

**WORKSHOP ON DEVELOPMENT EFFECTIVENESS IN PRACTICE:
APPLYING THE *PARIS DECLARATION* TO ADVANCING GENDER EQUALITY,
ENVIRONMENTAL SUSTAINABILITY AND HUMAN RIGHTS**

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Hosted by Irish Aid

**Organised jointly by the Development Assistance Committee's Networks on Environment and
Development, Governance, and Gender Equality and the
Working Party on Aid Effectiveness
Funded by the Governments of Ireland and Denmark**

Key Messages and Summary Record

The *Paris Declaration on Aid Effectiveness* (March 2005) marks an unprecedented level of consensus and resolve to reform aid to make it more effective in combating global poverty and inequality, increasing growth, building capacity and accelerating achievement of the Millennium Development Goals. It lays down practical, action-oriented commitments for both donors and partner countries who have agreed to jointly monitor progress against a set of indicators and targets for 2010.

The five overarching principles of the *Paris Declaration* – ownership, alignment, harmonisation, managing for development results and mutual accountability – are major reference points for guiding policy dialogue and shaping development co-operation programmes in all sectors. The way they are put into practice over the coming years will have implications for the whole spectrum of development co-operation policy areas, including human rights, gender equality and environmental sustainability.

The Workshop on *Development effectiveness in practice*, hosted by Irish Aid brought together 120 participants representing Development Assistance Committee (DAC) Members, partner countries, civil society and United Nations agencies. It was jointly organised by the Working Party on Aid Effectiveness (WP-EFF), the DAC Networks on Environment and Development Co-operation (ENVIRONET), on Governance (GOVNET) and on Gender Equality (GENDERNET), with funding provided by Ireland, Denmark and other DAC Members.

The purpose of the Workshop was to increase mutual knowledge and understanding of how practitioners are applying the *Paris Declaration's* overarching principles to advance gender equality, environmental sustainability and human rights. The long-term goal is to demonstrate how attention to these issues enhances development effectiveness.

This document is addressed to Workshop participants, policy-makers and aid practitioners in partner and donor countries. It conveys:

- I. Emerging main messages;
- II. “Lessons learned” in implementing the *Paris Declaration*;
- III. Opportunities to enhance collaboration with a view to further advancing the aid effectiveness agenda in the run-up to the 2008 Accra review of the *Paris Declaration* and beyond;
- IV. The Workshop proceedings.

I. MAIN MESSAGES

"Whilst achieving gender equality, human rights and environmental sustainability are worthy goals of development in their own right, each is at the same time functionally essential to achieving the overall goal of the Paris Declaration."

(Richard Carey, Director, Development Co-operation Directorate, OECD, at the Dublin workshop)

GENDER EQUALITY, HUMAN RIGHTS AND ENVIRONMENTAL SUSTAINABILITY

- ***Are fundamental cornerstones for achieving good development results***

1. Human rights, gender equality and environmental sustainability are key goals of development. They are functionally essential to achieving the ultimate goal of the *Paris Declaration* -- increasing the impact of aid on reducing poverty and inequality, increasing growth, building capacity and accelerating achievement of the MDGs.

- ***Can be advanced through implementing the principles and partnership commitments of the Paris Declaration.***

2. The principles of the *Paris Declaration* are powerful tools for achieving environmental sustainability, human rights and gender equality. Donors' efforts in these areas will be far more effective if they are rooted in partner countries' own policies and institutions, implemented through harmonised or joint approaches and backed by mechanisms for monitoring progress and results.

- ***Must be harnessed to advance the implementation of the Paris Declaration***

3. Human rights, gender and environmental sustainability add important qualitative dimensions to the implementation of the key principles of the *Paris Declaration* -- ownership, alignment, harmonisation, managing for development results and mutual accountability. Each hinges on strengthening empowerment, local capacity, participation, transparency, leadership and joint responsibility.

II. LESSONS LEARNED IN IMPLEMENTING THE PARIS DECLARATION: EXPERIENCE SHARING IN DUBLIN

4. The overarching principles of the *Paris Declaration* are interrelated and interdependent. Strong *country ownership* and *mutual accountability* underpin *alignment* and *harmonisation* efforts, while *managing for results* focuses on development impacts and outcomes.

OWNERSHIP

National ownership is about genuine collective ownership by society as a whole

5. The principle of ownership, a central tenet of the *Paris Declaration*, extends beyond national governments – the main counterparts of donors in development co-operation. Parliaments, civil society

organisations and the wider public as well as political institutions at the sub-national level are important “owners” of development strategies and policies, and drivers of change. Genuine ownership requires political leverage and space as well as a legal-institutional framework that ensures that citizens – including the poor and the most marginalised women and men – are able to engage in decision-making processes and hold their governments accountable.

6. Broad consultative processes which engage and give voice to civil society will often open up a dialogue and debate where concerns about addressing human rights, gender differences and environmental sustainability are likely to emerge as development priorities (link to para. 14 of the *Paris Declaration*). The implementation of the *Paris Declaration* will be enhanced through broadening the democratic ownership of national strategies which should be grounded in inclusive and participatory processes and engage a broad range of actors in their formulation and monitoring. Increasing democratic ownership and domestic accountability will require new ways of working by all actors – donor agencies, partner country governments and civil society. It will also require specific capacity development tailored to distinct actors – individuals, institutions and organisations – and situations.

