The attached draft Chapter 5 of the 2008 Development Co-operation Report is circulated for REVIEW and COMMENT. Comments should be received by the Secretariat contact person indicated below no later than 5 December. This text is a preliminary version, so Delegations are invited to limit their comments to matters of substance. The final document will be edited once all comments have been received.

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2008 DEVELOPMENT CO-OPERATION REPORT
CHAPTER 5 – THE BIGGER PICTURE: THE PARIS DECLARATION AND THE BROADER DEVELOPMENT GOALS

Introduction

1. Development is about people, and therefore involves much more than poverty reduction. Its goals include affirming basic principles of gender equality, improved human rights and environmental sustainability. While few would disagree with this, the role that each of these plays in speeding up development can be overlooked. As Mary Robinson has said, “Aid is only effective if it achieves good development results and good development results are not possible if gender inequalities persist, environmental damage is accepted or human rights abused.”

2. These words are not platitudes. Protecting human rights, for example, reduces inequalities, ensuring that the benefits of development reach everyone. Strengthening women’s rights changes things for the better, both for men and women. In Kenya, the World Bank has estimated that opening education to women and enabling them to up their stake in farming leading to a sustained annual increase of 2.0 to 3.5 percentage points in GDP growth (World Bank, 2006). Children benefit too: In Africa, children of mothers who have received five years of primary education are 40% more likely to live beyond age five. (Education fact sheet /the United Nations Girls’ Education Initiative). As The Economist has said, “Forget China, India and the internet: economic growth is driven by women.”

3. As for environmental sustainability, it is a necessary basis for all future growth. The impacts of climate change pose serious social and economic risks, including reducing food security, slowing economic activity and damaging infrastructure. But better environmental management matters in other ways, too. For example, improved water supplies enable children to spend less time fetching water and more time in school.

4. While the importance of these linkages has been widely accepted for two decades (more recently in the case of human rights), it received new momentum from the adoption of the Paris Declaration in 2005. Since then, it has become clear that tackling these “cross-sectoral” issues is essential to achieving the goals of the Declaration; it is also increasingly evident that the Declaration itself provides ways for attaining these wider development goals.

5. This chapter looks at some of these issues, with a focus on:
   • How the Paris Declaration can advance equality, sustainability and human rights.
   • Five lessons from using the Paris Declaration to advance such goals.
   • Learning from these lessons, and looking forward.

2. The Economist, 12 April 2006.
While the case studies and the messages focus largely on gender equality and human rights – because this is here most of the available evidence lies – the lessons are widely applicable.

**How the Paris Declaration can advance wider development goals**

6. The Accra Agenda for Action (2008) clearly acknowledges that aid is only one part of the development picture and that cross-sectoral issues are essential to reaching the goals of the Paris Declaration:

   "Gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impacts on the lives and potential of poor women, men and children. It is vital that all our policies address these issues in a more systematic and coherent way."  

7. As already noted, improvements to human rights, gender equality and environmental sustainability have direct social and economic benefits, but are also development goals in their own right. Despite this, they raise sensitivities and challenges both in donor and developing countries, in part because they are fundamentally political issues; as such, they require political, as well as technical, action.

8. For over two decades, the policies of most DAC members have included strong commitments to using development co-operation for achieving environmental sustainability and gender equality. But it has proven difficult to convert these commitments into concrete action or to find “quick fixes”. Although the focus on human rights in development is more recent, its integration into development agendas has faced similar challenges.

9. New ideas were needed, and, to some extent, they have come from the 2005 Paris Declaration, which has provided both inspiration and impetus. Today, donor agencies, developing countries and civil society organisations alike are making use of their shared commitments and the five principles of the Paris Declaration to achieve broader development results.

