



## Primer #6

# Aid Effectiveness and Women's Rights Series

Women's organizations proposals to influence the 3rd  
High Level Forum debates in Accra

Published by:



**INTRODUCTION:**  
Women's organizations  
proposals to influence  
the 3rd High Level  
Forum debates in  
Accra

In 2005 civil society organizations (CSOs) bore witness to the signing of the Paris Declaration on Aid Effectiveness the most recent agreement by donor and recipient countries to reform the delivery and management of aid monies in order to strengthen impact and effectiveness. In 2007, 103 billion USD flowed in the form of Official Development Assistance (ODA) from bilateral and multilateral funding agencies to developing country governments.<sup>1</sup> During 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 and inequality, promoting development, and supporting women's rights.

The Paris Declaration was adopted in March 2005 at the 2nd High-Level Forum (HLF-2) organized by the Development Assistance Committee (DAC) of the Organization for Economic Co-operation and Development (OECD). Twenty-five donor countries, eighty developing countries, and twenty-five multilateral institutions are currently adhering to the Declaration.<sup>3</sup>

In September 2008 donor and developing countries will meet for the 3rd High Level Forum (HLF-3) in Accra, Ghana to assess progress in the implementation of the Paris Declaration and to agree a new "agenda for action". This will be the first opportunity for developed and developing countries, and CSOs, to review the progress on the implementation of the Declaration. In spite of the fact that the Paris Declaration commits donor countries to a common set of principles and targets to achieve aid effectiveness, CSOs are calling for a number of reforms towards a broader framework of development effectiveness based on several general concerns<sup>4</sup>:

- ✓ The new aid architecture needs to be more comprehensive of all development stakeholders—particularly CSOs, including women's organizations.
- ✓ There is currently too much focus on aid management. The emphasis of the Paris Declaration is excessively centered on the "plumbing" or mechanisms of the aid delivery system; the focus should be on reducing poverty and inequality as expressed in the Internationally Agreed Development Goals (IADG) including the Millennium Development Goals (MDGs). Evaluating aid's effectiveness needs to be integrally linked to the support of human rights, gender equality, democratic governance, and environmental sustainability.
- ✓ More clarity on the implementation of the Paris Declaration principles is needed. An in-depth discussion of the meaning and impacts of Declaration principles needs to take place. Inputs from CSOs, particularly those related to the principles of ownership, alignment, managing for development results, and mutual accountability, need to be addressed.
- ✓ Limits in monitoring commitments are present. The monitoring system of the Paris Declaration is limited to pre-existent World Bank indicators and reflects a narrow perspective of the commitments to improve aid quality. Monitoring of the Paris Declaration commitments must be fully transparent and inclusive of women's rights and CSOs.

1 OECD DCD-DAC: [http://www.oecd.org/document/8/0,3343,en\\_2649\\_33721\\_40381960\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/8/0,3343,en_2649_33721_40381960_1_1_1_1,00.html)

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 [www.awid.org](http://www.awid.org).

3 OECD DCD-DAC: [http://www.oecd.org/document/22/0,3343,en\\_2649\\_3236398\\_36074966\\_1\\_1\\_1\\_1,00.html](http://www.oecd.org/document/22/0,3343,en_2649_3236398_36074966_1_1_1_1,00.html)

4 Primer 5: Aid Effectiveness and Women's Rights Series. Developed jointly by AWID and WIDE. The authors of this Primer are: Cecilia Alemany, Nerea Craviotto and Fernanda Hopenhaym, with the support of Sarah Rosenhek and Michele Knab.

**ABOUT THIS PRIMER<sup>5</sup>:**

Primer 6 begins with an overview of the Third High Level Forum (HLF-3) on Aid Effectiveness, discussing the preparations for and the structure of the event. The four sections of the HLF-3—the Marketplace of Ideas, the Plenary Session, the Roundtables, and the Ministerial Meetings—are covered. Primer 6 then goes on to explain some of the advocacy efforts of women's organizations and CSOs in the lead up to the HLF-3.

The bulk of Primer 6 will examine the concerns of women's rights organizations, initially formulated/discussed in Issue Papers produced by AWID, WIDE, DAWN, and FEMNET, on the formulation and implementation of the following Paris Declaration principles: Ownership, Harmonisation, Mutual Accountability, Managing for Development Results, and Sectoral Issues.

Each of these principles is also designated as a Roundtable at the HLF-3: Ownership (Roundtable 1), Harmonisation (Roundtable 3), Mutual Accountability (Roundtable 5), Managing for Development Results (Roundtable 4), and Sectoral Issues (Roundtable 8).

