

Summary Report of the

Joint meeting of the
Inter-Agency Network on Women and Gender Equality (IANWGE)
and the OECD-DAC Network on Gender Equality

AID MODALITIES AND THE PROMOTION OF
GENDER EQUALITY

January 30-31 2006
Safari Park Hotel
Nairobi, Kenya

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I. Introduction

1. The joint biennial workshop between the United Nations Inter-Agency Network on Women and Gender Equality (IANWGE) and the Network on Gender Equality of the Development Assistance Committee (DAC) of the Organization for Economic Cooperation and Development (OECD) was convened in Nairobi, Kenya from 30-31 January 2006 to discuss the implications of the new aid modalities for gender equality and the empowerment of women. The workshop focused on the partnership commitments of the Paris Declaration and sought to examine how they could be used to advance the incorporation of a gender perspective in the development agenda. The meeting gathered about 60 participants from headquarters, field staff and national government partners.

2. The Paris Declaration was adopted in February 2005 as a follow-up to The Monterrey Consensus that recognized that an additional 50 billion US dollars was needed in order to reduce by half the number of people living in absolute poverty. It identified a framework based on five partnership commitments - ownership, alignment, harmonization, managing for results and mutual accountability - that would ensure that the increased flow of aid to partner countries actually benefited those it is meant to serve. The Declaration also specifies indicators, time tables and targets that are set for the year 2010.

3. The workshop focused on how to use changing aid modalities, increases in aid and the aid effectiveness agenda, to accelerate progress towards gender equality and women's empowerment. Participants also shared experiences on mainstreaming a gender perspective in on-going programming processes at national level. Of particular importance was the identification of effective ways of supporting different players in partner countries to ensure that gender equality and women's empowerment remain on policy and political agendas, as well as strategies for strengthening partnerships between bilateral donors and multilateral agencies in support of development efforts.

II. Key messages and conclusions

4. At the end of the discussions there were clear messages and conclusions that emerged. These were based on the evidence presented on the trends being generated by the new aid modalities, the experiences to date on using these modalities and shared knowledge of what needs to be done to keep commitments to gender equality and empowerment of women on track. These messages and conclusions underscore how important it is to build ownership, integrate gender equality goals in harmonization and

accountability mechanisms, build on the existing strength of national actors, strengthen national capacities and support regional and national political processes.

A. Building ownership based on commitments to gender equality in the implementation of the Paris Declaration agenda

5. Gender equality and women's empowerment are critical for development effectiveness. The systematic integration of gender equality and women's empowerment in the partnership commitments of the Paris Declaration by both donors and multilateral agencies is crucial.

6. The integration of a gender equality perspective is critical to the successful implementation of the aid effectiveness agenda. The aid effectiveness agenda is not simply a technocratic process. Focusing on efficiency changes to aid mechanisms and structural reforms will have limited impact on development effectiveness without a gender perspective or taking women's interests and needs into account. It is important to continue to address how the *Paris Declaration* can be used to promote a wider development effectiveness approach rather than a narrow aid efficiency approach.

7. At the same time, development partners need to take steps to ensure that an increased proportion of aid is directed towards gender equality and women's empowerment. The opportunity to influence how this expanded budget will be spent and ensuring that women benefit equitably from it will be lost unless gender equality is clearly mainstreamed in the implementation of the partnership commitments of the *Paris Declaration* and processes for allocating aid.

8. Gender equality analysts and advocates need to actively engage with and influence the monitoring processes for the Paris Declaration to ensure that the indicators of progress include critical dimensions of gender equality.

9. Government reforms and the joint assistance strategies of donors need to ensure that gender equality and women's empowerment are an integral part of national development strategies, planning and spending frameworks, including poverty reduction strategies, Medium Term Expenditure Frameworks (MTEF) and Public Expenditure Reviews (PER). This will require strengthened commitment and increased allocations of resources by both partners and donors to facilitate enhanced participation by poor women and men in influencing and shaping national development plans, budgets and monitoring systems.

10. Achieving gender equality requires concerted efforts and involves a variety and complementarity of interventions. In addition to gender mainstreaming in programme-based approaches, interventions include women-specific projects and institutional support; capacity development in the collection and use of sex-disaggregated statistics and gender responsive public finance management and budget allocation mechanisms.

11. Affirmative action measures for gender equality and women's empowerment are still essential in many contexts to ensure that aid and development cooperation mechanisms, and national development strategies include resource allocations and technical cooperation for gender equality.

12. Gender analysts among donors, UN agencies and partners, need to be skilled in macroeconomics and budgeting, while conversely, economic planners, finance specialists and political decision-makers need to be more aware of the impacts of their decisions on women and on closing gender equality gaps.

13. As many donors transit from project-based approaches to programmatic approaches it is crucial to ensure that the contributions of civil society are strengthened.

14. Partners and donors should not be tempted to "mainstream everywhere". Rather, it is important to concentrate efforts in strategic areas, especially those that have the potential to deliver long-term benefits for women such as support for economic empowerment, and for advancement through increased participation in political decision making, education and legislative reform. Depending on national contexts, other key sectors identified included health, justice, science and technology, and agriculture.

15. Increased use should be made of global agreements as a basis for setting national priorities and for monitoring progress towards gender equality and women's empowerment. As most donors and partner countries have gender equality policies and/or have made international commitments to gender equality, there are opportunities for donors to align with the gender equality policies, systems and commitments of partner governments. Donors and partners can increase political and policy dialogue on achievement of the MDGs and on CEDAW reporting and implementation.

B. Incorporating gender equality in harmonization and mutual accountability commitments

16. Donors and multilateral agencies need to use their combined strengths and forge partnerships to foster gender equality as a clearly defined joint goal and shared task. There needs to be greater pooling of resources, increased use of programmatic approaches, joint analytical work, a clear division of roles and responsibilities, and agreements on strategic priorities and approaches by donors and multilateral agencies. There is a need to work together to ensure that gender equality is integrated into evolving programming mechanisms such as Joint Assistance Strategies and into the assessments of harmonized delivery mechanisms.