7. Experience of working with marginalised people, and resulting awareness of the need to challenge vested interests, have stimulated practitioners in the fields of human rights, gender equality and environmental sustainability to find ways to support “drivers of change”. These include individuals, organisations and institutions which help create space for all citizens in determining development goals and strategies.

ALIGNMENT

Alignment works best when environmental sustainability, human rights and gender equality are institutionalised in legal frameworks, national strategies and robust policies.

8. In many countries, human rights, gender equality, access to health care, safe water and a clean environment are enshrined in constitutional and other legal instruments, which often reflect and incorporate international legal obligations deriving from agreements to which both partners and donors are party. This provides a basis for dialogue as well as mechanisms and modalities for donors to align their efforts and to monitor progress.

9. Public financial management is strengthened by gender- and human rights- responsive budgeting. The *Paris Declaration* commits donors to align their support with partner countries’ national systems. In public financial management systems, budgets and medium term expenditure frameworks are key instruments which link nationally agreed priorities to the delivery of development results on the ground. As such, they play a key role in the functioning of government and in effective aid delivery. (Link to paras. 16-21 of the *Paris Declaration*).

10. However, budgeting and public financial management processes are more than technocratic processes. The practice of gender and equity responsive budgeting can strengthen national ownership by democratising debates on national spending priorities and empowering society to participate meaningfully. These processes are supported by tools designed to increase “budget literacy”, along with analytical tools to measure the impact of public expenditure on specific sections of society. Such measures have resulted in the positioning of rights and gender equality issues at the heart of national priorities and in increased investment in social spending, even in situations of economic or national crisis, such as post-conflict situations. (Link to paras. 25-27 of the *Paris Declaration*.)

11. Alignment is not only a matter of donors aligning to national policies and processes. It is also a domestic issue in terms of ensuring that sub-national governments align to the same results-frameworks as

the national governments. There is a risk – especially in decentralised environments – that if results frameworks and policies are not strong and clear enough and with the required ownership by all stakeholders, alignment efforts may suffer thereby jeopardizing the coherence of efforts. There is therefore a need to pay increased attention to capacity development at the sub-national level as far as alignment efforts are concerned.

HARMONISATION

Harmonisation can bring gender equality, human rights and environment to the centre of Paris Declaration implementation.

12. Harmonisation requires trust, transparency and changes in the ways donors do business. Increased harmonisation of donors' efforts in relation to gender equality, human rights and environmental sustainability will improve effectiveness, avoid fragmentation of donor efforts and help bring these issues from the margins to the centre of the implementation of the *Paris Declaration*.

13. Joint Assistance Strategies (JAS) have proven to be a valuable mechanism to advance these critical policy issues as development priorities. JASs provide the basis for enhanced harmonisation and a more effective division of labour among donors at country level, based on donors' comparative advantages and competencies. In some cases, human rights, environmental sustainability and gender equality are considered as a sector, while in other cases they are integrated into other priority areas such as water, governance or health and HIV/AIDS. Experience suggests that these two approaches are not mutually exclusive but can reinforce one another. There is a need to continue to monitor the effectiveness of these different approaches under JAS as well as the emerging associated mechanism. Care does need to be taken to ensure that a multiplicity of approaches in partner countries does not lead to excessive fragmentation, with a resultant loss of focus on the achievement of results.

14. The Country Harmonisation and Alignment Tool (CHAT) for HIV/AIDS and Strategic Environmental Assessments (SEAs) have proven to be useful harmonisation instruments. Such tools need to be adapted to the country context, embedded in national processes and understood and used by local stakeholders.

MANAGING FOR DEVELOPMENT RESULTS

Managing for results provides ready entry points for integrating human rights, gender equality and environmental sustainability.

15. Human rights, gender equality and environmental sustainability are objectives in themselves – without results in these key policy areas, short-term achievements in aid effectiveness will have little meaning. Including monitorable objectives linked to human rights, gender equality and environmental sustainability in existing national and sub-national data collection and monitoring systems and performance assessment frameworks is essential (link with para. 18 of the *Paris Declaration*). More needs to be done to strengthen capacity in this area.

16. Indicators for monitoring progress need not be sophisticated or comprehensive. Genuine accountability to citizens requires monitoring indicators and frameworks that can be presented in simple, readily understandable formats. Simple approaches based on existing systems are sufficient to provide evidence of the contribution of these policy issues to development outcomes. It is important that these be incorporated from the outset – from the programming stage – and not as an add-on later in the programme cycle.

17. Domestic civil society demands for improved performance can complement traditional top-down and technical approaches to monitoring. Making accurate information available to individuals and organisations is essential for both measuring the impact of development initiatives and for holding government agencies to account. Transparency, participation and the right to information are key elements of such an approach.