**This Primer explains the advocacy efforts of women's organizations and CSOs in the lead up to the HLF-3.**

## 1. ACCRA: THE STRUCTURE OF THE 3<sup>RD</sup> HIGH LEVEL FORUM

The Third High Level Forum (HLF-3) will be broken down into four complementary sections:

- Market Place of Ideas
- Plenary Session
- Roundtable Meetings
- Ministerial Meeting

### MARKETPLACE OF IDEAS

Taking place at the Accra International Conference Center (AICC) and visible throughout the course of the Accra HLF-3, the Marketplace will give participating countries and organizations, including CSOs, multilateral banks, intergovernmental organizations, funds, and foundations,<sup>6</sup> an opportunity to highlight their results in implementing the goals of the Paris Declaration.<sup>7</sup> By showcasing good and innovative practices and lessons in aid effectiveness, the Marketplace of Ideas will promote information sharing, cross-fertilization of knowledge and approaches, and learning among the HLF participants. Countries and organizations will display

posters and written materials that highlight their experience with harmonisation, alignment, and managing for results.<sup>8</sup>

### PLENARY SESSION

The Plenary Session will take place on the morning of September 2, the first day of the Forum. Entitled "Progress and Challenges in Implementing the Paris Agenda," the Plenary Session will share the progress achieved and lessons learned since the signing of the Paris Declaration. This session will also discuss the current aid landscape with specific focus on the challenges and opportunities presented as new development actors emerge.<sup>9</sup> At the HLF-2, CSOs were permitted to participate in the Plenary of the Forum. However, it currently remains unclear whether CSOs will be permitted to speak during the Plenary in Accra. If CSOs are not permitted to have a voice in the Plenary of the HLF-3, it will clearly signal a regression in the quality and depth of participation from the HLF-2 in Paris.

5 This Primer was developed by Cecilia Alemany, Natalie Raaber, Fernanda Hopenhaym, and Michele Knab (AWID).

6 OECD Working Party on Aid Effectiveness. Update on Preparations for the Accra HLF-3, July 9-11, 2008. Document No. DCD/DAC/ EFF(2008)17: p. 1.

7 For more information on the breakdown of events at the HLF-3, please visit the Accra HLF-3 website at <http://www.accrahlff.net/WBSITE/EXTERNAL/ACCRAEXT/0,,contentMDK:21690849~menuPK:64861648~pagePK:64861884~piPK:64860737~theSitePK:4700791,00.html>.

8 This information was found at [http://www.betteraid.org/index.php?option=com\\_content&task=view&id=170&Itemid=6](http://www.betteraid.org/index.php?option=com_content&task=view&id=170&Itemid=6).

9 OECD-DAC Working Party on Aid Effectiveness. "ACCRA HLF: UPDATED OVERVIEW AND ROADMAP." 2-3 April 2008. Document Number DCD/DAC/ EFF(2008)8.

Despite efforts to the contrary, there will not be a specific Roundtable on gender equality and aid effectiveness...

## ROUNDTABLES

Nine half-day Roundtables will comprise the bulk of the HLF-3, providing participants an opportunity for in-depth discussion on key areas of aid effectiveness. The Roundtables will mirror the principles of the Paris Declaration, discussing the specific topics below:

Roundtable Number	Roundtable Title
RT 1	Country Ownership
RT 2	Alignment: use of country systems, untying aid, aid predictability
RT 3	Harmonisation: rationalizing aid delivery, complementarity, division of labor
RT 4	Managing for results and development impact
RT 5	Mutual accountability
RT 6	
RT 7	Aid effectiveness in fragile states and conflict situations
RT 8	Sectoral application of the Paris Declaration: health, education, environment, agriculture, infrastructure
RT 9	Implications of the new aid architecture for aid effectiveness: South-South partners, vertical funds

Two co-chairs will head each Roundtable, one from a developing country and the other from a donor country. Each Roundtable is individually structured by specific Terms of Reference,<sup>10</sup> and several core issues will be addressed across all Roundtables. These core issues, identified as key priorities by developing countries, include conditionality, predictability, untying aid, division of labor, incentives, capacity development, and the so-called cross cutting issues (i.e. gender, human rights, and the environment). Despite efforts to the contrary, there will not be a specific Roundtable on gender equality and aid effectiveness<sup>11</sup>, but there will be a side-event that

will specifically address it.

## MINISTERIAL MEETINGS

HLF-3 will conclude with high-level discussions and negotiations around key issues, culminating in the endorsement of the Accra Agenda for Action (AAA), a document intended to deepen the implementation of the Paris Declaration. The AAA have been negotiated during the previous months of the HLF-3, CSOs and women's rights organizations reacted to the draft versions and participate in several dialogues with the Working Party on Aid Effectiveness (WPEFF).

## 2. CIVIL SOCIETY ACTIVITIES IN ACCRA

In 2005, only 15 CSOs were present at the HLF-2, this agenda was known and followed by those organizations and experts on international cooperation and aid. However, on the road to Accra more CSOs actors came to the table, reacting to the Paris Declaration implementation and its connections with other agendas such as public procurement, state reform, the role of International Financial Institutions, the role of donor's community and the national development plans processes. In this sense, several meetings and consultations took place

as part of the preparation process, and will have their own expression in Accra.

### ACCRA WOMEN'S FORUM

Convened by NETRIGHT, IGTN, WIDE, FEMNET, DAWN, and AWID, the Accra Women's Forum will bring together women's rights organizations and gender advocates to discuss the deliberations that have taken place thus far and formulate inputs for the HLF-3. The Forum will take place in Accra on August 30, 2008 just before the Civil Society Forum.

