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DCD/DAC/GEN/M(2009)1/PROV

Organisation de Coopération et de Développement Économiques
Organisation for Economic Co-operation and Development

06-Aug-2009

English - Or. English

DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE

DAC Network on Gender Equality

SUMMARY RECORD OF THE SEVENTH MEETING OF THE DAC NETWORK ON GENDER EQUALITY

10-12 June 2009

Background documents and presentations are available at www.oecd.org/dac/gender/7thmeeting.

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JT03268528

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SUMMARY RECORD OF THE SEVENTH MEETING OF THE DAC NETWORK ON GENDER EQUALITY

10-12 JUNE 2009

Session 1. Opening session

1. The Chair (**Dorthea Damkjaer**, Denmark) welcomed participants. The summary record of the sixth meeting of the DAC Network on Gender Equality (7-9 July 2008) [DCD/DAC/GEN/M(2008)2/PROV] was approved and the draft annotated agenda of the seventh meeting [DCD/DAC/GEN/A(2009)1/REV1] adopted.

Session 2. Update on the Development Assistance Committee

2. **Richard Carey**, Director of the OECD's Development Co-operation Directorate (DCD), presented the outcomes of the DAC High Level Meeting (HLM) held on 27-28 May 2009, including the HLM Action Plan in response to the development challenges raised by the global economic and financial crisis. He explained that the HLM session that focussed on gender equality and women's empowerment had concluded that donors need to "do much more and do it better". The DAC Secretariat had been asked to ensure that future monitoring and reporting on Accra, Doha and the financial and food crises explicitly address gender equality and women's empowerment.

3. **Bert van Geel** (Netherlands), DAC facilitator for the GENDERNET, updated participants on the outcomes of the DAC strategic reflection exercise which had identified global public goods, policy coherence for development and development architecture as key themes for future DAC work.¹ Implementation of the reflection exercise may have structural consequences for the DAC and its subsidiary bodies. It is essential that the role and added-value of the GENDERNET be clearly understood and that the Network contributes to shaping the forward agenda.

Session 3. Indicators for gender equality and women's empowerment – the "state of the art"

4. **Justina Demetriades**, BRIDGE, Institute of Development Studies at the University of Sussex, provided an overview of gender equality indicators at the international, regional, national and institutional level. She noted that the choice of what to measure is political and that donors should either use partner countries' own gender equality indicators or develop indicators together with partners. The OECD's Development Centre's Social Institutions and Gender Index (www.genderindex.org) and the UNDP

1. Since the meeting, the GENDERNET's Bureau has agreed to commission a brief think-piece on how gender equality fits within the concept of global public goods and/or can contribute to it. The GENDERNET will also deepen its engagement with the OECD's ongoing work programme on policy coherence for development.

Governance Centre's User's Guide to Measuring Gender-sensitive Basic Service Delivery (www.undp.org/oslocentre) were introduced.

5. Participants cautioned against developing further indicators and stressed that the main challenge in partner countries is the lack of capacity to apply existing ones. Many highlighted the potential sensitivities around indicators intended to compare and rate social, cultural and religious practices. It was also noted that gender equality indicators need to be integrated into overall monitoring frameworks.

Session 4. The impact of the financial and food crises on women – a workshop

6. **Setting the scene:** **Mayra Buvinic**, Sector Director, Gender and Development Group, PREM, World Bank, noted that we are in the midst of the most severe crisis since the Great Depression. If the effects on women and children are ignored the impacts will increase poverty and imperil future development. Effective policy responses should build on women's roles as economic actors and facilitate women's access to money. **Naila Kabeer**, Institute of Development Studies, University of Sussex, identified priority areas for intervention to address the crises: building women's capabilities, redistributing reproductive and household workloads between women and men, equalising property rights, and supporting inclusive financial systems (as opposed to a sole focus on access to microcredit) and gender-responsive social protection. **Andrew Rogerson**, Head, Aid Architecture and Financing, DCD, drew attention to the DAC High Level Meeting's Action Plan in which DAC donors commit to "enhance our support for partner country priorities which help manage the impact of the crisis and underpin long-term development strategies, strengthened by accelerated action on gender equality."

7. **Learning lessons:** **Jiyeun Chang**, Korea Labor Institute, Visiting Scholar, New York University and **Tess Salud**, Department of Budget and Management and Deputy Executive Director at the National Commission on the Role of Filipino Women, presented lessons learned from the Asian crisis of the 1990s. Impacts on the informal sector, the tourism and export sectors (including textiles) had hit women harder than men. In Korea, the labour force participation rate of women dropped dramatically, the quality of women's jobs decreased and social exclusion increased.