MUTUAL ACCOUNTABILITY

Meeting environmental, gender equality and human rights objectives gives substance to mutual accountability

18. A capable state needs a capable civil society. The *Paris Declaration* seeks to promote a model of partnership that improves transparency and provides stronger accountability mechanisms for the use of development resources. Strengthened domestic accountability through engagement with civil society is essential to democratic ownership, as is support for representative government, an independent judiciary and an independent media.

19. Mutual accountability, however, is one of the least developed of the *Paris Declaration* principles. There will be no accountability without accurate and reliable data, yet results-frameworks and indicators for gender, environmental sustainability and human rights are not widely used. Experience gained from work in these areas can add value and insights to its further development. Accountability is neither a technical exercise nor an end in itself but a dynamic socio-political process that is critical to achieving key development objectives and results. It is not just provided by states to citizens but also has to be demanded by citizens.

20. Developing countries have a responsibility to create and sustain “home-grown” accountability institutions and mechanisms, and donors need to do a better job of supporting them. This includes both strengthening independent oversight systems and public institutions to ensure checks and balances, and supporting performance frameworks (horizontal accountability) and civil society and citizen-led initiatives, the independent media and electoral processes (vertical accountability).

21. At the same time, donors need to be accountable for their undertakings and commitments. This is likely to require some “rebalancing” of the partnership so that partners and civil society actors are better equipped to call donors to account. Human rights frameworks and instruments play a particularly important role in strengthening the implementation of accountability commitments.

III. OPPORTUNITIES FOR TAKING THE AGENDA FORWARD

22. The Dublin workshop identified many linkages between aid effectiveness and human rights, gender equality, and environmental sustainability, as well as practical entry points to support the implementation of the *Paris Declaration*. Further efforts will focus on intensifying the practical application of the principles and partnership commitments of the *Paris Declaration* in work to advance progress towards achieving human rights, environmental sustainability and gender equality and demonstrating how gender, human rights and environmental sustainability concerns help advance the implementation of the *Paris Declaration*.

The Accra High-Level Forum on Aid Effectiveness:

23. The Accra HLF in September 2008 will provide donors and partner countries with an opportunity to review progress and address the main challenges in implementing the *Paris Declaration*. This event will

be an important reference point for the aid effectiveness discussion over the coming months. Demonstrating progress in applying the *Paris Declaration* to work on human rights, gender equality and environmental sustainability will help to ensure that these issues are on the agenda for Accra.

Evaluation of the implementation of the Paris Declaration:

24. In line with the *Paris Declaration's* strong focus on monitoring, an evaluation process led by the DAC Evaluation Network has been put in place in order to provide a more comprehensive understanding of how and why increased aid effectiveness contributes to meeting development objectives. An initial report focusing on the practical lessons learned on implementation and contributing to ongoing aid effectiveness policy debates will be prepared for the Accra HLF, while a later report will address development outcomes.

25. Partner country-led evaluations and donor evaluations will each address specific thematic issues, which may provide the opportunity to focus on, for example, human rights, gender equality, environmental sustainability and HIV/AIDS. In addition, thematic studies will be developed on themes which have not been sufficiently addressed in the country and donor evaluations.

In-depth work on health as a “tracer sector”:

26. In the run-up to the Accra HLF, in-depth work will be undertaken to gain deeper insights into how the Paris agenda applies on the ground at the sectoral level. Health has been chosen as the focus for this work since it is a particularly challenging sector from an aid effectiveness perspective, dealing with a broad spectrum of operational issues that illustrate many of the problems associated with ineffective provision of aid. Integrating human rights, gender equality and environmental dimensions -- which are key determinants of health outcomes – can enrich the health tracer sector work.

Dialogue with civil society:

27. In recognition of the essential roles of civil society organisations (CSOs) in development, the Working Party on Aid Effectiveness has created an Advisory Group on Civil Society and Aid Effectiveness to include CSOs' perspectives in preparation for the Accra HLF and to facilitate an enhanced process of dialogue involving donors, developing country governments and civil society from both North and South. Based on their role as independent development actors, claiming, using and expanding democratic political space in solidarity with citizens' voices, particularly the poor and marginalised, CSOs seek to enrich and deepen the aid effectiveness agenda, especially by putting its ownership and accountability commitments into practice. Establishing a connection to the Advisory Group could focus, for example, on the formulation of joint policy guidance for donor support to civil society in its “challenge functions”, including promoting human rights, gender equality and environmental sustainability, strengthening genuine, citizen-based ownership to build a culture of domestic accountability.

Drawing on ongoing donor initiatives:

28. As a contribution to the Accra HLF, DFID has recently launched a research project – *Support for Strengthening the Poverty Impact of the Paris Declaration*. Its purpose is to generate an evidence base, provide practical recommendations and build support among *Paris Declaration* stakeholders for linking human rights, social exclusion and gender equality with the implementation of the *Paris Declaration* and the aid effectiveness agenda. This project will offer donor agencies (individually and through the respective DAC Networks), partner country governments and civil society organisations from the North and South valuable opportunities for collaboration in gathering and communicating lessons learned from practice. This form of evidence-gathering work can further strengthen and validate the emerging principles

on enhancing development effectiveness by emphasising gender equality, human rights and environmental sustainability.

