Development Assistance Committee

# DAC GUIDELINES FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN DEVELOPMENT CO-OPERATION

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## FOREWORD

The Members of the OECD Development Assistance Committee have long recognised that sustainable development must fully reflect the needs of both women and men. The DAC adopted *Guiding Principles to Aid Agencies for Supporting the Role of Women in Development* in 1983 and revised them in 1989. An annex to the revised Guiding Principles identified areas of particular concern where lack of opportunity for women impaired their participation and impeded development efforts.

The original and the revised Guiding Principles served as a useful instrument for advancing gender issues in the development co-operation programmes of DAC Members. They also helped to frame a highly productive work programme for what, until recently, was called the DAC Expert Group on Women in Development. These DAC Guiding Principles and the related work of the DAC Expert Group have made an important contribution to the considerable progress that has been achieved in bringing gender issues to the centre in the formulation and carrying out of development co-operation programmes.

Experience with the Guiding Principles has contributed to a growing realisation that both justice and effectiveness in development now require a shift and a broadening in emphasis. The Principles had been focused primarily on incorporating special expertise, projects and activities with respect to women in development (WID) into development co-operation policies and programmes. What is needed now is a much stronger emphasis on gender equality as a development objective, and on the mainstreaming of gender issues as integral to locally-owned development strategies.

This shifting emphasis was given expression in two policy statements adopted by the DAC in May 1995, *Development Partnerships in the New Global Context*, and, more particularly, *Gender Equality: Moving Toward Sustainable, People-Centred Development.* (A summary of the latter constitutes Appendix 1 to this publication.)

At the United Nations Fourth World Conference on Women, held in Beijing in September 1995, participating governments undertook to carry out a comprehensive platform for action intended to ensure, in the words of the conference declaration, "that a gender perspective is reflected in all our policies and programmes". (The Beijing Declaration is reproduced as Appendix 2 to this publication.)

In keeping with the Beijing Platform for Action and the DAC policy statements, the results-oriented partnerships strategy adopted by the DAC in 1996 expressly included gender equality as one of its goals. That DAC strategy, set out in the landmark report, *Shaping the 21st Century: The Contribution of Development Co-operation*, is representative of a widely-shared partnership approach to development co-operation. As the international community now moves forward to implement this approach, there is a clear need for new guidance on ensuring an effective incorporation of gender equality as a cross-cutting objective in all aspects of development co-operation.

The former DAC Expert Group, renamed in 1998 the DAC Working Party on Gender Equality, has performed a valuable service by drawing together a set of practical guidelines for advancing the goals identified by the DAC and by Beijing with respect to gender equality. The following DAC Guidelines for

Gender Equality and Women's Empowerment in Development Co-operation draw on the lessons of experience and incorporate illustrations of improved efficiency, effectiveness and coherence in development co-operation.

The topics covered are of particular relevance to the design and implementation of locally-owned strategies for sustainable, people-centered development. They range from broad policy issues to more specific sectoral themes. They make specific recommendations for donors, and also recognise the roles of others. A final chapter relates gender equality to other economic, social and environmental goals in the development co-operation agenda for the 21st century. In the course of preparing the guidelines, the authors developed a valuable collection of resource materials which they compiled into a separate publication. The *DAC Source Book on Concepts and Approaches Linked to Gender Equality*, like the guidelines, has been approved by the DAC and made widely available.

Undoubtedly, further progress and experience with development partnerships will lead to new insights in light of changing circumstances. These guidelines, like those which preceded them, will need to be reviewed and revised at some point. For the foreseeable future, however, they will be a most valuable tool for all who are concerned with results-oriented, people-centred development. We all owe a debt of gratitude to those who have contributed to the formulation of the guidelines (and the related source book), especially the leadership of the DAC Working Party on Gender Equality and the members of the OECD Secretariat.

James Michel
Chair, Development Assistance Committee

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**DAC GUIDELINES FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN DEVELOPMENT CO-OPERATION**

## EXECUTIVE SUMMARY

*Purpose of the Guidelines*

These *Guidelines* provide direction to DAC Members in order to:

- assist in the fulfilment of the commitments made in the *Beijing Declaration and Platform for Action* (1995);
- implement the 1995 DAC High Level Meeting statement on gender equality as a vital objective for development and development co-operation;
- develop and implement policies and programmes fully consistent with both international and domestic commitments on gender equality and women's empowerment in development co-operation (WID).

These guidelines reflect the change from a "women in development" approach to a broader gender approach.

*Why guidelines?*

*Gender equality is recognized as a vital issue for development and development co-operation*

Full development cannot be achieved unless women and the resources they represent are integrated into the development process. Investment in gender equality and women's empowerment is vital for improving economic, social and political conditions in developing countries within the framework of sustainable development. A focus on gender equality and women's empowerment in development co-operation (WID) is a means to enhance the total effectiveness of aid. The knowledge, insights and experience of both women and men are required if development is to be both effective and sustainable.

*New emphases in the Guidelines*

These *Guidelines* build on achievements and experience to date. They reflect changes in both the priorities and mechanisms of development co-operation. Major new emphases include:

- a shift in emphasis from women as a target group to *gender equality as a development objective*;
- an emphasis on *mainstreaming* gender equality issues into policy formulation, planning and evaluation, and decision-making procedures;
- establishment of effective partnerships with local authorities, civil societies and external partners to secure *locally owned* strategies in this field;
- an emphasis on the *supportive role of DAC Members* in advocating the implementation of international agreements.