8. **Annemarie Sancar**, gender focal point, SDC, outlined the experience of the Swiss Development Agency. She stressed the important role that women play for income generation in rural markets and the need for donors to invest in gender equality.

9. **Donor responses to the crises:** representatives from Sweden, the United Kingdom and the International Fund for Agricultural Development (IFAD) pointed to the need for donors to find solutions for both *short* and *long term* impacts of the food and financial crises on women. Donors' responses to the crises include efforts to increase harmonisation as well as dialogue with partners on building women's capabilities, and the collection of "real time" information from country offices about impacts on women. While a resistance had been observed from donors to investing in the so called "soft sectors" when financing is scarce, some speakers stressed that the crisis can be used as a vehicle to promote work on women's economic empowerment.

10. **Discussion:** participants agreed on the need to ensure that funds directly reach women's hands, in response to the crises. Women's access to land rights, credit and social security should be ensured. There was evidence that the reduction of fuel subsidies in some countries, due to the financial situation, is affecting farmers – who often are women.

Session 5. Workshop on aid effectiveness – how strengthening and using country systems can help achieve gender equality and women’s empowerment

Background and objectives

11. In the 2009-10 biennium, the GENDERNET is maintaining its focus on aid and development effectiveness, building on the achievements of 2007-08. As a key component of the agreed programme of work, a day-long workshop addressed country systems², including gender responsive public financial management. The objectives of the workshop were to:

- Deepen understanding and knowledge of both the political and technical dimensions of the use of country systems.
- Deepen understanding of why the use of country systems matters at a time of crisis.
- Share information about emerging donor practices in strengthening and using country systems - what do we know about what has worked?
- Identify ways of strengthening country systems that will have a positive impact on gender equality and deliver positive outcomes for poor women and men.

Workshop session I – Setting the scene

12. **Brenda Killen**, Head of the Aid Effectiveness Division and **Sara Fyson**, secretariat for the Country Systems Cluster, DCD, introduced the 2009-10 work programme of the Working Party on Aid Effectiveness (WP-EFF). They identified potential entry points for collaboration, and for contributions by the GENDERNET to the work programmes of the five WP-EFF “clusters” (A - ownership and accountability; B - strengthening and using country systems; C - transparent and responsible aid; D - assessing progress; and, E - managing for development results).³

13. The delegation from Korea made a commitment to work with the GENDERNET to systematically integrate gender equality and women’s empowerment into the Fourth High Level Forum on Aid Effectiveness in Korea in 2011.

Workshop session II - Moving beyond advocacy to public financial management which delivers positive outcomes for poor women and men

14. **Jens Anders Kovsted**, Centre for Economic and Business Research (CEBR), Copenhagen Business School, introduced key theories, procedures and principles of Public Financial Management (PFM) Reform and Gender Responsive Budgeting (GRB). While there are different approaches to strengthening PFM systems, he recommended starting by “getting the basics right”: one universal and unified budget, effective recording and reporting of expenditures and revenues, and transparency and openness about budgeting process and disbursements.

15. He identified three stages of gender responsive budgeting:

2. In the Accra Agenda for Action (para.15) country systems “...include, but are not limited to, systems for public financial management, procurement, audit, monitoring and evaluation, and social and environmental assessment.”

3. See also the GENDERNET’s work programme for 2009-10 (available as an appendix to room document No.2 “Progress report on the implementation of the Network’s work programme”, at www.oecd.org/dac/gender/7thmeeting).

- Awareness (workshops, gathering data).
- Accountability (engaging stakeholders, in particular the Ministry of Finance).
- Action (implementation).

16. However, while GRB has been tested in many countries, no specific method exists for stage 3 - action. On the other hand, a GRB initiative can “succeed without success” by initiating a process and/or dialogue, trigger engagement and co-operation between stakeholders interested in budgetary transparency, and help establish that gender inequality is bad economics.

17. Some specific recommendations for those working to implement GRB were provided:

- Create alliances with other stakeholders who also wish to increase transparency and reform the PFM system.
- Integrate GRB into existing forms of PFM – avoid creating parallel structures.
- Work together with and learn to speak the “language” of the Finance Ministry, focussed on economic growth and the economic interest of GRB.
- Implement GRB gradually – patience is needed.

18. **Mohamed Chafiki**, Director of Studies and Financial Forecasts, Ministry of Finance, Morocco, and **Usu Mallya**, Executive Director, Tanzania Gender Networking Programme responded to Mr. Kovsted’s presentation, stressing that GRB is ultimately about the efficient use of resources based on the needs identified, rather than about “budgeting for women”. To succeed, GRB needs to be included in the overall legal framework and in every phase of the budget. The political and national context, including the Ministry of Finance, also needs to be supportive and responsive, as is the case in Morocco.

