

Strengthening the Poverty Impact of the Paris Declaration: Aid Effectiveness evidence gathering project on gender equality, human rights and social exclusion

Conceptual Framework & Partnership Strategy **Background documents for phase 2**

Sue Fleming, Marcus Cox, Kasturi Sen, Katie Wright-Revollo
June 2007

Document 1: Summary and introduction to phase 1

Document 2: A conceptual framework for structuring case study evidence

- 2.1 Overall framework
- 2.2 Mutual accountability and Harmonisation: a focus on the quality of partnerships
- 2.3 Ownership and Alignment: how to engage with policy and strategy
- 2.4 Alignment in support of country systems
- 2.5 Managing for Results

Document 3: A partnership and influencing strategy for using evidence

- 3.1 General approach
- 3.2 The DAC Networks and the Nordic Plus partners
- 3.3 Other DAC bodies and processes
- 3.4 Monitoring and evaluation
- 3.5 Other international processes
- 3.6 Partner countries
- 3.7 Civil society

Document 4: Stakeholder analysis and process map

Document 5: Time line of events

List of acronyms

Annexes

- Annex 1. Terms of Reference for scoping Phase One
- Annex 2. Brief overview of the history of civil society engagement
- Annex 3. Examples of gender questions and entry points
- Annex 4. People interviewed
- Annex 5. Draft Terms of Reference for Phase Two

The views expressed in this report represent those of the authors and do not necessarily reflect those of DFID.

Document 1: Summary and introduction to phase 1

The DFID Country Led Approaches and Results Team and Equity and Rights team, in discussion with DAC networks, the Working Party on Aid Effectiveness (WP-EFF) and Nordic + colleagues, are commissioning an evidence gathering exercise on aid effectiveness and gender equality, human rights and social exclusion. The aim is to ensure that issues central to poverty reduction: human rights, social inclusion and gender equality, are integral to the aid effectiveness agenda, contributing to the overall outcome of poverty and inequality reduction. Evidence is needed on the role of the Paris Declaration commitments in furthering gender equality, human rights and social exclusion as well as the potential these issues have in contributing to the implementation and review of the Paris Declaration.

This report is one of two outputs for phase 1, the scoping phase of this evidence work, and provides background documents for the second phase. It outlines a conceptual framework and key questions for further evidence work. It includes a partnership and influencing strategy and stakeholder and events map, outlining key opportunities, partners and processes leading up to Ghana 2008. It also includes draft terms of reference for the second phase. Whilst the immediate focus is on the 2008 Accra High Level meeting, it is recognised that a longer term perspective is needed both in terms of obtaining clear results on impact, and in putting in place good practice measures for an integral approach. This report is a complement to a review of existing literature on the relevance of the Paris principles to human rights, social inclusion and gender equality.

The Paris Declaration on Aid Effectiveness was signed in March 2005 by more than a hundred official agency donors and developing countries. It is remarkable for the high level of political commitment, and the momentum it has developed at implementation level. It lays down a practical, action-oriented roadmap intended to improve the quality of aid and its impact on development and to shift the balance of power away from donors to create a fairer and more effective development partnership based on mutual accountability between donors and with partner countries. It is based on five overarching principles and partnership commitments – ownership, alignment, harmonization, managing for development results and mutual accountability.

The issues of human rights, social exclusion and gender equality are all intrinsic to aid and development processes and necessary for positive outcomes for poor women and men. Human rights are understood to encompass political, civil, economic, social and cultural rights. Social exclusion is the exclusion of people from society, the economy and political participation. Gender deals with equality between men and women. As discrimination is overwhelmingly experienced by women, the focus on gender equality has long been associated with women's empowerment.

The literature on the relevance of the Paris Declaration to gender equality, human rights and social exclusion issues points to the new opportunities and platforms the aid effectiveness agenda provides. These

opportunities are facilitated by the synergies between the principles of the Paris Declaration, and gender equality, human rights and social exclusion issues. Both are holistic visions of development processes, covering policy, systems and results, emphasising local, country and context specific approaches, both go beyond government to include wider society, and other state and civil society actors, and both work towards the goal of poverty and inequality reduction.

The commitment to broad-based country **ownership** is better served through the development of social consensus, through an engaged citizenship across society, that recognises differences and including the voices of the poor and excluded. This national ownership goes beyond the boundaries of a particular government and provides a sustainable basis for change. **Alignment** on the policy of an integral policy on gender, rights and social exclusion is supported through mutually agreed international commitments, and useful experience of systems change as a response to human rights and gender mainstreaming, for example, in support of effective, accountable and transparent resource management.

The measurement of impact, essential to **managing for results**, benefits from attention to distributional issues, and transparency on outcomes that come with mainstreaming gender, rights and inclusion. **Mutual accountability** is supported through citizens' engagement and in-country accountability mechanisms. Donor **harmonisation** on gender equality, human rights and social exclusion issues draw on the comparative advantage of different agencies, as well as supporting joint approaches. More evidence is required on how these key issues are integrated into the mainstream work of the Paris Declaration, and the costs for poor women and men if they are not.

The conceptual framework builds on the synergies between the issues of gender equality, human rights and social exclusion, and that of the Paris Declaration. It maps change processes on to key areas of the policy cycle – ownership and alignment (policy design), alignment (systems for implementing policy) and managing for results (monitoring and evaluation of results feeding into policy design). It recognises the importance of voice and accountability, and donor harmonisation across all elements of the cycle. This enables a matching of opportunities and risk as well as good practice in both the aid effectiveness and gender, rights and exclusion mainstreaming agendas.

The TORs for further work outline a sequence of actions for further evidence gathering and communication work and criteria for selection of case study countries. These refer to the conceptual framework for key issues and relevant questions around each of the Paris Declaration principles. They also refer to the partnership and influencing strategy as integral to the selection and implementation of the case studies for further evidence gathering work and the dissemination of findings. The aim is for the project to be carried out in such a way as to maximise opportunities for joint work among a range of partners, and to influence key stakeholders in the lead-up to the Accra HLF and beyond.

Document 2: A conceptual framework for structuring case study evidence

2.1 Overall framework

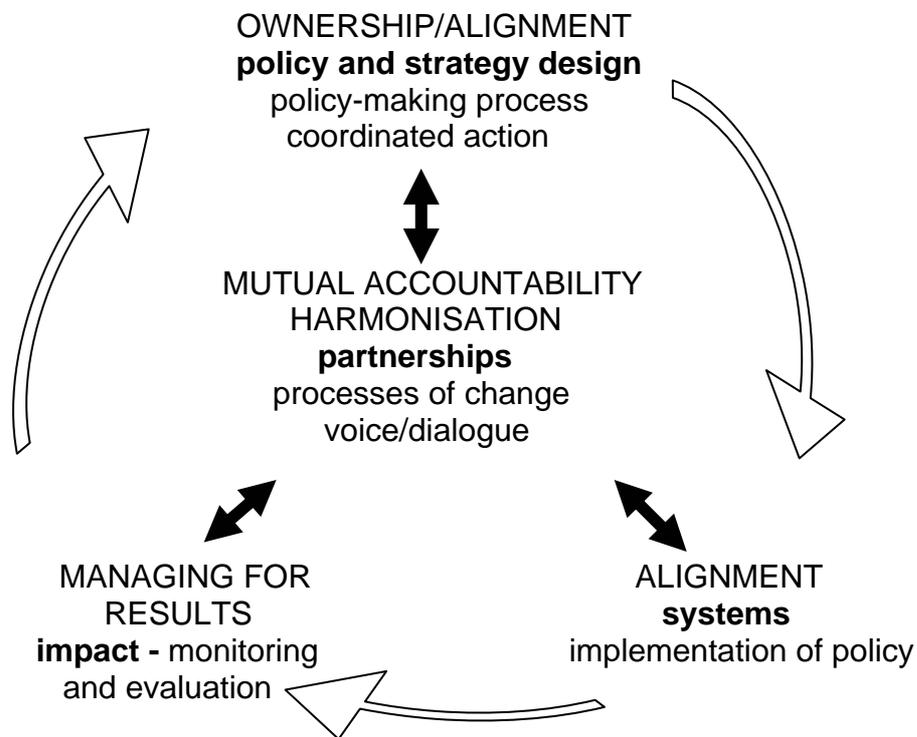
A productive linking of gender equality, human rights and social exclusion with the Paris Declaration aid effectiveness agenda requires a framework for understanding the nature of their interaction, and how actual and potential synergies might work, particularly for poor and excluded social groups. This is essential for the follow-up project on further evidence work.

Both the Paris Declaration commitments, and approaches for gender, rights and social exclusion take holistic visions of development processes, both emphasise local, country and context specific approaches, both go beyond government to include wider society, and other state and civil society actors, and both have the goal of poverty and inequality reduction. It is helpful to think of a framework that represents the way the different Paris Declaration commitments connect and work together, as well as illustrating their linkages with gender equality, human rights and social exclusion.

By situating our analysis firmly in the development policy cycle of country partners - policy design, implementation and monitoring and evaluation of results - we are describing not only the essential components of frameworks and mainstreaming strategies for gender equality, human rights and social exclusion, but also main ingredients of the Paris Declaration commitments of ownership, alignment and managing for results.

The key actors involved in the Paris Declaration principles of ownership, alignment and managing for results are country partner organisations (state, government and civil society) and donors. The nature of the relationships between these different actors, the partnership inherent in the Paris Declaration, is described in the harmonisation and mutual accountability commitments of the Paris Declaration. These partnerships are also key to an integral approach to gender equality, human rights and social exclusion. By situating these commitments, and these key partnerships in the centre of the policy cycle, it is easy to visualise how essential all these actors are. Each has a important and complementary role in supporting, instituting and securing accountable, appropriate and implementable country policies to secure positive impacts for poor and excluded men and women.

**Principles of the Paris Declaration
linked to essential elements of the policy cycle**



- Country **OWNERSHIP**, donor **ALIGNMENT** of policy /strategy design: entry point of country-donor policy mutuality, recognising many policy actors, broad country ownership, power and politics, working with civil society voices, gender equality, human rights and social exclusion issues in policy dialogue
- Systems **ALIGNMENT**: donor alignment in implementation with country systems and co-signed international commitments: entry point of country systems aligned with country policy, institutions capabilities and incentives, assessment tools, accountable budgets, support for capacity building
- **MANAGING FOR RESULTS**: recognition of quantitative and qualitative results: entry point is making impact central, including social impact of policy, systems and partnerships, monitoring and evaluation to support policy making, use of disaggregated data, monitoring spend
- **MUTUAL ACCOUNTABILITY** and **HARMONISATION**: Partnerships between donors and donor-country relationships: recognition of mutual responsibilities, state/society in policy process, and ensuring impact: entry point is understanding changes in access to decision-making and impact of exclusion, including results of donor behaviour, establishing partnership principles donor-govt-civil society.

2.2 Mutual accountability and harmonisation: a focus on the quality of partnerships

Partnerships, in this case the structured relationship between donor-donor, donor-country partners, and country government, parliament, civil society and citizens are central to the Paris Declaration. These partnerships are elaborated across the Declaration, but there are two commitments, harmonisation and mutual accountability, that focus more exclusively on the quality of this working relationship, rather than the actions each partner carry out. Harmonisation calls for a 'collective' effectiveness between donors, and mutual accountability locates a joint responsibility of donor and country, as well as outlining in-country responsibility between government, parliament and citizen.

Mutual accountability for a broad-based country led approach involves a range of in-country institutions for deciding on, delivering and monitoring development outcomes. An approach for gender equality, human rights and social exclusion clearly deals with voice and accountability, includes the support and development of national accountability mechanisms between government and citizens, and recognises the need for strategies relating to differential access to language and information. Accountability is also understood to include the claiming of rights by citizens, again recognising difference between social groups, including the poor and marginalised, as well as the capacity of governments to respond to demand.