These *Guidelines* are designed to inform approaches for official development co-operation with developing countries and countries in transition.

*Development partnerships on gender equality*

In keeping with the DAC statement *Shaping the 21st Century: the Contribution of Development Co-operation (1996),* these *Guidelines* are based on a partnership approach that emphasises leadership by partner governments and local actors. In this relationship, DAC Members have two complementary responsibilities:

- to ensure the mainstreaming of equality considerations in their own processes and products (such as analyses, policies, position papers);
- to support the efforts of partners to promote equality (including support to partner capacity to mainstream equality considerations into policies, strategies and programmes).

*Implications for development co-operation agencies*

The DAC Gender Equality statement (1995) recognises that the adoption of gender equality as a strategic objective for sustainable, people-centred development implies a more comprehensive approach than previously followed by development co-operation. The *Guidelines* explore two primary areas: methods of development co-operation and internal equality strategies. In addition, an Chapter VII provides guidance on gender equality and women's empowerment in development co-operation (WID) in relation to major themes on the development agenda: poverty, economic development, democratic processes, human rights, education, health, environment and conflict. The Chapter VII concretely demonstrates the implications of mainstreaming gender equality for each of these areas and provides some suggestions for possible programming options. It also illustrates how a focus on gender equality and women's empowerment is essential to the achievement of other development objectives as well as important in its own right.

*Gender equality and development co-operation approaches*

Achieving results relating to gender equality and women's empowerment in development co-operation (WID) objectives is dependent on DAC Members' capacity to incorporate gender equality concerns into all development co-operation. The *Guidelines* discuss a selected number of development approaches and illustrate how gender equality concerns can be mainstreamed. The *Guidelines* illustrate the relevance of gender equality across different programming options and reinforce the argument that gender equality is relevant not only in projects, but in **all** co-operation activities and channels including policy dialogue, reinforcing institutions, and emergency assistance.

*Gender equality strategies of DAC Members*

One of the responsibilities of DAC Members in development partnerships is to ensure that there is sufficient capacity on gender equality and women's empowerment. The *Guidelines* highlight four major areas for internal attention:

- **leadership and accountability** - strong, consistent leadership is critical to effective policy implementation;
- **staff competence and specialist support** - recognition of the varied skills required to work with a mainstreaming strategy including

generalist skills and specialist units;

- **institutional procedures and methodologies** - gender analysis is most effective when it is an integrated aspect of policy, planning, monitoring and evaluation processes, rather than a separate activity;
- **monitoring: goals, indicators and impacts** - goals, measurable targets and strategies are essential for DAC Members, at both the overall institutional level and within all specific projects and programmes.

*Monitoring progress on the Guidelines*

DAC Members should commit to monitor the implementation of these *Guidelines*, both individually and through DAC mechanisms (such as the DAC annual country memoranda and peer review process, country-based aid reviews, statistical reporting, and working groups).

# DAC GUIDELINES FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN DEVELOPMENT CO-OPERATION

## I. Gender equality and effective, sustainable, people-centred development

***Goal endorsed by the 1995 DAC High Level Meeting:***

> ***"gender equality is an overall strategic objective for promoting the role of women and therefore sustainable, people-centred development."***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"...successful development strategies must integrate a number of key elements. They require a sound and stable policy framework; an emphasis on social development; enhanced participation by the local population and notably by women ..." (p. 8)***

These *Guidelines* provide direction to DAC Members in order to:

- assist in the fulfilment of the commitments made in the *Beijing Declaration and Platform for Action* (1995);
- implement the 1995 DAC High Level Meeting statement on gender equality as a vital objective for development and development co-operation; and
- develop and implement policies and programmes fully consistent with both international and domestic commitments on gender equality and women's empowerment in development co-operation (WID).

These guidelines reflect the change from a "women in development" approach to a broader gender approach.

*Commitment in the Platform for Action, from the United Nations Fourth World Conference on Women, Beijing 1995:*

> *The advancement of women and the achievement of equality between women and men are a matter of human rights and a condition for social justice and should not be seen in isolation as a women's issue. They are the only way to build a sustainable, just and developed society. Empowerment of women and gender equality are prerequisites for achieving political, social, economic, cultural and environmental security among all peoples***.**

*Gender equality as a development objective*

1. At the United Nations Fourth World Conference on Women held in Beijing in 1995, both DAC Members and their partner countries made commitments to gender equality and women's empowerment. The *Beijing Declaration and Platform for Action* adopted at the Conference builds on the perspectives and strategies outlined at previous United Nations conferences on education -- Jomtien (1990), environment -- Rio (1992), human

rights -- Vienna (1993), population -- Cairo (1994), and social development -- Copenhagen (1995), including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW, 1979). It is based on principles of human rights and social justice. It clearly recognises that gender equality and women's empowerment are essential for addressing the central development concerns of poverty and insecurity, and for achieving sustainable, people-centred development.

*Transforming development co-operation*

2. Globalization, the changing role of states, environmental degradation, a growing profile for civil society, declining official resources, and military confrontations all present challenges and opportunities for development co-operation. In this context, a focus on gender equality and women's empowerment provides a constructive entry point for transforming the development agenda. The incorporation of the knowledge, insights and experience of both women and men has been internationally recognised as essential for securing effective and sustainable development.