19. The two discussants noted that gender equality is an issue which should be addressed everywhere, not only in developing countries. Donor countries, far from “imposing” gender equality on partners, often focus on obtaining quick and tangible results instead of on ensuring equal rights and opportunities for women and men.

Workshop session III - Case studies

20. *Reform efforts in the Philippines:* **Tess Salud**, Department of Budget and Management, and Deputy Executive Director at the National Commission on the Role of Filipino Women, outlined how the Public Expenditure Management (PEM) framework in the Philippines has been revised to focus on results. Gender equality has been integrated into the framework, including through a change from input-based budgeting to output/outcome-based gender budgeting. Government-wide gender equality guidelines have also been developed. The challenges ahead include the collection of sex-disaggregated data, an improved accountability system and implementation.

21. *Gender responsive budgeting in Ghana:* **Francesca Pobee Hayford**, Department of Women and **Eva Esselba Mends**, Ministry of Finance and Economic Planning, explained how GRB gained political momentum after a meeting of the Commonwealth Finance Ministers in 2005, and was pursued jointly in Ghana by the Ministers of Finance and Economic Planning and Women and Children’s Affairs. Gender budgeting pilots have been initiated in the Health, Education, and Food and Agriculture ministries. Training has been offered for staff, a steering committee has been set up and a specialist recruited to implement the initiative. Through the 2008-2010 budget guidelines, all ministries have now been asked to prepare for a roll out of the GRB initiative.

22. Other accomplishments in Ghana include the creation of awareness of the need for gender budgeting, as well as gender budgeting becoming part of policy discussions with donors in the budget support programme. Challenges remain, however, related to the economic crisis, lack of capacity and understanding, and the lack of availability of sex-disaggregated data.

Workshop session IV - Collection and use of sex-disaggregated data – towards improved public management

23. **Christophe Duhamel**, Deputy Manager, Partnership in Statistics for Development in the 21st Century (PARIS21), explained that the Partnership aims to strengthen demand for and use of statistics, build capacity to provide the required data and analysis, and increase dialogue. PARIS21 assists partner countries in designing, implementing and monitoring a National Strategy for the Development of Statistics (NSDS) and could support the integration of gender equality into these Strategies.

24. While national capacity needs to be strengthened to produce gender statistics and sex-disaggregated data, entry points already exist for collecting such data, including population and housing censuses, civil and vital registration systems (birth, death, marriage, divorce and adoption), and time/labour use surveys.

25. In November 2009, the PARIS21 Partnership will hold its Consortium meeting in Dakar, Senegal, at which statistics on gender equality will be discussed within the theme *Demand for better statistics and use of data*.

Workshop conclusion

26. Following discussions in two breakout groups, participants agreed that further reflection would be useful on how to “rebrand” and communicate the concept of gender responsive budgeting as a “smart way of spending money”.

27. At agency-level, GENDERNET members can:

- Make use of their agency’s action plan to implement the Accra Agenda for Action.
- Work together with colleagues active in the relevant WP-EFF clusters and in the DAC Network on Governance (GOVNET).
- Disseminate GENDERNET products to colleagues.

28. At country-level, donors could:

- Collaborate and harmonise their activities.
- Support governments’ own initiatives to reform PFM, including improving budget transparency.
- Support civil society to strengthen domestic accountability.

29. GENDERNET will, as set out in the work programme for 2009-10, use the outcomes from this workshop as the basis for an Issues Brief on gender responsive budgeting and public financial management (number 6 in the series of Briefs focussed on aid effectiveness). The information from the workshop will also be used as contributions to the planned products of the WP-EFF cluster on country systems and the GOVNET’s work on domestic accountability.

Session 6. Global priorities, events and the GENDERNET's work programme

i. Climate change - briefing and update

30. **Lorena Aguilar**, International Union for Conservation of Nature, underlined that people's vulnerability to climate change depends on their assets (physical, financial, human, social, and natural). An analysis by the London School of Economics has shown that when women's rights are not protected, more women than men die from natural disasters, while this is not the case in societies where women and men enjoy equal rights. Ms Aguilar argued that women's empowerment should be a priority for adaptation to climate change. She also stressed that women's representation needs to be strengthened in international climate change negotiations.