The Second Global Conference on Financing for Development (Doha 2008):

29. Building on the commitments made in the Monterrey consensus in 2002, the United Nations General Assembly will hold a follow-up International Conference on Financing for Development (FfD) in Doha, Qatar in the second half of 2008. The conference is intended to take stock of the implementation of the decisions of the first FfD conference and to determine what new initiatives are necessary. Demonstrating the importance of environmental sustainability, gender equality and human rights to development effectiveness will help to ensure that these issues receive due attention at the conference.

Further activities at the country level:

30. Workshop participants contributed a number of ideas that could be taken forward at the country level. These included

- reviews and dialogue on how human rights, gender equality and environmental sustainability have been addressed in Joint Assistance Strategies to date and whether JAS can help advance these issues;
- consideration of the contribution of sector working groups for advancing human rights, gender equality and environmental sustainability; and
- special country/local level-driven Peer Reviews focusing on issues of crucial importance to the mutual reinforcement of human rights, gender equality, environmental sustainability and the *Paris Declaration*.

Continued collaboration among DAC Subsidiary Bodies:

31. The DAC subsidiary bodies which jointly organised the workshop will continue their efforts to advance the implementation of the *Paris Declaration* by sharing their experiences on applying the Paris commitments in their respective policy areas, with a view to documenting and scaling up good practices.

IV. WORKSHOP PROCEEDINGS

Introductory Session: *Cross Cutting Issues and the Principles of the Paris Declaration*

Moderator: Mr Bob Collins, Chief Commissioner, Equality Commission, Northern Ireland

32. **The Minister of State for Development Co-operation and Human Rights (Ireland), Conor Lenihan**, welcomed participants to Dublin and stressed that development effectiveness is a key issue for Ireland's development co-operation. He pointed out the importance of the *Paris Declaration for Aid Effectiveness* and the need to promote its core messages more widely and in a comprehensive manner. The workshop provides an opportunity in this respect and supports the strategic work of the DAC in improving the quality of aid.

33. **Mr Richard H. Carey**, Director, Development Co-operation Directorate, OECD, outlined the intended outcomes of the workshop as:

- increased mutual understanding of (i) how development agencies can more effectively address environmental sustainability, human rights and gender equality through the application of the

key principles and partnership commitments and (ii) how human rights-inspired approaches, gender equality and environmental sustainability dimensions can “add value” to the implementation of the *Paris Declaration*;

- increased collaboration within agencies and in partner countries;
- continued joint work between DAC subsidiary bodies with the aim of contributing to the consolidated Progress Report for the Third High Level Forum on Aid Effectiveness (Ghana, 2008), and;
- the definition of concrete next steps putting the *Paris Declaration* into practice at the country level.

34. Mr Carey emphasised how, whilst achieving gender equality, human rights and environmental sustainability are worthy goals of development in their own right, each is at the same time functionally essential to achieving the overall goal of the *Paris Declaration* - the reduction of poverty. He also stressed the importance of civil society to a well-functioning and capable state. Feedback mechanisms (voice and participation by citizens) are necessary to measure progress towards the Millennium Development Goals.

35. **Ms Mary Robinson**, President of “Realizing Rights – the Ethical Globalization Initiative” and Chair of the Council of Women World Leaders, delivered the key note speech, drawing the threads together against the background of development approaches to the health sector, including HIV/AIDS. In this context, she stressed the importance of considering the universal right to health; that the health crisis in developing countries has an enormous gender dimension; and, that up to one fifth of the total disease burden in developing countries may be associated with environmental risk factors.

36. Ms Robinson noted that even though the goals, frameworks and commitments for addressing global poverty exist (the Millennium Declaration, the United Nations Conference on Financing for Development, and the *Paris Declaration on Aid Effectiveness*), accountability for delivering on these is weak. She therefore urged participants to interpret accountability as applying to everyone, starting with themselves. Ms Robinson also called on participants to help “demystify” some of the concepts in the *Paris Declaration* with a view to making it more accessible.

37. **Mr Richard Manning**, Chair of the Development Assistance Committee, OECD (by video clip), outlined the partnership commitments of the *Paris Declaration*, emphasising their significance for promoting the effective use of aid. He also stressed the importance of donor support for backing those individuals, organisations and institutions in partner countries who are the “drivers of change”, striving to build a culture of domestic accountability, as the capable state and civil society need each other.

Emerging thinking and evidence on the interplay between cross cutting issues, the principles of the Paris Declaration and development effectiveness

38. The purpose of this session was to look at the practical integration of the *Paris Declaration* principles in development work and to consider the specific role of human rights, environmental sustainability and gender equality.