*Development benefits from gender equality and women's empowerment*

3. The DAC High Level Meeting held in 1995 endorsed gender equality as a vital goal for development and development co-operation efforts. Investment in gender equality and women's empowerment is not only important in and of itself. It is vital for securing sustainable economic growth and other development objectives. The commitment to gender equality and women's empowerment is central to achieving the broad vision of development outlined by DAC Members in *Shaping the 21st Century: The Role of Development Co-operation.*

*A gender approach*

4.

***Gender***

Biological differences between women and men do not change. But the social roles that they are required to play vary from one society to another and at different periods in history. The term *gender* refers to the economic, social, political and cultural attributes and opportunities associated with being male and female. In most societies, men and women differ in the activities they undertake, in access and control of resources, and in participation in decision-making. In most societies, women as a group have less access than men to resources, opportunities and decision-making. These inequalities are a constraint to development because they limit the ability of women to develop and exercise their full capabilities, for their own benefit and for that of society as a whole. The nature of gender definitions (what it means to be male or female) and patterns of inequality vary among cultures and change over time. A recognition of this variability assists in the analysis of socio-economic contexts and relationships and the possibilities for change.

*More comprehensive approaches required*

5. The 1995 DAC High Level Meeting gender equality statement recognised that the promotion of gender equality implies a more comprehensive approach than previously followed by both partner governments and DAC Members. The statement points out the necessity of identifying the structural causes of gender disparities and developing strategies to rectify imbalances.

> ***Gender equality***
>
> Gender equality requires equal enjoyment by women and men of socially-valued goods, opportunities, resources and rewards. Gender equality does not mean that men and women become the same, but that their opportunities and life chances are equal. The emphasis on gender equality and women's empowerment does not presume a particular model of gender equality for all societies and cultures, but reflects a concern that women and men have equal opportunities to make choices about what gender equality means and work in partnership to achieve it.
>
> Because of current disparities, equal treatment of women and men is insufficient as a strategy for gender equality. Equal treatment in the context of inequalities can mean the perpetuation of disparities. Achieving gender equality will require changes in institutional practices and social relations through which disparities are reinforced and sustained. It also requires a strong voice for women in shaping their societies.

*Gender equality is neither a sector nor a "women's concern"*

6. The perspective and commitments contained in the Beijing *Platform for Action* (1995) and the goals endorsed by the 1995 DAC High Level Meeting make clear that the pursuit of gender equality is not a "sector" for separate attention, but a broad cross-cutting concern that involves all sectors. Promotion of gender equality is not a "women's concern", but a broad societal issue that women and men need to address in partnership.

## II. Gender equality strategies

*New emphases in the Guidelines*

7. The adoption of gender equality as an explicit development goal will require changes in policy and practice in development co-operation. These *Guidelines* have been formulated to assist staff at all levels of organisations in DAC Member countries, and particularly senior management, to undertake these changes. The *Guidelines* replace the DAC *Guiding Principles for Women in Development* adopted in 1983 and amended in 1989. They build on the achievements and experience to date and reflect changes in the priorities and mechanisms of development co-operation. Major new emphases in the *Guidelines* include:

- a shift in emphasis from women as a target group to *gender equality as a development objective;*

- an emphasis on *mainstreaming* to influence policy formulation,

methodologies for planning and evaluation, institutional structures and decision-making procedures;

- an emphasis on the *supportive role of DAC Members* in facilitating change through development partnerships, in particular through advocating for the implementation of international agreements.

The *Guidelines* are designed to inform approaches for official development co-operation with developing countries and with countries in transition.

*Gender equality strategies support and strengthen DAC approaches*

8. Past experience has shown that effective gender equality strategies depend on and support adherence to the policy statements and principles adopted by DAC Members, including:

- *People-centred development.* A focus on the human aspects of development is a prerequisite for considering gender equality.
- *A partnership model that emphasises local leadership and locally owned strategies.* The renewed emphasis by DAC Members on leadership by local actors facilitates a focus on local efforts to define problems and solutions, local ownership of interventions for gender equality, and support for strengthening local capacities for effective action on issues of inequality between women and men.

*Mainstreaming as the key strategy in support of gender equality*

***Mainstreaming commitment in the Beijing Platform for Action (1995)***

***"....Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that, before decisions are taken, an analysis is made of the effects on women and men, respectively." (para. 202)***

9. Mainstreaming is the overall strategy adopted in Beijing to support the goal of gender equality. A mainstreaming strategy has two major aspects:

- the integration of gender equality concerns into the analyses and formulation of all policies, programmes and projects;
- initiatives to enable women as well as men to formulate and express their views and participate in decision-making across all development issues.

A mainstreaming strategy does not preclude initiatives specifically directed toward women. Similarly, initiatives targeted directly to men are necessary and complementary as long as they promote gender equality.

*Empowerment of women*

10. A critical aspect of gender equality is the equal participation of women and men in decision-making about societal priorities and development directions. Women's empowerment generally refers to the recognition that women legitimately have the ability and should, individually and collectively, participate effectively in decision-making processes that shape their societies and their own lives.

