intention of bringing CSOs into the Aid Effectiveness process, most notably to provide opportunities for CSOs engagement and dialogue with donors in the lead up to the Accra Forum.

### A Background

The AG was formed in January 2007 at the initiative of CIDA (the Canadian International Development Agency) who was keen to look at the effectiveness of CSOs aid. As stated in the concept paper put forth by the AG itself, while a number of umbrella CS organizations were present at the Paris High Level Forum in March 2005, they were not an integral part of the process. Indeed, the role of civil society as part of the international aid architecture is barely acknowledged in the Paris Declaration.<sup>6</sup>

### What is the purpose of the AG?

The main purpose of the AG is to advise the HLF3 Steering Committee and the WP-EFF on CSOs participation in the Accra process. The underlying aim of this group is to consider how civil society's own contribution to development could be enhanced by taking the Paris Declaration as a starting point.

### Who are the members of the AG?

The AG is currently being chaired by Canada and it's comprised of the following organisations, partner and donor countries:

- 3 Northern CSOs: CCIC (Canadian Council for International Cooperation); Eurodad (European Network on Debt and Development); Actionaid International
- 3 Southern CSOs: AFRODAD (African Forum and Network on Debt and Development); TWN Africa (Third World Network); Reality of Aid (IBON)
- 3 Donor countries: Canada; Norway; France
- 3 Recipient countries: Zambia; Rwanda; Nicaragua

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<sup>6</sup> *Civil Society and Aid Effectiveness: Concept Paper*, May 28, 2007 put out by the Advisory Group on Civil Society and Aid Effectiveness

## What are the Civil Society Consultations?

The Advisory Group is charged with implementing regional and national consultations around the world as the main space to open the discussion on aid effectiveness to other CSOs. These consultations are being held in the final quarter of 2007, and their impact will depend on the following considerations:

- Wide dissemination of the consultations;
- Criteria for defining the participants in each consultation;
- Criteria for resource allocation and funding (only 30 organizations from the region will be funded by the organizers in each consultation);
- Way of building the agenda;
- Methodology used during the consultation;
- Degree of inclusion of these discussions and outputs in the Advisory Group's position building;
- Degree of incidence in the final agenda and format of the HLF3

Particularly regarding the engagement of women's rights activists, the following considerations are important to ensure their participation:

- A clear mechanism of accountability that shows how contributions made by women's organizations are being taken up, or not, in the process
- Clear definitions of the continued participation of women's rights advocates in other stages of the process, as watchdog organizations but also contributing with their own data, analysis and indicators for the monitoring and evaluation, as well as with effective development practice experiences at the local level.
- Women's rights organizations and CSOs continue to have access to resources to enable them to play their role effectively.

In general terms, more clarity about the role of the AG in the overall process is needed. Specifically, more access to the key documents<sup>7</sup> produced by the AG and more information about the International forum on CSOs and aid effectiveness to be held in Canada in February 2008 are relevant along the road to the HLF3. Finally, more information and clarity on the role of the AG in and beyond the HLF3 are vital to ensuring the involvement of civil society actors in the official processes related to the aid effectiveness agenda.

## The Advisory Group is organizing the following regional and national level consultations with CSOs:

Central Asia, East Asia/Pacific	
Date:	9 to 12 October
City:	Hanoi (Vietnam)
Organizer:	Ibon/Reality of Aid
Contact:	Tony Tujan
Email:	secretariat@realityofaid.org

East and Southern Africa	
Date:	15 to 18 October
City:	Lusaka (Zambia)
Organizer:	AFRODAD
Contact:	Charles Muttasa
Email:	charles@afrodad.co.zw

<sup>7</sup> The concept paper and issue papers developed by the AG can be accessed at [http://www.oecd.org/document/47/0,3343,en\\_2649\\_3236398\\_39448751\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/47/0,3343,en_2649_3236398_39448751_1_1_1_1,00.html)

Northern CSOs Consultation	
Date:	15 and 16 October
City:	Brussels (Belgium)
Organizer:	CONCORD
Contact:	Olivier Consolo
Email:	Olivier.CONSOLO@concordeurope.org