10. Workshops in 2007 and 2008 used case studies to demonstrate how the Paris Declaration can be applied to achieve social inclusion, human rights, environmental sustainability and gender equality. The presentations were drawn from two major studies, by which donors documented experiences of using the Paris Declaration to strengthen development impacts and, at the same time, to more clearly understand how cross-sectoral issues can support the implementation of the Paris Declaration. In basic terms, the links between gender equality, human rights and sustainability and the five principles of the Paris Declaration can be understood in the following way.

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11. **Ownership**: For democratic ownership to be a reality the interests and voices of all citizens - women as well as men - must be heard.

12. **Alignment**: The principle of alignment means that donors base their activities on developing countries’ own policies, commitments and strategies, including the public commitments developing countries have to pursuing gender equality, human rights and sustainability through instruments such as the Rio Conventions on biodiversity, climate change and desertification (1992), the Vienna Declaration and Programme of Action on human rights (1993) and the Beijing Declaration and Platform for Action on gender equality and women’s empowerment (1995).

13. **Harmonisation**: The rationale for harmonisation is that when donors work together and coordinate their actions, extraneous costs are reduced, making aid more effective. In turn, this can help improve policy dialogue, decision making and implementation of human rights, gender equality and environmental sustainability.

14. **Managing for development results**: This principle has the same objective as the goals of gender equality and human rights: to improve the lives of people.

15. **Mutual accountability**: The principle of accountability underlines the need for donors and developing countries to be accountable to each other for meeting regional and international commitments on human rights, gender equality and environmental sustainability, as well as to their citizens.

**Five lessons learned from using the Paris Declaration to advance rights, inclusion and gender equality**

16. Experience has shown that five important lessons can be drawn from using the Paris Declaration to advance these broader goals:

- Actively involving poor women and men strengthens ownership and accountability for development results.
- A results-based approach to human rights improves services for all citizens.
- More effective use of Joint Assistance Strategies advances development priorities.
- Words must lead to action.
- Building democratic ownership in fragile situations is challenging, but can be done.

**Lesson 1: Actively involving poor women and men strengthens ownership and accountability for development results.**

17. Involving more people in political and policy discussions, and in the implementation of development programmes, strengthens ownership, improving results and accountability. Two case studies demonstrate how bottom-up approaches have improved health care services.

**Case study: Peru - A rights-based approach to promoting ownership and accountability within the health sector**

18. The humanitarian organisation CARE conducts a health programme in Peru aimed at improving the health of the poor. It focuses on increasing the voice of the poor as a key strategy for improving relations between the state and society. This is based on two assumptions – significant and sustainable improvements can only be made: if the poor are involved in shaping health policies, practices and programmes; and if what is agreed actually happens.
19. To promote public debate and accountability for health policy, CARE:

- Supported reporting processes, such as a civil society shadow report to the UN Special Rapporteur on the Right to Health, as well as reports on sexual and reproductive rights and access to HIV/AIDS treatment.
- Collaborated with ForoSalud, a nationwide civil society health network, to build civil society capacity - with a particular focus on women - to participate in decisions and advocate for health rights; and
- Worked with key government agencies, in particular the health ministry to develop its capacity to deliver citizens’ health rights.

20. This work resulted in the development of national legislation on health rights and the implementation of local mechanisms for surveillance; it also produced a strengthened basis for holding the government to account for service delivery.

Case study: Zimbabwe – A community-centred approach to health in a situation of fragility

21. In Zimbabwe, the Community Working Group on Health builds local-level participation in the health sector, in co-operation with the Ministry of Health, local government and other providers. It carries out training, campaigns and community activities on HIV and AIDS prevention, as well as on reproductive health - with a particular focus on women, young people, orphans and vulnerable children - and liaises with officials. Thanks to their bottom-up approach, the ownership of these programmes has cascaded down to the local level. Communities have begun to take greater responsibility for their health by identifying and prioritising local health concerns and actions, and monitoring their implementation.