Key question for mutual accountability: How have donors supported the role of parliament, broad based participation and civil society in securing transparency and accountability? Are there changes in

- downward accountability, particularly to the poor and excluded women and men,
- the institutionalised nature of voice and accountability, and
- shifts in power relations between donors, partners, civil society and poor and marginalised peoples?

Examples of mutual accountability can be found in experiences of programme aid, Poverty Reduction Strategies and any design and monitoring with parliament and civil society actors. It can also be found in specific support provided to audit systems, parliamentary processes, and civil society funding for capacity building of their advocacy role. It could also be found in specific mutual accountability systems established between partner countries and donors on aid effectiveness, such as PAF's and others. Examples of entry points for gender equality are found in annex 3.

Harmonisation of donor actions already notes that efforts are needed for attention to cross-cutting issues such as gender equality. There are opportunities for using comparative advantage of different donors on rights, gender and social exclusion, and these issues could support criteria for prioritisation of donor-country partner relations and actions.

Key questions for harmonisation: How have donors harmonised

around mainstreaming gender equality, human rights and social exclusion? Is there evidence of

- joint donor working on gender equality, human rights and social exclusion,
- donors harmonising their work to integrate gender equality, human rights and social exclusion into other harmonisation efforts,
- harmonisation of use of donor comparative advantage on gender equality, human rights and social exclusion, has it served to increase overall competence across donors, or served to concentrate skills in a few?

Joint Assistance Strategies on gender equality, human rights and social exclusion, those that integrate these issues would provide useful examples for the study.

Mutual accountability and harmonisation commitments relate to all actions across the policy cycle, and thus link directly to the other Paris Declaration commitments. The relevant partnership questions for the study around mutual accountability and harmonisation are also integrated into the areas of ownership and alignment of policy, alignment of systems and managing for results as appropriate.

2.3 Ownership and Alignment: how to engage with policy and strategy

Both the Paris Declaration and cross cutting approaches stress the importance of broad based country ownership, with engagement across society, and with civil society. The policies of inclusion, rights and gender qualify this participation to ensure that the voices of all citizens, including the poor and marginalised, often women, are heard. More than this, an engaged citizenship, across all social groups, is essential for policy success. It develops a social consensus, recognising difference, and buy-in on policies. It creates a sustainable national ownership that goes beyond the boundaries of party-based politics. Donor perceptions of the breadth of country ownership determines the extent to which sectors, central government, regional and local government, parliaments and assemblies, as well as civil society organisations are aid recipients.

Policy alignment aims for integration across all government policies, particularly in areas such as poverty and inequality reduction. The consensus over international commitments provides a 'pre-aligned' text for dialogue between donors, partner governments and civil society.

Key question on ownership in policy design: Have donors supported a broad-based country ownership of policies and strategies? Is there evidence of changes in

- the nature of institutionalised consultation, who is regularly consulted, how influential are their contributions,
- civil society engagement with the policy process,

- the nature of voice and representation of poor and excluded, what is the type of access and influence,
- engagement across government agencies, national and local.

Examples of instruments that could illustrate broad based ownership are experiences of Direct Budget support and other programme aid such as Poverty Reduction Strategies. There are also examples of broad based engagement in country policy design around cross-cutting issues, such as national gender policies.

Key question for alignment in policy design: How have donors aligned themselves with country policy and commitments on gender equality, human rights and social exclusion? Is there evidence of donor support for

- use of international commitments as a basis for any donor-country alignment,
- coherence between cross cutting policies and commitments with national development strategies,
- alignment with local, civil society as well as national government policy,
- engaging with gender, rights and exclusion issues in donor-partner country dialogue, and any changes as a result?

Examples that could be used to demonstrate this are country strategies around CEDAW, and those related to regional commitments such as NEPAD and COMESA for example. Other experiences could be found in Poverty Reduction Strategies, Comprehensive Development Frameworks and other policy matrices, programme based approaches such as general budget support and sector wide approaches. Examples of entry points for gender equality are found in annex 3.

2.4 Alignment in support of country systems

Strengthened country systems, institutions and procedures involve assessment - diagnosis and analysis of shortfalls in the system, with capacity building for institutional change. There are country-led initiatives concerned with the mainstreaming of gender equality, human rights and social exclusion that donors could align to, as well as supporting this mainstreaming in the mutually agreed frameworks for assessing performance, transparency and accountability, and in any subsequent capacity building. This provides a useful entry point for donors to be more responsive to the broader social, political and economic environment, recognised as a need in the Paris Declaration itself. The clear demand for effective, accountable and transparent resource management that works for poverty and inequality reduction comes both through the Paris Declaration commitments, and from best practice and demands of approaches for gender equality, human rights and social exclusion.

Key question for alignment in implementation and country systems: How have donors provided institutional and capacity building support for country initiatives to mainstream gender equality, human rights and social exclusion concerns across government? Is there evidence of

- changes in support for mainstreaming of gender, rights and exclusion

issues in the development of country systems, institutions and procedures,

- a role for gender, rights and exclusion issues in donor-partner country dialogue around performance assessment frameworks, budget processes, resource allocation, systems development,
- capacity building on gender equality, human rights and social exclusion?

Examples that could be used to demonstrate this are Poverty and Social Impact Assessments, Performance Assessment Frameworks, and work on public sector reform, particularly as part of Sector Wide Approaches. Examples of entry points for gender equality are found in annex 3.

2.5 Managing for Results

Measurement of impact and its use for policy and strategy design are essential for making sure that policies and systems are not just working, but contributing to the overall goal of aid effectiveness. This feed-back loop into policy is essential for realising mainstreaming of gender, rights and exclusion, and there are useful constructive experiences that add value to systems development such as use of rights-based indicators, focus on distributional impacts and transparency with outcomes.

Key question for managing for results: How have donors supported the measurement of the impact of policy on poor and excluded men and women, and the use of this information by these different social groups? Is there evidence of

- improvement in disaggregated statistics for measuring differential of impact,
- tracking of distributional impact, such as changes in service delivery and development outcomes on poor and excluded groups,
- changes in openness and accessibility of information, and use by different country actors including civil society organisations,
- multi-stakeholder dialogue over setting of indicators and results, integration of gender equality, human rights and social exclusion in monitoring systems?

Examples that could be used to demonstrate this can be drawn from the many participatory monitoring and evaluation experiences, those of the World Bank's Comprehensive Development Framework, use of citizen score cards and rights based indicators. Examples of entry points for gender equality are found in annex 3.

Document 3: Elements of a partnership and influencing strategy for using evidence

3.1 General approach

Evidence gathering of useful practice on gender equality, human rights and social exclusion issues and the Paris Declaration commitments requires a strategy for how the information could best be used. This is best situated within a strategic approach to partnerships, and carried out in such a way as to maximise opportunities for consensus building and joint work among a range of partners, to influence key stakeholders in the lead-up to the Accra High Level Forum (HLF). This will require considerable flexibility and the monitoring of processes and key events in preparation for Ghana, and response to opportunities for building partnerships and exercising influence as they arise. This is important for phase 2.

Communication is key for partnership and influencing. Dissemination of evidence will be carried out throughout the life of the project, rather than left until the end, in order to build awareness of and receptivity to the project findings. This will support the project to raise awareness and build consensus among partner countries and civil society actors, in order to encourage them to use the evidence emerging from the project in their own advocacy efforts.

Influencing efforts will be situated within the evolving debate on the international aid effectiveness agenda, leading up to the Accra HLF and beyond. Preparations for the Accra HLF have only recently got underway, with the first Steering Committee meeting on 18 January. However, there is already a consensus emerging around a number of points.

- The event will address progress and shortcomings in the implementation of the Paris Declaration commitments, but without amending or renegotiating these. The priority is to identify the areas where greater efforts are needed at country level.
- Drawing on the Paris Declaration monitoring and evaluating processes, the event will focus on country-level evidence of what is working and what is not. It is expected that a significant amount of evidence and analytical work will be presented.
- The event should remain focused on the core aid effectiveness agenda, and avoid 'agenda creep'. Issues like trade and debt should be left to other fora.
- The scaling up of aid and the matching of resources to results will be an important theme.
- The event should provide opportunities for partner countries to assert leadership over the aid effectiveness agenda and the required behavioural changes.
- Participation by both Southern and Northern NGOs will be encouraged.
- The outcome document may take the form of an Accra Agenda for Action, rather than another Declaration.

Given the determination of the key stakeholders to avoid 'agenda creep', this project should focus on entry points for gender equality, human rights and social exclusion issues that already exist within the Paris Declaration, rather than pushing for additional commitments. These are described in the literature review and the conceptual framework. As far as possible, the recommendations and good practices emerging from the project should be presented as ways of strengthening current approaches to implementing the Paris Declaration principles. The project should emphasise the importance of keeping aid effectiveness efforts focused on the achievement of development results, in the context of poverty and inequality reduction and across the full spectrum of MDG commitments.

3.2 The DAC Networks and the Nordic Plus partners

An early milestone will be a joint workshop of three DAC Networks (Gendernet; Govnet; Environet) in Dublin on 26/27 April to discuss the relationship of gender equality, environmental sustainability and human rights with the Paris Declaration. The Dublin event will offer an opportunity for ensuring complementarity with the work of the Networks and their members, particularly the Nordic Plus partners. This event provides an opportunity for DFID to explore the possibilities of joining this work to other initiatives undertaken by the DAC Networks and their members, and should offer partners the opportunity of proposing areas of interests for inclusion in the Phase 2 research. Joint sponsors of Phase 2 may be identified. It is also useful to discuss the possibility of a common strategy for influencing preparations for Accra.

3.3 Other DAC bodies and processes

DFID will need to monitor the activities of the DAC and its subsidiary bodies, to identify opportunities for raising awareness of and receptivity to the project findings. The most relevant bodies are:

- the HLF3 Steering Committee (next meeting April 20);
- the HLF3 Core Group (World Bank, Government of Ghana and the DAC Secretariat), which will carry out the detailed preparations for the HLF;
- the Working Party on Aid Effectiveness (meets every six months; last meeting in March 07);
- the Joint Venture on Monitoring the Paris Declaration, which oversees the survey process (see below);
- the Joint Venture on Managing for Results, which is responsible for identifying measures taken by DAC members to improve aid effectiveness, and focuses on building country capacity in monitoring, evaluation and statistics;
- the three relevant Networks (Gender; Governance; Poverty);
- CIDA is leading a Civil Society Advisory Group, to facilitate dialogue between the WP-EFF and civil society in the lead-up to Accra (see below).

In 2006, the DAC went through a process of voting on a list of 30 priority areas for the 2007/8 period, and agreed not to accept any new commitments. It appears that there is no possibility at this point of any of the DAC bodies (including the Networks) including this project within its own workplan. Nonetheless, it is likely that the results can be presented at a meeting of the WP-EFF and/or the Networks. The key and final scheduled WP-EFF meeting before Ghana is May 08.

A series of regional consultations on aid effectiveness are taking place bringing together partner countries and civil society. It is likely that the DAC will organise further meetings on specific topics, such as how the Paris Declaration applies to global funds.

3.4 Monitoring and evaluation

Findings from the 2006 Baseline Survey on implementation of the Paris Declaration are being prepared by the DAC Secretariat for publication in April. They consist mainly of quantitative data against the 12 Paris Declaration indicators, although some qualitative information will also be included in individual country chapters. The Baseline Survey and the second survey in 2008 will be critical in shaping the Accra agenda. It is commonly recognised that additional qualitative analysis will be needed to develop a fuller picture of Paris Declaration implementation. This project and its findings should form part of the body of evidence used to interpret the monitoring results at Accra.

The project should make use of existing data, such as the World Bank's Aid Effectiveness Review (AER) which is being used to assess progress against two of the Paris Declaration indicators, as well as other reporting formats (see Section E, paras 67-75 for discussion of these issues). A decision will be taken later in 2007 as to whether the AER process will be merged with the second Paris Declaration monitoring survey. DFID may decide to propose the collection of additional qualitative information around gender, rights and exclusion issues through the survey.