Moderator: **Mr Bob Collins**, Chief Commissioner, Equality Commission, Northern Ireland

Panellists:

Mr Paul Lupunga, Economist, Ministry of Finance and National Planning, Zambia

Ms Lydia Alpizar, Executive Director, Association of Women’s Rights in Development, AWID

Ms Cathy Gaynor, Consultant on social development and gender equality, Ireland

Ms Marta Foresti, Research Fellow, “Rights in Action” Programme Manager, Overseas Development Institute, United Kingdom

Ms Linda Ghanimé, Environmental Operations and Policy Advisor, United Nations Development Program

Professor Michael Kelly S.J., Zambia

39. Panellists and participants collectively reflected upon “who has ownership?” and agreed that involvement by civil society and the wider public is essential for truly democratic ownership of issues related to human rights, gender equality and environmental sustainability. Capacity development is needed in order to ensure such involvement. It was felt that a high commitment by both partners and donors to manage for development results is fundamental, although it has to be acknowledged that achieving results in the areas of human rights, environmental sustainability and gender equality *takes time*. Panellists and participants noted that frameworks to promote mutual accountability with regards to the key policy issues discussed already do exist, such as the Conventions on the Elimination of All Forms of Discrimination against Women, on the Rights of the Child and on the Elimination of Racial Discrimination as well as global environmental conventions. However, mechanisms for both citizen and state accountability could be further examined. Some participants expressed concerns that harmonisation of donor efforts may lead to development activities being carried out on the level of the “lowest common denominator” with regards to the environmental sustainability, human rights and gender equality, in order to satisfy everyone. Participants and panellists also acknowledged that health and HIV cuts across all three of the policy issues. Finally, it was stressed that donors have to apply the *Paris Declaration* principles to *themselves* instead of focussing solely on in-country implementation.

40. In his concluding remarks, Mr. Collins, drawing out the main themes emerging from the opening session, noted that:

The *Paris Declaration* has to be adapted to local realities and locally defined needs instead of imposing “pre-cooked” solutions

- Development effectiveness has to be measured within the context in which it is situated.
- The main issue is about choices and what we chose to spend our money on – as we constantly invest in *something*.
- The principle task of leadership is to bring people to unfamiliar destinations.
- Elevated expectations are likely to generate disappointment. Development, like peace, “comes dropping slow” (in the words of W.B. Yeats).
- Sometimes there are “unintended consequences”, which makes managing change a particular challenge.
- It is important to be able to present evidence that new ways of working make a difference to the lives of poor people.
- Accountability can only be achieved when individuals take responsibility.

Parallel working sessions:

Applying the Paris Declaration’s principles on harmonisation, ownership and alignment and advancing cross cutting issues – cases and reflections from partners

- **Parallel Session A – Ownership and Alignment: ownership at sector level – a reality check on cross cutting issues and the principles of ownership and alignment**

Case study: water sector in Uganda

41. **Mr Ian Arebahona** (Acting Commissioner of Water Liaison Division, Uganda) outlined how ownership and alignment have been strengthened in the water sector in Uganda, through grounding policy

and programme operations within the national legal and policy frameworks, as well as within local institutions at both national and local levels.

Discussants

42. **Mr. Kamoho Mosoeunyane** (Project Manager, National Community Water and Sanitation Training Institute) and **Mr. Malcolm White** (Water and Sanitation Adviser, Irish Aid, South Africa) explained how in South Africa, sector wide approaches had created an opportunity to address environmental sustainability, human rights and gender equality, by bringing all relevant stakeholders into the process of developing and implementing new policies.

43. **Mr. Hubert De Milly** (Ministry of Foreign Affairs, DGCID, France) described how environmental sustainability, gender equality and human rights have fared when developing and implementing the SWAp in Cameroon, focussing on the challenges to ownership in the forest and environment sector.

Discussion and recommendations on Ownership and Alignment

44. Participants reiterated the importance of institutionalising environmental sustainability, human rights and gender equality into legal frameworks and national strategies. Bringing these strategies into local institutions was pointed out as a particular challenge. Participants also felt that the implications for alignment and for the three key policy issues of competition for resources and influence needed to be addressed.

- **Parallel Session B – Harmonisation: Joint Assistance Strategies – a way to advance cross cutting issues?**

Case study: environment and the Joint Assistance Strategy in Tanzania

45. **Mr. Eric Mugurusi** (Director, Division of Environment, Vice President's Office) and **Mr. Kahana Lukumbuza** (Danish Embassy, Tanzania) outlined the process of implementing the Joint Assistance Strategy (JAS) in Tanzania and the work of the Development Partner Group on Environment. The group had been established to facilitate the mainstreaming of environmental concerns into all sectors and answer to the specific challenges posed by the environment as a sector in itself, in the JAS.

Discussants

46. **Ms. Victoria Mushi** (Development Officer, Canadian High Commission) summarised how the issues of gender equality has fared, under supervision of the Gender Macro Working Group, in the development of the JAS in Tanzania. The group had facilitated dialogue which had led to a negotiated national approach to gender equality.

47. **Mr. Savior Mwambwa** (Poverty Reduction Network) and **Mr. Paul Lupunga** (Ministry of Finance and National Planning) clarified civil society's involvement in developing the JAS in Zambia. They noted, however, that the JAS had essentially been the response to government priorities, due mainly to lack of capacity of civil society. In contrast to the Tanzania case, gender equality has in Zambia been defined as a sector in itself, which has helped increase the focus on gender issues. Strong linkages have also been made to both the Poverty Reduction Strategy Paper and Zambia's 5th national development plan.