31. **Rémi Paris**, Secretariat of the DAC ENVIRONET, noted that gender equality will become an increased focus for ENVIRONET's work on climate change adaptation when the Network starts addressing specific sectors. Some GENDERNET members have already expressed an interest in providing inputs to and advice on this work.

ii. United Nations system

32. **Inés Alberdi**, Executive Director, UNIFEM, **Carolyn Hannan**, Director, UN Division for the Advancement of Women (DAW) and **Nava San Miguel**, Spain, provided progress reports on various issues related to the UN system:

- Negotiations are underway on the design of a new gender equality architecture, as part of the UN reform on system-wide coherence. This could lead to the creation of a new gender entity comprised of UNIFEM, DAW, the Office of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women (OSAGI) and the International Research and Training Institute for the Advancement of Women (INSTRAW). Spain and Namibia are responsible for facilitating the negotiations.
- Spain has set up a fund to accelerate progress towards women's empowerment, to be administered by UNIFEM, and invites other donors to join.
- Members are invited to consult GENDERNET's "Calendar of events" (available from the Secretariat) which includes relevant UN events that will take place in 2010, in particular the UN Commission on the Status of Women (New York, 1-12 March), as well as the UN Development Cooperation Forum on aid effectiveness and the ECOSOC annual Ministerial Review which will focus on gender equality and empowerment of women (both in New York, July 2010 – timing to be confirmed).
- The joint biennial workshop of GENDERNET with the UN's Interagency Network on Women and Gender Equality (IANWGE) will focus on ownership, accountability and women's economic empowerment. It is tentatively scheduled for the week beginning 25 January 2010, in Vienna.

iii. Brief reports from members and observers on the highlights of their current key priorities and activities

33. Participants are invited to consult room document No.1 "Members' key priorities and activities" which aims to facilitate collaboration and co-ordination between GENDERNET members and observers.

iv. ***Implementing the programme of work and budget***⁴

34. A progress report on the implementation of the Network's work programme, as set out in room document No.2, was provided. Members confirmed the relevance of the activities detailed in the work programme for 2009-10 and suggested a few additional tasks⁵:

- Develop a set of "practice notes" by updating the gender equality "tip sheets" prepared by members and add new ones as appropriate.
- Prepare a brief think-piece on if/how gender equality fits into the concept of global public goods and/or can contribute to it as follow-up to the DAC reflection exercise.
- Work with Korea to support the integration of gender equality at the HLF-4 in Korea in 2011.

35. Members were reminded that they are the primary distribution point for GENDERNET products and are invited to disseminate material within agencies, at country-level and at events. All products are available in English and French, and some also in Spanish.

36. **Thomas Winther-Schmidt**, Secretariat of the DAC POVNET, thanked members for their comments on POVNET's Policy Statement *Making Economic Growth More Pro-poor: the Role of Employment and Social Protection*. He also reported that POVNET's task team on empowerment is moving forward on preparing country-level "stories of empowerment" and will be developing good practice notes on specific thematic areas. He welcomed the GENDERNET's intention to continue its collaboration with the task team, which may take the form of the GENDERNET preparing a good practice note on women's economic empowerment. GENDERNET could also contribute to other POVNET good practice notes on empowerment.

37. **Lisa Williams**, Secretariat of the DAC GOVNET, confirmed that the GOVNET will be addressing domestic accountability as an overarching theme. The suggested entry points/focus areas for this work are taxation, anti-corruption and budget processes. GENDERNET will be collaborating with, contributing to and complementing this work stream (see also "Workshop on aid effectiveness" above).

Note: subsequent to the GENDERNET meeting, the Bureau agreed to create two formal task teams, led by Bureau members, corresponding to the two broad areas in which the GENDERNET works:

- *Women's economic empowerment, and*
- *Implementing the Accra Agenda for Action.*

The two task teams will provide guidance and oversee the activities of the GENDERNET in each area. The bulk of the work is, however, likely to continue to be carried out through small ad hoc groups, made up of a few interested members.

The first meeting of the two task teams could take place sometime between September and November 2009. All GENDERNET members will be invited to participate.

4. See the GENDERNET's work programme for 2009-10 and room document No.2. "Progress report on the implementation of the Network's work programme"

5. These activities were confirmed in a subsequent teleconference of the new GENDERNET Bureau, held on 7 July 2009.

Session 7. Election of the Chair and Bureau.

38. **Ms. Ineke van de Pol** (Netherlands) was elected to replace **Ms. Dorthea Damkjaer** (Denmark) as Chair.

39. **Angela Langenkamp** (Germany) resigned from her functions on the Bureau while **Diana Rivington** (Canada) was re-elected as Bureau member. **Ginette de Matha** (France), **Kemi Williams** (United Kingdom) and **Päivi Kannisto** (Finland) were elected as new Bureau members.

**LISTE DES PARTICIPANTS POUR RÉSEAU DU CAD SUR L'ÉGALITÉ HOMME-FEMME/
PARTICIPANTS LIST FOR DAC NETWORK ON GENDER EQUALITY
(GENDERNET)**