The purpose of this Issues Brief is to present ideas and approaches for donors and partners to jointly manage for gender equality results in partner countries. It also discusses what is meant by “gender equality and women's empowerment results”.

This Brief is part of a series focused on aid effectiveness, prepared by the DAC Network on Gender Equality. It is intended for programme managers and thematic advisors in donor agencies both in headquarters and in country offices. It is also relevant to the work of staff of partner country governments.

INTRODUCTION

Through the Paris Declaration on Aid Effectiveness (2005), donors and partner countries have committed to manage and implement aid “… in a way that focuses on the desired results and uses information to improve decision-making” (paragraph 43). Managing for development results, one of the Declaration’s five overarching principles on which donors and partner countries have agreed to base their activities, implies working towards concrete and measurable development goals – such as how many girls and boys are better educated than before and whether people’s health has improved.

With the Accra Agenda for Action (AAA, 2008), partners and donors have agreed to further improve their management for results. Developing countries have undertaken to strengthen the quality of policy design by improving information systems, including by disaggregating data by sex, while donors will support partner countries’ national statistical capacity and information systems.

This Issues Brief responds to the AAA commitments by examining how donors and partners can manage for gender equality and women's empowerment results in particular, and consequently for better development results overall, in partner countries.

See also Issues Brief 4, which focuses on managing for gender equality results in donor agencies.

“We will improve our management for results by taking the following actions:

a) 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.

b) Developing countries and donors will work to develop cost-effective results management instruments to assess the impact of development policies and adjust them as necessary. We will better co-ordinate and link the various sources of information, including national statistical systems, budgeting, planning, monitoring and country-led evaluations of policy performance.

1. This Issues Brief draws on presentations and discussions at the workshop “Managing, achieving and measuring gender equality and women’s empowerment results” (DAC Network on Gender Equality, Paris, July 2008).
2. To date, other Briefs in the series on Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness include Issues Brief 1 “Making the Linkages”, Issues Brief 2 “Finding the entry points”, Issues Brief 3 “Innovative Funding for Women’s Organisations” and Issues Brief 4 “Managing for Gender Equality Results in Donor Agencies”.
3. The other principles of the Paris Declaration are ownership, alignment, harmonisation and mutual accountability.
The former Joint Venture on Managing for Development Results identified four features, or tools, to use to manage for development results.

- **Shared goals and strategies:** establish “what we wish to achieve” (see the country examples below from Cambodia and Mozambique).
- **Performance-based budgets:** results can only be realised through resources that match the intended results (see the country example from Ghana).
- **Evidence-based decision making:** make decisions based on statistics and performance monitoring systems (see country examples from Cambodia and the Kyrgyz Republic).
- **Public accountability:** ensure accountability between donor and partner governments and domestic accountability of governments to all citizens (see country examples from Uganda and Zambia).

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**DEFINING “GENDER EQUALITY AND WOMEN’S EMPOWERMENT RESULTS”**

“Gender equality and women’s empowerment results” include a broad spectrum of social, economic and political outcomes. These results need to be defined and assessed at the national level, taking account of each country’s socioeconomic context. At the same time, donors and partners need to “…ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality…” – as part of their overall policy frameworks.

Gender equality and women’s empowerment results include:

**Rights** – formulation and enforcement of legislation; reduced violence and discrimination against women, including in employment; and women and girls empowered to use their education to make choices, generate income and pursue employment opportunities.

**Access to resources and benefits** – access to credit and business support services for women; reduced discriminatory employment practices; equal pay; parental leave; access to health; and increased women’s ownership, control over and use of land.

**Decision making** – women empowered to play an increased decision-making role in their households, and changed attitudes about women’s right to vote, to run for parliament, make decisions and hold leadership positions.

Most of these issues are addressed in existing international and regional commitments on gender equality and women’s empowerment – notably the Millennium Development Goals (MDGs). The MDGs also provide a framework for monitoring gender equality and women’s empowerment.

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5. The Joint Venture on Managing for Development Results was one of the sub-groups of the OECD DAC’s Working Party on Aid Effectiveness. As of 2009, the Working Party is arranged into clusters, one of which focuses on MfDR.


7. Note: lack of data and the difficulty of measuring the factors that make up gender equality and women’s empowerment, however, can make it hard to assess progress.