Discussion and recommendations on harmonisation

48. Participants noted that harmonisation calls for trust, transparency and inclusiveness. Joint Assistance Strategies were seen as useful tools for harmonisation, depending on the specific country context. Gender equality, human rights and environmental sustainability gain from being defined as objectives or themes of the JAS in their own right, in addition to cutting across all other sectors/themes – because donors can only harmonise around clearly set out priorities. It was underscored that all relevant stakeholders need to be included in the process of developing Joint Assistance Strategies, including civil society.

49. Some participants noted the risk for donors wishing to engage in one of the “darling sectors” of development (while gender equality, environmental sustainability and human rights are not given due priority in the JAS), or in a sector where they do not have the comparative advantage or competency. Other challenges to the JAS process include managing expectations - transaction costs always increase in the beginning of the JAS process, while results take time – and high turnover of staff, making it difficult to facilitate a smooth and constructive harmonisation process.

- **Parallel Session C - Ownership and Alignment: Is the integration of cross cutting issues in Public Financial Management Systems likely to change allocation patterns?**

Case study: Gender responsive budgeting in Morocco

50. **Mr Mohamed Chafiki** (Director of Studies and Economic Forecasts, Ministry of Finance and Privatisation, Morocco) and **Ms Zineb Touimi-Benjelloun** (UNIFEM Country Programme Director, Morocco) offered insights into the institutionalisation of gender responsive budgeting in Morocco. The inclusion of gender indicators into the performance frameworks of all line ministries had been encouraged from the highest political level, and civil society had been engaged in policy dialogue. The mainstreaming of gender equality dimensions into the budget was part of a national budgetary reform launched by the Moroccan government which, in turn, took place in a wider context of political modernisation in the country.

Discussants

51. **Ms Vida Kohistani** (Programme Officer, GTZ, Kabul) explained that in Afghanistan, a Gender Budgeting Unit has been set up within the Ministry of Finance, with a view to increasing gender equality. However, gender inequalities are being addressed largely thanks to external pressures, while resistance to gender considerations still exists internally. Ms Kohistani noted that Afghanistan could benefit from the Moroccan experience, in particular the way civil society has been brought into the process and the efforts that have been made to bring line ministries into the process.

52. **Ms Yoriko Yasukawa** (UNICEF) and **Mr Daniel Badillo** (Consultant, Ecuador) clarified how the national budget has been used as a human rights instrument in Ecuador. They explained how the budget reform was a response to the need felt by society in the broader context of an economic crisis in the country. Media and civil society in general played a crucial role in integrating concerns for human rights into the budget.

Discussion and recommendations on ownership and alignment

53. Participants stressed that the national budget is an essential part of a democratic society and that a transparent process should be ensured. Capacity development was seen as key to combating “budget illiteracy” amongst stakeholders who are relevant to the budget process. It was noted that a country’s

political context is fundamental but that dedicated support from donors may be helpful to integrate concerns for human rights and gender equality into the national budget.

- **Parallel Session D – Harmonisation: Innovative modalities and tools to support donor harmonisation on cross cutting issues**

Case study: Scaling up the AIDS response with the Country Harmonisation and Alignment Tool (CHAT) in Indonesia

54. **Mr Firman Lubis** (University of Indonesia) and **Mr Desmond Whyms** (Team Leader – Three Ones, UNAIDS, Geneva) outlined how the Country Harmonisation and Alignment Tool (CHAT) had provided information about the stakeholders and relationships that support the national AIDS response in Indonesia. These relationships can, when they are working effectively, create the enabling conditions for delivering results and objectives set out in strategic plans and global targets on HIV.

Discussants

55. **Professor Michael Kelly** explained how the CHAT has been applied in Zambia. The tool had provided the National AIDS Council and its partners with an opportunity to provide feedback and explore areas of their relationship that have not been investigated in-depth before.

56. **Mr. Johan Brons** (Technical Secretary Development Cooperation Netherlands Commission for Environmental Assessment) outlined the process of “greening” Benin’s Poverty Reduction Strategy Paper through using Strategic Environmental Assessment. The assessment had allowed for donors to share information and build a common vision around key concepts.

Discussion and recommendations on harmonisation

57. Participants agreed that the CHAT and Strategic Environmental Assessments are useful instruments to improve harmonisation and that their application to other policy issues could be examined. However, to be effective, these tools need to be adapted to the country context, embedded in national processes and driven by local champions.

- **Parallel Session E - Managing for Development Results and Mutual Accountability: the value of evidence based decision making for cross cutting issues.**

Case study: Using the Poverty Impact Assessment (PIA) approach to natural resource management projects, India

58. **Ms Solveig Buhl** (Senior Policy Adviser, DAC Network on Poverty Reduction, OECD) and **Mr. Rahul Sen** (Consultant, India) explained how a Poverty Impact Assessment had contributed to bringing out human rights and gender equality aspects of natural resource management projects in India. The approach had provided a common platform for defining mutual accountability and had helped define a performance assistance framework.

Discussants

59. **Mr. Armand Rioust de Largentaye** (French Ministry of Foreign Affairs) described the joint efforts by the government of Ghana and the donor and NGO community in achieving progress towards increased access to water and sanitation. He noted the importance of strengthening capacity to improve results and accountability.