## III. Gender equality and development partnerships

***Goals endorsed by the 1995 DAC High Level Meeting:***

- ***"Focus on local communities' abilities to identify gender priorities and support actions in partnership with aid agencies."***
- ***"Help partners strengthen their institutional capacity to incorporate actions in favour of women and to develop new instruments for addressing gender equality."***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"Sustainable development, based on integrated strategies that incorporate key economic, social, environmental and political elements, must be locally owned." (p. 13)***

*A common commitment to gender equality*

11. The Beijing *Platform for Action* (1995), along with other international agreements, provides a common framework for partnership between DAC Members and governments to work toward gender equality and women's empowerment. The *Platform for Action* clearly sets out the responsibility of national governments to promote gender equality and to formulate national strategies to implement the Beijing commitments. It also outlines the roles of other actors, including non-governmental and international organisations.

*Development partnerships on gender equality*

12. In keeping with the DAC statement on *Shaping the 21st Century*, these *Guidelines* are based on a partnership model that emphasises leadership by partner governments and local actors. In this partnership governments hold primary responsibility and DAC Members should play a supportive role. The local momentum for change, as demonstrated by the commitments undertaken in the Beijing *Platform for Action* and strong women's movements in partner countries, provide a good basis for dialogue and the identification of development co-operation initiatives.

*Two complementary responsibilities for DAC Members*

13. In their relationship with partners, DAC Members have two complementary responsibilities:

- to ensure the mainstreaming of gender equality in their own processes and products;
- to support the efforts of partners to promote gender equality.

DAC Members will only be able to support partner efforts if their own policies and procedures reflect a genuine concern for the promotion of gender equality and women's empowerment.

*Partnerships with multilateral organisations*

14. United Nations agencies, international financial institutions and regional development organisations, including financial institutions, are important partners for DAC Members. A significant proportion of official development assistance is channelled through these organisations. The responsibilities of DAC Members in this relationship include:

- working together to ensure that multilateral organisations promote

gender equality through the range of their activities;

- ensuring that institutional assessments and evaluations of multilateral organisations systematically consider gender equality;
- enhancing dialogue and co-ordination with multilateral organisations about specific projects and initiatives for gender equality.

*Co-ordination within and among DAC Members*

15. Co-ordination is an important issue for DAC Members at both the national and international levels. This includes:

- co-ordination among the staff of an individual DAC Member country so that gender equality is an integral aspect of the development of all policy areas;
- co-ordination among units or staff representing the DAC Member on various DAC groups and other international bodies to ensure consistency on gender equality in all messages, statements and presentations;
- co-ordination among DAC Members preparing programmes in any one country.

Co-ordination on concepts, policy, and principles is facilitated by the DAC and its subsidiary bodies and will be assisted by the DAC Gender Action Framework.

*Specific competence required to support partner's initiatives*

16. In order to best support partners' initiatives, DAC Members themselves require improved competence. This includes ensuring that their own policies and practices, and the knowledge and skills of staff, enable them to be effective partners in promoting gender equality. Understanding of the gender equality dimensions in all areas of development is crucial.

## IV. Gender equality and development co-operation approaches

***Goals endorsed by the 1995 DAC High Level Meeting:***

- ***"Reconsider the impact of non-project forms of co-operation, such as sectoral programme assistance, structural adjustment, public expenditure reviews, on women."***
- ***"Include gender implications in analyses, policies, country and sector strategies."***
- ***"Help partners strengthen their institutional capacity to incorporate actions in favour of women and to develop new instruments for addressing gender equality."***
- ***"Increase policy dialogue with partners."***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"...locally-owned country development strategies and targets should emerge from an open and collaborative dialogue by local authorities with civil society and with external partners, about their shared objectives and their respective contributions to the common enterprise."***
> ***(p. 14)***

*Gender equality goals relevant to all development co-operation approaches*

17. Recognising that the primary responsibility for development priorities and programmes lies with partner governments, DAC Members use increasingly diverse mechanisms to provide support. These forms include non-project assistance, policy dialogue, and the contracting-out of implementation. The ability of DAC Members to implement commitments to gender equality is dependent on the extent to which all methods and processes of development co-operation reflect and advance gender equality and women's empowerment objectives. This includes those outlined below and any new approaches that may emerge.

*Support for partners*

18. The paragraphs below illustrate how DAC Members can work through various development co-operation mechanisms to support partner efforts to mainstream gender equality considerations. Although the primary responsibility for development co-operation initiatives lies with partners, these approaches provide DAC Members with important opportunities to advocate the promotion of gender equality and enhance partner capacities in this area.

*Policy dialogue*

19. Policy dialogue between DAC Members and partner countries includes both formal discussions and less-structured, on-going contacts. Policy dialogue is increasingly used to advance major policy concerns. It is an important means by which DAC Members can demonstrate their commitment to gender equality and foster constructive partnerships. In pursuing policy dialogue, DAC Members should:

- use policy dialogue to actively promote gender equality;
- prepare for policy dialogue by working with partners to analyse the impact of proposed initiatives on both women and men and to identify the opportunities for promoting gender equality;
- ensure that all agenda items in policy dialogue incorporate gender equality considerations;
- encourage national governments to include women's organisations and gender equality advocates in policy dialogue.

*Country analyses and strategies*

20. An effective mainstreaming strategy requires establishing gender equality as an objective that guides and informs basic decisions. It is important that both DAC Members and partner governments consider gender equality at the early stages of the planning process, as decisions made then narrow the choices available at later stages. DAC Members use country analyses and strategies to define the scope, goals, priorities and resource allocations of their bilateral co-operation. Decisions about the overall direction of development co-operation (often relating to sectoral priorities) influence possibilities to work toward gender equality and women's empowerment. To incorporate gender equality objectives at the country programme level, DAC Members should work with partners to:

- prepare background economic, social and political analyses that outline and compare the situation of women and men and identify gender-based disparities;
- identify national policies and strategies on women's empowerment

and the promotion of gender equality, and analyse institutional capacities for incorporating gender equality concerns in public policy and planning;
- identify in-country gender equality advocates and consult with them on issues and priorities.