8. AAA, paragraph 13c.

9. For a more comprehensive discussion on gender equality results and indicators, see for example: Equality for Women – Where do We Stand on Millennium Development Goal 3? (the World Bank, 2008), CIDA’s Framework for assessing gender equality results (CIDA, 2005), Gender and Indicators (BRIDGE Cutting Edge Pack, 2007) and The African Gender and Development Index (UNECA).
Gender equality focus of the Millennium Development Goals

In January 2008, the list of MDG targets and indicators was revised. The gender equality focus was strengthened with the addition of targets 1.B and 5.B, and the requirement that all indicators be disaggregated by sex and urban/rural as far as possible.

While gender equality and women’s empowerment are relevant to all MDGs, the goals, targets and indicators that make direct reference to women and gender equality are:

MDG 1: Eradicate extreme poverty and hunger
Target 1B - Full and productive employment and decent work for all, including women and young people

MDG 3: Promote gender equality and empower women
Target 3.A - Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015
Indicator 3.1 - Improved ratios of girls to boys in primary, secondary and tertiary education
Indicator 3.2 - Increased share of women in wage employment in the non-agricultural sector
Indicator 3.3 - Increased proportion of seats held by women in national parliament

MDG 5: Improve maternal health
Target 5.A - Reduce the maternal mortality ratio
Target 5.B - Universal access to reproductive health

See Revised list of Millennium Development Goals, targets and indicators, January 2008.

Examples of more context-specific gender equality results, defined at the national level, are presented in the country case studies below.
There are several good examples available of how to manage for gender equality results at country level, often jointly undertaken by donors and partner country governments. These could be adapted to other country contexts and replicated.

**CAMBODIA: ADAPTING TO COUNTRY SITUATIONS**

“Shared goals and strategies: establish ‘what we wish to achieve’.”

“Evidence-based decision making: make decisions based on statistics and performance monitoring systems.”

The Royal Government of Cambodia has tailored and expanded the MDGs to reflect the specific national context. The “Cambodian MDGs” (CMDGs), developed in 2003, include additional indicators and targets on gender equality, related to issues of particular concern. The CMDGs are also incorporated into the country’s National Strategic Development Plan for 2006-2010 and gender equality is an overarching aspect of the Plan. CMDG indicators and targets relating to gender equality and women’s empowerment include:

**MDG 3: promote gender equality and empower women, plus additional indicators:**
- Eliminate gender disparities in adult literacy.
- Eliminate gender disparities in wage employment in all sectors of the economy – particularly the service sector.
- Eliminate gender disparities in public institutions (in all elected bodies and senior government positions).
- Reduce significantly all forms of violence against women and children (this reflects a growing concern in the country about domestic violence, trafficking in persons and other forms of gender-based violence).

**MDG 2: achieve universal primary education, plus an additional indicator:**
- Nine years basic education and eliminate gender disparities in enrolment.

**MDG 5: improve maternal health, plus an additional indicator:**
- Increase access to reproductive health services and improved maternal nutrition (introduced before the revision of the MDGs in January 2008).

**MDG 6: combat HIV/AIDS, malaria and other diseases, plus an additional indicator:**
- Reduce the HIV prevalence rate among pregnant women and increase the proportion of condom use reported by married women (this relates to the increasing vulnerability of married women to HIV infection).

Other strategic initiatives are also underway to strengthen gender equality and women’s empowerment results in Cambodia:

**Gender-responsive statistics**

Work on developing a gender-responsive statistical system is the joint responsibility of the Ministry of Women’s Affairs and the National Institute of Statistics. Sex-disaggregated statistics are collected in most areas, and capacity development efforts are underway to support gender-responsive survey and census questionnaires and to reduce bias in planning, training, analysis and reporting. The Cambodian Socio-economic Household Survey questionnaire was revised for 2009 and now includes data disaggregated by sex on land ownership, age of marriage, domestic violence and women’s economic activities.

**Government-donor working group on gender equality**

A technical working group on gender equality has been set up within the framework of the government-donor consultative committee. The group brings together various stakeholders including NGOs to advocate and monitor progress on gender equality and the empowerment of women. The group identifies an annual “joint monitoring indicator” on gender equality, which is monitored and provides a powerful mechanism for moving the policy agenda forward in Cambodia.

**Research and assessments**

The Ministry of Women’s Affairs, in close co-operation with donors and relevant line ministries, has recently completed the second Cambodia gender assessment 2008 — *A Fair Share for Women*. The assessment has been disseminated nationwide.
through a high-level launch, as well as provincial dissemination workshops. This evidence-based research, covering all sectors, now informs policy development and planning as well as donor commitments to gender equality in Cambodia. The recommendations are incorporated into the Government’s five-year strategy – the “Neary Rattanak III” (“Women are Precious Gems”).