The project should also seek to complement, and if possible influence, the Paris Declaration evaluation, which is overseen by the DAC Network on Evaluation. The country, donor and thematic evaluations will take place between May and December 2007. The findings will be summarised in a synthesis report, to be prepared in 2008. There is a concern to have an adequate coherent framework across these studies, to usefully aggregate the data, and bring lessons together. DFID may be able to use its influence to ensure that gender, rights and exclusion issues are adequately incorporated with the evaluation framework and methodology, in the terms of reference for studies and in the thematic choices.

3.5 Other international processes

The project team should also look at other international processes that may provide opportunities for influence and dissemination of project findings. These might include:

- **The Biennial Development Cooperation Forum**, established following the 2005 UN Summit in New York, will hold its first meeting in July 2007. The exact format of the Forum is still being decided, but it will include donors, partner countries, UN agencies, the OECD-DAC, the Multilateral Development Banks and other relevant regional and sub-regional institutions. The Development Cooperative Forum is expected to begin with a multi-stakeholder dialogue.
- **The G8** is under a German presidency in 2007, and will have its annual summit in Heiligendamm on 6-8 June 2007. Chancellor Merkel has announced that African development will be a theme of the summit, focusing economic growth, private investment and integration into the world economy.
- The G8 summit will be preceded by the **African Partnership Forum**, which brings together Heads of Government to examine financing and policy commitments between donor countries and African states. There is a Joint Action Plan setting out the commitments, against which an annual report is prepared.
- The **G20** may provide a useful forum for influencing emerging donors, including China, India and South Africa. The G20 is under a South African chair in 2007, and will be meeting in November in Cape Town.
- **UNIFEM** held a series of consultations in Africa in 2006 on gender equality and new aid modalities. It is planning a similar event in Asia later in 2007.
- **The Strategic Partnership for Africa** is a partnership forum of donors, the secretariat of the New Partnership for Africa's Development (NEPAD) and a number of African governments. It has two Working Groups focused on aligning budget support and other programmatic assistance with national development strategies. One of its objectives is to create a community of knowledge on aid effectiveness in Africa. It may therefore provide a useful platform for disseminating project results.
- The UN General Assembly has scheduled a follow-up international conference on **Financing for Development** in Doha in October 2008, following Accra, which will review the Monterrey commitments five years on. Preparations for this event including multi-stakeholder consultations organised on a regional basis by the Financing for Development Office on topics which will include (i) the role of national development banks; (ii) financing basic utilities for all; and (iii) the role of diasporas in strengthening business communities.
- The **Commission for the Status of Women** is a functional commission of ECOSOC, and oversees the Beijing Declaration and Platform for Action. Its annual session in March 2008 will address financing for gender equality and the empowerment of women, and will provide a key opportunity for highlighting the importance of mainstreaming gender equality in aid effectiveness processes.

- The 8th meeting of the **Commonwealth Heads of National Women's Machineries** will be held in Uganda in June 2007. One of its objectives is to highlight, through practical examples, the costs of not mainstreaming gender in development processes. It should therefore provide a key opportunity for presenting preliminary results from the project, as well as gathering evidence.

See the Stakeholder Analysis and Process Map for further events and details.

3.6 Partner countries

One element of this partnership and influencing strategy is to raise awareness and interest in gender equality, human rights and social exclusion issues among partner countries – particularly those countries (e.g., Uganda, Tanzania, Mozambique, Ghana, Nicaragua, Vietnam, Cambodia) that are particularly active in international fora on aid effectiveness. The project team will seek to identify opportunities to disseminate results to these governments.

Case study work will be carried out as far as possible in collaboration with partner country governments (in particular the government agencies responsible for gender, rights and social exclusion issues) and civil society. It will seek to choose case studies which are of interest to those actors, and give them the opportunity to participate in carrying out the case studies or commenting on and disseminating the results. This will increase their awareness of the process and their receptivity to the findings.

3.7 Civil society

The project addresses a set of issues which are of considerable importance to many civil society organisations active in development. One of the goals of this influencing strategy should be to increase understanding among both Northern and Southern NGOs of how to make effective use of the opportunities and fora provided by current approaches to aid effectiveness to advance gender equality, human rights and attention to social exclusion. In addition, dialogue with civil society partners will be an important part of the Accra HLF. Raising civil society awareness of the results of this project may provide a means of influencing international debates.

So far civil society has engaged directly with the Paris Declaration process through engagement with specific sections of the OECD DAC, and participation in the DAC meetings and structures around the Paris Declaration. They have promoted awareness, dialogue and critical thinking on aid effectiveness along with some bilateral donor agencies. Civil society has already used the Paris Declaration as an opportunity for policy influence, and there are joint commitments by southern government, civil society and donors coming out of conference deliberations. Some civil society organisations are sponsoring actions that provide good practice examples. Others are pooling resources and sharing expertise to strengthen their research and evidence gathering, and support their political advocacy - national and internationally, including direct lobbying of the OECD DAC.

CIDA is leading the official process of consultation between WP-EFF and civil society around Accra preparation, and this will be a key process for the project to feed into. CIDA is also supporting an event organised by the Canadian Council for International Cooperation (CCIC) in Ottawa in February 2008 on civil society and aid effectiveness. One of the topics under discussion is whether there should be a statement of principles on aid effectiveness applying specifically to NGOs as development actors. It is possible that a commitment to prepare such a document may be one of the outcomes at Accra.

Civil society is concerned that their scrutiny role has not been given enough emphasis, and that the CIDA chaired advisory committee, and associated actions, should not be seen as the main mechanism for civil society consultation and engagement with the Ghana process. Civil society has proposed a separate series of consultations and links to the WP-EFF. An alliance of northern and southern NGOs, including the Danish NGO IBIS and ActionAid, are planning a parallel civil society event in Accra during or immediately prior to the HLF. A secretariat has been established to prepare for the event, meeting for the first time in March 2007.

The project will make use of these and other civil society networks and processes to disseminate its findings. A list of networks and events is included in the Stakeholder Analysis and Process Map.

Document 3 : Stakeholder Analysis and Process Map

STAKEHOLDERS	
State and intergovernmental actors	
<p>Dutch Ministry of Foreign Affairs</p> <p><i>Contacts:</i></p> <p>Maarten Brouwer Directorate of Effectiveness and Quality Maarten.brouwer@minbuza.nl 00 31 70 348 6269</p>	<p>Interests: The Dutch have a strong institutional focus on social inclusion, gender and accountability. They are concerned that the Paris Declaration agenda is too focused on aid mechanics, at the expense of development policy. They have advocated for the establishment of a 3rd Working Party in the DAC focused on development policy, to oversee the work of the Networks. They have also advocated for ‘social inclusion’ to be included in the TORs of either POVNET or GOVNET.</p> <p>Dutch are also playing a leading in the Results and Resources process (see below).</p> <p>They are a potential co-funder of the project.</p> <p>Memberships/associations: Nordic Plus. Active within the WP-EFF and DAC Networks. They collaborate with University of Utrecht on their research agenda.</p>
<p>Danish Ministry for Foreign Affairs</p> <p><i>Contacts:</i></p> <p>Erik Rasmussen, Head of Section, Aid Effectiveness, Dept for Development Policy eriras@um.dk</p>	<p>Interests: Domestic policy context strongly emphasises the importance of gender equality, human rights and social exclusion issues, particularly gender. They are somewhat concerned that the focus on Aid Effectiveness has come at the expense of development policy, but also believe that the Paris Declaration shouldn’t be overloaded with too many agendas. However, AE is not considered very sexy at the political level. Accra will need to contain some big statements on results, or it will fail to win any interest from the minister.</p> <p>They are co-financing the April Dublin seminar with Ireland, but have no concrete plans beyond that. They are very concerned that the DFID project should not duplicate Dublin and whatever comes out of it. Possibly concerned that this project focuses only on some cross-cutting issues (i.e., excludes environment). They don’t want Nordic Plus to become a parallel process to DAC on cross-cutting issues.</p> <p>They are interested mainly in practical, operational lessons, focusing on new aid modalities focusing on instruments (budget support, PAFs, JASs, SWAPs, basket funds). One of their staff (Karen Poulsen) is conducting some research on good practices on AE and human rights in preparation for Dublin. Their Team Gender will be examining gender issues and new aid instruments over the coming months.</p>

<p>Ireland Aid</p> <p><i>Contacts:</i></p> <p>Liz Higgins +353 1 408 2440 Liz.higgins@dfa.ie</p>	<p>Interests: Irish Aid have been very involved with supporting gender equality, human rights and social exclusion issues with the Paris Declaration, and are very active in the different DAC networks as well as the WP-EFF, Nordic Plus and the DAC work on civil society engagement. They are co-hosting the Dublin workshop planned for late April and expect to follow-up on further work promoting gender equality, human rights and social exclusion issues in aid effectiveness post that meeting.</p> <p>They are currently putting their Paris Declaration work plan on paper, and rolling out implementation of the PD in their country level work through a Irish Aid wide meeting in Kampala in May, which will include setting up a communication system across the organisation on Paris Declaration . They intend to take a baseline survey of their own situation, so as to monitor their progress.</p>
<p>SIDA</p> <p><i>Contacts:</i></p> <p>Annika Lysen, Head, Dept of Policy and Methodology +46 8 6985495 annika.lysen@sida.se</p>	<p>Interests: SIDA sees two other agendas – the human rights perspective, and poor people’s perspective – as inseparable from aid effectiveness. They have held regional workshops and produced working papers on how to link the different agendas together, taking the country level as point of reference. They see support to civil society as central to their approach, and are debating how the Paris Declaration principles apply to this support. They are also interested in the role of parliament and political parties. They are working on accountability, including in budget and PFM processes. They are active in GOVNET and GENDERNET, and see a need to harmonise at HQ as well as country level. They support civil society participation in AE debates, and have a representative on the WP-EFF/Civil Society committee (see below).</p> <p>SIDA will organise an international conference at the end of August 2007, in Härnösand, with focus on the Paris agenda to continue the dialogue with CSOs. They do not have further plans yet in preparing for Ghana, and are waiting to see what comes out of the Dublin meeting.</p>
<p>CIDA</p> <p><i>Contact:</i></p> <p>Sajjad Rahman Associate Vice-President Policy Analysis and Development Policy Branch +1 819-953-3139 SAJJAD_RAHMAN@acdi-cida.gc.ca</p>	<p>Interests: CIDA sees the Paris Declaration as only one strand of the global aid effectiveness agenda, which is appropriately focused on process or mechanics rather than policy. However, they believe that the Paris Declaration is a good platform for gender equality, human rights and social exclusion issues, which are being integrated into Programme Based Approaches and General Budget Support arrangements. They see Accra as a mid-term review, and as a stepping stone, rather than an end point. They stress that international initiatives take a long time to come to fruition, and that Accra is an opportunity to raise the question of gender equality, human rights and social exclusion issues, with a view to securing new international commitments further down the track.</p> <p>Processes: They chair the Civil Society Advisory Group (see below).</p>
<p>World Bank</p>	<p>Interests: The World Bank is co-chair of the HLF3 Steering Committee, and highly influential in all of the DAC</p>