*Programme assistance*

21. General programme assistance or non-project assistance (as formally defined by the DAC) is closely linked to economic reform, including macro-economic restructuring, public expenditure reform, and liberalisation programmes. Programme assistance is important from a gender equality and women's empowerment perspective because of its broad impact on economic and social conditions and thus on the lives of women and men. DAC Members have agreed that gender equality objectives should be reflected in programme assistance initiatives and the analysis of policy options for economic restructuring. DAC Members have begun to develop methods for country economic analyses that support this commitment. DAC Members should:

- promote dialogue and collaborative efforts among economists, social scientists and gender specialists, within their own organisations, in DAC deliberations and within partner institutions, thus supporting integrated approaches to social development and economic analyses that incorporate gender equality considerations;
- develop appraisal procedures for programme assistance proposals that include an examination of the impact of gender-based distortions on the economy and on the efficiency of the economic reform programme (including distortions arising from discrimination against women in access to resources and services, women's unpaid work, and unequal exchanges within households);
- promote the inclusion of a broad range of participants in policy dialogue about the design of programme assistance initiatives, including both governmental and non-governmental advocates of gender equality and women's empowerment.

*Sectoral reform and restructuring*

22. DAC Members support programmes aimed at sectoral reform and restructuring. These programmes often entail multi-donor involvement in the restructuring of national sector policies, expenditures and institutions, and may be pursued through various combinations of programme assistance, technical co-operation, and project activities. In undertaking such initiatives, DAC Members should:

- promote acceptance by partner countries and by all participating donors of the importance of gender equality and women's empowerment in the reform of sectoral policies and institutions;
- ensure that the analyses carried out as the basis for reforms address gender equality as an integral issue;
- in weighing alternatives and in supporting the design of programmes, promote policy directions and institutional reforms that have a positive impact on gender equality and women's empowerment (this could mean, for example, removing obstacles to women's access to resources in the sector or improving institutional capacity to address

the needs and priorities of women and men equitably).

*Bilateral projects*

23. Even with new development co-operation methods, bilateral projects remain an important delivery mechanism. There are now numerous checklists, guidelines and other resources that identify gender equality issues and strategies in different sectors. In addition to their continued efforts to use these insights effectively, DAC Members should:

- strengthen linkages between the project and policy levels within their organisations to ensure coherence of gender equality policy objectives and supported activities and resulting impacts;
- support partners to improve project-level monitoring and impact assessment in order to understand how projects can contribute to gender equality objectives, how obstacles can be overcome, and how project design can be improved;
- analyse the comparative strengths and weaknesses of different interventions used in specific sectors to increase knowledge about strategies that have positive results and are cost effective.

*Institution strengthening and capacity building*

24. DAC Members are increasingly concerned with the enhancement of national capacities in partner countries, in particular with strengthening institutional capacity for policy development, programme implementation and overall management. An important element of capacity, as emphasised throughout the Beijing *Platform for Action*, is the ability to identify and address gender-related needs and to formulate approaches that reduce disparities between women and men. To contribute to this process, institution-strengthening initiatives supported by DAC Members should:

- give priority to initiatives that focus on the capacities of partners to analyse policies, programmes and institutional cultures, and to develop change strategies that contribute to gender equality;
- assist partners to examine the gender balance within their organisations and to identify strategies to increase the representation of women at policy and decision-making levels;
- support the modification of national and sectoral systems for data collection to increase the availability of sex-disaggregated data;
- support research on gender equality by sectoral institutions, research organisations and advocacy groups to increase the national resources of partners in this area.

*Humanitarian and emergency assistance*

25. DAC Members give high priority to humanitarian and emergency assistance. Although this assistance is delivered quickly and under hazardous conditions, there is growing recognition that these exigencies should not preclude attention to gender equality and women's empowerment. Furthermore, much of this assistance is delivered by non-governmental organisations (NGOs) and multilateral organisations with limited direct input by DAC Members or partners. The capacity of these institutions to mainstream gender equality in policies, strategies and dialogue is a prerequisite for the full consideration of gender equality in this type of development co-operation. DAC Members should:

- focus on the institutional capacity of organisations delivering

emergency assistance to both ensure participation of women and men and to incorporate gender equality objectives into their programming;

- move beyond a focus on women as 'victims' in an emergency situation, to an approach which considers women's and men's differing vulnerabilities as well as their different capacities and coping strategies;
- support the development and use of creative methodologies to ensure the participation of women as well as men in relief and emergency programmes and to allow them to articulate their own needs and priorities.

*Projects of non-governmental organisations*

26. DAC Members deliver considerable development assistance through NGOs. This support is generally provided in response to project proposals developed by NGOs with no direct role for the DAC Member in project design or implementation. Thus consistency between DAC Members' own policies on gender equality and women's empowerment and NGO activities needs to be fostered through an ongoing relationship that seeks to develop a common understanding of goals and methods. DAC Members should:

- encourage a mutual learning process among DAC Members, NGOs, and governments and facilitate a dialogue about best practices for the promotion of gender equality in projects and programmes;
- focus on the institutional capacity of NGOs to incorporate equality goals in their policies, procedures and relationships with partner organisations and support capacity development in this area where needed.