17. Efforts need to be increased to identify the respective strengths and expertise of donors and multilateral agencies. Those involved in the development of common arrangements and procedures need to have the technical and analytical skills to develop appropriate gender equality objectives and strategies. Most importantly, the resources need to be available to implement the strategies effectively. Depending on the national context, donors need to work together to agree on which of them has the comparative advantage and the commitment to lead gender-specific and women's empowerment initiatives. At the same time there needs to be a coherent approach to integrating gender equality dimensions into other key elements of joint assistance strategies. Examples of how to successfully integrate gender equality dimensions into donors' harmonization efforts should be documented and shared.

18. A strong results-based culture is necessary to ensure that national governments include precise (actionable and measurable) results frameworks on gender equality in national development strategies with specific budgetary allocations such that expenditures and results can be tracked. Existing country-relevant gender equality indicators and processes can be incorporated into performance assessment frameworks to monitor results and progress towards gender equality. These included MDG targets and indicators, CEDAW reporting and reporting on the Beijing *Platform for Action*.

19. Mutual accountability would need to be measured at different levels including giving a voice to citizens, particularly women; establishing gender responsive development planning frameworks and budgetary instruments; and using existing or new data on gender inequality. Working together development partners may develop mutually agreed measures to track expenditure on and the impacts of gender equality initiatives and gender mainstreaming in key sectors; and undertake joint assessment reviews.

20. Develop national accountability mechanisms and tools which include accountability to parliaments, stronger audit offices, greater community participation, free media and attention to gender equality.

21. Collection of sex-disaggregated data and supporting national statistics offices and line ministries' information systems is crucial for mainstreaming a gender perspective in national development plans and for measuring progress in achieving gender equality.

C. Building on the strength of various national actors

22. Advocates for gender equality at the national level, including donor-affiliated gender analysts and influential and supportive men, should join forces to contribute to mainstreaming a gender perspective in aid effectiveness modalities.

23. In certain contexts, it may be desirable for donors to develop a common framework, and innovative financing modalities such as trust funds, to support various forms and functions of national women's machineries, including civil society organizations that promote gender equality and maintain an independent voice for women's rights.

24. The move to new aid modalities requires building countries' capacity to lead, own and influence/leverage the policy agendas and resource allocation decision-making spheres in a gender responsive manner. This entails equipping and strengthening national women's machineries with capacities to participate substantively in gender responsive public financial management and budget initiatives, including expenditure tracking, gender responsive poverty reduction strategies and sector wide approaches, strategies and processes. International development banks and specialized United Nations agencies can offer assistance in this area to national women's machineries as well as to line ministries.

D. Investing in stronger local capacities

25. Country level implementation of the partnership commitments of the *Paris Declaration* would require supporting people and organizations in partner countries to place gender equality and women's empowerment high on the policy and political agendas. This is an area where donors could play a role.

26. Implementation of aid effectiveness modalities and monitoring of their impact on gender equality would build on proven country practices in gender mainstreaming such as gender responsive budgeting processes with effective tracking of allocations and expenditures and appraisal of the differential impacts of public expenditure.

27. All development partners can actively support and build the capacity of gender equality constituencies such as women's organizations and gender equality advocates and champions to ensure that gender equality is a priority issue. Donors may need to encourage cross-sectoral alliance building and the formation of strategic partnerships. It is essential to work with a broad range of mechanisms to build capacity to develop and analyze policies from a gender equality perspective. There is considerable scope for exploring ways in which the public sector can address gender inequalities and become more responsive to women's needs.

28. There is scope for strengthening the capacity of national parliamentary systems as one of the key accountability mechanisms at the national level for monitoring how public expenditure specifically addresses gender inequalities and women's status.

29. International development banks and specialized United Nations agencies should offer targeted assistance to build the requisite capacities in national women's machineries as well as in other ministries and offices such as ministries of labour and finance, national statistical offices, unions and employers organizations.

30. The demand for capacity development for strengthening national ownership and sustainability for gender equality needs to be clearly specified by national partners in order for donors to respond to it and arrange for pooling of resources and technical assistance.

31. Both government and civil society organizations should be encouraged to generate internal resources to support gender mainstreaming in order to demonstrate commitment to gender equality and reduce dependency on aid.

32. Required tools and technical support need to be provided by both the UN and the donors in a timely manner to country partners engaging in new aid and development cooperation modalities.

33. It would be essential for donors in collaboration with the UN to support capacity development in gender mainstreaming in humanitarian assistance and to build effective mechanisms to support and sustain gender equality in post-conflict countries and states. Governance, public safety, security and access to basic services are critical issues for women and their families.

E. Supporting the regional and national political processes

34. Gender equality goals need to be routinely integrated in national governance and legal reforms to create enabling conditions to guarantee women's human's rights and to end gender-based discrimination. This entails :

- strengthening the ties between national women's machineries and the civil society;
- enhancing capacities of civil society to hold governments accountable for implementation of their commitments to gender equality;
- decentralizing gender equality initiatives and integrating them in district and community development planning mechanisms as well as in the development initiatives of grassroots organizations.

35. Support CEDAW reporting as an important accountability process and advocacy tool to increase visibility of gender equality and women's empowerment issues, using the opportunity presented to update or generate new data.

36. In focusing on Africa acknowledgement of and aligning with a number of political processes including those spearheaded by the Africa Union (AU) and the New Partnership for Africa's Development (NEPAD), by all development partners is essential while at the same time holding African governments and entities accountable to their own political commitments to regional legal instruments and political commitments on gender equality

37. Build regional leadership and networking initiatives among African women leaders and parliamentarians and support the development of gender expertise in civil society.