<p><i>Contacts:</i></p> <p>Chris Hall Soe Lin +1 202 458 8101 slin@worldbank.org</p>	<p>processes. It sees Ghana as a mid-term review on Paris Declaration implementation, and is particularly concerned to guard against ‘agenda creep’. It notes the tendency of the international community to take up new initiatives without ever completing old ones, and is determined not to repeat the mistakes. It is resisting pressure to include many issues on the Ghana agenda, including trade, debt, aid architecture etc., and is determined to resist. It sees Ghana as an opportunity to present country-level evidence on progress and shortfalls on Paris Declaration implementation. However, if this project generates useful lessons relevant to Paris Declaration implementation as a whole, the WB would be open to them being discussed at Ghana. Soe Lin sees the area of accountability as being an open area of the Paris Declaration agenda. The WB conducts the Aid Effectiveness Review process (see below).</p>
<p>UNDP/UNDG</p> <p><i>Contacts:</i></p> <p>Terence Jones +1 212-906-5129 terence.d.jones@undp.org Dasa Silovic</p>	<p>Interests: Involved in the WP-EFF, and are participating in the Dublin meetings, and will have more concrete position on gender equality, human rights and social exclusion issues after that. They fear overload of the Paris Declaration agenda, have their own difficulties in mainstreaming gender equality, human rights and social exclusion issues in their own organisation., They are working closely with the Dutch and the Swedes on the programme for results and resources processes.</p>
<p>DAC Secretariat</p> <p><i>Contacts:</i></p> <p>On human rights - Sebastian Bartsch Sebastian.BARTSCH@oecd.org +33 145 29 9021 On gender – Patti O’Neill Patti.o’neill@oecd.org +33 145 24 1887 On PD monitoring – Simon Mizrahi Simon.MIZRAHI@oecd.org</p>	<p>Interests: The DAC Secretariat is a small organisation under a great deal of pressure, with a tendency to resist new initiatives for fear of mission creep. Most of the Secretariat is firmly focused on the mechanics of aid delivery, with little interest in gender equality, human rights and social exclusion issues. It sees Accra as a mid-term review of the Paris Declaration, and wants to focus on review monitoring results to identify barriers to implementation at the country level. It is looking for practical ways to strengthen implementation, rather than new conceptual problems or high-level commitments.</p> <p>However, there are individuals in the Secretariat responsible for gender equality, human rights and social exclusion issues (e.g. Sebastian Bartsch on human rights, Patti O’Neill on gender).</p> <p>Subsidiary bodies:</p> <ul style="list-style-type: none"> • Working Party on Aid Effectiveness meets 6-monthly (March 07). Includes both DAC members and partner countries. It is responsible for reviewing PD implementation, and will approve the survey results

	<p>for publication.</p> <ul style="list-style-type: none"> • 4 Joint Ventures: PFM; Procurement; Monitoring the Paris Declaration; Managing for Development Results. Of these, the latter two are most relevant to the project. The JV on Paris Declaration Monitoring will approve the inclusion of qualitative information in the 2008 Survey. The JV on MFDR is concerned to see that AE initiatives are linked to results. • Working Party on Aid Evaluation will supervise the PD evaluation process. • Gendernet, Povnet and Govnet are most directly interested in cross-cutting issues. Each has its own workplan, which are closed for the 2007/8 period. They report (briefly) to WP-EFF.
<p>Partner countries active in WP-EFF - Vietnam, Cambodia, Ghana, Uganda, Tanzania, Mozambique, Nicaragua</p>	<p>Interests: These are the partner countries most influential on DAC processes and preparations for Accra. Each sees a strategy of engagement with AE processes as a way of improving their bargaining position with donors and maximising aid flows and utility. As a group, they tend to be resistant to discussions of domestic political accountability, and dislike donors funding NGOs for ‘political’ activities like human rights. However, gender and social inclusion are quite mainstreamed in these countries’ development strategies and approaches. It is not clear at this stage whether they have any specific agenda leading up to Accra.</p>
<p>UNIFEM</p> <p><i>Contacts:</i> Marino Durano +1 212 906 5982 Marina.durano@unifem.org</p>	<p>Interests: UNIFEM held a series of regional consultations in Africa during 2006 on gender equality and new aid modalities. It is planning a similar event in the Asian region in 2007. It is reported to be considering proposing a formal statement on gender and Aid Effectiveness at Accra. It also has a major project on gender and the budget process, looking at indicators for financial management processes. . They are producing a new discussion paper on gender and aid effectiveness, building on their extensive work to date, and will have their own regional consultations on aid effectiveness and gender.</p>
<p>NEPAD</p>	<p>Description: The New Partnership for Africa’s Development is an integrated socio-economic development framework for Africa established in 2001 under an OAU mandate. Among its core objectives are improving development effectiveness and building capable states. Its Foundation Document states: “development is impossible in the absence of true democracy, respect for human rights, peace and good governance.”</p> <p>Interests: NEPAD’s primary interest has been development effectiveness, a broader topic than aid effectiveness. It has been particularly concerned with the interaction of aid, trade and debt issues. It commissions a bi-annual Mutual Review of Development Effectiveness (see below). Its strategic vision includes goals on good governance and human rights, but its peer review process has been largely ineffective. Informants report that NEPAD is not</p>

engaged in cross-cutting issues.

Civil society actors	
ODI www.odi.org.uk	Description: Well-respected, UK-based think tank with a broad programme of research on AE and aid architecture
Ibis Denmark <i>Contact:</i> Lars Koch lk@ibis.dk	Description: Active in Paris Declaration/Civil Society interface as part of ‘Alliance 2015’ with other European NGOs. Ibis is preparing to coordinate aid effectiveness work at the Danish, Nordic (in collaboration with Forum Syd and others) and Alliance 2015 levels. Ibis have a field office in Ghana and are preparing a parallel HLF event with Ghanaian and African NGOs. First planning meeting held in March 07.
ACT initiative www.civicus.org	Description: A joint initiative from protestant churches working with development cooperation. The driving force has been to unite the churches to build a common platform for a more effective aid. This platform allows them to share analysis, set priorities for the development cooperation and analyse which organisations are best suited to deal with the priorities, and this is done under equal conditions.
Eurodad – European Network on Debt and Development <i>Contact:</i> Lucy Hayes, Policy and advocacy officer lhayes@eurodad.org www.eurodad.org	Description: Network of 53 NGOs from seventeen European countries. Key player on CiviloS engagement with PD – high levels of engagement and analysis on aid effectiveness and CSOs. Takes an economic justice angle on debt and development work. Have a gender perspective on poverty reduction strategies. They expect to showcase country case study research along with Alliance 2105/IBIS Denmark in the upcoming year. They are circulating with Cidse, three country African case study research by Cordaid on the Paris Agenda, and are leading a group with Ibis, Trocaire, Cordaid, Afrodad, Cafod and Oxfam GB, to prepare a NGO Overview report on the impact of the Paris Declaration, using case study evidence. This is expected to be published before April 2008.
Afrodad – African Forum on Debt and Development <i>Contact:</i> Moreblessings Chidaushe moreblessings@afrodad.co.zw	Description: Coalition of 11 African national-level debt campaigning organisations. Very active in Civil Society engagement with the PD, macroeconomics and specifically debt and aid. Afrodad is starting a piece of research to monitor aid effectiveness in five African countries. However, the mechanism for feeding their findings into the official PD process remains unclear.

Charles Mutasa, charles@afrodad.co.zw	
CIVICUS – World Alliance for Citizen Participation	Description: CIVICUS is an international alliance of members and partners which constitute an influential network of organisations at the local, national, regional and international levels, and span the spectrum of civil society including: civil society networks and organisations; trade unions; faith-based networks; professional associations; NGO capacity development organisations; philanthropic foundations and other funding bodies; businesses; and social responsibility programmes.
UKAN – UK Aid Network Sarah Mulley ukan@bond.org.uk	Description: UK-based network of development NGOs, lobbying links to DFID. In March/April 2007, it is considering running an event on UK performance against the Paris Declaration and other EU commitments.
Gender and Development Network http://www.gadnetwork.org.uk/ Katherine Ronderos gadnetwork@womankind.org.uk	Description: Network of gender and development researchers and professionals, based in the UK, with a solid track record of analysing the gender dimension of different aid modalities. GADNetwork is about to launch a research project on Gender Equality and New Aid Modalities in spring 2007. A further more in-depth study may arise from the Gender And Development overview study, possibly examining individual organisations' experiences of promoting women's rights in the context of new aid modalities in Asia, Africa and/or Latin America. Plans to present findings at Accra.
Canadian Council for International Cooperation Brian Tomlinson btomlinson@ccic.ca	Description: CCIC is a coalition of over 90 Canadian voluntary sector organizations working globally to achieve sustainable human development. It works with CIDA on analysing development policy and its effects on civil society. Key player publishing on Civil Society engagement with the Paris Declaration and rights-based approaches. Planning a background paper on the implications of Paris Declaration for gender equality in September 2007.
Forum Syd	Description: a Swedish network of NGOs which has published on the PD and aid effectiveness.
APRODEV	Description: a network of Protestant faith-based NGOs in development from North and South, which has lobbied for rights-based approaches to development and is active in budget monitoring.
The Reality of Aid Network	Description: a Canada-based network of NGOs which has been an active participant in consultations between civil society and OECD around the Paris Declaration.

MAP OF PROCESSES & EVENTS

<p>Preparations for Accra</p> <p>Chair: Jan Cedergren, WP-EFF chair Exec. Dir: Chris Hall, World Bank</p> <p><i>Working contacts:</i> Christian Lehembre christian.lehembre@oecd.org Stéphanie Baile stephanie.baile@oecd.org</p>	<p>Description: The DAC has established two bodies to oversee preparations for Accra:</p> <ol style="list-style-type: none"> 1. the HLF3 Steering Committee (convened on 18 January; next meeting 20 April). Members: WB, Japan, UK, USA, EC, Ghana, South Africa, Vietnam, Nicaragua, AfDB, UNDP, DAC Secretariat, Canada (<i>ex officio</i>) 2. the Core Group: World Bank, Govt of Ghana, DAC Secretariat: to undertake most of the preparatory work, supplemented with consultancy services. <p>The project should also keep abreast of the Joint Venture for Monitoring the Paris Declaration (see next item) and the Joint Venture for Managing for Development Results, which at present is mainly concerned with national capacity building in monitoring, evaluation and statistics, and building a community of practice among evaluation specialists. Japan is a leading actor within this area.</p> <p>According to the WB, it is unlikely that there will be a further round of regional events on the Paris Declaration (as in 2006) prior to Ghana. However, there is likely to be a number of meetings on specific issues, such as how the Paris Declaration applies to global funds.</p> <p>There is also a Civil Society Advisory Group, chaired by Canada, with 12 representatives of northern and southern NGOs, donors and partner countries. It will discuss whether there are to be any civil society events parallel to Accra. Its main interest (per Canada) is whether there should be a set of Aid Effectiveness principles applying specifically to civil society. It is possible there may be a commitment at Accra to work towards some kind of declaration at HLF4.</p>
<p>Monitoring and evaluating the Paris Declaration</p> <p><i>Contacts:</i> Monitoring Simon Mizrahi, DAC Secretariat Simon.MIZRAHI@oecd.org</p>	<p>Description:</p> <ol style="list-style-type: none"> 1. The PD Baseline Survey of 37 countries is being conducted by the Joint Venture on Monitoring the Paris Declaration, supervised by the WP-EFF. The survey was conducted in summer 06, and the results are being prepared for publication in March 07. It will include quantitative data against the 12 Paris Declaration indicators, plus additional qualitative description in the form of individual Country Chapters prepared in consultation with the