<sup>10</sup> OECD-DAC Working Party on Aid Effectiveness. "HLF-3 Roundtables: Revised Generic Guide and Specific Terms of Reference." 2-3 April 2008. Document Number DCD/DAC/ EFF(2008)2.

<sup>11</sup> International Civil Society Steering Group, "Better Aid: A Civil Society Position Paper for the 2008 Accra High Level Forum on Aid Effectiveness." Wednesday, 16 January 2008: betteraid.org.



The Women's Forum aims to accomplish the following:

- Mobilize women's rights organizations/activists and gender advocates around the HLF-3 and the AAA and its connection with national, regional, and other international processes.
- Facilitate a space for debate between women's rights organizations, activists, and gender advocates to strategize for the HLF-3 and beyond Accra.
- Contribute to the CSO Parallel Forum, the HLF-3 preparations, with common sharp recommendations on gender equality and aid effectiveness.
- Strengthen women's rights organizations participation in the CSO Parallel Forum.
- Identify future advocacy opportunities for women's rights organizations, and strategize towards the Financing for Development (FfD) conference in Doha in November-December 2008 and beyond.

### CSO PARALLEL FORUM

The CSO parallel process started in Nairobi during the World Social Forum in January 2007. Under the International Steering Group on Civil Society (ISG), the CSO parallel process brings together various local, national, regional, and international NGOs engaged in development issues, particularly within the areas of aid architecture and the aid effectiveness agenda.<sup>12</sup> From August 31 to September 1, 2008, a parallel civil society forum will be held in Accra. Organized by the ISG, the Forum will examine the AAA, discuss the Roundtable topics, and produce a statement to be presented at the Ministerial Meetings. The co-conveners

of the Accra Women's Forum will organize a session on gender equality and development effectiveness as part of the Villages Voices section of the CSO Parallel Forum.

### CRITERIA FOR CSO PARTICIPATION IN THE HLF-3

Amongst the many applications received from across the world, 80 CSOs were selected for accreditation to attend the HLF-3.<sup>13</sup> The ISG, which headed the selection process, utilized specific criteria to select the organizations, including geographic location, category of organizations, gender balance, knowledge of the issues, and the ability to speak at the Roundtables.

The following regional balance was utilized: 10 participants were selected from Latin America and the Caribbean; 15 from Asia, the Pacific Islands, and the Middle East; Africa have 20 organizations, of which 5 are from Ghana; the OECD members have 15 slots; and global NGOs, AG members, and the ISG have been allotted 20. Each region or category must nominate a minimum of 40% of women.

The Working Party on Aid Effectiveness has agreed to have two individuals from civil society (one man and one woman) to deliver the CSOs statement to the HLF-3. Additionally, the 80 accredited CSOs will have access to the ministerial debates, but will not have the right to speak. CSOs and women's organizations are currently pushing hard to have this changed and improve the quantity (in Paris there were only 15 CSOs accredited) and quality of participation.

**One aim of the Women's Forum in Ghana is to strengthen women's rights organizations participation in the CSO Parallel Forum.**

## 3. ISSUES PAPERS ON GENDER EQUALITY AND THE PARIS DECLARATION PRINCIPLES

As a part of the overarching advocacy efforts for the inclusion of women's rights organizations in the international development agenda-setting fora, AWID and WIDE organized the International Consultation of Women's Organizations and Networks and Aid Effectiveness in Ottawa, Canada on January 31 and February 1, 2008. On February 2nd,

AWID and WIDE brought together women's organizations, global networks, representatives from international organizations, and donors for a strategy meeting on aid effectiveness and FfD.<sup>14</sup>

Those participating in Ottawa highlighted the importance of strengthening the debate on women's rights and defined the aid effectiveness

<sup>12</sup> International Civil Society Steering Group, "Better Aid: A Civil Society Position Paper for the 2008 Accra High Level Forum on Aid Effectiveness." Wednesday, 16 January 2008: betteraid.org.

<sup>13</sup> Reality of Aid website: CSOs Accredited for the HLF-3, accessible at <http://www.realityofaid.org>

<sup>14</sup> AWID and WIDE Paper: "Highlights from the Women's Rights Organizations Aid Effectiveness and Financing for Development Strategy Meeting." Ottawa, Canada: February 2, 2008.

## It must be ensured that the principle of ownership be understood in a broad and democratic manner...

process as a political opportunity. Recognition of the need to connect the research and advocacy actions of those working on Aid Effectiveness, Financing for Development, and/or trade was emphasized.

In order to increase the visibility of women's organizations in these processes and specifically at the HLF-3, Roundtables 1, 3, 4, 5, and 8 were strategically identified for targeted advocacy efforts. WIDE, FEMNET, DAWN, and AWID produced issue papers on the topics of these Roundtables; to feed into the discussions in Accra and to push for a greater voice and stronger presence of women's organizations in the process. This section summarizes the main advocacy concerns developed by these issues papers.

### DEMOCRATIC OWNERSHIP AND GENDER EQUALITY

*The Paris Declaration defines Country Ownership thusly: Partner countries exercise effective leadership over their development policies and strategies, and coordinate development actions.*

Theoretically, this is a sound definition; in practice, however, it can be interpreted in a narrow fashion. It must be ensured, therefore, that the principle of ownership be understood in a broad and democratic manner and not simply as government ownership. Meaningful participation of different stakeholders (in both donor and developing countries), including women's organizations, means real participation in the planning, implementation, and monitoring of development and aid policies.