III. Challenges

38. The most important challenges now are those related to seizing the many opportunities presented by the Paris Declaration and the promises of scaled-up aid. These challenges require sustained effort among many stakeholders – gender activists and advocates, women’s machineries, civil society organizations, multilateral and bilateral organizations - working at many different levels, to ensure that increased financial support is made available to realize commitments to gender equality and empowerment of women. Among the challenges are the following:

- How to avoid focusing on efficiency changes to aid mechanisms and structural reforms as those will have only a limited impact on development effectiveness unless a gender perspective is integrated into the preferred modalities.
- How to increase investment in gender equality and women’s empowerment in the context of the new aid modalities. A low proportion of bilateral ODA is focused on gender equality with a five-year (1999-2003) average of US\$3.1 billion out of a sector-allocable US\$17.2 billion. Over the period of study total ODA averaged US\$50 billion. By 2010 total aid is expected to amount to US\$128 billion.
- How to strike the right balance between technical assistance, budget support, SWAps, gender specific initiatives, projects and programmes. Choices need to be made so that the various available modalities complement and enhance – not become competing approaches.
- How to avoid the risk that national policies supported by the donors are distanced and out of touch with the realities faced by poor men and women, and their needs and interests. Concerns have been expressed about the increased risk of women’s voices not being heard amongst the wide range of stakeholders engaged in national-level consensus building.
- How to guard against the perpetuation of the gap between gender mainstreaming policy development and actual policy implementation which contributes significantly to the failure of donor and partner countries to meet commitments on gender equality.

IV. International milestones for future actions

39. There are many opportunities at the international, regional and national levels that can be used to ensure that the Paris Declaration agenda responds to gender equality and empowerment of women concerns as discussed in this report. These opportunities can be used to create awareness in particular during the lead-up to the Ghana High Level Forum on Aid Modalities (2008) which will review progress in implementing the Paris Declaration. That Forum offers the opportunity to collect information and to document how well or how poorly the five partnership commitments of the Paris Declaration have been used to promote gender equality and empowerment of women. Among the key international milestones, which are by no means exhaustive, are the following:

- The fiftieth session (2006) of the Commission on the Status of Women adopted the topic “Financing for gender equality and the empowerment of women” as its priority theme for 2008. This offers an opportunity to undertake more work at the regional and national levels in preparation for the fifty second session of the Commission.
- The next joint biennial meeting of the OECD Network on Gender Equality and the United Nations Interagency Network on Women and Gender Equality is due in 2008 and will help the Network members plan strategic inputs to the High Level Forum on the implementation of the Paris Declaration
- The reform of the ECOSOC will include the United Nations Development Cooperation Forum, a promising avenue to address development cooperation performance and channeling of funds for gender equality and building opportunities for policy dialogue on gender equality at the intergovernmental level.
- The intergovernmental process will also assess gender mainstreaming in multilateral aid in the context of the 2004 ECOSOC resolution on gender mainstreaming, which contains relevant guidance on enhancing its effectiveness throughout the United Nations system.
- The periodic review of the General Assembly resolution 59/250 on the Triennial Comprehensive Policy Review of the effectiveness of operational activities for development of the United Nations (TCPR) further requested all organizations of the United Nations

system to strengthen action and accountability to gender mainstreaming in their policies and programmes.

V. Summary of discussions

40. The papers, presentations and discussions identified and addressed the many challenges, dilemmas, risks and opportunities for gender equality and women's empowerment arising from the seismic shifts in how development assistance is delivered, beginning with the introduction of the PRSP framework (1999); to the Millennium Development Goals (2000); and the *Paris Declaration* (2005). The discussions stressed the need for gender equality and women's empowerment advocates and practitioners to be an integral part of the Paris Declaration agenda and implementation processes

41. The changing approaches to aid provide an important opportunity to implement gender-responsive budgeting and planning. The situation therefore demands that gender concerns be mainstreamed in all budgeting and planning processes and therefore the capacities to do so need to be continuously reinforced. Accordingly, gender analysis needs to be used at all levels of planning and implementation as a key tool for accountability. The full and sustained commitment of multiple stakeholders, including parliament and local councils, as well as civil society, including women's organizations, is vitally important.

42. With regard to volumes of aid, it was noted that Official Development Assistance (ODA), as measured by the Development Assistance Committee, had been rising both in real terms (since 1997) and as a share of national income (since 2001). While ODA had increased in 2005 by an exceptional amount, additional decisions taken by many DAC members, in particular, the decisions taken by the European Union at its Council meeting in May 2005 should ensure a further considerable expansion of assistance until 2015. Together with pledges made by other DAC members, the DAC Secretariat estimated that DAC members' total net disbursements of ODA would rise from US\$79.5 billion in 2004 to US\$128.1 billion in 2010 (in constant 2004 US dollars), an increase of virtually US\$50 billion. This presented the largest increase since 1960 although it will take the total efforts of DAC members to once again achieve the levels of aid as a percentage of GDP which were regarded as fairly normal during the 1980s. However there is need to question how real these figures are, since they are being distorted by very large write-offs of commercial debt in Iraq and Nigeria.

43. Presenters noted that such trends posed challenges in both the quantity and quality of aid for development, as commitments depended on an unstable world economic situation. Only five countries had reached the ODA target of 0.7% of their GDP after 30 years, while others had either only recently set or broken their targets. The quality of aid is even more critical than the quantity of aid. Geographical distribution of aid, however, was too often influenced by geo-political interests and the volume of tied aid remained significant. Despite headquarters' agreements to harmonize development cooperation, at country level, donors' relationships remained competitive in many instances.

44. As donors and governments tend to have thematic priorities for development cooperation, gender mainstreaming could easily be overlooked in strategic sectors such as economics, labour, trade, transport and urban planning. There is need for all development partners to work together to identify ways in which women in partner countries can be strategically positioned in national and local debates so that their perspectives on how to target increased aid flows to women and how resources are spent, are heard and acted upon. Institutional mechanisms that promote and protect spaces for women's voices in policy-making therefore need to be supported and gender initiatives prioritized. At the same time gender analysts who are strategically placed within donor agencies have a critical role to play with regards to the integration of gender equality in policy level dialogues, resource allocation and monitoring. They should use their access to information and their expertise to influence international and national decision-making on aid modalities and programming to benefit women.