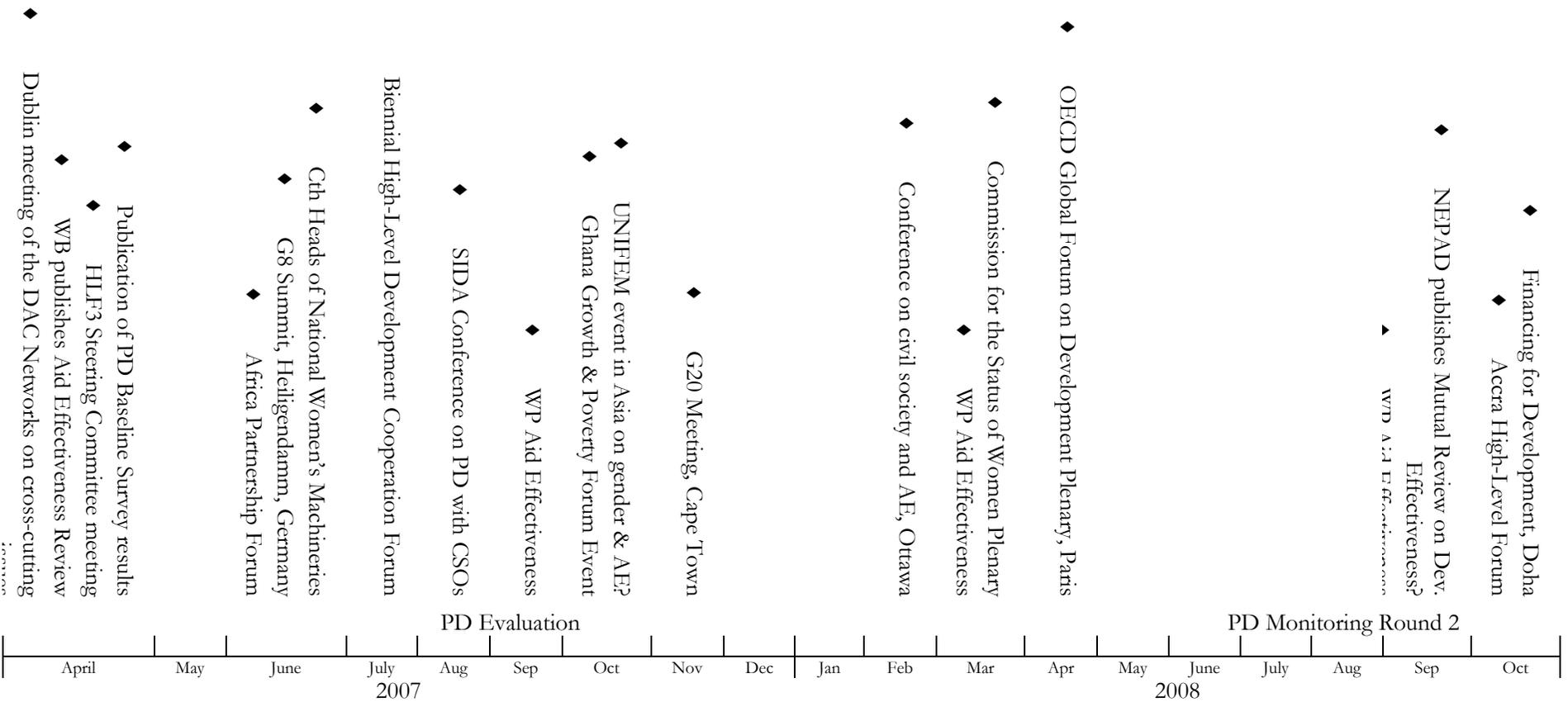
<p>Evaluation Niels Dabelstein Danish Institute for International Studies</p> <p>AER Janet Entwistle, World Bank Jentwistle@worldbank.org</p>	<p>National Coordinator in each country. A second round of monitoring will take place in 2008, prior to Accra.</p> <ol style="list-style-type: none"> 2. The World Bank's Aid Effectiveness Review is a parallel process that grew out of the Comprehensive Development Framework review process. It involves a qualitative assessment of aid processes in some 60 countries against the CDF indicators. Because these contain more detail on National Development Strategies and PAFs, the AER is being used to supply the data for 2 of the Paris Declaration indicators in the Paris Declaration Survey. 3. Evaluation of the PD is overseen by the DAC Network on Evaluation, and managed by the Evaluation Section of Danida. It involves a series of country evaluations, plus global evaluations of particular donors, with the first candidates self-selected. There will also be a series of thematic evaluations on topics like untying of aid, fragile states, civil society participation and the links between aid effectiveness and development effectiveness. To be prepared between May and December 07, with a synthesis report prepared for Accra.
<p>OECD Global Forum on Development</p>	<p>Description: The Global Forum on Development is running a year of events over 2006-7 on options for a more effective development finance system, including consultations with government, private sector and civil society. The Annual Plenary will be held on 3 April 2007.</p>
<p>Nordic Plus</p> <p><i>Contacts:</i> Sue Bassett, DFID</p>	<p>Membership: DFID, Finland, Ireland, the Netherlands, Norway and Sweden</p> <p>Interests: The Nordic Plus partners have discussed the importance of gender equality, human rights and social exclusion issues for AE, but are concerned not to create something in parallel to the DAC. The Irish and Danes are jointly sponsoring a Joint Workshop of the four DAC Networks (Govnet; Gendernet; Povnet; Environet) on cross-cutting issues and aid effectiveness in Dublin in April, which will provide an opportunity to attract co-sponsors to the project, invite input into the design of the research and ensure the project is complementary to the work of partners. The Nordic Plus partners will also be a key audience for the project results, and should be kept as close to the process as possible throughout.</p>
<p>Results and Resources Process</p> <p><i>Contacts:</i> Maarten Brouwer, Directorate Effectiveness and Quality,</p>	<p>The Results and Resources Process is an initiative led by Dutch, Swedes and World Bank (PREM) to strengthen the Consultative Group mechanism, to take it from a pledging conference into a stronger tool for increasing accountability and predictability over funding flows. It is developing four components:</p>

<p>Dutch MFA Gary Jenkins, DFID</p>	<ol style="list-style-type: none"> 1. fiscal framework – tracking both domestic and external resources 2. results framework – basically a costing exercise around a NDS 3. capacity framework – highlighting key capacity constraints that need to be overcome 4. mutual accountability. <p>Although its main focus is on resource flows, the involvement of the Dutch and Swedes suggests an opportunity to include gender equality, human rights and social exclusion issues in the proposed results framework format.</p>
<p>Asia Regional Forum on Aid Effectiveness</p> <p><i>Contacts:</i> Tom Beloe, DFID Bangkok</p> <p>Website: http://www.adb.org/Documents/Events/2006/Aid-Effectiveness/default.asp</p>	<p>Description: In October 2006, there was an Asia Regional Forum on Aid Effectiveness in Manila, organised jointly by DFID, Japan, the World Bank and ADB. The Steering Committee have indicated that they will be taking some follow-up activities, including monitoring the activities of their own country offices against the priorities identified at Manila. There may be some joint assessment visits, and a possible follow-up regional event later in 07 funded by Japan.</p>
<p>The Development Cooperation Forum</p> <p><i>Contact:</i> Marion Barthelemy, Chief, Development Cooperation Policy Branch, ECOSOC</p>	<p>The Biennial Development Cooperation Forum, established following the 2005 UN Summit in New York, will hold its first meeting in July 2007. The exact format of the Forum is still being decided, but it will include donors, partner countries, UN agencies, the OECD-DAC, the Multilateral Development Banks and other relevant regional and sub-regional institutions. The DCF is expected to begin with a multi-stakeholder dialogue.</p>
<p>PRS Donor Network for Latin America and the Caribbean</p> <p><i>Contact:</i> Michelle Winthrop, DFID</p>	<p>Description: This is a donor forum for discussion and mutual learning about PRSPs and how to engage with them. It has a fairly open-ended agenda, and has discussed growth, conditionality policy etc. It could be interested in the topic of social inclusion. It might serve as a usual forum for presenting project results.</p> <p>Membership: DFID, Sweden, Switzerland, Germany, UNDP, WB (others?)</p>
<p>Mutual Review of Development Effectiveness</p> <p>NEPAD, ECA, DAC</p>	<p>Description: NEPAD commissioned the UN Economic Commission for Africa (ECA) and the DAC to prepare a bi-annual <i>Mutual Review of Development Effectiveness</i>. The first review covered the period 2002-2004, and was published in late 2005. The second review will therefore presumably be ready for Accra. It goes beyond aid effectiveness, to include market access, subsidies,</p>

	debt and commodity prices. The review stresses the importance of performance and mutual accountability in the context of scaling up aid. It contains no substantive discussion on gender equality, human rights and social exclusion issues.
The Strategic Partnership with Africa <i>Website:</i> http://www.spa-psa.org/main.html	Description: A partnership forum of donors, the secretariat of the New Partnership for Africa's Development (NEPAD) and a number of African governments. Its goal is to increase both the quantity and the quality of aid to Sub-Saharan Africa. It has two Working Groups focused on aligning budget support and other programmatic assistance with national development strategies. One of its objectives is to create a community of knowledge on aid effectiveness in Africa. It may therefore provide a useful platform for disseminating project results.
G8 & the Africa Partnership Forum <i>Website:</i> http://www.g-8.de/Webs/G8/EN/Homepage/home.html	Description: The G8 is under a German president in 2007, and will meet in Heiligendamm on 6-8 June. Chancellor Merkel has announced that African development will be a theme of the summit, focusing economic growth, private investment and integration into the world economy. It will be preceded by the African Partnership Forum , which brings together Heads of Government to examine financing and policy commitments between donors countries and African states. There is a Joint Action Plan setting out the commitments, against which an annual report is prepared.
G20 <i>Website:</i> http://www.g20.org/	The G20 is an informal meeting of finance ministers and central bank governors from industrial and emerging market economies. It focuses on issues of interest to the international economy and financial system. Although it is not specifically focused on development, its significance is as a forum for dialogue with emerging donors including China, India and South Africa. The G20 is under a South African chair in 2007, and will meet in November in Cape Town.
Financing for Development Conference <i>Website:</i> http://www.un.org/esa/ffd/	The UN General Assembly has scheduled a follow-up international conference on Financing for Development in Doha in October 2008, following Accra, which will review the Monterrey commitments five years on. Preparations for this event including multi-stakeholder consultations organised on a regional basis by the Financing for Development Office on topics which will include (i) the role of national development banks; (ii) financing basic utilities for all; and (iii) the role of diasporas in strengthening business communities.
ECOSOC meeting	Special high-level meeting with the Bretton Woods institutions, the World Trade Organisation and the United Nations Conference of Trade and Development, New York 16 April 2007. March 2007. Aid effectiveness and Paris Declaration one of the 4 sub themes, is a follow up to the Monterey theme financing for development

<p>Commission for the Status of Women</p> <p><i>Website:</i> http://www.un.org/womenwatch/daw/csw/index.html</p>	<p>The Commission for the Status of Women is a functional commission of ECOSOC, and oversees the Beijing Declaration and Platform for Action. Its annual session in March 2008 will address financing for gender equality and the empowerment of women, and will provide a key opportunity for highlighting the importance of mainstreaming gender equality in aid effectiveness processes.</p>
<p>Commonwealth Heads of National Women's Machineries</p> <p><i>Website:</i> http://www.thecommonwealth.org/subhomepage/34021/gender/</p>	<p>The 8th meeting of the Commonwealth Heads of National Women's Machineries will be held in Uganda from 11-14 June 2007. Participation will be at ministerial level. The theme will be "Financing gender equality for democracy and development", and the meeting will focus on financing strategies to implement the MDGs and the Beijing Plan of Action. Topics will include strengthening institutional structures and capacities for gender mainstreaming, and support for civil society organisations and women's movements. It will seek to highlight, through practical examples, the costs of not mainstreaming gender in development processes. It should therefore provide a key opportunity for presenting preliminary results from the project, as well as gathering evidence.</p>
<p>CSO parallel event to Accra HLF</p>	<p>Alliance 2015, Ibis, a network of Ghanaian NGOs, and international networks including ActionAid, IDEG, SEND Foundation and TWN are planning a parallel CSO event in Accra during the HLF. A secretariat has been established to lead on preparation, meeting for the first time in March 2007.</p>
<p>SIDA</p>	<p>SIDA will organise an international conference at the end of August 2007, in Härnösand, with focus on the Paris agenda to continue the dialogue with CSOs. They do not have further plans yet in preparing for Ghana, and are waiting to see what comes out of the Dublin meeting.</p>
<p>Ottawa Conference on Civil Society and Aid Effectiveness</p>	<p>Canadian Council for International Cooperation (CCIC) is organising a conference on civil society and aid effectiveness in Ottawa in February 2008. It is co-hosted by CIDA and the Forum International de Montreal. Linked to the WP-EFF Civil Society Advisory Group, chaired by CIDA.</p>
<p>Ghana Growth and Poverty Forum</p> <p><i>Contact:</i> Melissa Hall melissa.hall@actionaid.org</p>	<p>There will be an event in Ghana in Sep/Oct 2007 to look at development progress and aid effectiveness in Ghana to date. It will be sponsored by ActionAid and UNDP and led by the Ghana Growth and Poverty Forum (a policy platform of national NGOs), with participation of government and donors. It may provide a useful opportunity to gather southern perspectives on the project.</p>