Main messages:

- Democratic ownership is strengthened by financing and building the capacity of civil society organisations to support human rights, gender equality, environmental sustainability, social inclusion, improved health and poverty reduction.
- Civil society can be instrumental in “capturing voices” and facilitating dialogue between citizens and the state.
- Accountability is an essential companion to ownership.
- Budget literacy and transparency are the basis for national accountability.
- Successful development programmes cannot be run independently of the relevant ministries and structures.

Lesson 2: A results-based approach to human rights can improve services for all citizens.

22. Delivering and accounting for development results – and for exactly who those results are benefitting – is one of the three major challenges to accelerating progress on aid effectiveness identified in the Accra Agenda for Action:
“Developing countries will strengthen the quality of policy design, implementation and assessment by improving information systems, including, as appropriate, disaggregating data by sex, region and socioeconomic status.”

Case study: Nepal - Addressing social exclusion

23. In Nepal, “disaggregated monitoring” – which means breaking down results from statistical monitoring by sex, caste, ethnic and social groups – has strengthened results-based management; led to evidence-based decision making and better targeting of health services; and countered social exclusion and discrimination. Nepal’s society is highly unequal, with huge differences in opportunities and access to basic services; the difficulties are particularly severe for women, and indigenous and lower caste groups such as the Dalits (formerly untouchables) and Janajatis.

24. Research by the United Kingdom’s Department for International Development and the World Bank encouraged the Government of Nepal to tackle institutionalised social exclusion and discrimination. As a result, the country’s 10th National Development Plan – a collaborative effort involving government, civil society and donors – acknowledges that marginalised groups are not only “poor” in economic terms, but also in terms of their lack of representation and empowerment. Donors have aligned behind the national plan and are providing support in critical areas, such as health and education. Civil society organisations have conducted research and used qualitative and quantitative data – broken down by ethnicity, sex and caste – to tell the stories behind the figures, and to show how and where people are facing barriers to health and education services.

25. The evidence demonstrates that identity (gender, class, ethnicity, caste) predetermines the quality of services received. In response, the Government is addressing social and cultural barriers to health by providing training in midwifery for Dalit and Janajati women and reserving places for women on the management committees of local health facilities. The government has also increased its budget allocation to primary health care clinics in the poorest 25 districts. Indigenous and lower caste women are now more likely to seek medical care, which is helping to reduce maternal mortality.

Main messages:

- Investment in national statistical systems is needed to collect, disseminate and monitor data disaggregated by sex, age, caste and ethnicity in support of evidence-based policy making. This information is essential for assessing the extent of social exclusion.
- Advocacy and high-quality analyses are important triggers for ensuring that governments respond. Social research and analysis helps to tell the story behind aggregate figures.
- Collaboration among civil society, donors and the government is critical for involving as many people and communities as possible in tackling social exclusion.
- Taking a “whole systems” approach to social inclusion, including embedding the issue in national plans and monitoring systems, makes it everyone’s business and increases the likelihood that poor people’s voices will be heard.

Lesson 3: More effective use can be made of joint assistance strategies to advance development priorities

26. The Paris Declaration calls for donor countries to rationalise their activities. Rather than each trying to be active in numerous countries or sectors, they are encouraged to link together to limit the
fragmentation of donors (see Chapter 2), and to allow those with special experience and competencies to take the lead in specific aid efforts. Joint assistance strategies (JAS), as these efforts are known, are also a useful means of advancing human rights, environmental sustainability and gender equality. In some cases, these issues have been treated as objectives in themselves and sectoral programmes have been built around them, while in others they have been integrated into water, governance, health or HIV/AIDS programmes. The two approaches are not mutually exclusive; indeed, they can reinforce one another, depending on the individual country context. But care is needed to ensure that a multiplicity of approaches does not lead to excessive fragmentation of aid, with a loss of focus for achieving concrete results.

Case study: Tanzania – Division of labour on gender equality

27. In Tanzania, the joint assistance strategy allowed donors to advance gender equality by dividing up responsibilities. This involved, for instance, appointing contact points on gender issues within working groups in area such as agriculture.