In the Issue Paper on Ownership,<sup>15</sup> women's rights organizations have highlighted the following concerns regarding the implementation of the Paris Declaration's principle of Country Ownership.

#### ✓ BROADEN THE DEFINITION OF OWNERSHIP

Women's rights organizations are concerned that ownership is defined too narrowly, relating only to government (Executive) ownership. The presence of autonomous CSOs and social movements that are able to disagree and debate with and act as watchdogs of governments is critical to achieving democratic ownership.

CSOs and other stakeholders need to be recognized as development actors in their own right and women's organizations need to be present in aid-related processes. In this regard, the capacity of national women's machineries, women's organizations, gender advocates, and women parliamentarians to engage meaningfully in development policy dialogues needs to be supported.

#### ✓ EQUAL OWNERSHIP MUST BE EMPHASIZED

Barring the current donor country commitment to respect developing country leadership and help strengthen the capacity of the developing country to exercise it, the Paris Declaration fails to spell out any further mandatory donor obligation. Ownership needs to apply to both donor and recipient countries, making transparency, democratic ownership, and accountability relevant to both sets of countries.<sup>16</sup>

#### ✓ PHASE OUT ALL POLICY CONDITIONALITIES

Women's organizations at the International Consultation of Women's Organizations and Networks and Aid Effectiveness in Ottawa, emphasized that donor imposed conditionalities are inconsistent with the principle of democratic ownership. Specifically, it was maintained that positing human rights and gender equality as new, "friendly" conditionalities for delivering aid is unacceptable. Rather than imposing such conditionalities, donor countries should support local groups, movements, and women's rights organizations in the South that will hold their own governments accountable to their commitments to international and regional Human Rights and Gender Equality agreements, acting as advocates and strengthening democratic governance on the ground.<sup>17</sup>

#### ✓ ACCESS TO INFORMATION AND TRANSPARENCY

Citizens, CSOs, parliaments and governments in developing countries have a right to be well informed about aid in their country. At the moment, there are wide variations in the amount of information that is publicly available about aid negotiations, and the degree to which donors report their aid commitments in advance, publish the conditions attached to their aid, and make key documents accessible differs. Transparency is a pre-condition for democratic ownership and accountability: international transparency

15 Brief Issue Paper on Country Ownership and Gender Equality." This Brief Issue Paper was coordinated by Gigi Francisco (DAWN), with contributions from Nerea Craviotto (WIDE), Therese Nyondiko (FEMNET), Cecilia Alemany, Fernanda Hopenhaym and Michele Knab (AWID).

16 Ibid.

17 AWID and WIDE: "Final Narrative Report from the Association for Women's Rights in Development (AWID) on The International Consultation of Women's Organizations and Networks on Aid Effectiveness." Submitted to CIDA. p.20.

standards are urgently needed.<sup>18</sup>

Standards for the timely public dissemination of information on all aid committed, allocated, and disbursed should be in place and reliable country-by-country timetables, based on binding agreements for aid commitments and expenditures, should be developed.<sup>19</sup>

## HARMONISATION AND GENDER EQUALITY

*Within the Paris Declaration, Harmonisation is defined thusly: Donors' actions are more harmonised, transparent, and collectively effective, reducing multiple accountabilities.*

According to the Terms of Reference proposed by the Co-chairs of the Harmonisation Roundtable (Roundtable 3), will examine:<sup>20</sup>

1. How to best enable the harmonisation of donor activities and procedures at the country level.
2. Program based support, including capacity development.
3. Enhancing complementarity through joint efforts of partner countries and development partners, and further harmonisation in the area of cross cutting issues such as environmental standards, gender (equality) and human rights.<sup>21</sup>

In the Issue Paper on Harmonisation,<sup>22</sup> women's organizations have highlighted several key concerns regarding the implementation of the Paris Declaration's principle of Harmonisation:

### ✓ HARMONISATION WITH ESTABLISHED INTERNATIONAL/ REGIONAL AGREEMENTS IS ESSENTIAL

Harmonisation should demand that (in addition to other aims) donor and developing countries align and harmonize their aid and development policies to regional and international human rights and gender equality agreements, including the Beijing Platform for Action (BPfA), the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), and the MDGs.<sup>23</sup>

### ✓ DEVELOPING COUNTRIES SHOULD MAINTAIN THEIR BARGAINING POWER

With harmonisation efforts, there is a risk that donors will pull together, diminishing the

bargaining power of developing countries. Women's organizations have highlighted the need for developing countries and donor countries to maintain an equal level of power and leverage. Donors must not use the harmonisation principle to strengthen a donor driven approach or impose conditionalities.

Additionally, developing country governments and civil society organizations, particularly women's rights and women's empowerment organizations, should be consulted and included in donor countries' harmonisation efforts.