45. The Paris Declaration itself makes only modest reference to gender equality (para. 42) a reminder of the existing constraints to place gender issues more prominently in the aid modalities agenda. If efforts to incorporate gender equality are not accelerated, there is a risk of missing opportunities to channel scaled up aid to address gender equality and women's empowerment. This could result in new institutions, processes and systems operating without recognition of their gendered nature.

46. Participants concluded that, because gender mainstreaming in development and in aid modalities was both political and technical, the process of engendering development (by both donors and national women's machineries) needed to be linked to the political processes and actors. Partner governments and donors agreed to be accountable for reaching the international development goals, including the MDGs. Development partners need to build on these different commitments and reporting mechanisms such as for the MDGs and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), to harmonize and bring gender equality goals into central government and line ministries' plans and results-based frameworks. United Nations fora and intergovernmental processes such as the

ECOSOC and the Commission on the Status of Women, and regional and sub-regional political institutions and instruments, including the African Union's solemn declarations on gender equality, newly adopted conventions, CEDAW general recommendations and concluding comments, and NEPAD's peer review mechanisms, can be used as advocacy channels and accountability tools by international and national gender advocates to influence national development strategies and budgets.

47. Several case studies were presented on the integration of gender equality into the new aid effectiveness agenda. Examples included integrating gender equality into the second generation Poverty Reduction Strategy in Tanzania and the Joint Assistance Strategy; how donors, the Gender in Development Division and the Ministry of Finance worked together successfully to integrate gender equality considerations into Zambia's Fifth National Development Plan as well as harmonizing bilateral donors and multilateral agencies' support for national women's ministries in Uganda and Rwanda. The latter two illustrated how all too often, national women's machineries in developing countries were faced with a combination of institutional weaknesses, evaporation of commitments, economic hardship and gender-based discrimination that inhibited them from making an impact in development planning and aid allocation. Challenges included limited funding for capacity building in gender equality; limited support to national women's machineries; limited availability of gender sensitive development data; and national women machineries' lack of mandates for shaping national development strategies.

48. The Zambia example illustrated that where there was limited appreciation of gender mainstreaming as a planning tool, the best intentions to mainstream gender in budgets were not always successful. Mainstreaming gender in budgets across all sectors required knowledge and expertise in ministries of finance to integrate gender equality components in budgets. The Tanzania example highlighted the importance of putting the government in the driver's seat in developing outcome-based poverty reduction strategies with an emphasis on social equity. It also showed that when United Nations agencies contributed to basket funding in partner countries, this not only strengthened their working relationships with bilateral donors, leading to a more harmonized approach, but also allowed them to be part of central discussions on budgets, planning and mainstreaming of gender perspectives.

49. Participants observed that gender advocates, planners and practitioners needed to strategically build on the strength of different actors – civil society, women's affairs and central and line ministries – and of different roles of national women's machineries (e.g., oversight function, investigative authority, budget scrutiny, service delivery, advocacy, research, etc.) to strengthen the women's rights agenda within national policy contexts. They need also to ensure that the national women's machineries were

involved in the process of national development planning, including poverty reduction strategies and other aid mechanisms. It was emphasized that promoting a gender-sensitive good governance agenda and supporting citizens' engagement, especially women's organizations, in exercising oversight capacities and analyzing progress in addressing gender issues, would reinforce the principles of ownership and accountability in aid at national level.

50. The meeting also urged United Nations gender theme groups in partner countries to strengthen their linkages with bilateral donors, national machineries and other sectors of government (such as trade, employment etc.) as well as civil society organizations. This would provide evidence that gender equality is critical to development and that the gender mainstreaming strategy is effective when used properly.

51. Participants to the workshop also noted that it is important for members of the United Nations Inter-Agency Network on Women and Gender Equality and the Gender Equality Network of the OECD/DAC to strengthen their efforts to support gender equality in the aid effectiveness agenda through the identification of key entry points in the evolving monitoring framework of the Paris Declaration. This may require widening focus from technical internal processes to results and outcomes, for instance by promoting the analysis of outcomes rather than being limited to policy statements. They would also assess how well the governance processes are engendered. The two Networks could work through intergovernmental processes such as the forthcoming Development Cooperation Forum that will assist in internalizing the Paris Declaration principles in the United Nations ECOSOC. This would foster dialogue on the responsibilities of donor and partner countries to citizens, especially poor women and men.

52. The Networks need to assess gaps in research literature and methodologies with respect to mainstreaming gender in sector-wide and programme-based approaches. They should develop knowledge and share good practices on the changing aid modalities, the impact of the partnership commitments of the Paris Declaration, and "lessons learned" from the practice of gender mainstreaming over the past decade. During the discussions the two Networks were encouraged to conduct joint analysis of gender issues towards meeting the Paris Declaration harmonization targets, with a target of 40% and 66% of donor missions and of country analytic work, respectively, being jointly undertaken. It was envisaged that existing data would feed into both central and national databases to inform and enhance country analytical work on gender equality and women's empowerment, thereby contributing to a better understanding of what it costs to implement the gender dimensions of development policies and plans and the costs of not doing so. The need to continue with earmarked funding for gender equality initiatives was emphasized.

VI. Partnership commitments of the Paris Declaration

53. The papers, presentations and the discussions that ensued underscored the need to take full advantage of the partnership commitments in the Paris Declaration in order to increase collaboration to ensure that gender equality and women's empowerment are enshrined in all development work. In this regard, several key issues under each partnership commitment were highlighted for specific attention.