Americas	
Date:	29 to 31 October
City:	Managua (Nicaragua)
Organizer:	ALOP
Contact:	Ruben Fernandez
Email:	corpregion@geo.net.co

West, Central and North Africa	
Date:	23 to 25 October
City:	Cotonou (Benin)
Organizer:	REPAOC
Contact:	Aurélien Atidegla
Email:	acaurelien@hotmail.com

South Asia and West Asia	
Date:	10 to 13 November
City:	Dhaka (Bangladesh)
Organizer:	Ibon/Reality of Aid
Contact:	Tony Tujan
Email:	secretariat@realityofaid.org

## C) REFERENCE GROUP FOR THE JOINT EVALUATION AND IMPLEMENTATION OF THE PARIS DECLARATION (RG)

### Background Information on the Reference Group

The overall strategic guidance for evaluating the impact and success of the Paris Declaration was independently launched by the WP-EFF-created Reference Group. Top on the agenda at the first meeting of the RG in March 2007 was the plan to conduct evaluations to provide information about the ways in which the PD is being translated into actions by donor and partner countries. A small Management Group is tasked with day-to-day management of the evaluation.

### What is the Purpose of the RG?

The purpose of the Reference Group is to coordinate the overall evaluation process of the implementation of the PD, manage its components and ensure progress according to a time schedule and within budget.

### What is the composition of the RG?

The Reference Group consists of 30 representatives from donor and partner countries, multi-lateral agencies and CSOs.<sup>8</sup> It is being led by the Danish Ministry of Foreign affairs (DANIDA) and is being funded by the Department for International Development (DFID) UK, Finland, France, Germany, and the Netherlands. Vietnam is the Co-chair of the Reference Group.

The main CSOs actors include the Reality of Aid and UKAN (The UK advocacy network)/Eurodad (European Network on Debt and Development) who are part of the Reference Group as CS participants. EURODAD is coordinating the collection of data on CSOs research for this process.

<sup>8</sup> Information about the management structure of the Reference Group may be found at [http://www.oecd.org/secure/pdfDocument/0,2834,en\\_21571361\\_34047972\\_38478335\\_1\\_1\\_1\\_1,00.pdf](http://www.oecd.org/secure/pdfDocument/0,2834,en_21571361_34047972_38478335_1_1_1_1,00.pdf)

All documents related to the evaluation are to be posted online at [www.oecd.org/dac/evaluationnetwork](http://www.oecd.org/dac/evaluationnetwork)

For a list of confirmed country and donor evaluations see the minutes from the first meeting of the RG at [http://www.oecd.org/secure/pdfDocument/0,2834,en\\_21571361\\_34047972\\_38269515\\_1\\_1\\_1\\_1,00.pdf](http://www.oecd.org/secure/pdfDocument/0,2834,en_21571361_34047972_38269515_1_1_1_1,00.pdf)

## Focus and Objectives

The aim of this Reference Group is to add value to the monitoring process. It seeks to provide new analysis of the data by looking at the PD in a broad sense, not just the indicators. In order to monitor the implementation of the PD, the RG is conducting evaluations in 3 ways:

- Evaluations at the level of recipient country.
- Evaluations at the donor country level.
- **Thematic studies** based on existing evaluations and research.

### Tasks/Responsibilities of the RG

- Consult the Reference Group on issues within its mandate
- Keep the Reference Group and other relevant stakeholders informed about progress
- Develop the draft evaluation framework
- Develop Model Terms of Reference for country and development partner level evaluations
- Develop a programme of thematic/cross cutting studies
- Develop Terms of Reference structure and methodology for the Phase 2 summative evaluation
- Develop criteria for selection of consultants for the various evaluation components (country, development partner, thematic/cross-cutting studies and synthesis study)
- Advise and provide support to recipient countries and development partners/agencies on the implementation of country and development partner evaluations including terms of reference, quality assurance and quality control. These tasks can be done directly by members of the Management Group or through consultants if necessary
- Assist and provide advise to partner countries and donors/agencies in selecting consultants for the individual evaluations (e.g. through provision of consolidated list of potential evaluators)
- Commission thematic /cross-cutting studies, the synthesis report, and other consultancies as necessary (e.g. select and appoint consultants and peer reviewers)
- Ensure that mechanisms for resolving disputes are in place
- Develop and implement communication and dissemination strategy
- Oversee budget, spending and accounting for the Trust Fund kept by Danida (the Danish Ministry of Foreign affairs)