### ✓ MAINTAIN SUPPORT FOR GENDER EQUALITY

There is a risk that harmonisation efforts will result in a "leveling down" of the development/ aid framework (based on the policies of the least progressive donors) and in a reduction of the scope of the development agenda. Women's groups must, therefore, ensure that gender equality and women's rights are explicitly taken into account and do not drop off the agenda. In order for gender equality to be substantively implemented, the capacity of policy makers to analyze gender equality when developing common procedures for harmonisation should be developed and supported.

## MUTUAL ACCOUNTABILITY AND GENDER EQUALITY

*The Paris Declaration defines Mutual Accountability as the joint accountability of donors and partners for development results. According to the Declaration, developing countries committed in 2005 to strengthening the parliamentary role in the planning of national development strategies and/or budgets and to reinforce participatory approaches by systematically involving a broad range of development partners.*

Similarly, donors have committed to providing timely, transparent, and comprehensive information on aid flows, in order to enable developing country governments to present comprehensive aid information to their constituencies. Both donor and developing countries agreed to jointly assess progress in implementing agreed commitments on aid effectiveness, including ownership, alignment, harmonisation, and managing for results.

**Donors must not use the harmonisation principle to strengthen a donor driven approach or impose conditionalities.**

18 International Steering Group position paper on the Accra Agenda for Action.

19 Ibid.

20 OECD Working Party on Aid Effectiveness. Revised Generic Guidance and Specific Terms of Reference for the HLF-3 Roundtables. April 2-3, 2008. Document no. DCD/DAC/ EFF(2008)2.

21 If you are interested in reading more about the ToR for this specific RT, please visit the Accra HLF3 website at <http://www.accralf.net>

22 "Brief Issue Paper on Harmonisation and Gender Equality." This Brief Issue Paper was coordinated by Cecilia Alemany, with contributions from Lydia Alpizar, Fernanda Hopenhaym, and Michele Knab (AWID), Nerea Craviotto (WIDE), Therese Nyondiko (FEMNET) and Gigi Francisco (DAWN).

23 Ibid.

## Development focus needs to shift from its current emphasis on managing for outputs to an emphasis on managing for development outcomes.

CSOs and women's rights organizations have maintained that mutual accountability is the only basis for effective aid: donors, developing countries, and other actors must be accountable for the impacts and development outcomes of aid.<sup>24</sup> In this regard, CSOs and women's organizations believe that these impacts and outcomes must ultimately be assessed in terms of their progress (or lack thereof) towards internationally agreed human rights standards, including women's rights.

Women's organizations are deeply concerned about several aspects regarding the implementation of the Paris Declaration's principle of Mutual Accountability.<sup>25</sup>

### ✓ INADEQUATE AND SKEWED MONITORING SYSTEM

The Paris Declaration's exclusive emphasis on developing countries does not fully capture the balance which mutual accountability implies.<sup>26</sup> The current monitoring process for the Paris Declaration is asymmetric: donors monitor themselves while the World Bank and others monitor developing countries. If the Paris process is to be credible, independent monitoring and evaluation is essential. CSOs and women's organizations believe it is unacceptable that donors control the monitoring and evaluation of the Declaration's implementation, both directly, in individual countries, and indirectly, through the World Bank and the OECD-DAC.

In order to make mutual accountability a reality at the country level, donors must make transparent and binding commitments to which they can be held to account.

### ✓ GENDER EQUALITY AND ACCOUNTABILITY

There is often a lack of strong national accountability mechanisms for environmental sustainability, human rights, and gender equality. In order to turn this trend around, the inclusion of CSOs, including women's rights organizations, in the creation and implementation of accountability frameworks must be ensured.<sup>27</sup> Furthermore, donor and developing country governments should strengthen the capacities, resources, and authority of national women's machineries to, amongst other things, influence national development planning and budget allocations for gender equality and women's rights. To this end,

women's rights organizations and advocates demand the inclusion of specific instruments, namely gender budgeting and gender audits.

### ✓ STRONG CSOs AND WOMEN'S ORGANIZATIONS ARE NEEDED

Donor countries, developing countries, and citizens will only be able to genuinely hold each other to account where strong, independent, and well-resourced civil society organizations, including women's rights organizations, can play an advocate and watchdog role. CSOs, including women's rights organizations, should be recognized as development and monitoring partners and be able to bring their own monitoring and evaluation frameworks.

### MANAGING FOR DEVELOPMENT RESULTS AND GENDER EQUALITY

*Within the Paris Declaration, the principle of Managing for Development Results (MfDR) is defined as the management and implementation of aid in such a way that focuses on desired results and uses information to improve decision-making.*

MfDR as understood in the Paris Declaration does not stress development effectiveness or substantive outcomes; rather the emphasis falls upon the nuts, bolts, and processes of aid effectiveness. Such an emphasis does not fully take into account the real development needs of developing countries and their most vulnerable populations.

Women's organizations have highlighted the following concerns regarding the implementation of the Paris Declaration's principle of Managing for Development Results:<sup>28</sup>

### ✓ DEVELOPMENT OUTCOMES, NOT AID PROCESSES, SHOULD BE THE FOCUS

When discussing managing for development results, the extent to which donor and developing countries adhere to their human rights commitments and other legal obligations should be used as a measure of the effectiveness of policies and approaches.