A. Ownership (*Partner countries exercise effective leadership over their development policies and strategies and co-ordinate development actions*)

54. Donor and multilateral ability to influence how partner countries allocate resources, including those for promoting gender equality and women's empowerment, are likely to decrease as programmatic aid increases. For those donors with a high commitment to gender equality and women's empowerment, increased country leadership and ownership can reduce opportunities for political dialogue for fear of exerting undue influence on the policy process. To date Poverty Reduction Strategies (led by partner countries) and SWAps (usually led by donors) have largely been gender-blind. There is some evidence that integration of the gender dimensions into poverty reduction strategies needs to be substantiated by a higher level of empirical evidence than other poverty variables.

55. The integration of gender dimensions (i.e. mainstreaming) is particularly difficult where budget support is the preferred aid delivery instrument. Both donor and partner systems that are generally not well-equipped to track and monitor the resources which are focused on gender equality need to be adjusted in order to serve this function adequately.

56. Gender equality issues tend to become marginalized in the competition for scarce resources. The tendency to focus on the "important" sectors such as health, education and macro-economics and give less attention to those cross-cutting elements which "add quality" needs to be dealt with. There is often an unwillingness to address cultural and religious beliefs that undermine progress towards gender equality, yet national actors could be sufficiently strengthened and supported to tackle them appropriately.

57. The increased use of programmatic approaches, coupled with the move away from discrete projects, can inadvertently cut out projects which have been designed to empower women and increase the participation of poor women and men in decision making. There is evidence that the new approaches have resulted in a decrease of the funding available to civil society and women's organizations. This shift needs to be compensated by other approaches that guarantee women's participation.

58. Current consultative mechanisms tend to be weak so that there is limited opportunity for poor women and men, and gender equality advocates, to participate in and influence national development plans, budgets and monitoring systems. Such mechanisms therefore would benefit from a more inclusive approach so to be genuinely representative.

B. Alignment (*Donors base their overall support on partner countries' national development strategies, institutions and procedures*)

59. Insufficient resources are focused on achieving gender equality objectives in medium term frameworks and national budgets. Relatively little use has been made of gender responsive public financial management and budget initiatives including expenditure tracking and appraisal of the differential impacts of public expenditure. If alignment is to truly reflect development for women, who comprise half of the population, national development strategies, institutions and procedures must incorporate measurable gender equality objectives.

60. The government institutions responsible for gender equality are usually marginalized and lacking in the skills and resources to effectively influence national policy, planning and budgets. Increased resources, skills and capacity development are essential to reverse this situation.

61. Although most partner countries have gender equality policies and/or have made international commitments to gender equality, little use seems to have been made of the MDGs and the CEDAW Convention as alignment mechanisms – or as the basis for political and policy dialogue. More advocacy as well as practical application of these instruments is essential.

C. Harmonization (*Donors' actions are more harmonized, transparent and collectively effective*)

62. Cross cutting issues such as gender equality can become sidelined or neglected in the evolving Joint Assistance Strategy processes. Donors and multilaterals also focus on the major sectors at the expense of cross-cutting elements. To avoid being inadvertently “silenced” or become less visible within a harmonized approach, it is important that donors with a strong commitment to gender equality articulate the need to systematically incorporate a gender perspective in all sectors and in all jointly undertaken processes.

63. Donor and multilateral agency work on gender equality and women's empowerment has often been fragmented and compartmentalized thus reducing its impact. Collective action can be more visible and far-reaching with more sustainable results.

64. It is essential to guard against the potential danger of critical gender equity issues being put aside "until later" in fragile states with inadequate attention to issues which are critical to women's safety, security and access to basic services.

65. As aid becomes more harmonized it becomes more difficult to demonstrate results and impacts to taxpayers and political decision makers in donor countries. Clear indicators and monitoring frameworks that are mutually agreed on are critical

D. Managing for results (*Managing resources and improving decision-making for results*)

66. Sufficient attention needs to be paid to the achievement of gender equality objectives in existing performance assessment frameworks, coupled with the development of skills and technical expertise to assess gender equality results. Use should be made of existing country-relevant gender equality indicators and processes to monitor results and progress towards gender equality. Existing mechanisms include MDG targets and indicators, CEDAW reporting and reporting on the Beijing *Platform for Action*.

67. The gender equality and women's empowerment constituencies that lack the analytical and assessment capacity to demand and measure results need to be reinforced.

68. The collection and application of sex-disaggregated data continues to be a challenge. Considerable investment is required to ensure that all the data that is needed is available.

E. Mutual Accountability (*Donors and partners are accountable for development results*)

69. New approaches are needed to measure progress and to hold donors and partners accountable for gender commitments, especially given that the mainstreaming of gender equality objectives makes it more difficult to track resources and allocations. Recent evaluations and audits have highlighted the paucity of such instruments.

70. Gender equality and women's empowerment needs to be put high on the policy and political agenda of partner countries' politicians, parliaments and government agencies. Areas that need to be

strengthened include weak local capacity, leadership, voice and participation in the formulation and assessment of progress in implementing national development strategies. In addition the capacity of women's organizations and gender equality advocates in areas such as trade and financial policy arenas needs to be systematically reinforced.

71. The continued absence of strong national accountability mechanisms in partner countries through parliaments, audit offices, and a free media and all the other means that are used in donor countries to hold governments accountable to taxpayers and the community are a serious hindrance to development and these need to be created or strengthened.

72. There is need to develop mutually agreed measures to track expenditure on and the impacts of gender equality initiatives and mainstreaming in all key sectors of development.

