

# ***A Users' Guide to Measuring Gender- Sensitive Basic Service Delivery***

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# Aims

## *Development Impact*

- Raise awareness about the gender blindness of governance of service delivery
- Enhance the equitable delivery of services directly / indirectly linked to the MDGs

## *Monitoring Impact*

- Raise awareness about gender sensitive measurements in service delivery
- Foster gender sensitive processes of data collection, analysis and use of findings in the governance of service delivery
- Provide a basic tool for capacity development of national counterparts measuring service delivery



# Target Audience

- *Primarily targeted at:*
  - National stakeholders
  - In-country civil society groups
  - Research community in developing countries
- *Other users:*
  - UNDP and UNIFEM Country Office staff
  - Donors
  - Development Banks
  - International Research Community & INGOs

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# Methodology

- Part of OGC's **Global Program on Democratic Governance Assessments** which advocates for national ownership of governance measurements that are pro-poor and gender -sensitive.
- Provides an analytical framework about measurements of basic service delivery through a gender - sensitive governance lens.
- **Maps** indicators and measurement tools developed by multilateral and bilateral agencies as well as by national counterparts.
- Presents national examples of **newly developed and innovative measurement initiatives** in women's access to public services.

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# Content

## 1. *Basic Questions & Answers*

to develop a framework for analysing the role of governance & measurements in gender-sensitive delivery of basic services

## 2. *Voices & Experiences from the Field*

about collection and use of indicators as well as examples of good practice for nationally developed gender sensitive measurements

## 3. *A fictional case study (interactive)*

illustrating perspectives of various actors in different administrative positions, from national to local levels

## 4. *Recommendations*

on how to develop appropriate gender sensitive governance indicators for various service delivery contexts

## 5. *Analytical map*

of existing databases, assessments and indicators



# Key Finding 1

## Women benefit less than men from current systems of governance

- Gender, governance and basic services are inextricably inter-linked
- Current governance reforms are often not gender-responsive, but neither are they gender-neutral
- *Voice and accountability* are essential
  - Women's voices must reach political decision makers, guide program design and implementation, and participate actively in monitoring and evaluation
  - Accountability to women is vital at every stage of the process but mechanisms for their participation and information (indicators) are lacking
- Information on and indicators of women's needs, access, outputs and outcomes are essential



## *Key Finding 2*

# Lack of gender indicators of basic service delivery

- *A Mapping Study* of more than 50 individual databases and assessment tools demonstrated that *very few of these indicators are gender-sensitive or focus directly on the access or delivery of basic services to women.*

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# *Key Finding 3*

## **Need to be gender sensitive about *how we measure***

- A check list to guide how we measure:
  1. Is the data (from assumptions to indicators) gender-sensitive?
  2. Is data analysis sex-disaggregated?
  3. Is data analysis gender-sensitive?
  4. Is there a diverse set of input, process, output and outcome indicators of service delivery in the database?
  5. If not, consider alternative sources of data and indicators

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# Key Finding 4

## Need to be gender sensitive about *what* we measure: Process-Oriented Governance Data

- *Implementation processes are key* to improving the delivery of basic services to women
- Beware of what is being measured: currently, data and indicators of service delivery do not focus on processes of delivery to women
- New tools for gathering process-oriented governance data can generate the indicators needed to improve services delivery to women, e.g. *gender budget analysis and tracking; beneficiary impact assessment; public expenditure tracking surveys; time user surveys, etc.*
- These new tools are featured in the User's Guide.