28. Irish Aid was the contact point for the agriculture sector and used this mandate to highlight gender equality as an important issue for the review of the National Agriculture Sector Development Programme. Donors and Government agencies collaborated closely, enabling the Ministry for Community Development, Gender and Children to influence the Ministry of Agriculture to overcome its initial resistance. Irish Aid provided the necessary technical support for integrating gender equality dimensions into the sector.

29. The division of labour has resulted in increased accountability among development partners, government and civil society, and in improved results. The potential for similar results is evident in may other countries, where the link of gender equality to agriculture has been clearly established. Studies show that in Sub-Saharan Africa, for example, agricultural productivity could increase by up to 20% if women’s access to resources such as land, seeds and fertilisers were equal to men’s. In Kenya, women provide 70% of agricultural labour, but only 1% of them own the land they and their families farm.

30. In Tanzania, the division-of-labour exercise also revealed that although violence against women was a common concern for several donors, their support was not well co-ordinated. A small group of donors worked together with the government and civil society to develop expertise and knowledge. Aligning with the Tanzania National Action Plan on Gender Based Violence, they created a basket fund designed to harmonise efforts to reduce violence against women.

31. The case study from Tanzania helps highlight specific actions that can be taken to strengthen broad-based goals in gender equality - as well as in other areas such as human rights and environment - through division-of-labour exercises:

Main messages:

- There is a need to monitor what happens to gender equality in division-of-labour exercises (including comparisons of experiences in different countries).
- It is important to develop adequate safeguards to ensure that the JAS does not lead to marginalisation of gender equality and other social policy concerns.
- It is essential to monitor the impact donor gender working groups are having.
- Capacity within agencies, and the assignment of clear roles in the division of labour to ensure that commitments to gender equality are implemented and that challenges are identified and addressed, are fundamental.
Lesson 4: Words must lead to action.

32. Good policy statements on human rights, environmental sustainability, exclusion and gender equality are not enough. These need to be backed up by financial allocations, capacity development and appropriate monitoring frameworks.

Case study: Uganda - Creating budgetary incentives for local government to support women and children

33. The Government of Uganda has worked with civil society and academic institutions to address gender inequalities and women’s empowerment. As a result, gender equality is now central to Uganda’s Poverty Eradication Action Plan. This plan is, furthermore, backed up by the systems, budgets and skills that can make a difference on the ground. This has been a long-term process; even with good policies and broad-based ownership, translation into practice takes time.

34. Incentives to promote gender inequality had to be created, as did the capacity needed to support the budget, monitoring and behavioural changes required. This applied to both government and donors. A gender-responsive approach to public financial management was introduced through the collaborative efforts of civil society, with champions in the Ministry of Finance and Women’s Affairs, and in academic institutions. In short, government departments were required to make budgetary allocations directed towards poor women and children.

35. At the local government level, the incentives introduced included a gender-equality measure in performance assessment criteria for budget submissions and approvals. A reward equivalent to a 20% increase over the previous year’s grant was allocated where local governments clearly demonstrated how they were addressing gender equality. There was a penalty of 20% for those that did not, and capacity development was offered to address the root problem.

36. This process has improved government budget allocation and delivery on gender equality commitments. In doing so, it has increased the demand for sex-disaggregated data and led to improved gender equality and poverty targets. In this way, Uganda offers a good example of a government that is making sure its budget and incentive systems change the lives of poor women and men for the better.

Main messages:

- Critical changes can be brought about through the use of gender responsive budget and monitoring frameworks, and through the integration of these into wider public financial management reform.
- Collaboration and advocacy by civil society and women’s groups, as well as by academic institutions, are essential to create pressure for change and support capacity development.
- Use of gender equality targets can strengthen results-based management and lead to increased budget allocations.

Lesson 5: Building democratic ownership in fragile situations is challenging, but can be done.