Gender Mainstreaming Action Plans

“Gender mainstreaming action groups” have been established in line ministries, replacing the previous system of gender focal points. The priority tasks of the action groups are to prepare gender mainstreaming action plans – providing a mechanism for implementing and monitoring gender equality policy commitments made by the Government of Cambodia in a given sector – and to harmonise the inputs of different stakeholders.

The development of action plans is one of three gender indicators in the National Strategic Development Plan 2006–2010, which stated that all line ministries/institutions should formulate their action plans by 2010. This goal has already been met, and 15 ministries now implement their plans.

Gender responsive budgeting

Elements of gender-responsive budgeting have been introduced, through the public financial management reform process, in budget planning and reporting. There is also an increase in the number of women in decision-making positions in the finance sector. As from the 2009 budget cycle, line ministry budget submissions have to include gender implications statements.

See also: www.mop.gov.kh

GHANA: ACHIEVING RESULTS THROUGH GENDER RESPONSIVE BUDGETING

“Performance-based budgets: results can only be realised through resources that match the intended results”

In Ghana, the Multi-Donor Budget Support Programme (MDBS) has created a structure for dialogue between donors and the government on budget support.¹¹ A jointly agreed Progress Assessment Framework (PAF) includes growth and poverty reduction objectives, development indicators and policy reform measures.

Some of the indicators in the 2008 PAF focus on gender equality:

• Education sector: achieve gender parity, particularly in areas with low enrolment of girls, including deployment and training of female teachers and provision of sanitation facilities.

• Governance sector: implement the Domestic Violence Plan of Action. Ministries, departments and agencies are expected to comply with budgeting for the implementation of the Domestic Violence Plan of Action in their 2009 budget estimates.

• Governance sector: strengthen monitoring and evaluation of sector work through the use of sex disaggregated indicators.

• Health sector: satisfactory performance of the health sector (bridging equity gaps in access to health and nutrition services and accelerate progress towards achieving MDGs 4, 5 and 6).

While these indicators will remain in the 2009 PAF, the objective is to make them increasingly results-focused, rather than about process. Members of the donor-government Gender Equality Sector Group will work with other sector groups to refine the indicators.¹² An additional gender equality indicator on gender responsive budgeting (GRB) will also be included in the 2009 PAF.

Plans for future work by the Gender Equality Sector Group include: liaising with other key sector groups to examine how to increase the number of gender-responsive targets in the PAF; encouraging donors to train their staff on gender equality and women’s empowerment; and conducting annual assessments of progress.

¹¹. The MDBS includes the African Development Bank, Canada, Denmark, the European Commission, France, Germany, Japan, the Netherlands, Switzerland, the United Kingdom and the World Bank.

¹². The donor-government Gender Equality Sector Group is jointly chaired by the United Nations Population Fund (UNFPA) and the Ministry of Women and Children’s Affairs, and includes the EC, the UK, Canada, Denmark, the Netherlands and France.
Gender responsive budgeting

The Government of Ghana has shown strong leadership in implementing gender responsive budgeting, with pilots in three ministries in 2008 (the Ministries of Health, Education, and Food and Agriculture). The UN System has provided financial support for capacity building in the identified sectors, including to the Ministry of Finance and Economic Planning and the National Development Planning Commission (NDPC).

A GRB capacity building committee has been formed, with ten members drawn from the Ministry of Women and Children’s Affairs, the Ministry of Finance and Economic Planning, and the NDPC. Pilot training sessions have already been conducted. Sector desk officers in the Ministry of Finance and Economic Planning have also been trained to ensure sector compliance, as well as senior staff of the NDPC, to ensure that the National Policy, Planning and Development Framework mainstreams women’s empowerment and gender equality issues.

See: www.mowacghana.net and www.mofep.gov.gh

**THE KYRGYZ REPUBLIC: THE DEVELOPMENT STRATEGY AS A TOOL**

“Evidence-based decision-making: make decisions based on statistics and performance monitoring systems.”

The Kyrgyz Republic’s Country Development Strategy (CDS), developed in close collaboration with civil society and donors, identifies concrete results linked to the MDGs and allows for monitoring commitments on gender equality. A number of the CDS monitoring indicators are disaggregated by sex and efforts have been made to harmonise the indicators in the Strategy with the monitoring of the National Action Plan for Achievement of Gender Equality (2007–2010).

Inclusion of gender targets and indicators in the Strategy has helped align donor-funded programmes (mainly UN agencies) to national priorities in the area of gender equality. In addition, as from 2009 the EC Delegation to the Kyrgyz Republic is, as part of the EC/UN Partnership on Gender Equality for Development and Peace, carrying out gender analyses of projects and attempting to align them with the priorities identified in the CDS and the National Action Plan on Gender Equality.