Document 4: Timeline of events



List of acronyms

AER	World Bank's Aid Effectiveness Review
AfDB	African Development Bank
CCIC	Canadian Council for International Co-operation
CDF	Comprehensive Development Framework
CDF	Country development framework
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
COMESA	
CPIA	World Bank's Country Policy and Institutional Assessment
CSO	Civil society organisation
DAC	Development Assistance Committee
EC	European Commission
ECOSOC	Economic and Social Council of the United Nations
EU	European Union
GADN	Gender and Development Network
HLF	High Level Forum
IMF	International Monetary Fund
INTRAC	International NGO Training and Research Centre
JV	Joint venture
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisation
ODI	Overseas Development Institute
OECD	Organisation for Economic Cooperation and Development
PEFA	Public Expenditure and Financial Accountability
PFM	Public Financial Management
PRS	Poverty reduction strategy
PRSP	Poverty reduction strategy paper
PSIA	Poverty and Social Impact Assessment
SIDA	Swedish International Development Cooperation Agency
APRODEV	Association of World Council of Churches-related Development organisations in Europe
ToR	Terms of Reference
UNDP	United Nations Development Programme
WB	World Bank
WP-EFF	Working Party on Aid Effectiveness
WTO	World Trade Organisation

Annex 1: Terms of Reference for Scoping Phase One

AID EFFECTIVENESS AND SOCIAL POLICY EVIDENCE GATHERING PROJECT ON CROSS CUTTING ISSUES – GENDER EQUALITY, RIGHTS AND SOCIAL INCLUSION

Scoping Phase One

Terms of Reference

Background and rationale

1 In March 2005 over one hundred donors and developing countries agreed to undertake some landmark reforms in the way they do business together. The *Paris Declaration on Aid Effectiveness* marks an unprecedented level of consensus and resolve to reform aid and to make it more effective in combating global poverty.

2 The *Paris Declaration* is based on five overarching principles or partnership commitments – ownership, alignment, harmonization, managing for development results and mutual accountability. It goes beyond previous agreements and lays down a practical, action-oriented roadmap intended to improve the quality of aid and its impact on development and to shift the balance of power away from donors to a greater emphasis on mutual accountability with partner countries. The Paris Declaration specifies indicators, time tables and targets and has an evolving agenda for clarification and dissemination on commitments and for implementation and monitoring of progress, up to 2010. This includes a **Third High Level Forum to take place in Ghana in autumn 2008**.

3 In their efforts towards implementation of the *Paris Declaration*, donors and partners have been primarily focusing on improving ownership by partner countries and the efficiency of financial and administrative arrangements. This focus on aid delivery modalities, strengthening country leadership, alignment behind country strategies and financial systems, appropriate mix of aid instruments, harmonisation of donor procedures and adoption of joint approaches, is an essential contribution to making aid more effective.

4 **However, the five overall principles of the *Paris Declaration* have broader implications than improvements in aid delivery per se and greater attention needs to be paid to ensuring development leads to improved poverty outcomes, especially for poor, vulnerable and excluded groups.** The principles are major reference points for strengthening broad based ownership, guiding policy dialogue, shaping the contents of development co-operation programmes and bringing about institutional and budgetary changes required to improve poverty outcomes and empower poor and excluded groups.

5 More attention is required on the ends as well as the means of channelling aid if we want to ensure the equitable and sustainable achievement of the Millennium Development Goals. In particular, more evidence is needed on cross cutting social policy issues, such as human rights, social inclusion and gender equality, and these need to be brought into mainstream work on the Paris Declaration (see annex A for further rationale for this emphasis).

6 The work programme on monitoring the Paris Declaration is well underway. It will focus primarily on the baseline survey and the twelve indicators and corresponding targets in the Paris Declaration (see annex B for further details) and also the multi donor evaluation of the Paris Declaration which is likely to focus on donor behaviour and attitudes. However, the review of progress in Ghana in 2008 will not only focus on the monitoring survey and the indicators of progress and targets. There will be a progress report looking at all 56 commitments, and more generally at how the spirit of the commitments has translated.

7 DFID CLEAR and Equity and Rights team are commissioning an evidence gathering exercise on aid effectiveness and cross cutting social policy issues to fill this identified gap. We are seeking to develop some shared analysis, in the spirit of the Paris principles, across DFID's Global Development Effectiveness Division and Policy and Research Division, and other bilateral donors (e.g. Nordic +), civil society and partner country institutions. This work will complement on going work and fill an evidence gap both at the international level but also within DFID, including the work the Central Research Department is doing on the effectiveness of aid, our support to the baseline survey analysis and evidence based work on Aid Effectiveness and country led approaches¹.

Scope

8 The overall goal of the evidence gathering will be to improve the evidence base on social policy cross cutting issues, aid effectiveness, and poverty outcomes. It will explore the implementation of the Paris declaration through the social policy lens of human rights, social inclusion and gender equality to:

- Provide evidence on the experience to date of the Paris Declaration's key principles and partnership commitments in *advancing* cross cutting and social policy issues central to multi dimensional poverty reduction outcomes² – human rights, social inclusion and gender equality;
- the potential for cross cutting social policy issues *to contribute to and strengthen* the implementation and review of the Paris Declaration;

¹ In particular it will complement recent evidence work commissioned by DFID on Aid effectiveness and CLA e.g. Agulhas 2006 and ODI on CLA 2006

² E.g. impact and outcomes for poor, excluded and marginalised groups including women on e.g. socio economic impacts changes in livelihoods, voice and accountability, agency and decision making, access to goods and services etc

- propose recommendations for furthering cross cutting social policy issues; through the mainstream aid effectiveness agenda and debate, and
- map key opportunities and entry points, and develop and support implementation of a partnership and influencing strategy to build a receptive environment for the evidence and recommendations, which speaks to the mainstream aid effectiveness agenda, across partners and countries, and which ultimately influences the outcomes at Ghana.

9 This will include a focus on changes in policy content, institutional changes, funding flows, power relationships and poverty outcomes, resulting from the Paris Declaration. (Annex C & D provide examples of some of the issues and key questions we are seeking to address in phase 2).

10 The aim is to help to articulate a clear evidence-based position at *Ghana 2008* for strengthening the focus on social policy and poverty outcomes as part of the aid effectiveness agenda post Ghana and beyond. It will help to strengthen links with the Working Party on Aid Effectiveness (WP-EFF) and influence the mainstream aid effectiveness agenda. It will also contribute to the consolidated progress report, inform and influence donor positions, and feed into policy and practice to improve implementation and review of Paris, including how cross cutting social policy issues may be promoted and monitored as part of the aid effectiveness agenda in the future.

11 This project will be undertaken in two phases. Phase one is the scoping phase and phase two will be the evidence gathering, and partnership and influencing. **The focus of this consultancy is phase one.** Based on the outcome from phase one the aim is to go to tender for phase two.

Phase One Purpose

12 The purpose of this consultancy is to undertake the scoping work, and to produce a proposal and terms of reference in preparation for tender for phase 2.

Phase One Outputs

13 There are five key outputs for this phase:

- An analytical framework and approach on aid effectiveness and social policy including gender, rights and social inclusion. This should be based on a literature review, findings of the Paris baseline survey, recent synthesis reports³, NGO critiques and discussions with key stakeholders. It should bring together thinking on mainstream aid effectiveness issues and social policy.
- A partnership and influencing strategy which identifies and maps key opportunities, partners and processes for DFID and partners to engage

³ E.g. Agulhas April 2006, ODI CLA paper Nov 2006;

with. The aim is to build a receptive environment and broader understanding of the importance of cross cutting social policy issues, leading up to Ghana 2008. It has to speak to the mainstream aid effectiveness audiences, the joint ventures and DAC subsidiary bodies, as well as across partners and countries including civil society, and not just social policy experts. It should also identify opportunities for cross fertilisation, peer review and quality assurance with other relevant evidence gathering work.

- A synthesis of relevant literature and evidence work to date on aid effectiveness including social policy, and civil society engagement and perspectives, as well as the mainstream literature as short standalone documents
- Draft ToRs for phase two by end of February in preparation for the tender process for phase two
- A final proposal in the form of a consolidated report in draft by mid March and final by end March (maximum 30 pages), framed according to the Paris principles, outlining:
 - an executive summary
 - an analytical framework through which the Paris principles can be applied to cross cutting social policy issues and development outcomes
 - summary of the existing literature on the relevance of the Paris principles to the cross cutting issues of human rights, social inclusion and gender equality
 - gaps in evidence
 - criteria for selecting case study material
 - a partnership and influencing strategy which includes key milestones up to and including Ghana 2008, and beyond,
 - final ToRs detailing issues, outputs, timeframe, partners and a partnership and influencing strategy

14 It will be important to take on board the overall goal of this evidence gathering project as outlined above in paras 8 - 11. It is also important not to duplicate the more general evidence gathering work to date but to develop and build on this.

Suggested Tasks for Phase One

15 The different team members are responsible for undertaking the following tasks with a view to delivering on the five key outputs as outlined above ():

- Identify and interview key stakeholders
- Review and synthesise the aid effectiveness literature, from a social policy and civil society perspective

- Conduct a stakeholder analysis identifying key players and institutions and their interests and opportunities for partnership building, influencing, and synergies between this work and other ongoing work
- Synthesise the last 10 DAC peer reviews undertaken since 2005 to distil conclusions and lessons learnt about donor engagement with civil society by end February
- Input into the design phase brainstorming session
- Provide feedback and recommendations on draft ToRs, analytical framework and reports as requested by the team leader

16 The team will be made up of three consultants with expertise in aid effectiveness. This will include a social policy expert as team leader and team members including a governance expert and civil society expert. The team leader is responsible for leading and coordinating the team; for facilitating the cross fertilisation of ideas and ensuring a multi disciplinary approach; and for clarifying individual contributions, objectives and deliverables within the required timeframes. A suggested breakdown of tasks according to expertise is presented in Annex E.

17 The team leader has overall responsibility for bringing together the various team member contributions into the final analytical framework, a final consolidated report and ToRs, and for ensuring the team meets the ToRs within the specified timeframe and to good quality. The team leader is also responsible for providing the social policy analytical inputs including the literature review on AE and social policy. Team members are expected to maintain good communication with the team leader; and to feed into the consolidated report as agreed with the team leader at the beginning of the consultancy. Team members will be expected to feed into the initial brainstorming and to produce standalone documents to contribute to the overall report.

23 Phase 1 is to be lead by the Equity and Rights and CLEAR teams in DFID with reporting to Katja Jobses (CLEAR Team) and Rahul Malhotra (Equity and Rights Team, PRD). It is expected that Phase 2 will be supported by other DFID teams (e.g. DPP, FACT, DFI, CHASE) and other donors (e.g. Nordic

CLEAR team and Equity and Rights
Department for International Development

Annex 2: Brief overview of the history of civil society engagement with the Paris Declaration, by INTRAC, April 2007

Summary

This is a brief overview of engagement to date by civil society in the Paris Declaration process in-country and internationally, including examples of good practice with regard to gender, rights and inclusion. The focus is on how each civil society organisation forms part of longer term processes of influencing and/or participation in or around the DAC Paris Declaration, and the role of other organisations in facilitating these processes.