*Public and private contractors*

27. Contractors (both public and private) play varying roles. They often prepare studies and evaluations for DAC Members. They may also provide design and implementation support in projects that have already been negotiated between DAC Members and partners. Gender equality goals will not be achieved unless the relative roles and responsibilities are clearly defined and contractors are accountable for performance. In order to ensure that this occurs, DAC Members should:

- develop criteria to assess the capacity of contractors on gender equality;
- ensure that contracts and terms of reference clearly define responsibilities and state specific expectations about performance on gender equality.

## V. Gender equality strategies of DAC Members

***Goal endorsed by the 1995 DAC High Level Meeting:***
***"Emphasise competence development, management responsibilities, accountability, and adequate monitoring and reporting of results."***

*Need for ongoing innovation*

28. Over the past twenty years, DAC Members have made progress in building institutional policies, structures and processes that facilitate their work in support of gender equality. Future approaches will benefit from the lessons learned to date. Gender equality strategies must be formulated in the context of changes in both partner countries and the international environment. Effective action will require innovation in DAC Member organisations with respect to:

- partnership strategies that build on partner responsibilities and support the capacity development of partners, yet also recognise the need for DAC Member competence on gender equality issues;
- processes for policy formulation and planning that mainstream gender equality considerations;
- processes and competence for assessing the impact of development co-operation activities, including impacts on gender equality;
- mutual learning processes based on joint reflection and the sharing of experience among DAC Members and with partner countries;
- flexibility and the ability to respond to changing circumstances and lessons learned in the process of implementation.

Such innovations entail changes in institutional cultures and structures, as well as the development of new instruments or methodologies.

*Monitoring: goals, indicators, and impact*

29. Improvements in monitoring and evaluation mechanisms are needed to assess whether development co-operation initiatives are meeting gender equality and women's empowerment objectives. A prerequisite for evaluating progress and impact is the establishment of measurable goals (quantitative and qualitative) against which assessments can be made. DAC Members should:

A) *Within their own organisations* :

i) formulate policies and strategies that clearly set out goals and the means by which overall progress of support to gender equality and women's empowerment can be assessed;
ii) improve evaluation and monitoring capacity with a clear emphasis on the mainstreaming of gender equality into all processes;
iii) regularly assess whether or not the overall institutional objectives set have been achieved;
iv) improve their own capacity for monitoring and evaluating progress in mainstreaming gender equality.

B) *At programme and project level*:

i) support partner efforts to formulate clear, measurable goals and expected results relating to gender equality and women's empowerment (focusing on development impacts, not just the completion of activities);
ii) support partner capacity to monitor and evaluate results achievement in projects, programmes and institutions and to understand the reasons for success or failure.

*Leadership and accountability*

30. Strong, consistent leadership is critical to effective policy implementation. Management and staff must be held accountable for policy implementation. When gender equality and women's empowerment is taken seriously at the management level significant progress can be made. Senior management responsible for development co-operation policy and programmes in DAC Member countries should:

- ensure regular monitoring of the results of gender equality strategies and goals, granting a high profile to the issue and rewarding outstanding staff contributions;
- ensure consistent communication to both staff and others of the importance of gender equality and women's empowerment as a strategic objective of development. in policy discussions, public documents and interviews and presentations;
- allocate sufficient resources to support policy implementation.

*Staff competence and specialist support*

31. Although staff development strategies have focused on introducing all staff to basic analytical frameworks, it is now recognised that varied skills are required to address gender equality and women's empowerment. All staff require generalist skills but particular sectoral or methodological concerns may require specialist staff at headquarters and field levels. Specialist units are still required to stimulate continuing attention to gender equality as policies, methodologies and issues evolve. DAC Members should:

- identify the skills required by all staff in order to work toward gender equality in their specific areas of work, including the capacity to identify gender equality issues in their sector, to discuss policy goals with partners, and to find expert assistance when needed;
- develop in-house expertise in gender equality and women's empowerment and recognise this as a legitimate professional skill in development planning;
- maintain a unit or structure that acts as a catalyst to facilitate policy implementation by the entire organisation.

*Institutional procedures and methodologies*

32. The mainstreaming strategy also has implications for the institutional procedures of DAC Members. Gender equality and women's empowerment should be dealt with in normal routines and procedures in day-to-day work. A gender analysis is most effective when it is an integrated part of policy, planning, monitoring and evaluation processes, rather than a separate, isolated activity. A gender perspective should be an integral aspect of all analyses undertaken. DAC Members should:

- ensure that guides and procedural manuals incorporate gender equality considerations into the methods to be followed by staff, with priority given to the promotion of gender analysis at the initial stages of the planning process;
- ensure that the gender equality objective is reflected in the development of procedures for results-based management, including the specification of results sought, indicators for monitoring achievements, and evaluation criteria;

- ensure that gender equality and women's empowerment measures and indicators are part of the mainstream reporting structure and evaluation processes rather than a separate system;
- develop and maintain statistical systems and project monitoring systems that provide sex-disaggregated data;
- ensure that gender equality is addressed in all training and staff development initiatives.