VII. ANNEXES

Annex I. Agenda

30 January 2006 – Morning

8:00 - 8:45 REGISTRATION

9:00 - 10:00 OPENING REMARKS

Chair: Rachel Mayanja, Chair, UN IANWGE

Rapporteurs: Fionnuala Gilsean (OECD/DAC Network) and Sabine Meitzel (IANWGE)

- Anna Tibaijuka, Executive Director, UN-HABITAT
- Rachel Mayanja, Chair, Inter-Agency Network on Women and Gender Equality
- To Tjoeker, Chair, OECD/DAC Network on Gender Equality

10:00 - 10:30 Coffee break

10:30 - 12:30 SETTING THE SCENE

The changing context for development funding

- Richard Manning, DAC Chair (via video message)

From the Monterrey Consensus to the World Summit: Financing for development, aid scaling up and development cooperation

- Massimo D'Angelo, UN Department of Economic and Social Affairs (DESA), Chief, Development Cooperation Policy Branch

The Paris Declaration - partnership commitments and implications for gender equality

- Catherine Gaynor, Development Cooperation Ireland

General discussion

12:30 Lunch

30 January 2006 – Afternoon

13:30 - 16:00 GENDER MAINSTREAMING IN THE CONTEXT OF NEW AID MODALITIES AND PROGRAMME-BASED APPROACHES

Chair: To Tjoelker, Chair, and OECD/DAC Network

Rapporteurs: Maria Hartl (IANWGE) and Patricia McCullagh (OECD/DAC Network)

Channeling funds through programme -based approaches: How is gender mainstreaming addressed?

- Dasa Silovic, UNDP, Capacity Development Group, Bureau for Development Policy, Policy Adviser
- Angela Langenkamp, German Federal Ministry for Economic Cooperation and Development, Senior Policy Adviser on Gender and Youth

A programme -based approach to gender equality: Steps taken by UN agencies to systematically mainstream gender in technical cooperation activities

- Evy Messell, ILO, Chief, Gender Unit
- Diana Tempelman, FAO, Senior Officer, Gender and Development, Ghana

Accountability mechanisms within the new aid relationships: Are they responsive to women?

- Anne Marie Goetz, UNIFEM, Chief Adviser
- Thokozile Ruzvidzo, UN/ECA, African Center for Gender and Development, Acting Director

General discussion

16:00 - 16:30 **Coffee break**

16:30 - 18:00 **FOCUS ON AFRICA**

Chair: Lucia Kiwala, UN-HABITAT

Rapporteur: Ineke van de Pol (OECD/DAC Network) and Aminata Toure (IANWGE)

Africa's agenda on gender: opportunities for international partners

- Bridget Dillon, DFID, Senior Social Development Adviser

SUPPORTING CRITICAL NATIONAL ACTORS AND STRUCTURES FOR GENDER EQUALITY THROUGH AID

Joint Assistance Strategy: Zambia case study

- Renee Nglazi, Gender in Development Section, Zambia, Permanent Secretary
- Paul Lupunga, Ministry of Finance and National Planning, Zambia
- Ineke van de Pol, Royal Netherlands Embassy, Zambia, First Secretary

General discussion

19:00 **Dinner**

31 January 2006 - Morning

Chair: Thokozile Ruzvidzo, UN-ECA

Rapporteur: Marcia Brewster (IANWGE) and Bridget Dillon (OECD/DAC Network)

8:30 - 10:30

Promoting gender equality in poverty reduction and new development aid modalities: Experience from Tanzania

- Zaina Maimu, Royal Netherlands Embassy, Tanzania, Programme Officer Chair, Tanzania Gender Mainstreaming Working Group/Macro Policies
- Nicola Jones, UNFPA, Resident Representative, Tanzania

Donors' coordination to support national women's machineries

- Mark Blackden, World Bank, Africa Region
- Catherine Kanabahita, Royal Netherlands Embassy, Uganda, Gender Advisor
- Judy Walker, DFID/Rwanda, Senior Social Development Adviser

General discussion

10:30- 11:00 **Coffee Break**

11:00 - 13:00 **WORKING GROUPS ON FOLLOW-UP STRATEGIES**

- 1. New aid modalities and gender mainstreaming**
- 2. Partnership between OECD donor countries and the UN system for gender equality programmes**
- 3. Supporting national actors for gender equality, including civil society organizations**

13:00 **Lunch**

31 January 2006 – Afternoon

Chair: Jan Bauer, OECD/DAC

Rapporteur: Noreen Khan (IANWGE) and Fionnuala Gilsean (OECD-DAC Network)

14:00 - 14:45 **REPORTS FROM WORKING GROUPS**

14:45 - 16:00 **PLENARY DISCUSSION**

16:00 - 16:30 **Coffee Break**

16:30 - 18:00 **ADOPTION OF FOLLOW-UP STRATEGIES AND CONCLUSIONS**

- To Tjoelker, OECD/DAC Network on Gender Equality
- Rachel Mayanja, IANWGE

General rapporteurs

Sylvie I. Cohen, Sylvia Hordosch, Wariara Mbugua, UN/IANWGE
Patti O'Neill, OECD/DAC Network on Gender Equality

Annex 2. List of Participants

Inter-agency Network on Women and Gender Equality			
Name	Organization	Title	Address/Contact
Rachel Mayanja	DESA/OSAGI	Special Adviser on Gender Issues and Advancement of Women Chairperson, IANWGE	2 United Nations Plaza DC2-1220 New York, N.Y. 10017 Tel: 212-963-5086 Fax: 212-963-1802
Sylvie I. Cohen	DESA/DAW	Deputy Director, Division for the Advancement of Women Secretary, IANWGE	2 United Nations Plaza DC2-1250 New York, N.Y. 10017 Tel: 212-963-0058 Fax: 212-963-3463
Wariara Mbugua	DESA/OSAGI	Principal Social Affairs Officer	2 United Nations Plaza DC2-1212 New York, N.Y. 10017 Tel: 212-963-2226 Tel: 212-963-1802
Sylvia Hordosch	DESA/OSAGI	Personnel Policies Officer	2 United Nations Plaza DC2-1208 New York, N.Y. 10017 Tel: 212-963-5450 Fax: 212-963-1802
Lucia Kiwala	UN-HABITAT	Chief, Gender Mainstreaming Unit	United Nations Complex Gigiri P.O. Box 30030 Nairobi, Kenya Tel: 254-20-623025 Fax: 254-20-623080
Nefise Bazoglu	UN-HABITAT	Head, Monitoring Systems Branch	P.O. Box 30030 Nairobi, Kenya Tel: 254-20-624545 Fax: 254-20-623080
Marcia M. Brewster	DESA	Senior Economic Affairs Officer	Sustainable Development Division Department of Economic and Social Affairs 2 United Nations Plaza DC2-2024 Tel: 212-963-8590 Fax: 212-963-4340
Massimo D'Angelo	DESA/OESC	Chief, Development Cooperation Policy Branch	Department of Economic and Social Affairs 2 United Nations Plaza DC1-1454 Tel: 212-963-4731 Fax: 212-963-2812
Diana	FAO	Senior Officer, Gender and	P.O. Box 1628