(i) Increasing awareness of the AE agenda and increasing dialogue and critical thinking on the implications of the PD agenda for CSOs

Bilateral donor agencies

- SIDA is one of the most prominent bilateral organisations to have been involved in **promoting dialogue and awareness with and between CSOs**. They have appointed a Civil Society ambassador to ensure civil society participation in the aid effectiveness agenda. Most Swedish civil society organisations run development cooperation in line with the intentions of the Paris Declaration responding to partner organisations.
- The 'Nordic +' group of donors – Sweden, Finland, Denmark, Norway, Ireland, Canada, the UK, the Netherlands – have made the most progress in engaging civil society perspectives on aid effectiveness. CIDA has designed an online discussion forum for donors on aid effectiveness. Chair meeting, and is leading the **official process of consultation** between the DAC Working Party on Aid Effectiveness and civil society around the Accra preparation.

Northern civil society

- Examples of the type of northern civil society engagement highlight the important of **critical thinking, and information exchange** around the Paris Declaration agenda. Eurodad, the European Network on Debt and Development has been highly active in producing analysis and constructive critiques of the Paris Declaration, and has been one of the most active Civil Society actors in engaging with this agenda.
- Another Northern actor, Europe's Forum on International Development, Euforic, has also provided analysis of and links to resources on European aid policy, including effectiveness, coherence and civil society relations. It has provided critical thinking on conditionality and ownership, the accountability role of CSOs, and need for effective indicators ensure that aid reaches the poor.

- The Canadian Council for International Cooperation, CCIC, is a coalition of over 90 Canadian voluntary sector organisations has produced several publications analysing ways to enrich the AE agenda through more engagement with Civil Society and non-state partnerships.
- The International NGO Training and Research Centre, INTRAC has published briefing papers on aid effectiveness, made aid effectiveness a reference point for much of its interaction in strengthening international civil society organisations, much emphasising the effects on civil society's autonomy and scope for action. The Swedish NGO coalition Forum Syd has engaged directly with the Paris Declaration by publishing from a Swedish civil society perspective. It also runs discussion groups on topical themes relating to aid.

(ii) Using the AE agenda for policy influencing around the future of aid and aid accountability

- Multilateral actors such as the Commonwealth Secretariat and Organisation International de la Francophonie have, in collaboration with ODI, arranged a series of **conferences for Southern civil society organisations** to engage with 'the future of aid', including aid effectiveness. This attempts to address the concern that few fora seem to exist to enable a more active engagement of CSOs in the debates on how to reform the international aid system. These conferences provide opportunities for **joint commitments** of southern government and civil society, and international donor agencies.
- Northern NGOs are also working at different levels to influence the agenda, in partnership with Southern civil society. The UK Aid Network (UKAN) is **pooling resources and sharing expertise** to strengthen their advocacy with the UK government and other aid agencies. Action Aid provides a critique of unproductive aid, has supported country level **aid harmonisation** such as the CSO forum on Aid involving major donors in Cambodia in March 2007, and **supports accountability** including local level actions such as budget monitoring with local people holding schools, health authorities and national governments to account. DATA – 'Debt, Aids, Trade, Africa' is an American **lobbying** organisation, putting pressure on Northern policymakers to improve aid to Africa, encouraging real ownership and accountability to the poor at country level. The Canadian based network of NGOs, Reality of Aid Global Network have provided an umbrella for southern and northern NGOs to make a collective statement on aid effectiveness.
- Southern-based civil society engagement with the Paris Declaration cover **research and evidence gathering** and **international political advocacy** and lobbying as well as local actions. The Africa Forum and Network on Debt and Development, Afrodad, are monitoring aid effectiveness in five African countries and active participants at international meetings, and are signatories to the Reality of Aid NGO statement. The African Monitor is developing a baseline matrix to map out funding commitments by traditional and emerging donors to Africa.

(iii) Direct engagement with specific sections of the OECD DAC

- Civil society have been directly engaged through **participation in the DAC meetings and structures** set up around the Paris Declaration. Fourteen CSOs were co-signatories of the Paris Declaration itself and there are CSO representatives on the Working Party on Aid Effectiveness. The CIDA chaired civil society committee was set up to provide an opportunity for more direct engagement. Civil society are also setting up a parallel meeting to the High Level Forum in Accra, 2008, with a meeting in Ghana as a first step, organised with IBIS-Ghana Alliance 2015, in collaboration with other NGOs.
- The direct lobbying of the OECD DAC through publicised letters to the DAC has been another means of engagement. CONCORD, the European NGO Confederation for Relief and Development, sent such a letter to the DAC Committee in November 2006, concerned about the monitoring arrangements, and arguing for a greater role of recipient governments and civil society across the range of commitments. They also call for the creation of an international forum to act as a watchdog for mutual accountability in aid relations and are concerned that current fora require greater legitimacy from a recipient state and CSO perspective.
- Other active participants in engaging with the Paris Declaration are the 20 CSOs, coordinated by Eurodad that sent an open letter in 2004 to OECD DAC in advance of the Paris meeting. In 2005 13 predominantly northern civil society organisations called for more ambitious targets in the Declaration in a letter as part of a process of active engagement in aid effectiveness issues.

(iv) Examples of how the Aid Effectiveness agenda can be used to be more inclusive of gender equality

- Work on gender equality demonstrates the importance of a combined efforts across civil society and official development agencies. UNIFEM has supported workshops, produced evidence and analytical support and practical how to examples for work on gender equality. This included meetings and information exchanges across gender advocates and representatives from government, civil society and the donor community.
- **Northern CSOs**, such as the Gender and Development Network (GADN) in the UK, are also active. GADN has recently commissioned a piece of research to monitor the gender dimensions of changes to the aid architecture, to be published in time for lobbying before the Accra HLF in 2008. **Southern CSOs**, have used opportunities for dialogue on aid effectiveness. The African Women's Development and Communication Network (FEMNET) based in Kenya argues for a civil society role in questions of local ownership and accountability. They see gender budgeting and transparency initiatives as weak despite the support of

different ministries, as are unmet demands for freedom of information and improved capacities for budget monitoring.

- The Tanzania Gender Networking Programme uses a Gender Budgeting Initiative to expose the links between gender inequality, vulnerability and poor **economic growth**. In Uganda the revision of the country's second **poverty reduction strategy** included a Gender Team formed by officials from the Ministry of Finance, Planning and Economic Development, the Ministry of Gender, Labour and Social Development, civil society and donor representatives.
- In Zambia, gender has been integrated into both the **Performance Assessment Framework** drawn up between donors and the Zambian government to monitor GBS spending, and into donors' **Joint Assistance Strategy**. A gender audit will take place every two years in Zambia from now on in priority sectors, supported by gender-disaggregated data from the central statistical office. In Mozambique, a policy matrix setting out clear and costed targets for future disbursements of **General Budget Support** has enabled donor advisors to negotiate gender-based targets.

Annex 3. Examples of gender questions and entry points

summarised from Cathy Gaynor's paper for the DAC Network on Gender Equality *Paris Declaration commitments and implications for gender equality and women's empowerment*, OECD DAC, July 2006

Ownership: check for

- Support for gender mainstreaming in PRS formulation, implementation, monitoring and evaluation
- Extent to which women's perspectives are reflected in national development plans, and influence on strategic priorities in policy dialogue
- Dissemination of information on the Paris Declaration, support for women's national machinery & civil society organisations to participate actively

Alignment: check for

- Donor engagement in existing platforms for gender equality policy e.g. MDGs, Beijing, CEDAW and support for policies and constituents
- Capacity building of donor agency and partners to take account of gender equality in analytical work and policy dialogue
- Use of gender-sensitive Poverty & Social Impact Assessments of macro and structural reform, gender in harmonised performance assessment frameworks for country systems
- flow of fund effects and budgets for extent to which they address gender equality

Harmonisation: check for

- policy coherence between gender equality and policies in other areas e.g. economic, environment, social policy and any targets set
- accountability mechanisms within budget support to hold governments to account for investments in gender equality & women's empowerment
- gender analysis and mainstreaming capacity a core element in assessment of donors' comparative advantage and complementarity
- harmonisation efforts on gender equality, joint gender audits, evaluations and assessments and harmonisation in donor agencies gender strategies

Managing for Results: check for

- Support for the development of sex disaggregated data within countries statistical, monitoring and evaluation systems through capacity building and securing of resources
- Strengthened voice of gender equality and women's empowerment constituents in promoting demand for results based management
- Ensure that gender dimensions are incorporated in all assessment of performance, monitoring and evaluation

Mutual accountability: check for

- Broad based participatory approaches in formulating and assessing progress in implementing national development strategies, accountability to all citizens
- Active engagement of gender specialists with the working group and country teams on monitoring of the Paris Declaration
- Strengthened national capacity in formulation of gender sensitive performance indicators and inclusion of gender analysis, gender auditing systems and Gender Budget Initiative
- Capacity building towards a strong voice for women in areas where they currently are weak e.g. fiscal, trade and financial policy arenas.

Annex 4: People interviewed

CIDA

- Dr. Syed Sajjadur Rahman, Assistant Vice-President, Policy Analysis and Development

DFID

- Bridget Dillon, DFID Addis, Africa Policy Dept
- Guy Howard, Policy Advisor, Aid Effectiveness and Accountability Dept. Global Development Effectiveness Division
- Katja Jobes, Country Led Approaches and Results Team, Global Development Effectiveness Division
- Matilde Neret, DFID Nicaragua
- Michelle Winthrop, Latin America PRS & Harmonisation,
- Rahul Malhotra, Equity and Rights Team, Policy and Research Division
- Roland Fox, DFID Representative at DAC
- Sarah Cooke, Global Development Effectiveness Division
- Tom Beloe, DFID Bangkok
- Zoe Stephenson,

Danish Ministry of Foreign Affairs

- Erik Rasmussen, Head of Section, Aid Effectiveness, Department for Development Policy

Danish Institute for International Studies

- Niels Dabelstein, Evaluation of the Paris Declaration

Dutch Ministry of Foreign Affairs

- Maarten Brouwer, Directorate Effectiveness and Quality, Dutch representative on the DAC Working Party on Aid Effectiveness.

European Commission

- Ondrej Simek, DG Development and Relations with Africa, Caribbean and Pacific States, Human and Social Development

Independent consultant

- Cathy Gaynor, gender and the Paris Declaration, support for the Dublin Meeting

Institute of Development Studies

- Rosalind Eyben, Fellow and Team Leader, Participation, Power and Social Change, consultant to gender and aid effectiveness, DFID Bangkok

Irish Department for Foreign Affairs

- Liz Higgins, representative on the OECD DAC POVNET and the WP-EFF

OECD DAC

- Patti O'Neill, Principal administrator, Network on Gender Equality GENDERNET
- Sabastian Bartsch, Network on Governance, GOVNET

SIDA

- Annika Lysén, Dep Head, Department for Policy and Methodology

UNDP

- Terence D. Jones

UNIFEM

- Marina Durano, Programme Specialist, Economic Security and Rights

World Bank

- Janet Entwistle, Aid Effectiveness Review
- Soe Lin, Advisor to the Secretariat of the Paris High-Level Forum on Harmonization and Alignment for Aid Effectiveness

Annex 5: Terms of Reference for Phase Two

Strengthening the poverty impact of the Paris Declaration: Aid effectiveness evidence gathering project on gender equality, human rights and social exclusion:

Terms of Reference for Phase Two, April 2007

Background and rationale

1. In March 2005 over one hundred official agency donors and developing countries agreed to undertake some landmark reforms in the way development cooperation is managed between them. The result, the *Paris Declaration on Aid Effectiveness (PD)*, marks an unprecedented level of consensus and resolve to reform aid and to make it more effective in combating global poverty.

2. The PD is based on five overarching principles or partnership commitments – ownership, alignment, harmonization, managing for development results and mutual accountability. It goes beyond previous agreements and lays down a practical, action-oriented roadmap intended to improve the quality of aid and its impact on development and to shift the balance of power away from donors to create a fairer and more effective development partnership based on mutual accountability between donors and with partner countries.

