



**WORKSHOP ON**

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

**DUBLIN, IRELAND**

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**Session E**

**Managing for Development Results and Mutual Accountability**

**The value of evidence based decision-making for advancing cross cutting issues**

**by**  
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**Workshop on Development Effectiveness in Practice**  
**Applying the Paris Declaration to Advancing Gender Equality, Environmental Sustainability and Human Rights**  
**(Dublin, 26-27 April 2007)**

**Session E: Managing for Development Results and Mutual Accountability.**  
**Summary Outline**

***The value of evidence based decision-making for advancing cross cutting issues***

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***Objective of the session***

The session illustrates how the assessment of distributional impacts contributes to evidence based decision making, effective management for development results, mutual accountability, and promoting cross cutting issues, such as gender equality, human rights and environmental sustainability. This will be demonstrated by sharing the experience of conducting a Poverty Impact Assessment (PIA) in three natural resource projects in India.

***Poverty Impact Assessment – a harmonised approach to the assessment of distributional impacts***

Governments and donors strive to understand and maximise the impacts of policy reforms, sectoral programs and investment decisions in order to accelerate pro-poor growth and assure better pro-poor outcomes. Inequality of assets and opportunities hinders the ability of poor people to participate in, benefit from and contribute to growth. Women face particular barriers concerning assets, access and participation in the growth process. As the poor often depend heavily on natural resources for their livelihoods, policies to promote environmental sustainability are also integral to promoting pro-poor growth.

Interventions have been planned and implemented far too often without conducting an ex ante assessment of their distributional impacts. Already existing policies and programmes were sometimes ignored, the reasons for poverty not sufficiently addressed, the institutions and stakeholders that influence and are influenced by an intervention not analysed. As a result, the aspired impacts could often not be achieved. Donors and partner countries did not have a common platform for defining a mutual action agenda, a prerequisite to achieve mutual accountability.

The *ex ante Poverty Impact Assessment Approach (PIA)* presented in this session addresses these shortcomings. PIA was developed within the DAC Network on Poverty Reduction. It helps decision makers determine strategic choices for public actions so as to have the greatest impact on reducing poverty. These choices result in intended and unintended impacts that affect different social groups in different ways. PIA provides a better understanding about potential winners and losers of an intervention and thus helps to strengthen a results-oriented approach. If properly applied by donors and partners alike PIA contributes to the main principles of the Paris Declaration:

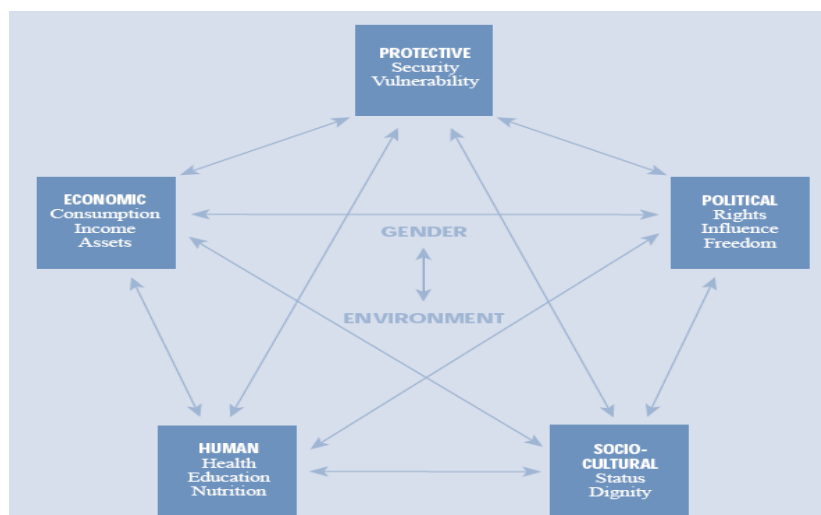
- Alignment: by orienting donors' assistance on country's development priorities
- Harmonisation: by lowering the transaction costs of delivering and managing aid

- Mutual accountability: by providing a common platform for defining a mutual action agenda
- Management for Development results: by defining a flexible and simple performance assessment framework

PIA is not just another new approach to assess the distributional impacts of interventions. It deliberately draws from already existing approaches and their terminology, in particular the Poverty and Social Impact Analysis (PSIA). While a PSIA is more widely used for large scale policy reforms, a PIA which is less resource demanding as it mainly draws on already existing material, is valuable to assess the distributional impacts of projects, programmes and / or sector wide approaches.

Pilot applications of PIA have proven to be effective in enhancing evidence based decision making for both donors and partners. It can be used ex ante, during the implementation of an intervention and as an ex post assessment.

How does the PIA approach advance cross cutting issues? PIA is based upon the multi-dimensional concept of poverty (OECD 2001) and thus addresses implicitly and explicitly important cross-cutting issues.



PIA comprises 5 operational modules. The results of the assessment steps (modules) are summarized in matrices that allow decision makers to get a quick overview without having to read a lengthy analytical report.