Development focus needs to shift from its current emphasis on managing for outputs to an emphasis on managing for development outcomes. To this end, it is critical for donor and developing countries to use the Paris

24 "Brief Issue Paper on Mutual Accountability and Gender Equality." This brief issue paper was coordinated by Nerea Cravioito and Suvi Kilpeläinen (WIDE), with inputs from Cecilia Alemany and Fernanda Hopenhaym (AWID), DAWN and FEMNET.

25 Ibid.

26 Ibid.

27 Ibid.

28 "Brief Issue Paper on Managing for Development Results and Gender Equality." This Brief Issue Paper was coordinated by Cecilia Alemany, with contributions from Lydia Alpizar, Fernanda Hopenhaym, and Michele Knab (AWID), Nerea Cravioito (WIDE), Therese Nyondiko (FEMNET) and Gigi Francisco (DAWN).



Declaration's principle of managing for development results as a tool for achieving development effectiveness goals and not merely as a mechanism that focuses on program outputs.<sup>29</sup>

## SECTORAL ISSUES AND GENDER EQUALITY

At the HLF-3, Roundtable 8, "Enhancing results by applying the Paris Declaration at sector level," will tackle two main objectives:<sup>30</sup> it will draw conclusions regarding the application of the Paris Declaration at sector level in the health, education, infrastructure, and agriculture sectors; and it will make specific recommendations to achieve development results.

Women's rights organizations have highlighted the following concerns regarding the implementation of the Paris Declaration at sector level:

Sector wide approaches (SWAPs) can offer a strategic entry point for implementing human rights and gender equality into sectoral programs and policies. However, in most instances, existing SWAPs in the education, health, and agriculture sectors focused on narrowly defined investments in women and/or girls rather than addressing the underlying conditions that produce unequal access for males and females in the first place.<sup>31</sup>

The underlying reasons, systems, and/or institutions behind women's limited access to goods and services and their inability to take advantage of them in the same way men do, are rarely addressed.<sup>32</sup> In order to effectively and meaningfully implement gender equality in SWAPs, a comprehensive analysis of gender conditions as they impinge on the situation of males and females in the sector should be undertaken. Ideally, "these analyses should cover the economy and society as a whole (macro level), the sector and its key institutions (meso level), and households and their individual members (micro level). At all three levels, the goal of the analysis should be to understand how societal, sectoral and household-level conditions shape the relative opportunities and resources of males and females vis-à-vis the sector."<sup>33</sup>

It must be ensured, therefore, that specific interventions at the sector level to establish

gender equality do not merely offer a superficial bandage. Rather, these interventions should be formulated from a deep understanding of gender relations and power dynamics and the different access to resources men and women have.

## ✓ HEALTH, INFRASTRUCTURE, AGRICULTURE

The majority of health sector approaches focus on women's reproductive health needs, ignoring women's other health needs and the broader conditions that produce different health needs and health care access among males and females in the first place.<sup>34</sup> Women's organizations and other CSOs have found that the underlying causes that create a system in which women's and girl's health and healthcare is secondary and sub-par often remain unexamined.

While there are varying approaches to each sub-sector of infrastructure (energy, transportation, water and irrigation), most infrastructure projects and programs fail to adequately achieve gender equality. It is assumed that women and men will automatically benefit from these projects, without due acknowledgement to the full range of potential social and economic impacts. Too often, the positive outcomes experienced by women through infrastructural projects have been unintended and/or unplanned.

Despite evidence over many years from gender analyses that women are profoundly affected by spending patterns in other sectors — such as justice and law enforcement, public safety, rural and urban infrastructure, and transport — there have been few efforts to track how spending in these areas affects different groups, including women.<sup>35</sup>

External funding is often lower for agriculture in comparison to health and education<sup>36</sup> and the financial mechanisms commonly used in SWAPs typically prove problematic for the agricultural sector.<sup>37</sup> Rural women play a significant role in agricultural development and food security and much of the developing world relies on food grown by women on small farms. However, while agriculture SWAPs tend to recognize that women are critical in agricultural production and food security, they rarely address the factors that reduce women's productivity, namely unequal access to land, capital, and additional labour.<sup>38</sup>

**It must be ensured that specific interventions at the sector level to establish gender equality do not merely offer a superficial bandage.**

29 Ibid.

30 OECD-WP-EFF, HLF3 Roundtables Revised generic Terms of Guidance and Specific reference, 25 April 2008, DCD/DAC/EFF(2008)2/Rev 1, p.47.

31 Gender Equality in Sector Wide Approaches, OECD-DAC, 2001.

32 Ibid.

33 [http://www.minbuza.nl/en/developmentcooperation/Themes/poverty,quality-and-effectiveness/working\\_document\\_gavim\\_and\\_the\\_sectoral\\_approach.html](http://www.minbuza.nl/en/developmentcooperation/Themes/poverty,quality-and-effectiveness/working_document_gavim_and_the_sectoral_approach.html)

34 Gender Equality in Sector Wide Approaches, OECD-DAC, 2001, page 3.

35 UNIFEM Discussion Paper, "Promoting Gender Equality in New Aid Modalities and Partnerships," March 2006: p. 5.

36 Summary of the principal conclusions, recommendations and next steps from the Round Table 8 consultation meeting with the OECD/DAC workstreams. Paris, 4th April 2008, p.6.