## VI. Monitoring progress on the *Guidelines* within the DAC

***Goal endorsed by the 1995 DAC High Level Meeting:***
***"Emphasise competence development, management responsibility, accountability and adequate monitoring and reporting of results."***

*DAC mechanisms to learn from experience*

33. The effectiveness of development co-operation is continually enhanced by efforts to learn from experience, both by individual DAC Members and jointly through the DAC. The DAC has several mechanisms to facilitate this process: annual country memoranda, the DAC peer review process, country-based aid reviews, statistical reporting, and working groups. The *Guidelines for Gender Equality and Women's Empowerment in Development Co-operation* are relevant to all these mechanisms and to the methods adopted to monitor implementation of the directions outlined in *Shaping the 21st Century*.

*Annual country memoranda*

34. Member countries prepare annual country memoranda for submission to the DAC. These memoranda are a means through which the DAC remains informed of developments in Member countries and of ongoing and emerging themes of policy interest. They are also an important input into the peer review process. In preparing their annual country memoranda, DAC Members should:

- ensure that the objective of gender equality is addressed systematically throughout the document;
- include a discussion of action taken to implement these *Guidelines* and an assessment of the resulting impacts.

DAC delegates should be prepared to present and discuss progress in the implementation of the *Guidelines.*

*Peer review process*

35. The DAC peer review process is a means of exchanging experience and enriching the discussion on effective strategies and practices. In order to address gender equality issues systematically in this process, the reviewing countries in co-operation with the DAC Secretariat should:

- integrate assessment of policy and action on gender equality throughout the review process;
- consult with gender specialists and advocates in the preparation of questions for the review;
- give priority to gender equality as an issue to be examined in field visits;

- discuss strategies and progress on gender equality with the senior

management of the DAC Member under review.

***Possible questions for peer reviews include:***

⇒ How are these Guidelines reflected in the thematic and sectoral policies or strategies of the DAC Member? (For example, do policy statements or strategies for matters such as democratic development, education or conflict resolution make the link between those issues and equality objectives?)

⇒ How are these Guidelines reflected in the processes and methodologies followed by the DAC Member? (For example, what has been the DAC Members' experience in addressing equality objectives in policy dialogue, the formulation of country strategies, sectoral reform initiatives, etc.?)

⇒ What mechanisms does the DAC Member have to respond to partners' plans for the implementation of the Beijing Platform for Action and priorities identified by women's organisation in partner countries?

⇒ What specific goals has the DAC Member established in relation to equality objectives, and how is it monitoring implementation and impact?

⇒ Can the DAC Member identify lessons learned and/or best practices that contribute to greater understanding of work to support gender equality? These lessons could relate to **process** (what techniques or methodologies facilitated positive results?) or **impact** (which specific interventions were more successful in contributing to specific development goals?).

*Country-based reviews*

36. Country-based aid reviews offer opportunities for DAC Members to assess the coherence and consistency of their actions in one partner country in support of locally-generated strategies for gender equality. If the DAC continues this type of exercise it should:

- consult with partner country organisations, including women's organisations and gender equality advocates from the government and civil society, about the issues to be addressed in the review;
- in co-operation with local stakeholders, including women's organisations and gender equality advocates, assess the extent to which DAC Members facilitate the achievement of national objectives for gender equality and women's empowerment and the implementation of the Beijing *Platform for Action* (1995);
- assess the extent of co-ordination on gender equality issues among DAC Members active in the country and the appropriateness, consistency and complementarity of their efforts;
- assess whether DAC Members in the country are applying these *Guidelines* in their policy dialogue and programmes.

*Policy marker for gender equality incorporating women in development (WID)*

37. The DAC policy marker for gender equality incorporating women in development (WID) is based on intentions at the design stage. The marker provides a means for individual DAC Members to monitor their own progress in pursuing gender equality objectives. The marker provides a measure of the sectors and types of activities that merit further attention in pursuing the goal of gender equality. DAC Members use the marker to report regularly to the DAC.

*Shared responsibilities*

38. The exchange of experience and lessons learned on gender equality and women's empowerment among DAC Members has been led by the DAC Expert Group on Women in Development. With the adoption of the DAC Gender Action Framework [DCD/DAC(96)18/REV2], responsibility for co-ordination and monitoring will be more broadly shared. All representatives of DAC Members participating in working groups, peer reviews, country-based reviews and the DAC itself are responsible for monitoring policy and action toward the objective of gender equality and women's empowerment. The permanent DAC delegates in Paris have a major role in ensuring that the *Guidelines* are reflected in all DAC deliberations.

## VII. Moving forward: gender equality and the development co-operation agenda for the 21st century

***Goals endorsed by the 1995 DAC High Level Meeting:***

> ***"Re-emphasise the socio-cultural aspects of development and the general need for a more people-focused approach which integrates social, economic and political analyses."***
>
> ***"Emphasise these principles in continuing and emerging areas of co-operation, in particular participatory development and good governance, human rights, and conflict resolution."***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"A higher quality of life means that people will attain increased power over their own future. The pursuit of that broad vision will put the focus on many unfinished tasks ... They include overcoming extreme poverty, achieving food security, increasing the effectiveness of market economies and the efficiency of government, fostering regional co-operation, enhancing the participation of all people, and notably women, and reducing the dependency of the poorest people and poorest countries by increasing their capacity for self reliance." (p. 8-9)***

Major themes and goals outlined in the *Shaping the 21st Century: The Contribution of Development Co-operation* are addressed below.