During the process of revising the CDS for 2009–2011, UNIFEM, the presidential administration and the Ministry of Economic Development and Trade made an attempt to further strengthen the linkages to national and international commitments on gender equality by developing a “Concept of Gender Monitoring”. The Concept includes concrete guidelines for evaluating the national strategy and the implementation of commitments to gender equality. It will be used to monitor the Strategy, with the aim of improving reporting on gender-sensitive indicators by sectoral ministries and regional administrations. The Concept of Gender Monitoring will also be used by a group of civil society organisations which are independently monitoring the CDS, as well as by the national women’s machinery, to monitor the National Action Plan for the Achievement of Gender Equality.

It has, however, become clear that the number of gender-related indicators will be reduced in the new 2009–2011 Strategy.

Engendering social standards

The Ministry of Labor and Social Development and UNIFEM work together on making social standards, as well as the social sector development strategy, gender equitable. This includes identifying gender-sensitive targets and indicators. UNIFEM is developing a manual containing recommendations for staff with regard to gender-sensitive implementation and budgeting for the social sector development strategy. This experience will be replicated in other sectors.

This process has been made possible by strong political support, the capacity of the National Statistics Committee, co-ordinated efforts by women’s organisations and other NGOs, and support from international organisations.

See also: www.unifencis.org
IRISH AID IN ZAMBIA: GENDER RESPONSIVE RESULTS FRAMEWORKS

“Public accountability: ensure accountability between donor and partner governments and domestic accountability of governments to all citizens.”

Irish Aid in Zambia is working to strengthen MfDR and results-based management in planning and implementing the 2007-2010 Country Strategy Paper (CSP). This initiative is also used as an opportunity to increase attention to gender equality and women’s empowerment results across all elements of the CSP programme.

Results frameworks provide a means to analyse the changes needed and to identify the actions Irish Aid should take to support the Government of Zambia to achieve national development outcomes. In order to support a more comprehensive approach by government and partners to addressing gender inequalities, Irish Aid are:

- Supporting the establishment of a joint gender support programme in the Gender in Development Division and in priority sectors.
- Investing in a strengthened Cooperating Partners Group on Gender.
- Helping to strengthen national gender analysis, and supporting its dissemination and use through financial and technical inputs.

Actions are planned to support annual incremental change and the effectiveness of Irish Aid’s programmes will be actively reviewed. Gender equality will be approached through core systems and procedures such as the results frameworks, rather than through a separate plan.

Key factors for embedding this systematic and gender-responsive results focus were:

1. Strengthened internal team structures such as regular whole-of-programme meetings and joint monitoring visits, which include reporting on gender equality results.
2. Strong external facilitation, incorporating both results focus and gender mainstreaming.
3. Systematic use of planning, training and reflection opportunities to embed a gender equality results focus.

Developing a more coherent approach to results, including on gender equality, is a “work in progress” in the Irish Aidambia team. Remaining challenges include linking Irish Aid actions to external results and working with partners – particularly government and civil society – to ensure that results are shared, appropriate and relevant to national development outcomes.

See also www.irishaid.gov.ie/zambia.asp

MOZAMBIQUE: USING A SECTORAL FOCUS

“Shared goals and strategies: establish ‘what we wish to achieve’”

The second Mozambique poverty reduction strategy paper (PARPA II) for 2006–2009 affirms that “gender inequality represents an obstacle to this country’s economic growth”. The strategy considers gender equality as a cross-cutting issue, arguing that it cannot be considered in isolation, and contains specific objectives for gender equality and women’s empowerment in the country. These objectives include the approval of a gender policy (an objective that has already been met) and the formulation of sectoral gender strategies for each individual ministry in 2008–2009. The matrix of indicators includes an indicator targeting gender equality, linked to the UNDP’s Gender-related Development Index (GDI).

To support the implementation of the gender-specific objectives and gender mainstreaming, the joint government and donor gender co-ordination group in Mozambique has prepared a technical note outlining specific issues that should be addressed.

Data disaggregated by sex are collected at the sectoral level, through housing censuses and surveys. Sectoral ministries are expected to take account of gender equality in their budget planning and reporting.

The key challenges to achieving gender equality include limited capacity, insufficient policy implementation at the local level, the risk of donors driving the process, and difficulties with civil society participation.
Uganda has a strong legislative and policy framework that supports gender equality and women’s empowerment. It includes legislation on women’s access to land and family property, and free access to basic (primary) and secondary education for boys and girls.