37. Fragile states face special difficulties in coordinating and harmonising aid, and in many cases lack the capacity to implement the main principles of the Paris Declaration. For example, the effective lack of a functioning government may make it impossible for a country to take ownership of development strategies. Even in such states, the principles of the Paris Declaration are relevant, although putting them into practice is a serious challenge.
Case study: Sierra Leone – Harmonisation of donor support to aid the election process

38. The success of the 2007 elections in Sierra Leone can be partly attributed to the harmonised approach of development partners to supporting the process. These were the first elections to be run by the Sierra Leone government. Together with donors, they recognised that in order to maintain stability, it was critical that the elections be recognised as free and fair, that the process be non-violent and that the results be widely accepted. This required a mix of funds, appropriate technical assistance and capacity building to ensure that the Sierra Leone authorities, and in particular the National Election Commission, were well prepared.

39. Because there is only a small number of donors active in Sierra Leone, informal coordination is common – harmonisation less so. An exception to this was the establishment of a basket fund to support the 2007 elections, managed by UNDP. The steering committee included donors who were unable to participate in the fund; this helped to eliminate overlaps between their efforts and those of the fund. In many respects, the basket fund worked well, although it might have operated even more effectively if it had supported civil society organisations, especially women’s and youth organisations.

40. Overall, however, the elections were well run. They were considered free and fair by international observers, and when the government was defeated, it stepped down peacefully – a remarkable achievement given Sierra Leone’s recent history. The Electoral Commission was praised for conducting the elections in a professional, transparent and impartial manner.

41. Civil society groups, government, media and donors helped to strengthen the election process, making it robust and credible, and owned by all citizens – women and men alike. A Civil Society Action Group played an important role, especially in preventing election violence; women’s and youth organisations also campaigned against violence. The strategic leadership and vision behind the process, the involvement of government at all levels, and the engagement of people in remote areas all played a key role, as did the involvement of the media. Furthermore, election monitoring conducted by trained citizens strengthened accountability, as did the setting of standards for vote counting.

42. Capacity development extended well beyond individual training to cover strengthening of institutions and structures. Although costly and time-consuming, this was essential to build capacity at all levels of society, including in civil society, the media and government.

Main messages:

- In situations of fragility and conflict, implementing the principles of the Paris Declaration is challenging, but nevertheless relevant.
- UN agencies can play a useful convening role.
- A stable state needs strong civil society; civil society groups that promote human rights, gender equality, environmental sustainability and social inclusion have a vital role to play in peace and state building.
- Broad-based partnerships at the community level can help promote inclusive, sustainable outcomes.
- In fragile and post-conflict situations, capacity that has been eroded across the board - in government, parliaments and civil society - must be rebuilt. Systematic support is required from donors to do this.
Learning from these lessons

43. Overall, the Paris Declaration has improved the operational efficiency of aid management. Yet during the three years between its adoption in 2005 and its review at the Accra High Level Forum in September 2008, there has been a growing recognition that delivering aid more efficiently is only one part of the story. The evidence shows that women’s empowerment, human rights and attention to the environment can add essential value to the implementation of the Declaration by increasing the impact of aid on improving peoples’ lives - but there is much still to be done.

44. Using the partnership commitments of the Paris Declaration to advance gender equality, human rights and equity has certainly led to increased attention to these issues at the policy level, but much better delivery and monitoring are needed on the ground if we are to make real progress towards achieving the Millennium Development Goals by 2015. Donor and partner efforts require a more systematic and sustained approach.

45. Donors have not always been consistent or effective in mainstreaming gender equality, rights and environmental considerations into their implementation of the Paris Declaration. This has sometimes been reflected in a “lowest common denominator” approach, in which those donor agencies with the greatest expertise and interest in social and environmental issues are not necessarily the ones in the lead. At the same time, not enough use has been made of existing budgetary tools designed to make public financial management systems more responsive to gender equality and environmental sustainability.