**Thank you for your attention!**

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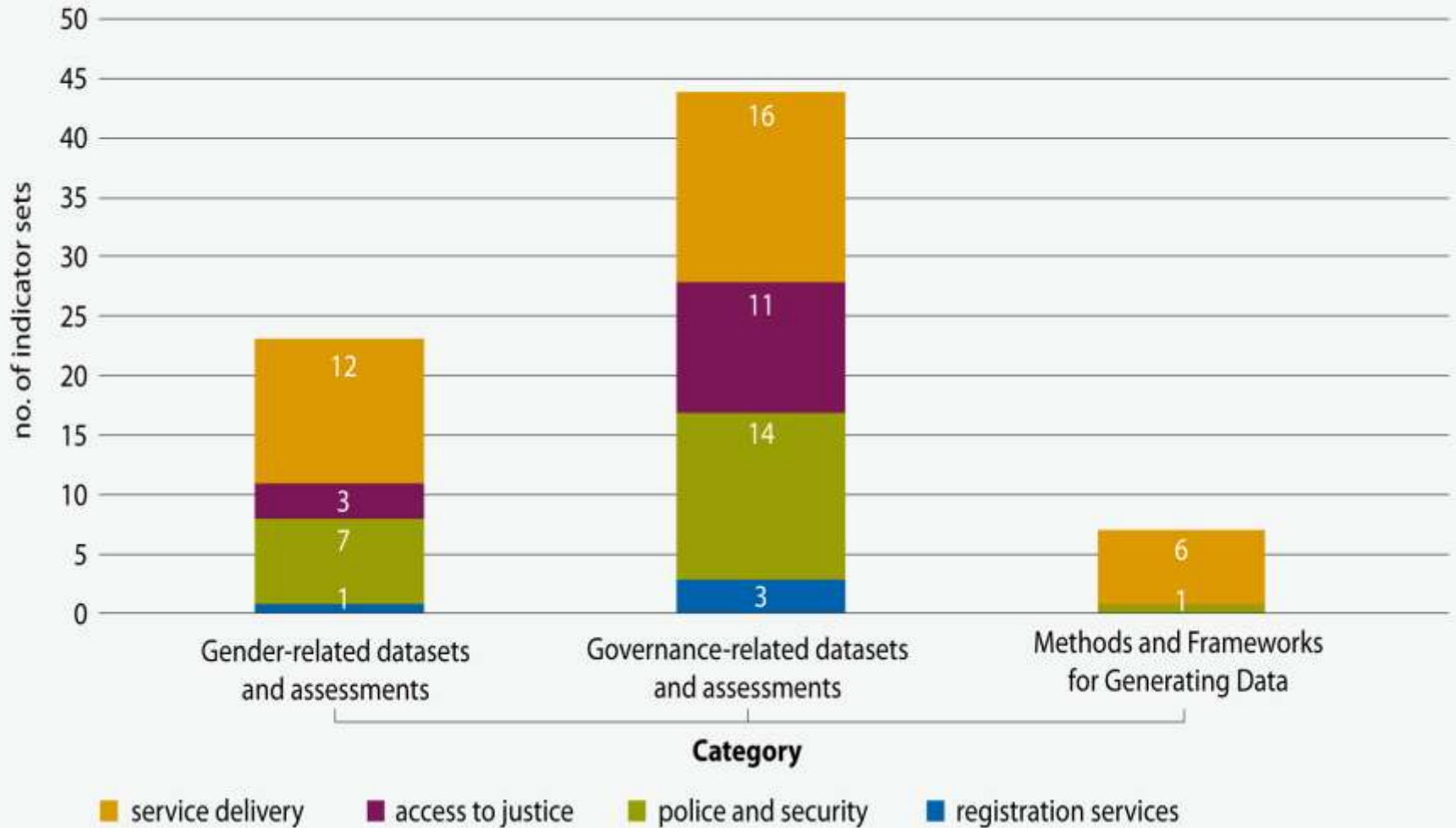
# *KEY Messages from the Mapping*

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# Summary of Findings

Figure 6 Indicator Sets by Category and Topical Area



# Ask the “Right” Questions

that need to be answered in order to improve public services delivery to women and girls and ensure realization of their human rights.

1. To what extent do available services reach women and girls?
2. Which women/ girls are being reached and which are missing out?
3. Why do women and girls miss out on basic services?
  - Lack of / inadequate supply?
  - Lack of / inadequate demand?
  - Lack of access?
  - Inappropriate supply?
  - Inefficient or ineffective delivery mechanisms?
  - Lack of voice and participation in decision-making?
  - Lack of accountability?
  - Other factors?
4. What must be changed to make basic service delivery more gender-sensitive in order to meet needs of and ensure access by women and girls?