37 Ibid. Ref. 10.

38 UK Gender and Development Network. "Women's Rights and Gender Equality, the New Aid Environment and CSOs." A Research Project of the UK Gender and Development Network. Contributors: Helen Collinson, Helen Derbyshire, Brita Fernández Schmidt, Tina Wallace. January 2008: p. 20.

## 4. GENDER EQUALITY AND DEVELOPMENT EFFECTIVENESS: MOVING FORWARD

...pressure to move the aid effectiveness debate from the OECD to the more open arena of the United Nations has been building.

Donor and developing country governments must ensure that gender equality and women's rights concerns are effectively included during the HLF-3 and, indeed, fully included in the larger aid effectiveness and development debate. As such, the HLF-3 can be viewed as an opportunity to create awareness and build consensus among women's organizations and gender equality advocates to engage in development debates and processes from the local to the global arena.<sup>39</sup>

Some members of the OECD want to see the outcome of the HLF-3 (i.e. the Accra Agenda for Action) as an input for the International Conference on Financing for Development. However, certain actors in the developing world, CSOs and women's rights organization (through the Women's Working Group on FfD) are skeptical about the synergies between both fora, because the concept of aid effectiveness is reduced compared to the framework of international cooperation under the Monterrey Consensus signed at the UN level in 2002.

From June 30-July 1, 2008, the Development Cooperation Forum (DCF), a new structure of the UN's Economic and Social Council (ECOSOC) intended to strengthen international development cooperation, was held in New York. Mandated to enhance the implementation of the internationally agreed development goals (IADG), including the MDGs, and promote inclusive dialogue, the DCF represents "a decisive step forward on the implementation of the global partnership for development."<sup>40</sup> The discussions at the 2008 Forum focused on the AE agenda and its connections with the FfD process that will review the Monterrey Consensus implementation in Doha. Key discussions at the DCF focused on its role and mission as well as policy conditionalities (specifically, the need to end them) and the role of international cooperation in promoting sustainable development in a world facing a financial and food crisis.

Stemming from the OECD, the aid effectiveness process has been criticized for its relatively closed, political, and non-participatory nature. In a report to the Development Cooperation Forum, Ban Ki Moon, the Secretary General of the United Nations, stated that "while approximately two thirds of contributors to

South-South cooperation have signed the Paris Declaration, they have not been at the forefront of international initiatives on strengthening aid effectiveness, and, in spite of OECD efforts at liaison, many remain wary of a forum dominated by donors, where the particular characteristics of South-South cooperation are not taken into account."<sup>41</sup>

The UN Secretary General further noted that while the Paris Declaration marked a "step change in articulating benchmarks for progress, the negotiation process did not engage the full range of stakeholders. Among countries providing aid, discussions were dominated by members of the Development Assistance Committee. Participation by developing countries was limited, with civil society organizations and private foundations contributing only marginally. While this facilitated agreement, it left the Declaration without the approval of a conventional international multi-stakeholder process."<sup>42</sup>

CSOs and women's rights organizations have repeatedly called for the sustained engagement of all stakeholders on all issues related to aid and development effectiveness, not only those included in the Paris Declaration.<sup>43</sup> As such, pressure to move the aid effectiveness debate from the OECD to the more open arena of the United Nations has been building.

The United Nations is the primary space for international norm-setting and policy design, ensuring equal participation of all countries, particularly through the DCF and the FfD process towards Doha.<sup>44</sup> Within the United Nations structure, the DCF has been suggested by some as a potential home for the aid effectiveness debate, a space that would allow for the substantive engagement of all AE stakeholders, including women's rights organizations. The Financing for Development discussions currently occur at the United Nations; why should the AE discussions differ? As an inter-governmental, multi-stakeholder, representative forum for consensus-building and international norm-setting, the UN and specifically the DCF offer the opportunity for an inclusive global dialogue and policy review on aid effectiveness and development cooperation issues.<sup>45</sup>

39 Ottawa Strategy Meeting follow-up Paper.  
40 Report of the Secretary General. "Trends and progress in international development cooperation." ECOSOC, Development Cooperation Forum, July 2008. Document No. E/2008/69

41 Report of the Secretary General, "Trends and Progress in International Development Cooperation," ECOSOC Substantive Session of 2008, DCF, Document No. E/2008/69: p. 21.  
42 Ibid.

43 Reality of Aid, Reality Check Paper, "The Paris Declaration: Towards Enhanced Aid Effectiveness?" January 2007, accessible at: <http://www.realityofaid.org/publications.php>.

44 Q&A: "Political Power Is Still Very Masculine, Interview with Cecilia Alemany, AWID, by IPS correspondent Am Johal, available at <http://www.ipsnews.net/news.asp?idnews=43377>.

45 Report of the Secretary General. "Trends and progress in international development cooperation." ECOSOC, Development Cooperation Forum, July 2008. Document No. E/2008/69.

