

Gender Equality Tip Sheet
PROGRAMME BASED APPROACHES

This tip sheet has been prepared as an introductory note for CIDA Program Managers and Project Officers to facilitate understanding of why and how gender equality needs to be integrated in programme based approaches.

Canada's international development policy reaffirms gender equality as a crosscutting theme throughout Canada's development cooperation. Canada's framework states that gender equality results will be systematically and explicitly integrated across all programming. Secondly, gender equality results will be pursued through both integrated and specific gender equality programming. Finally, gender equality will help us focus as we select and shape specific initiatives.

Aid Effectiveness

Canada strives to strengthen aid effectiveness by adhering to a number of internationally agreed upon principles such as outlined in the Paris Declaration on Aid Effectiveness - ownership, alignment, harmonization, results, and mutual accountability. To meet the Millennium Development Goals (MDGs), the Paris Declaration calls for donors to increase aid and adopt concrete actions to support national development strategies and sets a target for 66% of aid to be channeled through program-based approaches (PBAs) by 2010.

Why is gender equality important for programme based approaches?

Aid effectiveness sets out *principles* for working together; there is nothing inherent in them to address gender inequalities. The development *content* of a PBA is based on national development or poverty reduction strategies. Unfortunately, studies show that these strategies rarely address gender inequalities adequately. (Zuckerman, E., Garrett, A., 2003). Given that the majority of the poor in Sub-Saharan Africa are women and gender inequalities hinder development, growth and poverty reduction in a multitude of ways, donors (such as CIDA) need to make extra efforts to work with partners to address gender inequalities.

The principles of aid effectiveness can provide tremendous opportunities for development partners (DPs) to influence the policy-making and planning agenda, to ensure that national development strategies adequately integrate strategies and resources for women's empowerment

and gender equality. Opportunities for DPs and developing countries to work together to advance gender equality require concrete human and financial resources, accountability systems, and gender-sensitive progress assessments, performance monitoring and indicators. Without them, new aid modalities may serve to reinforce existing gender inequalities.

BOX 1 – POLICY DIALOGUE

Policy dialogue is an increasingly important tool in the context of new aid modalities. Policy dialogue requires: an understanding of the policy context; developing alliances and a shared vision with partners on gender equality; and systematically advocating that gender equality issues be concretely addressed.

Policy dialogue for gender equality means:

- Hiring gender equality specialists to advise and support CIDA and its partners in developing and implementing gender equality strategies, and in integrating gender equality in PBAs.
- Addressing gender equality issues and progress in statements delivered by the Head of Mission and the Head of Aid, as well as in the Sector Reports to Consultative Groups.
- Raising gender equality issues in technical Sector Working Groups.
- Advocating for the voices of women to be heard.
- Engaging with governments on their commitments made to CEDAW, the Beijing Platform for Action, the African Charter of Human and Peoples' Rights on the Rights of Women in Africa, etc.
- Collaborating closely with other like-minded donors and harmonizing key messages and support for gender equality.
- Using quality sex disaggregated data and gender analysis to have informed and coherent policy dialogue on gender equality.

It is important to ensure that the gender equality RESULTS of policy dialogue are reported on.

Concrete activities for promoting gender equality results	
Stages	Entry Points and Activities
<i>Planning and Design</i>	<ul style="list-style-type: none"> ➤ Ensure that comprehensive gender equality analysis, with sex-disaggregated data, is conducted and integrated in sector analysis. ➤ Ensure that gender equality sector-based results and indicators are developed and integrated in PBA frameworks. ➤ Participate with other like-minded donors on gender equality in sector working groups or roundtables and increase policy dialogue and joint support for gender equality initiatives. ➤ Advocate for and support development of a specific gender equality strategy and investment line for the sector. ➤ Ensure that TORs for all sector analysis include specific requirements for gender analysis. ➤ Earmark funds for gender equality technical assistance within or parallel to sector budget or pooled fund support.
<i>Implementation</i>	<ul style="list-style-type: none"> ➤ Ensure responsibility and capacity for gender equality in joint donor Mission TORs. ➤ Recruit / enable CIDA field GE specialist to provide technical support. ➤ Provide financial resources for stakeholders to access technical assistance on gender equality. ➤ Use policy dialogue opportunities to reinforce gender equality messages.
<i>Monitoring and Reporting</i>	<ul style="list-style-type: none"> ➤ Ensure that the gender equality results and indicators of the policy matrix of PRSPs or PBAs are monitored. ➤ Ensure that annual and other progress reports provide information on gender equality results and indicators, as well as sex-disaggregated data. ➤ Ensure that monitoring and reporting TORs require specific expertise and responsibility for monitoring and reporting on gender equality.
<i>On-going</i>	<ul style="list-style-type: none"> ➤ Ensure that the technical or sector working groups on the government and/or donor side have (or can access) gender equality expertise. ➤ Ensure responsibility and capacity for gender equality during joint donor design and assessment missions and annual reviews of poverty reduction strategy or sectoral programs. ➤ Engage in policy dialogue for gender equality (See Box 1). ➤ Participate actively (or initiate, if necessary) a donor / stakeholder working group on gender equality. ➤ Promote involvement of gender equality stakeholders (e.g. national machinery for gender equality, civil society and women's organizations) in all processes of planning, implementing and monitoring PBAs. ➤ Provide or support quality and timely technical assistance, gender analysis, and sex-disaggregated data for planning, policy dialogue, implementing and monitoring purposes. ➤ Support gender budgeting as an accountability mechanism to citizens for public expenditure and gender equality. ➤ Support leadership and capacity development in gender equality of governments, their national women's machinery and civil society organizations (CSOs). ➤ Build capacities of planning and finance bureaucracies in gender-sensitive macroeconomic analysis. ➤ Build capacities of bureaucracies dedicated to advancing gender equality in gender-sensitive macroeconomic analysis, so that these institutions can better influence the national planning processes.