# How Useful are Gender-Related Databases & Assessments Measuring Services Delivery

- The mapping shows that the official statistics in most countries are of limited use in providing answers to the *Key Questions*. At best, they provide some answers to *Question 1: To what extent do available services reach women and girls?*
- Due to their complex and aggregated nature, composite indicators are of limited use in answering the *Key Questions*. Their main use is as a tool for advocacy.
- Data and indicators of service delivery and access that might help improve service delivery for women and girls are currently not available in the gender databases of the major international institutions.  
*Question 3* (why critical services are not reaching so many women and girls) and *4* (how to provide improved gender-sensitive programs) cannot be answered until such data and indicators are widely available.



# How Useful are Governance-Related Databases and Assessments for Measuring Services Delivery (1)

- Service delivery is included in many governance assessments , but indicators of service delivery tend to be general and insufficiently disaggregated (by sex or other socio-economic variables) to provide useful answers to the *Key Questions*. This is sometimes a result of limitations in sample size or the methodology used.
- The reliance on opinion surveys, particularly those using expert opinion, limits the ability of many governance assessments to address the four *Key Questions* in ways that might lead to improvements in the gender-sensitivity of services delivery or increased access to services for women and girls.
- Governance assessments that are focused directly on services delivery and are gender-sensitive provide useful process-oriented indicators. However, such assessments are in the minority.



# Usefulness of Governance-Related Databases and Assessments for Measuring Basic Services Delivery (2)

- The analysis in most assessments is not gender-sensitive , even where sex-disaggregated indicators are available.
- Although data show that service use by women/girls and men/boys is similar in many respects , they also reveal significant differences in specific service areas which are not yet adequately explored.
- The full potential of the limited available sex-disaggregated data on services to address the *Key Questions* has not been realized. Secondary analysis of some existing indicators would be useful.





# Need to Develop Methods and Frameworks for Generating New Process- Oriented Data

- The mapping study revealed that both the gender and governance databases and assessments were quite limited in their coverage of the gender-sensitive delivery of services at any level other than *outcomes*.
- *Process- oriented data* are generally lacking in areas other than education, where education data and Management Information Systems data in some countries provide reasonable coverage of school-related processes (such as enrolment, absenteeism, dropping-out , progression and completion). These data are normally disaggregated by sex.



# Some Useful Examples of Methods and Frameworks for Generating New Process- Oriented Data

1. Governance tools for accountability
2. A multi-dimensional approach to poverty that generates new types of service-related indicators
3. Economic frameworks and tools related to public sector reform
4. Time use surveys
5. Civil society budget analysis and participatory budgeting
6. Gender-responsive budgeting



# *Complimentary OGC Products*

## ■ Frameworks

Measuring Democratic Governance: Framework for Selecting Pro-Poor & Gender Sensitive Indicators