## MONITORING AND EVALUATION OF THE PARIS DECLARATION

While gender equality and women's empowerment are central to the achievement of the internationally agreed development goals (IADG), including the MDGs, the Paris Declaration is gender blind: the monitoring and evaluation system of the Paris Declaration does not include an indicator for gender equality, nor does it contain a gender perspective. There are no impact assessment measures within the Declaration that promote women's rights, women's empowerment, or gender equality.

Women's right organizations and CSOs are concerned about this gap.

- The mechanisms for monitoring the Paris Declaration are tied to the 12 indicators of progress defined in the Paris Declaration, none of which contain a gender perspective. This is unacceptable and needs to be changed; the monitoring system of the implementation of the Paris Declaration must fully integrate gender equality indicators.
- There is an urgent need for more and higher quality sex disaggregated data in order for policy makers to have an accurate picture of the realities of women and girls and tailor policies more effectively. Results based matrices should have targets that reveal how gender equality and women's empowerment goals are being met (or not being met).
- The current monitoring process for the Paris Declaration is asymmetric: donors monitor themselves while the World Bank and others monitor developing countries. If the Paris process is to be credible, independent monitoring and evaluation is essential. Additionally, CSOs, including women's rights organizations, should be recognized as development and monitoring partners and be able to bring their own monitoring and evaluation frameworks.

## RECOMMENDED SPEAKERS FROM THE WOMEN'S MOVEMENT FOR HLF-3 ROUNDTABLES

### Roundtable 1: Ownership

- Josefa "Gigi" Francisco: Southeast Asia Regional Coordinator for the Development Alternatives with Women for a New Era (DAWN)
- Mariama Williams: Adjunct Associate at the Center of Concern in Washington, D.C. and Research Adviser for the International Gender and Trade Network
- Marina Durano: International economist who until recently was the Program Specialist, Economic Security and Rights at UNIFEM in New York. She is associated with the International Gender and Trade Network, Development Alternatives with Women for a New Era, and the Women and Gender Institute at Miriam College in Manila.
- Gita Sen: Professor in Economics and Social Sciences at the Indian Institute of Management and Business in Bangalore and Adjunct Professor in the Department of Population and International Health, Harvard School of Public Health
- Thérèse Nyondiko: Independent Consultant and previous Executive Director of The African Women's Development and Communication Network (FEMNET)

### Roundtable 3: Harmonisation

- Usu Mallya: Tanzania Gender Networking Programme (TGNP), Tanzania
- Thérèse Nyondiko: Independent Consultant and previous Executive Director of FEMNET

- Rose Mensah-Kutin: Regional Program Manager of ABANTU for Development, Ghana

### RT 4: Managing for Development Results

- Rose Mensah-Kutin: Regional Program Manager of ABANTU for Development, Ghana
- Isabella Bakker: Professor, Department of Political York University, Toronto

### RT 5: Mutual Accountability

- Carmen de la Cruz: Women in Development Europe (WIDE)
- Florence Etta: International Development Research Centre (IDRC), Africa Gender and Development Evaluators Network
- Hamida Harrison: Senior Programme Officer in charge of training and capacity building, ABANTU for Development
- Usu Mallya: TGNP, Tanzania
- Rose Mensah-Kutin: Regional Program Manager of ABANTU for Development, Ghana

### RT 8: Sectoral Issues

- Rose Mensah-Kutin: Regional Program Manager of ABANTU for Development, Ghana

### RT 9: New Aid Architecture

- Lydia Alpizar: Director of the Association for Women's Rights in Development (AWID), Costa Rica/Mexico

**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 No. 1: An Overview of the Paris Declaration on Aid Effectiveness & the New Aid Modalities*

*Primer No. 2: Key Official Bodies Related to the Implementation of the Paris Declaration*

*Primer No. 3: Civil Society's Engagement in the Aid Effectiveness Agenda: The Parallel Process, Key Concerns and Recommendations*

*Primer No. 4: Monitoring and Evaluation of the Paris Declaration Implementation*

*Primer No. 5: Making Women's Rights and Gender Equality a Priority in the Aid Effectiveness Agenda*

*Primer No. 6: Women's organizations proposals to influence the 3rd High Level Forum debates in Accra*

**ACRONYMS**

AAA	Accra Agenda for Action
AE	Aid Effectiveness
AG-CS	Advisory Group on Civil Society Organizations from the OECD Development Assistance Committee
BPfA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CSO	Civil Society Organization
DAC	Development Assistance Committee
DAWN	Development Alternatives with Women for a New Era
ECOSOC	United Nations Economic and Social Council
FEMNET	The African Women's Development and Communication Network
FfD	Financing for Development
HLF	High Level Forum
IADG	Internationally Agreed Development Goals
IGTN	International Gender and Trade Network
ISG	International Steering Group on Civil Society
MfDR	Managing for Development Results
MDGs	Millennium Development Goals
NETRIGHT	Network of women's rights in Ghana
ODA	Official Development Assistance
OECD	Organization for Economic Cooperation and Development
SWAp	Sector-Wide Approach
WIDE	Women in Development-Europe
WP-EFF	Working Party on Aid Effectiveness from the OECD Development Assistance Committee