60. **Mr. Tom Beloe** (Social Development Adviser, DFID South East Asia) outlined the challenges and opportunities for pursuing gender equality objectives within aid effectiveness initiatives in Cambodia. He stressed the need to demonstrate in what way interventions aimed at promoting gender equality deliver development results.

Discussion and recommendations on Managing for Development Results and Mutual Accountability

61. Participants felt that human rights, environmental sustainability and gender equality methodologies and tools can contribute to strengthening results and mutual accountability. Paragraphs 44, 46 and 48 of the *Paris Declaration* were seen as providing particular entry points for exploring further synergies between the Declaration and the three policy issues.

62. Participants highlighted the need to define whose results and what results we are looking for, when discussing managing for results, and to better co-ordinate existing tools for measuring results. Clear objectives and indicators related to the three key policy issues should be defined.

63. Mutual accountability was seen as one of the least developed of the *Paris Declaration* principles. Many opportunities therefore exist for human rights, environment and gender equality practitioners to advance the debate, for example through achieving more democratic ownership, which in turn could strengthen mutual accountability. It was agreed that current accountability mechanisms to domestic stakeholders and partners need to be improved and that the power imbalances between donors, government and civil society rectified. The OECD DAC peer review mechanism was identified as an important instrument to create incentives for living up to commitments made by donors.

- **Parallel Session F - Managing for Development Results and Mutual Accountability: results frameworks and accountability for cross cutting issues – lessons from emerging practice.**

Joint case studies: the annual Poverty Eradication Action Plan (PEAP) implementation review and mainstreaming cross cutting issues in the Justice, Law and Order Sector (JLOS) in Uganda

64. **Mr. Peter Ssentongo** (Office of the Prime Minister, Uganda), **Ms. Birgitte Markussen** (Deputy Head of Mission, Danish Embassy, Uganda), **Ms. Evelyn Edroma** (Senior Technical Advisor, JLOS Secretariat) and **Mr. Dónal Cronin** (Development Specialist, Irish Aid, Kampala) described how gender equality, environmental sustainability and human rights are addressed in the Annual Poverty Eradication Action Plan (PEAP) implementation review process. They explained that the results framework of the Poverty Eradication Action Plan is aligned with that of the Justice, Law and Order Sector (JLOS), and clarified the impacts of changes in the JLOS for gender equality, human rights and environmental sustainability.

Discussant

65. **Ms Kerstin Meyer** (Technical Counsellor GTZ, Ministry of Economy and Finance, Dakar) explained the process of developing Senegal's 2nd Poverty Reduction Strategy Paper. In order to ensure strategic participation, committees had been set up with technical and financial advisors and stakeholders from governmental institutions, regions, civil society and the private sector. This way, the voice and political ownership of civil society (including women's organisations) had been ensured – which had also proven beneficial in contexts other than that of the PRSP process.

Discussion and recommendations on Managing for Development Results (MfDR) and Mutual Accountability

66. Participants stressed that expectations on results need to be managed. Gender equality, human rights and environmental sustainability practitioners should focus on achieving results in the *overall framework* for MfDR (above sector-level), since the respective results and indicators are shared between different sectors. It was felt that even though the three policy issues already feature in many results frameworks, they would benefit from being crafted as higher level development outcomes rather than being part of traditional sectoral outcomes.

67. Human rights frameworks and instruments can play a particularly important role in strengthening the implementation of accountability commitments. This is not only because accountability lies at the centre of the entire human rights construction. More importantly, there are specific human rights – such as the right to information, the right to vote, freedom of expression and organisation – that are crucial for the functioning of accountability mechanisms and institutions. Some of these institutions themselves, such as ombudsmen and human rights commissions, are human rights institutions.

Emerging guidance from the parallel sessions

Chair: Ronan Murphy, Director General, Irish aid

68. **Ms. Cathy Gaynor** and **Ms Dorte Kabell** (consultants) presented the preliminary outcomes of the parallel sessions¹:

i) Ownership and Alignment

- Increased meaningful participation of civil society is fundamental to *democratic ownership*.
- Consultative and participatory processes can open up dialogue and create collective ownership by society as a whole.
- Capacity development is essential to both ownership and alignment (see paragraph 22-27 of the *Paris Declaration*).
- Objectives and policies agreed at the national level need to be fully “owned” also by responsible authorities at the sub-national or local level and translated into action at these levels (paragraph 14 of the *Paris Declaration*).
- The institutionalisation of gender equality, environmental sustainability and human rights in legal and constitutional frameworks, national strategies and robust policies can support alignment.
- Gender-, human rights-, and environment-responsive budgeting can strengthen public financial management systems and capacity. They are thus essential for a functioning state and effective aid delivery (see paragraph 25-27 of the *Paris Declaration*).
- Policies and strategies embracing human rights, gender equality and environmental sustainability need to be accompanied by realistic and monitorable implementation and accountability frameworks (see paragraph 19 of the *Paris Declaration*).

ii) Harmonisation

- Harmonisation calls for trust, transparency and inclusiveness. It necessitates a change in the way we do business, in terms of division of labour and regarding decentralisation of decision making. A holistic view needs to be taken on how to overcome silo views and approaches.