Claiming the MDGs: An Empowerment Framework

Pro Poor Governance and the Policy Process

## ■ Users' Guides

A User's Guide: Governance Indicators

A User's Guide to Measuring Corruption

A User's Guide to Measuring Public Administration Reform

A User's Guide to Measuring Decentralized Local Governance

A User's Guide to Measuring Fragility in Conflict

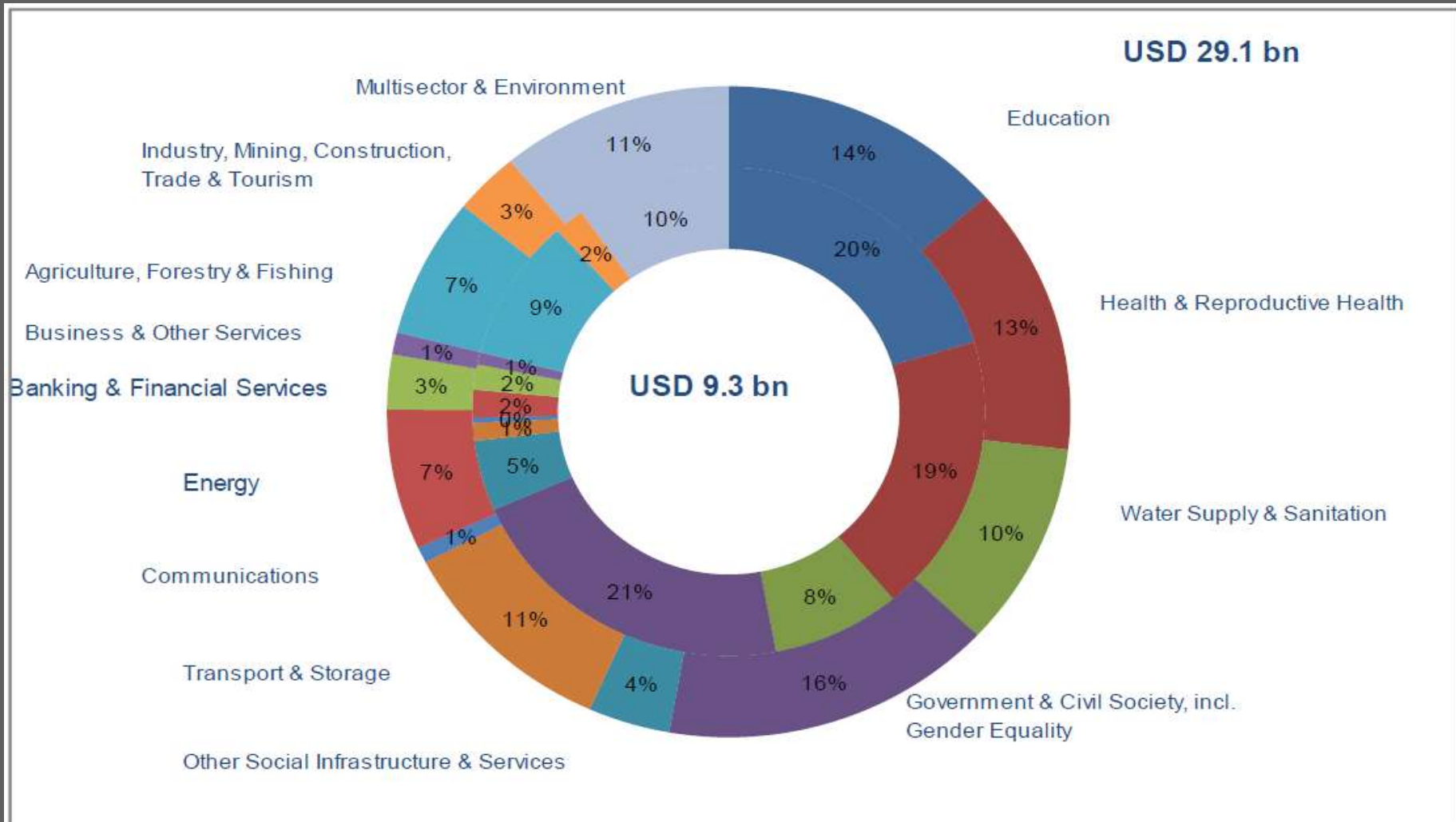


# Gender Equality Focus of Bilateral ODA by Sector

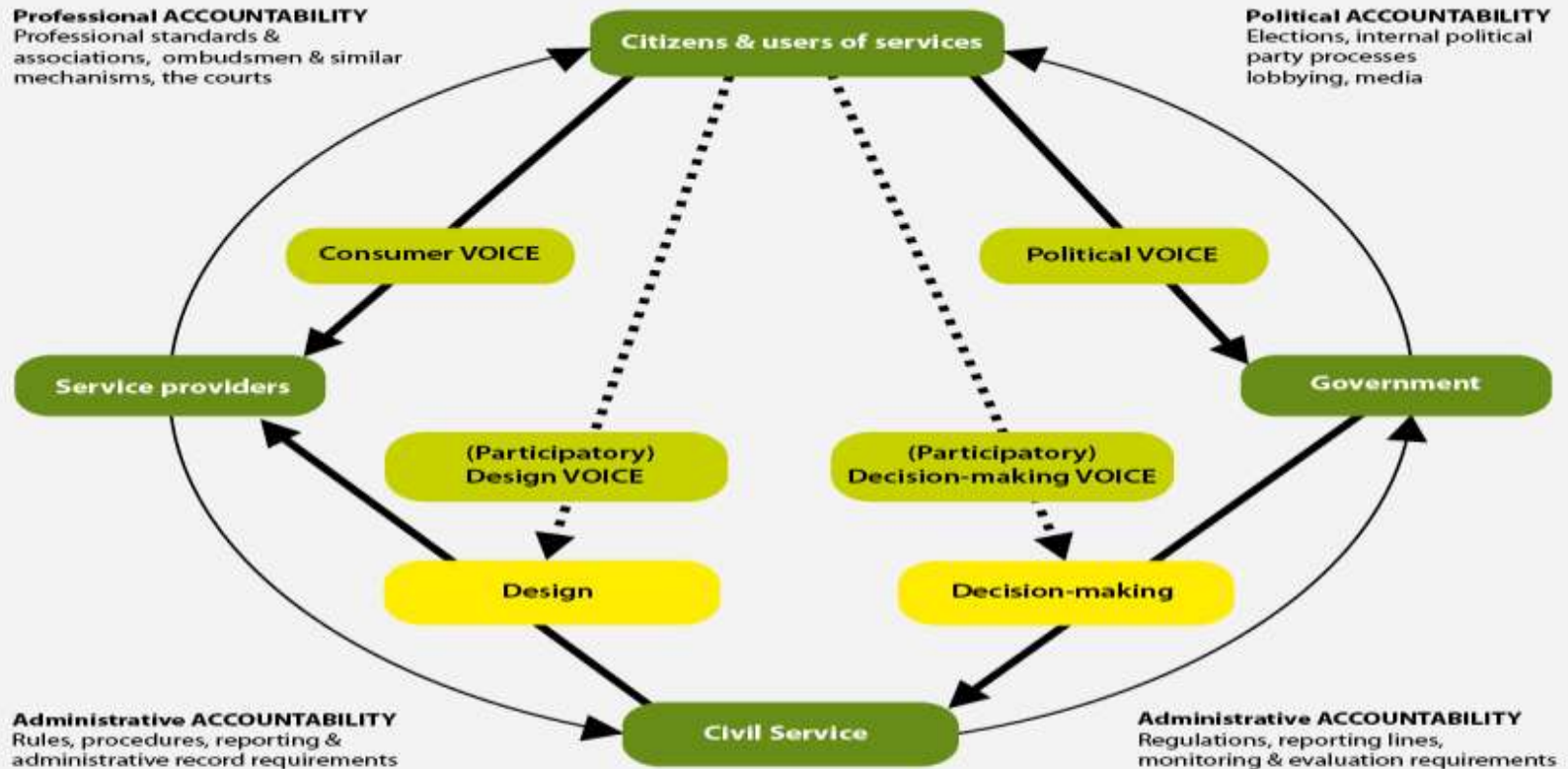
*Average annual value of commitments in 2005-2006*

Source:

*Aid in Support of Gender Equality and Women's Empowerment, Statistics Based on DAC Members' Reporting on the Gender Equality Policy Marker, Creditor Reporting System Database, OECD-DAC Secretariat, July 2008.*



**Figure 1 Governance framework for service delivery**



Source: Based on and adapted from World Bank 2003 and UNIFEM 2008

The provision of a service involves a complex framework of events involving four groups.

On the demand side are citizens – women, men and children – who need a service. This need is expressed through political processes to decision makers either directly by citizens or through community organizations, lobby groups, researchers, service providers or the civil service itself.

At the political level Government, usually in consultation with the civil service and other groups, is responsible for

deciding whether the service will be provided, its general nature and the resources to be committed.

Government then directs the civil service to develop and implement programmes to supply the specific service according to the directions provided and with the resources allocated.

The service is ultimately delivered by service providers, such as teachers, health workers, police and judges.

**Figure 2 Role of indicators in the service delivery framework**