3. Donor and partner countries have agreed a set of indicators, targets, timetables and processes to monitor the implementation of the PD. The work programme on monitoring the PD is well underway. A baseline survey of progress against the 12 PD indicators will be complemented by other qualitative assessments, including the World Bank-led Aid Effectiveness Review and the DAC Network on Evaluation that are overseeing country and thematic based assessments. There is an evolving agenda for clarification and dissemination on commitments and for implementation and monitoring of progress up to 2010. This includes a **Third High Level Forum to take place in Ghana in autumn 2008**.

4. In their efforts towards implementation of the PD, donors and partners have been primarily focusing on improving the instruments, modalities and mechanics of aid delivery so as to increase the efficiency of financial and administrative arrangements, and on improving the quality of development partnerships, particularly ownership by partner countries. This focus on aid delivery modalities is delivering much needed changes to development assistance with the potential to accelerate progress across the MDGs.

5. A more complete reading of the PD locates the commitments more clearly within the ultimate goal of reducing poverty and inequality and requires an assessment of wider outcomes and impacts on poor and excluded women and men. The principles are major reference points for strengthening broad based ownership, guiding policy dialogue, shaping the contents of

development co-operation programmes and bringing about institutional and budgetary changes required to improve poverty outcomes and empower poor and excluded groups. To ensure these outcomes, more attention needs to be paid to ends as well as means, and to processes necessary for effective social change, particularly those concerned with human rights, social exclusion and gender. There is a risk that ignoring these issues would undermine the efficacy and impact of the PD commitments on reducing poverty and inequality.

6. Human rights are understood to encompass political, civil, economic, social and cultural rights. DFID promotes three main operational human rights principles: people's access to decision-making processes, building of social inclusive societies and strengthening government and other institutions to deliver their human rights obligations. Social exclusion is the exclusion of people from society, the economy and political participation. Gender deals with equality between men and women. As discrimination is overwhelmingly experienced by women, the focus on gender equality has long been associated with women's empowerment.

7. These three cross-cutting dimensions –human rights, gender equality and social exclusion– are inter-connected in their concerns and approaches. They relate to important global agreements, are all concerned with different relations, access and use of power, are critical for sustainable and equitable development and are holistic in their approach to development. They cut across the range of different policies, processes and structures put in place by donor and partner governments, and the international system. It is for this reason that cross-cutting approaches have focused on mainstreaming across all development actions.

8. There are clear synergies between the principles of the PD and cross-cutting mainstreaming. Both are holistic visions of development processes, covering policy, systems and results, both emphasise local, country and context specific approaches, both go beyond government to include wider society, and other state and civil society actors.

9. The commitment to broad-based country **ownership** is better served through the development of social consensus, through active citizenship across society, including the voices of the poor and excluded. This national ownership goes beyond the boundaries of a particular government and provides a sustainable basis for change. **Alignment** on the policy of mainstreaming of cross-cutting approaches is supported through mutually agreed international commitments, and useful experience of systems change as a response to human rights and gender mainstreaming, for example, in support of effective, accountable and transparent resource management.

10. The measurement of impact, essential to **managing for results**, benefits from attention to distributional issues, and transparency on outcomes that come with mainstreaming gender, rights and inclusion. **Mutual accountability** is supported through citizens' engagement and in-country accountability mechanisms. Donor **harmonisation** on cross-cutting issues

would draw on the comparative advantage of different agencies, as well as supporting joint approaches. More evidence is required on how these key cross-cutting issues are integrated into the mainstream work of the PD, and the costs if they are not.

11. Based on discussions with DAC networks, the Working Party on Aid Effectiveness (WP-EFF) and Nordic + colleagues, DFID proposed an evidence gathering exercise on aid effectiveness and the cross cutting issues of gender, rights and exclusion to fill this identified gap. We are seeking to complement on going work and develop shared analysis in the spirit of the Paris principles. DFID with other partners, particularly among the Nordic + group, will co-sponsor the project. A joint workshop of three DAC Networks (Gendernet, Govnet and Environet) and the WP-EFF in Dublin in April will present an early opportunity for identifying case studies, themes and partners, and ensuring that the project fits within a DAC-led process.

12. DFID has carried out a scoping exercise as a first step towards developing this evidence base. The scoping study resulted in an analytical framework and approach for evidence gathering, a partnership and influencing strategy mapping key opportunities, partners and processes leading up to Ghana 2008 to get broad buy in and support for the findings, a synthesis of relevant literature and evidence work to date on aid effectiveness and cross cutting approaches.

13. The **analytical framework** is described in the main body of the Phase 1 report⁴. It builds on the synergies between the cross-cutting issues of gender equality, human rights and social exclusion, and that of the PD. It maps change processes in both onto key areas of the policy cycle – policy (ownership and alignment), systems for implementing policy (alignment) and results feeding into policy design (managing for results). It recognises the importance of voice and accountability, and donor harmonisation across all elements of the cycle. This enables a matching of opportunities and risk as well as good practice in both the aid effectiveness and cross-cutting mainstreaming agendas.

14. The **partnership and influencing strategy** is set out in the main body of the Phase 1 report⁵. It is integral to the selection and implementation of the case studies and the dissemination of findings. The aim is for the project to be carried out in such a way as to maximise opportunities for joint work among a range of partners, and to influence key stakeholders in the lead-up to the Accra HLF and beyond.

Goal

⁴ Strengthening the Poverty Impact of the Paris Declaration: Aid Effectiveness evidence gathering project on gender equality, human rights and social exclusion. Literature Review and Background Papers for Phase 2. Sue Fleming, Marcus Cox, Kasturi Sen, Katie Wright-Revollo, June 2007

⁵ Ibid

15. Cross-cutting social issues mainstreamed in the implementation and review of the Paris Declaration on Aid Effectiveness, to strengthen the focus and impact on poor women and men.

Purpose

16. To generate an evidence base, provide practical recommendations and build support among Paris Declaration stakeholders for strengthening the focus on the cross-cutting issues of human rights, social exclusion and gender equality, and poverty outcomes, for the Third High Level Forum in Ghana (2008) and beyond.

Outputs and timing

17. The outputs for the project will include:

i) An inception report detailing study method, locations and partners, with rationale; a work plan with timetable; and a partnership and influencing plan: by end of month 1, to be updated as required

ii) A series of approximately 6 in-depth case studies of 10-15 pages each: finalised by December 2007

iii) A document summarising the other, approximately, 18 relevant examples and experience from the literature and other on-going research (36-50 pages): finalised by December 2007

iv) A synthesis report (maximum 50 pages including annexes) which presents the main lessons from the case studies, rapid assessments, and additional contemporary research and literature: finalised by January 2008. The synthesis report will include:

- (a) Evidence on how cross-cutting social issues can be integrated into and benefit current approaches to aid effectiveness;
- (b) How the PD applies to donor and partner country efforts to promote cross-cutting social issues;
- (c) Recommendations for integrating cross cutting issues into PD implementation, monitoring and evaluation.

v) A short presentation paper (4-6 pages) to present the results of the study and its principal recommendations to senior policy makers and other stakeholders at the Accra HLF: finalised by March 2008

vi) A series of briefs and/or presentations on emerging findings. These outputs should be tailored to specific events and audiences outlined in the partnership and influencing strategy: on-going and responsive

vii) Series of workshops and presentation materials for final events in the in-depth case study countries and for the project as a whole: on-going and responsive

viii) Quarterly progress reports

Tasks

18. The tasks are outlined below:

i) Finalise a work plan and a partnership and influencing plan, detailing roles of collaborating donors and country government, civil society and research partners. Outline types and timetable of products for DAC, donor, country government and civil society audiences, including proposals for feedback at country level, and final presentation and discussion. Some flexibility will be needed to respond to changing priorities and opportunities for building partnerships and exercising influence as they arise. Guidance for the plan is in the method section of these TORs.

ii) Carry out approximately 6 in-depth country case studies and 18 rapid assessments. A suggested list of study questions and an overall conceptual framework for these studies are included in the phase 1 scoping report⁶ as a guide. Criteria for choice of case studies are in the method section of these TORs.

iii) Monitor and brief joint donor steering group on key processes, events and developments in preparation for Accra, amongst the DAC WP-EFF, the donor community and key civil society actors.

iv) Organise feed back of results in the case study countries, and a series of workshops to present the findings and recommendations to a diverse group of key stakeholders e.g. donors, civil society, WP-EFF, North and South.

Method and principles

19. *Study principles and design:*

- The PD principles and commitments and their relationship with the cross-cutting issues of gender, human rights and social exclusion, are the central focus of the study;
- Aid instruments (e.g. Poverty Reduction Budget Support, Sector Wide Approaches), modalities (e.g. gender and participatory budget / monitoring and evaluation initiatives) and management frameworks (e.g. Joint Assistance Strategies, Performance Assessment Frameworks, harmonisation groups, national planning cycles) should provide concrete examples of the PD commitments and issues;
- The case studies will focus on practical lessons and experience, particularly of emerging good practice, that could act as a guide for policy makers and practitioners (both mainstream aid effectiveness

⁶ Ibid

actors as well as cross cutting specialists);

- The study design and implementation should adhere as far as possible to the spirit of the PD principles of i) broad-based country ownership (the issue could be of importance to either sector ministries, regional and local government, parliaments and assemblies, or civil society organisations), ii) alignment with research strategies of in-country actors (through consultation and possible direct participation with southern researchers), iii) harmonisation with other donor efforts on cross-cutting issues, iv) consultation with both government and civil society in country-specific design, open and transparent with study results, ensuring accessibility, enabling feedback to the range of in-country partners;
- The two levels of research are a) in-depth studies, using secondary data, individual and focus group interviews with stakeholders and where appropriate use of the relevant research in the area and b) rapid assessments using secondary data, telephone interviews as needed, as well as findings from other research and studies;
- Involve government and civil society in the preparation of individual case studies, work with southern researchers and/or research institutions, and in-country partners, as far as possible.

20. *Suggested criteria for selection of case study countries and rapid assessment examples.* These are to be chosen to provide a range of different country contexts:

- regional spread across Asia, Africa, Middle East and South America
- country capacity (fragile and non-fragile, post conflict)
- degree of dependency (HIPC/MICS/LICS)
- presence of best practice examples and/or risks and opportunities (across the principles)
- where implementation of the Paris principles is making a clear difference (for the better or otherwise)
- relevant issue, owned by partner country governments (central and local) and/or civil society

21. *Partnership and influencing strategy*

- The project will be carried out in such a way so as to maximise opportunities for joint work among a range of partners, and to influence key stakeholders in the lead-up to the Accra HLF.
- Briefing and dissemination may need to tailor different messages to different audiences, described in the partnership and influencing strategy.
- Briefing and dissemination of evidence will be carried out throughout the life of the project, in order to build awareness of and receptivity to project evidence and recommendations.

- The project will use a range of events and processes as opportunities for disseminating its findings, including international fora and Northern and Southern civil society networks, in the lead up to Ghana.

Reporting

22. The project will be led by the CLEAR and Equity and Rights teams in DFID with reporting to Katja Jobes (CLEAR team) and Rahul Malhotra (Equity and Rights Team), who will chair a joint donor steering group. The exact composition and roles of the steering group will be determined at the time of awarding contracts. The consultants will submit quarterly progress reports.

Competencies

24. The team will have skills and experience in the following areas:
- Multidisciplinary team covering the technical areas of mainstreaming cross cutting approaches – gender, human rights, social exclusion *and* aid effectiveness; current knowledge of both areas
 - Policy aptitude and experience in multi-donor fora, and with policy engagement on cross cutting issues and aid effectiveness
 - Research/communication skills and experience, experience of managing different research sites, working in partnership with a range of government, civil society and southern research partners
 - Qualitative and participatory research skills
 - Wide geographic experience, with country coverage in the team across Asia, Africa, Middle East and Latin America

Department for International Development