When it was clear that the policy framework for gender equality had not been satisfactorily implemented in the country, a strategic and innovative incentive mechanism was developed through the Ministry of Local Government – with direct outreach to the population. The Local Government Development Programme (LGDP), the main disbursement modality for the development budget to local governments throughout the country, was mobilised for this purpose. The LGDP is funded through direct budget support from the World Bank, Austria, Denmark and Belgium.

In order to access grants from the LDGP, local governments now need to meet basic criteria on gender equality, which are drawn from existing national laws and policies. Annual performance on gender equality is assessed against 10 indicators, then evaluated and scored. This assessment provides the basis for funding decisions and disbursement of grants. Local governments that score high on gender equality can qualify for an increase of grants of up to 20%, while the allocation of those that fail to meet the agreed criteria will be reduced by 20%. To support this system, training and awareness-raising on gender equality have been made available in the districts.

This initiative has helped make women’s voices heard in national and sub-national planning processes. However, there is a tendency to focus on practical needs at local level, such as women’s access to water and health services, rather than on economic empowerment or on transforming power relations between women and men.

As Uganda begins a new era of development planning through the formulation of the National Development Plan (NDP), there is an opportunity to build on the best practices of gender responsive planning at local government level and hence achieve greater effectiveness in service delivery at the national level. An initiative is under way by the National Planning Authority together with the Ministry of Gender, Labour and Social Development to ensure that gender equality is mainstreamed in the forthcoming Plan.
The examples in this Issues Brief show that several partner countries are adopting a results focus in their approach to strengthening gender equality and women’s empowerment. To add to the ideas presented in the country examples, here are a set of key actions in support of an MfDR-approach to gender equality in partner countries – some for the intention of donors and partners jointly and others for donors alone.

Donors can support partners to:

- Develop national commitments to reduce gender inequalities.
- Base policy and political dialogue on international, regional and national commitments to gender equality and women’s empowerment (AAA, paragraph 13c).
- Enable gender equality working groups to adopt a results focus in their own work.
- Monitor and use changes in the level of gender equality – positive and negative – to support political and policy dialogue.
- Strengthen the partner country’s capacity to increase demand for gender-responsive results – develop the capacity of Parliamentarians, civil society, the private sector and the media (not only government) in order to establish a “culture” for gender equality results.
- Ensure that performance assessment frameworks (PAFs) are transparent and monitorable, and include measurable results indicators for gender equality and women’s empowerment – linked to national and international commitments on gender equality and women’s empowerment (see Paris Declaration indicator 11).
- Strengthen national statistical capacity and information systems including by disaggregating data by sex (see AAA paragraph 23 and the January 2008 revision of the MDG indicators).
- Contribute to the process of putting MfDR country systems in place and start using country systems.
- Assess public sector capacity to manage for results in partner countries. For example, the former Joint Venture on MfDR developed a “Capacity Scan” that can, along with already existing tools, allow partner countries to conduct an assessment that would provide them with a clearer view of capacity gaps, and suggest actions as well as more targeted requests for donor support. The Capacity Scan process can identify examples relevant to gender equality and ensure the active involvement of gender equality experts.

Donors themselves can also:

- Ensure that their country offices have sufficient capacity and resources to work towards gender equality and women’s empowerment results when delegating authority to country offices. One way to achieve this is by training country-based staff on gender equality and women’s empowerment.
- Facilitate participation in training courses on MfDR, organised at country level, by staff working on gender equality.
- Establish a “performance culture” within the country office which ensures that long-term results such as gender equality are being addressed (and not ignored in favour of other quicker and more tangible results).
Critical questions for programme managers and thematic advisors to bear in mind related to managing for gender equality results include:

1. Are there national and sectoral commitments to reduce gender inequalities; who are the key players in bringing gender equality and women's empowerment forward?
2. Are poor women and men benefiting from increased aid flows; how is this being monitored?
3. Are performance assessment frameworks (PAFs) transparent and do they include measurable results indicators for gender equality and women's empowerment?
4. Do the frameworks include specific overarching objectives related to national and international commitments to gender equality and women's empowerment, or are gender equality objectives limited to certain sectoral outcomes?
5. Is there adequate support for the collection and analysis of sex-disaggregated data and use of gender-specific indicators in country statistical, monitoring and evaluation systems?
6. Are donors assisting with strengthening the country's capacity to increase demand for gender-responsive results?
7. Is information about gender equality and women's empowerment outcomes shared and disseminated in appropriate formats to help influence policies and budgets?
8. Are changes in the level of gender equality – positive and negative – monitored and used to support political and policy dialogue?

Extract from Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness Issues Brief 1: Making the Linkages.
REFERENCES AND FURTHER READING

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