46. The evidence points to the benefits of bringing a broader set of development actors – from a range of government departments, civil society and the private sector, for instance – into political and policy discussions and into the implementation of development programmes. More inclusive partnerships need to be built to strengthen ownership, results and accountability – key areas identified for increased effort in the Accra Agenda for Action.

Beyond Accra – Taking the lessons forward

47. The Accra High Level Forum provided a valuable opportunity to reflect on our experiences of how the Paris Declaration has been used to reduce poverty and inequality and make advances in human rights, the empowerment of women and the excluded, environmental sustainability and the fight against HIV/AIDS. The Accra Agenda for Action has people at its heart. It challenges both donors and partners to “…ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality, human rights, disability and environmental sustainability”.

48. If we are to make progress towards achieving these international commitments by their 2010 due date, we will need to:

- Increase the capacity of all development actors to deliver and measure results for gender equality, human rights and environmental sustainability.
- Find innovative ways of funding civil society and women’s groups for both advocacy and service delivery
- Apply aid effectiveness principles to emerging issues such as climate change

8. AAA (para. 13 (c)).
• Increase transparency and improve information on development expenditures and investments (by both donors and governments) to strengthen accountability for gender equality, human rights and environmental sustainability, and
• Improve monitoring and evaluation of the results achieved on these global issues in implementing both the Paris Declaration and the Accra Agenda for Action.

49. Efforts are already under way that respond to some of these challenges. Several donors and partners have started work on designing a few monitorable indicators that donors and partner countries could choose to use to bring a gender equality focus to measuring their own progress in implementing the partnership commitments of the Paris Declaration (see Box 1 below). Such indicators could potentially be used during phase 2 of the evaluation of the implementation of the Paris Declaration, which will be presented at the next high-level forum, in 2011.

Box 1. Monitoring matters - Some suggested indicators for monitoring the impacts of implementation of the Paris Declaration on gender equality and women’s empowerment

The EC/UN Partnership on Gender Equality for Development and Peace has recently published a set of suggested indicators that could be used for to support women’s organisations in monitoring the implementation of the Paris Declaration at the country level.

**Suggested indicators:**

**Ownership**

1.1 Countries evaluated in 2010 have institutional structures in place which allow for systematic participation of civil society and women’s groups in national development planning (including Poverty Reduction Strategy formulation), implementation and monitoring.

1.2 National development strategies and Poverty Reduction Strategies (PRSs) developed up to 2010 integrate a gendered analysis of poverty consistently supported by sex-disaggregated data, and reference to national commitments to international agreements such as the Convention on the Elimination of all forms of Discrimination Against Women and the Beijing Platform for Action.

1.3 National gender equality priorities/plans are costed, supported by action plans and integrated into national development strategies and PRSs.

**Alignment and Harmonisation**

**Suggested indicators**

2.1 Donor and partner countries evaluated in 2010 have gender responsive budgeting systems in place at national and local levels.

2.2 Percentage of donor funds dedicated to capacity building on mainstreaming gender perspectives in public finances for i. Finance Ministry officials, ii. Line Ministries, iii. Civil society (and in particular women’s organisations), iv. Parliamentarians.

2.3 Percentage of public/donor funding for meeting gender-specific goals, for example, ending violence against women and HIV/AIDS prevention and treatment.

**Managing for results and mutual accountability**

**Suggested indicators**

3.1 The 2010 evaluation of implementation of the Paris Declaration principles include systematic involvement from civil society and women’s organisations.

3.2 At least three gender-sensitive indicators are assessed during formal aid effectiveness monitoring and evaluation processes.

3.3 Performance Assessment Frameworks of donor include gender equality as a key result and include systematic involvement from civil society and women’s organisations.

3.4 Percentage of aid dedicated for harmonised systems for joint government/donor capacity building on mainstreaming gender equality in programme-based approaches in place at country level.