Tempelman		Development	Accra, Ghana Tel: 233-21-675000 Ext 3131 Fax: 233-21-668427
Rosemary Muhanji	ICAO (Nairobi)	Regional Focal Point for Women	P.O. Box 46294 00100, Nairobi Tel: 254-207 622395/722-814359 Fax: 254-207621092/762-3029
Maria Hartl	IFAD	Technical Adviser, Gender and Social Equity	Via del Serafico 107 00142 Rome, Italy Tel: 39-06-5459-2455 Fax: 39-06-5459-3455
Evy Messell	ILO	Director, Bureau for Gender Equality	4 Route des Morillons CH-1211 Geneva 22 Switzerland Tel: 41-22-799-6664 Fax: 41-22-799-6388
Carmen Moreno	INSTRAW	Director	Cesar Nicolas Penson 102A Santo Domingo Dominican Republic Tel: 809-685-2111 Fax: 809-685-2117
Kate Burns	OCHA	Senior Gender Adviser	Office for the Coordination of Humanitarian Affairs, S-1879D New York, N.Y. 10017 Tel: 917-367-9002 Fax: 212-963-5274
James Heenan	OHCHR	MDG Adviser	Palais Wilson Geneva Switzerland Tel: 41-22-917-9179 Fax:
Jane Kalweo	UNAIDS	Programme Officer	United Nations Complex Gigiri Room 117, Block Q P.O. Box 30218 Nairobi, Kenya Tel: 254-20-624392 Fax: 254-20-624390
Sabine Meitzel	UNCTAD/WTO/(ITC)	Senior Programme Officer, Focal Point Gender and Trade	Palais des Nations 1211 Geneva 10, Switzerland Tel: 41-22-730-0296 Fax: 41-22-730-0576

Dasa Silovic	UNDP	Policy Adviser	Capacity Development Group Bureau for Development Policy 304 East 45 th Street, 6 th Floor New York, N.Y. 10017 Tel: 212-906-5329 Fax: 212 – 906-5896
Christine Umutoni	UNDP (Rwanda)	Programme Specialist, Head of Unit, Justice/Gender/HIV-AIDS	P.O. Box 445 Tel: 250-590455 Kigali, Rwanda
Thokozile Ruzvidzo	UNECA	Officer-in-Charge	P.O. Box 3001 Addis Ababa Ethiopia Tel: 251-11-5443448 Fax: 251-11-5512785
Meryem Amar	UNEP	Programme Officer	Division of Policy Development and Law P.O. Box 47074 Nairobi, Kenya Tel: 254-2-7623680 Fax: 254-2-7623679
Alice Ochanda	UNESCO	Gender Focal Point	Regional Bureau for Science in Africa P.O. Box 30594 Nairobi G.P.O. 00100, Kenya Tel: 254-020-7622086/0733-925009 Fax: 254-020-7622750
Aminata Toure	UNFPA	Senior Technical Adviser OIC, Gender, Culture and Human Rights Branch	220 East 42 nd Street New York, N.Y. 10017 Tel: 212-297-9936 Fax: 212-297-5145
Nicola Jones	UNFPA (Tanzania)	Resident Representative	11 Ocean Road, Sea View Dar-es-Salaam, Tanzania Tel: 255-22-2132006 Fax: 255-22-2132001
Sameena Khan	UNHCR	JCP-Community Development, Education, Gender Equality and Children	Regional Support Hub East, Horn of Africa & the Great Lakes Lion Place, Waiyaki Way P.O. Box 43801-00100 Nairobi, Kenya Tel: 254-020-4222751 Ext 2156
Noreen Khan	UNICEF	Programme Officer	3 United Nations Plaza Room 450

			New York, N.Y. 10017 Tel: 212-326-7040
Anne Marie Goetz	UNIFEM	Senior Governance Advisor (New York)	304 East 45 th Street New York, N.Y 10017 Tel: 212-906-6454
Adama Faye	WFP	Head of Gender Unit	Via C.G. Viola 68 Parco dei Medici Rome 00148, Italy Tel: 39-06-6513-2723
Waafas Ofosu-Amaah	World Bank	Senior Gender Specialist	1818 H Street, NW Washington DC 20433 Tel: 202-458-5872 Fax: 202-522-3237
OECD/DAC Network on Gender Equality			
To Tjoelker	OECD/DAC	Chairperson, OECD/DAC Network	Ministry of Foreign Affairs
Patti O'Neill	OECD/DAC	Administrator, OECD/DAC Network	2 Rue Andre-Pascal 75775 Paris, CEDEX 16 France Tel: 33-1-45-24-1887 Fax: 33-1-44-30-6147
Julie Seif	OECD/DAC	Gender Assistant	2, rue André-Pascal 75775 Paris Cedex 16 France Tel: +33 (0)1 45 24 89 75 Fax: +33 (0)1 44 30 61 47
Asif Khan	AusAID	Programme Manager (Development Assistance)	Australian High Commission P.O. Box 39341, 00623 Nairobi, Kenya Tel: 254-20-4445034-39 Ext. 127 Fax: 254-20-4444617
Lina Neeb	Belgium	Gender Adviser	Belgian Development Cooperation Brederodestraat 6 Brussels Tel: 32-2-519-0841
Patricia McCullagh	CIDA (Canada)	Director, Gender Equality	29 Crichton Street Ottawa, Canada Tel: 819-944-0727
Simone Ellis Oluoch- Olunya	CIDA (Nairobi)	Director, DICA-GESP	P.O. Box 63005 00200 Nairobi, Kenya Tel: 0734-41-9070
Wictor Sajeni	CIDA (Malawi)	Gender Equality Specialist	Malawi-Canada-(PSU) Private Bag A59 Lilongwe, Malawi Tel: 265-1-775544 Fax: 265-01-775080