*Module 1 assesses the general poverty situation and relevance of the intervention to national strategies and plans. Does the planned intervention address these poverty issues? Are there synergies or duplications in relation to already existing programmes? How can we adjust the intervention to respond better to the causes of poverty and the existing policies and programmes?*

*Module 2 looks at the institutions and stakeholders that influence and are influenced by the intervention, their respective roles, as well as their interest in supporting or hindering the intervention.*

*Module 3 assesses the transmission channels used and overall results by channel. Through which processes is the intervention anticipated to influence the stakeholders (targeted and others)? What is the overall result anticipated by each channel? The main transmission channels are prices, employment, transfers, access, authority and assets and thus clearly address cross – cutting issues.*

*Module 4* gives an outline of the likely results on stakeholders groups by the OECD multi-dimensional concept of poverty (see figure above). The five dimensions are economic, human, socio-cultural, political and security – again addressing cross-cutting issues. The analysts are asked to particularly look at gender, empowerment and equity issues. How are different socio-economic groups influenced by the intervention, both positively and negatively?

*Module 5* gives a rough estimation of the possible impacts on the MDGs or other national goals. Again, environmental and gender issues are included.

In each assessment step the risks, monitoring needs and the information quality is assessed and recommendations are finally provided – based on evidence – on how the intervention can be improved.

### ***The India Case Study***

The PIA that will be presented in this session was conducted within three Natural Resource Management Programmes, two on-going (and nearly completed programmes) and one in the planning process. All three projects are managed by NABARD.

- “*Indo-German Watershed Development Programme*” (IGWDP), initiated in 1992 by NGOs in Maharashtra. The IGWDP’s main goal is watershed rehabilitation.
- “*Comprehensive Tribal Development Programme (Wadi) Project*”, introduced in 1982 in Gujarat by BAIF (NGO). The programme’s main goal is to increase the economic and political capabilities of poor tribal population.
- *Planned Public Private Partnership on biofuel*, the PPP is in the process of being signed in Andhra Pradesh and primarily aims to promote biofuel production.

Some of the results of the PIA with respect to gender equality and environmental sustainability can be summarised as follows:

### **Gender Equality: Women based institutional development (empowerment) is critical for achieving structural impacts**

The IGWDP requires that 30 % of the Village Watershed Committee members are women. However, these women are proxy representatives of male members of their household. A 30% women quota in Village Watershed Committee doesn’t really rectify the prevailing gender biases in the project area. A much better approach would have been one that was applied by the Andhra Pradesh Rural Livelihood Programme (APRLP). Within this programme, the Village Watershed Committee consists of women alone elected from among the members of the women SHG in the village. In most of the villages in Andhra Pradesh women have been constituted into a number of Self Help Groups (SHG) under the State Rural Poverty Programme. These SHGs have then been federated at the village level into a registered body called the Voluntary Organization (VOs). Under the APRLP the VOs have been recognized as the village committee responsible for the implementation of the project instead of constituting a separate Village Watershed Committee. Such an approach should strengthen women’s bargaining position within the village. Formation and focused support to women Self Help Groups facilitated their participation in project activities, access to benefits and overall empowerment.

Production / commodity (Co-operatives / SHGS) based organizations are more sustainable and have greater focus on poverty reduction than project implementing organizations (watershed development associations / village development association).

### **Environmental Sustainability: A balance between Area Based Approach and People Based Approach will achieve greater environmental sustainability and poverty reduction**

The Indo-German Watershed Development Programme is a very successful **area-based approach** that lays emphasis on soil and moisture conservation. However, the involvement of

the poor (landless) is a weak point of the programme in terms of its capability to make a structural impact on poverty.

The Wadi programme, alternately, is a good example of combining conservation and pro poor development following a **people-based approach**. It targets the disadvantaged and is explicitly gender sensitive. However, it is obvious that the Wadi programme's long term success will depend upon a general rehabilitation of the degraded land extending beyond micro-schemes.

Therefore a "watershed plus" approach (watershed + agro-processing + livelihood development) is recommended along with socially differentiated funding mechanisms in order to avoid exclusion of the poor.

The poverty impact assessment of the three programmes showed clearly which combination of transmission channels was most effective in promoting pro-poor outcomes, decreasing gender gaps and protecting the environment and identified the processes that hindered positive environmental impacts, women's empowerment and pro-poor outcomes. Lessons learned will be used when designing the new NABARD Natural Resource Umbrella Programme.

### **The main opportunities, challenges and lessons learned of Indian PIA**

- PIA assists in identifying the most effective transmission channels that impact on the multiple dimensions of poverty on different socio-economic groups, thus advancing cross-cutting issues.
- Most donors still pursue their own set of programme management tools, which they insist be used in programmes they support. This results in recipient partners being saddled with numerous tools and methods. If PIA is harmonized into programme management by donors, the recipient partners will find it easier to institutionalize it and make it part of their national development policy and monitoring systems. Also, to make PIA more effective the study team should constitute of programme stakeholders with experts only supporting the team. This will allow for more mutual accountability, ownership and management for results. *Awareness raising and training of government agencies, civil society, and research institutes in both partner and donor countries is needed.*
- Planning and ex ante analysis has limitations, since development results are influenced by power relations and negotiation processes within government and society. Still, taking into account potential outcomes of decisions and paying attention to the decision making process increases the probability of achieving sustainable development results. In order to really advance evidence based decision making, effective feed back of the PIA results is essential. In the India case, a workshop to present the findings at the national level was clearly not sufficient although the presentation of results in tables helped decision makers to get an overview without needing to read a lengthy report. However, the example showed clearly that all stakeholders, from national to local levels, have to be involved in an appropriate way, not only in the impact assessment itself but in the interpretation of the results and the (re-) design of further interventions. This is a long-term and often iterative process that needs ownership at highest levels, as well as on the implementation level.

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