## D) GENDERNET<sup>9</sup>

The OECD DAC Network on Gender Equality, or GENDERNET, is an international forum where gender experts from different development co-operation agencies are meeting to define common approaches and strategies to support gender equality.

Created in 1984, although it is one of the permanent subsidiary structures of the OECD/DAC, it only became active after the PD was signed. Gendernet is thus the official OECD body that is working to reflect and strategize about new ways to approach gender equality work and create shifts in thinking on the part of bilateral donors—some of whom are realizing that gender-mainstreaming is not the key to achieving gender equality.

### **Task Team on Aid Effectiveness**

Gendernet now has a working group on Aid Effectiveness called the "Aid Effectiveness Task Team," and has developed several papers on Gender Equality opportunities in the context of the PD. This task team includes representation from OECD members from Germany, Australia, Austria, Belgium, Canada, Denmark, USA, France, Ireland, Italy, Norway, Netherlands (currently the chair), UK, Sweden, the Asian Development Bank, the Commonwealth Secretariat, and BRIDGE<sup>10</sup> who sits as an observer.

### **Task Team on "New directions"**

In addition to the Task Team on Aid Effectiveness, a Task Team on "New directions" in gender equality and women's empowerment was established with the express purpose of updating the DAC *Guide-*

*lines for Gender Equality and Women's Empowerment in Development Co-operation*, developed by Gendernet and agreed by the DAC in 1999.

### **January 2008: Joint Biennial Workshop of Gendernet and UN's Interagency Network on Women and Gender Equality (IANWGE)**

Every two years Gendernet partners with the UN Interagency Network on Women and Gender Equality (IANWGE) and holds a workshop. This workshop serves as a venue for the exchange of ideas and sharing of information in an effort to enhance partnerships between multilateral and bilateral agencies to support partner country efforts in their work to achieve gender equality and women's empowerment. The workshop next year is scheduled tentatively for the end of January in Paris.

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<sup>9</sup> Other OECD/DAC subsidiary bodies include: WP-STAT, WP-EFF, Evaluation Network, Environet, Povnet, Govnet, CPDC, and FSG.

<sup>10</sup> BRIDGE supports gender advocacy and mainstreaming efforts by bridging the gaps between theory, policy and practice with accessible and diverse gender information in print and online. For more information see <http://www.bridge.ids.ac.uk/index.html>

## 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, and therefore, it is very important to integrate the women's rights and gender equality perspective in participatory processes for defining and monitoring national development plans. Democratic ownership will only be possible if all the actors are integrated in the national strategic definitions.

- **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.

ACRONYMS	
AE	Aid Effectiveness
AG	Advisory Group on Civil Society Organizations and Aid Effectiveness
CS	Civil Society
CSO	Civil Society Organization
DAC	Development Assistance Committee
IFIs	International Financial Institutions
MDGs	Millennium Development Goals
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
PBA	Program-Based Approach
PRSP	Poverty Reduction Strategy Paper
SWAp	Sector-Wide Approach

### About this Series "Aid effectiveness and women's rights"

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!

Primer 1: *An Overview of the Paris Declaration on Aid Effectiveness & the New Aid Modalities*

Primer 2: *Official Mechanisms related to the Implementation of the Paris Declaration*

Primer 3: *CSOs Engagement in the Aid Effectiveness Agenda: The Parallel Process, CSOs concerns and recommendations*

Primer 4: *Monitoring and Evaluation of the Paris Declaration Implementation*

Primer 5: *The Aid Effectiveness Agenda from a Women's Rights Perspective*