Stephen Potter	Canadian High Commission (Tanzania)	Counsellor (Development)	Tel: 255-22-211-2833
Blair Walker	Canadian High Commission (Nairobi)	Development Officer	CIDA Office P.O. Box 1013, 00621 Nairobi, Kenya Tel: 366-3000
Cam Do	CIDA (Tanzania)	Economist	P.O. Box 80490 38 Mirambo Dar-es-Salaam, Tanzania Tel: 255-22-211-0969 Fax: 255-22-211-1093
Milcah K. Ongayo	CIDA (Nairobi)	Gender Advisor	P.O. Box 1014-00621 Village Market Nairobi, Kenya Tel: 254-20-366 3000/0722-783077 Fax: 254-20-366 3016
Marie Cheminet	French Embassy in Nairobi	Political Attaché	Barclays Plaza Loita Road Nairobi, Kenya
Angela Langenkamp	German Federal Ministry for Economic Cooperation and Development	Senior Policy Advisor on Gender and Youth	Adenauerallee 139-141 53113 Bonn Tel: 0228-535-3623 Fax: 0228-535-4623
Fionnuala Gilsenan	Development Cooperation Ireland Dublin, Ireland	Senior Development Specialist	Bishop's Square Redmond Hill Dublin 2, Ireland Tel: 353-1-4082921
Mary Ahungu	Development Cooperation Ireland (Tanzania)	Gender/HIV Advisor	P.O. Box 9612 Dar-es-Salaam, Tanzania Tel: 2 – 602374; 0741-235874
Helen Kimaru	Japan International Cooperation Agency	Regional Training Consultant	P.O. Box 50572 – 00200 Nairobi, Kenya Tel: 254-20-2724121 Fax: 254-20-2720190
Catherine Kanabahita	Royal Netherlands Embassy, Kampala, Uganda	Gender Adviser	P.O. Box 7728 Kampala, Uganda Tel: 256-4-077-508476 Fax: 256-4-231861
Zaina Maimu	Royal Netherlands Embassy, Dares Salaam, Tanzania	Policy Officer, Gender	P.O. Box 9534 Dar-es-Salaam, Tanzania Tel: 255-22-2110000 Fax: 255-22-2110044

Ineke Van de Pol	Royal Netherlands Embassy, Lusaka, Zambia	First Secretary	United Nations Avenue Lusaka, Zambia Tel: 260-253819 Fax: 260-253733
Patricia Munayi	Royal Netherlands Embassy, Nairobi	National Programme Officer, Political Governance & Gender	P.O. Box 41537-00100 Nairobi, Kenya Tel: 254-4447412/5 Fax: 254-4447416
David Ongo'lo	Royal Netherlands Embassy, Nairobi	National Policy Economist	P.O. Box 41537 00100 Nairobi, Kenya Tel: 254-4447412-5 Fax: 254-4447416
Jan Bauer	Royal Netherlands Embassy, Nairobi	Deputy Permanent Representative to UNEP and UN-HABITAT	P.O. Box 41537 Nairobi, Kenya Tel: 254-20 4447412/5 Fax: 254-204447416
Mirte van Dijk	Ministry of Foreign Affairs, Netherlands	Trainee	Nieuwlandseweg 66 1215 DA Hilversum The Netherlands Tel: 06-46298308
Silvia Cosano	Spanish Embassy in Nairobi	Deputy Head of Mission	Mama Ngina Street International House Tel: 34-2228132 Fax: 34-246009
Judy Walker	DFID (Rwanda)	Senior Social Development Adviser	Kigali, Rwanda Tel: 250-0830 5250
Bridget Dillon	DFID (London)	Senior Social Development/Pan-African Adviser, African Policy Department	British Embassy Addis Ababa Tel: 251-11-861-2354
Wanjiku Muhato	USAID/REDSO/ESA – Office of Food Security	Regional Advisor on Gender Issues	P.O. Box 629 Village Market 00621 Nairobi, Kenya Tel: 254-20-862-2000 Fax: 254-20-862-2580
Beatrice Wamalwa	USAID, Kenya	Development Assistant	30261 Nairobi Kenya Tel: 254-2-862200 Fax: 254-2-360870/860949
Rawwida Baksh	Commonwealth Secretariat	Head of Gender Section	Marlborough House, Pall Mall London SW1Y, 5HX United Kingdom Tel: 44-207-747-6332 Fax: 44-207-930-1647
Resource persons/Guests			
C. Mark Blackden	World Bank	Lead Specialist	1818 H. Street NW Washington DC 20433 Tel: 202-473-7555

Catherine Gaynor	Development Cooperation Ireland	Consultant	27 All Hallow's Square Drumcondra Dublin 9, Ireland Tel: 353-1-8528267 Fax: 353-1-8528268
Paul Lupunga	Ministry of Finance and National Planning, Government of Zambia	Coordinator of Harmonisation	P.O. Box 50062 Lusaka, Zambia Tel: 260-1-251105 Fax: 260-1-252107
Renée Nglazi	Government of Zambia	Permanent Secretary, Gender in Development	Cabinet Office P.O. Box 30208 Lusaka, Zambia Tel: 260-1-253513/2549/71 Fax: 260-1-253493