¹ Work will continue to turn these preliminary outcomes into a set of emerging principles to help guide implementation.

- Increased engagement of civil society is fundamental to ownership and alignment - precursors to harmonisation.
- Challenges of harmonising, at national as well as local level, include raising awareness and building capacity. The OECD DAC can play an important role in this regard.
- Joint Assistance Strategies can help advance the key policy issues, depending on the country context. The risks and opportunities of different ways of addressing the policy issues (as themes, sectors or priorities) need be further reflected upon. Donors should engage in sectors where they have a comparative advantage.
- The Country Harmonisation and Alignment Tool (CHAT) for HIV/AIDS and Strategic Environmental Assessment are useful instruments which can help to improve harmonisation. However, these tools need to be adapted to the country context, embedded in national processes and driven mainly by local champions.
- The establishment of working groups on key policy issues can facilitate a well informed and inclusive dialogue.

iii) *Managing for Results and Mutual Accountability*

- There are many opportunities for human rights, environment and gender equality practitioners to advance the debate on mutual accountability, as this is one of the least developed of the *Paris Declaration* principles.
- Real results take time – expectations therefore need to be realistic.
- Existing tools for measuring results can result in duplication and need to be better co-ordinated.
- Clear objectives and monitorable indicators related to the three key policy issues need to be defined when collecting data on national and sub-national level.
- The OECD DAC peer review mechanism is an important instrument to create incentives for living up to commitments made by donors, and strengthening accountability mechanisms to domestic stakeholders and partners. Other review mechanism should be encouraged and utilised as incentives for accountability.
- The three key policy issues could benefit from being viewed as high level development outcomes within results frameworks, rather than seen as part of traditional sectoral outcomes.
- Civil society's capacity to hold their governments accountable needs to be strengthened.
- Paragraphs 44, 46 and 48 of the *Paris Declaration* can provide entry points for exploring further synergies between the Declaration and the three policy issues.

Taking it home – identifying opportunities and entry points – what next for practitioners and strategists?

Chair: Finbar O'Brien, Irish Aid and Chair of the DAC Evaluation Network

Panellists

Ms. Regina O-D Adutwum, Director-General, National Development Planning Commission (NDPC), Ghana

Ms. Dasa Silovic, United Nations Development Group

Mr. Hans Lundgren, Principal administrator, DAC Evaluation Network

Ms. Nancy Dubosse, Programme Director, African Forum and Network on Debt and Development (AFRODAD)

Mr. Soe Lin, World Bank and Accra HLF3 Steering Committee

69. The closing session centred around how to ensure that the many positive developments which were highlighted in the country case studies and the insights gained at the workshop informed future

action. It was recognised that, globally, we have moved significantly in linking the Millennium Declaration and Monterrey Financing for Development commitments to the *Paris Declaration*, thus marking significant political progress towards addressing the issue of mutual accountability.

70. Panellists and participants agreed that demonstrating the application of the principles and partnership commitments of the *Paris Declaration* in work to advance progress towards achieving gender equality, human rights and environmental sustainability is crucial. They suggested that the experiences and lessons learned at the workshop should be documented and tabled at the Accra HLF 3. They stressed the need to continue to generate evidence that demonstrates that concerns for gender equality, human rights and environmental sustainability when delivering aid have a positive impact on the lives of women and men. The idea of involving the World Bank and the World Bank Institute in a learning event on the *Paris Declaration* and the issues highlighted in the Dublin Workshop was also suggested. This could explore the legal and policy dimensions of their mutual relevance, as well as questions of harmonisation and alignment.

71. Meaningful participation of civil society through the allocation of resources and the strengthening of mechanisms for engagement in the process of implementing the *Paris Declaration* was encouraged. There was general consensus on the need to underscore that gender equality, environmental sustainability and human rights are central objectives of development rather than referring to them as cross cutting issues.

72. For specific opportunities and entry points identified by panellists and participants, please see Section III of this document.

Formal closing of the workshop:

73. In his closing remarks, **Ambassador Jan Cedergren**, Chair of the DAC Working Party on Aid Effectiveness, reiterated the recurring message from the discussions, that gender equality, environmental sustainability and human rights are fundamental cornerstones for achieving good development results. He stressed that the application of the *Paris Declaration* framework to these key policy issues would move them to the centre and serve to increase the effectiveness of aid. He also emphasised their critical role in the implementation of the principles of ownership, managing for development results and mutual accountability. He commended the collaborative work practices which the workshop had facilitated and encouraged participants to continue mutual learning by sharing practical experiences and the emerging principles across their specialised communities. Finally, he emphasised that the Accra High Level Forum is only one milestone in the implementation of the *Paris Declaration* and in the achievement of the overall objectives of development.

“It is indispensable to ensure that all members of society benefit from economic growth based on a holistic approach to all aspects of development: growth, equality between women and men, social justice, conservation and protection of the environment, sustainability, solidarity, participation, peace and respect for human rights”.

(Beijing Declaration and Platform for Action, 1995)

Workshop documentation can be found on: www.oecd.org/dac/effectiveness/inpractice