**Select examples of promoting gender equality results
from CIDA's Africa Branch**

Mozambique

CIDA is actively involved in the Gender Coordination Group in Mozambique, and was instrumental in the evolution of this group from a donor-only forum to an active committee including the Government of Mozambique, Civil Society organizations and bilateral and multilateral donors. Through policy dialogue, CIDA promotes gender equality as a cross-cutting issue in all of our sectors of involvement (Education, HIV/AIDS, Health, Agriculture) and in General Budget Support. In addition, financial support is provided through responsive funds to strengthen the gender machinery of the government of Mozambique and civil society organizations working towards gender equality. As well, CIDA's full-time local gender specialist provides advice and support to various ministries incorporating gender equality into their work. As a result of the joint efforts of the government of Mozambique, donors and civil society, gender equality has been integrated into the new PRSP and the strategic matrix which will be used to evaluate progress. Key sectors (including health, education and agriculture) have developed gender strategies. There has been pressure on the government of Mozambique to pass and implement a national gender strategic plan (currently through cabinet and on to parliament). Gender equality is treated as a cross-cutting and vertical issue in the semi-annual joint-review process that triggers the release of General Budget Support payments.

Burkina Faso

The Gender and Development Coordination Group (GDCG) was created in 2002 to improve coordination of approaches and interventions between development partners, as well as coordination with and between the government and civil society in Burkina Faso. One result of this policy dialogue is the creation of a Gender Common Fund to further leverage and harmonize support for local partners. Canada has recently become the lead donor of the GDCG and has developed a small project (\$0.4M / 2 years) to support this role as well as coordination activities between donors, the government and civil society.

Kenya

CIDA support to the education sector's Free Primary Education Program includes gender equality as a critical dimension. CIDA's education specialist and local gender equality specialist have been key in promoting gender equality within the education sector in Kenya over the last 8 years. CIDA's policy dialogue and technical assistance have contributed to the development of a Gender and Education policy by the Ministry of Education and an education sector program that has a specific investment program (out of 23) on gender and education. Through its participation on the Harmonization, Alignment and Coordination Donor Group CIDA Kenya led the development of a study on improving multi-donor support for gender equality in Kenya. This has resulted in the decision to recruit a senior GE advisor who will provide advice to the high-level donor group and the government as well as lead development of a multi-donor gender basket fund.

Ethiopia

CIDA has been actively involved in the Donor Group on Gender Equality (DGGE), created in 2002-03, and was instrumental in facilitating its evolution to a more policy-focused body. The DGGE now meets and liaises with the national women's ministry through the new Joint GoE – DGGE group. Ending the isolation of the women's ministry from the main planning and implementation processes of the Sustainable Development and Poverty Reduction Program is one significant result of this policy dialogue. To strengthen gender integration within sectoral PBA's, the Ethiopia program provides technical assistance to the government ministries it works with. For example, CIDA supported an Ethiopian legal and gender specialist to work full time directly on the Public Sector Capacity Building Program. The specialist provides advice, holds capacity building workshops, and ensures ongoing dialogue with donors and the Government of Ethiopia on gender equality issues. One of the results of this intervention is increased capacity and demand by different government stakeholders for further specialized gender equality advisory support (e.g., gender budgeting, civil service reform, taxation, policy-making etc.).

Selected Resources

CIDA

- www.acdi-cida.gc.ca: click global issues, gender equality, publications, CIDA resources.
- Africa Branch Gender Equality Extranet (internal): <http://cida68/gea>

EXTERNAL

- Joint UNIFEM, Commonwealth Secretariat and IDRC website on gender-responsive budget initiatives, with manuals and country case studies: <http://www.idrc.ca/gender-budgets/>
- UNIFEM website with information on the meeting 'Owning Development: Promoting Gender Equality in New Aid Modalities and Partnerships' held in Belgium in 2005, with related links and documents: http://www.unifem.org/news_events/event_detail.php?EventID=31
- Paris Declaration on Aid Effectiveness: <http://www.aidharmonization.org/ah-overview/secondary-pages/editable?key=205>
- Summary report of the Biennial Workshop of the UN Inter-Agency Group on Women and Gender Equality and the OECD/DAC Network on Gender Equality, Nairobi, Kenya, January 2006. <http://www.oecd.org/dataoecd/1/4/37024994.pdf>
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