*Gender equality objective must be part of the definition of other development objectives*

39. Sustainable, people-centred development is the overall goal of co-operation between DAC Members and their partners. There are major challenges to be addressed: widespread poverty, ill-health, lack of education, societal disparities, armed conflict, and environmental fragility. The knowledge, insights and experience of both women and men are needed to solve these problems.

*Democratic processes and gender equality*

40. Democratic processes are essential to sustainable people-centred development as they enable both women and men to participate in decisions that shape the conditions of their lives and hold public institutions accountable. The democratic nature of decision-making processes is diminished by the systematic under-representation of women. Public and political institutions that include more women would be both more representative of the views and interests of the public and more responsive to women's interests and concerns. In order to work effectively with partners, DAC Members can foster gender equality and women's empowerment in democratic processes in a number of ways:

- supporting information campaigns to facilitate women's participation as voters and candidates in electoral processes;
- strengthening the effectiveness of women's advocacy organisations to enable women's concerns to become more visible, through training in leadership and advocacy skills;
- encouraging and assisting all partners to consult with women and women's organisations and to understand that men as well as women are responsible for responding to gender equality concerns.

*Human rights and gender equality*

41. The 1993 UN Conference on Human Rights, Vienna, highlighted the interdependence between human rights, democracy and development. It also clearly acknowledged that discrimination against women and violence against women are important human rights issues, as are the restrictions on the ability of women to exercise civil and political rights. DAC Members can promote the human rights of women in initiatives with partner countries by, for example:

- assisting governments to analyse changes in national legislation and enforcement mechanisms to give effect to international standards on the human rights of women (including rights to an independent legal personality, to land and property, to protection against violence, and to political participation);
- supporting the efforts of governments and non-governmental organisations to understand the causes of violence against women, to work with victims and perpetrators of violence, and to achieve greater personal security for women in domestic and work environments;
- strengthening education on the human rights of women for key officials and decision-makers, including politicians, police, the judiciary, and civil servants.

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*Conflict and gender equality*

42. DAC Members have responded to the increased number of armed conflicts by focusing attention on conflict prevention, resolution, rehabilitation and reconstruction. Women and men generally experience conflicts differently: soldiers carrying arms are more likely to be men, sexual violation of women has been used as a tactic of war, refugee populations largely consist of women and children. The participation of both women and men is necessary to the processes of peace-building and development. Peace negotiations are generally among men, but women's contributions as formal and informal negotiators, lobbyists and campaigners is increasingly recognised. Initiatives by DAC Members can reflect the objective of gender equality and women's empowerment in various ways, for example, through:

- supporting the participation of women and women's organisations in decision-making and conflict resolution through increasing their access to information and their skills in leadership and negotiation;
- reinforcing international standards and norms of human rights by supporting efforts to investigate acts of violence against women in situations of armed conflict and its aftermath, and providing training and other assistance to enable officials, prosecutors and judges to deal appropriately with such cases;
- giving priority to participatory processes to ensure that women's experiences and needs, as well as those of men, are an integral part of reconstruction processes.

***Economic well-being***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"The proportion of people living in extreme poverty in developing countries should be reduced by at least one-half by 2015" (p. 9)***

*Poverty and gender equality*

43. Poverty remains the central challenge for partner countries and development co-operation. Gender equality and women's empowerment is central to the shift from welfare orientations to more sustainable approaches. The lack of income, food, health care, education and opportunities that characterise poverty affect more women than men, and women's efforts to overcome poverty are further constrained by discrimination in access to social and economic resources. Increases in the capacity of poor women and men to shape the processes and decisions that affect their lives will require attention to the specific constraints faced by women in exercising their rights and claiming resources. In addition to improving their own understanding of the linkages between poverty and gender equality, DAC Members can support partners' efforts to develop poverty reduction strategies through activities such as:

- the identification of macroeconomic strategies that tackle the root causes of the disproportionate number of impoverished women;
- the identification of policy and administrative changes that promote women's equal access to and control over economic resources and opportunities (including ownership of land, credit, training, access to market structures, employment);

- increased participation of women, gender experts and advocates in debate and decision-making about poverty reduction strategies.

*Economic development and gender equality*

44. Recognising that sound economic policy is a foundation for development, DAC Members have focused on shaping macroeconomic environments conducive to growth. To date, neither DAC Members nor their partners have given sufficient attention to the gender dimensions of macroeconomic policy, despite a growing body of research indicating that inequality can hinder economic growth. While equitable development requires growth, it also requires policies that generate secure livelihoods for both women and men, that distribute opportunities and benefits equitably, and that support participatory and cohesive societies. DAC Members can work with partners to incorporate gender equality objectives in economic policies and initiatives through supporting, for example:

- the use of mechanisms such as public expenditure reviews to assess the impact of budget allocations on women and men and their respective interests, needs and priorities;
- the development of skills among economic planners to assess the impacts of economic policy by gender, including impacts on the prevalence of poverty, access to productive assets, employment opportunities and household conditions;
- initiatives to develop accounting mechanisms for unpaid work and indicators to monitor the impacts of policy by gender.

***Social Development***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"There should be substantial progress in primary education, gender equality, basic health care and family planning ... a) There should be universal primary education in all countries by 2015. b) Progress towards gender equality and the empowerment of women should be demonstrated by eliminating gender disparity in primary and secondary education by 2005 ..."(p. 10)***

*Education and gender equality*

45. Education is critical to the ability to participate fully in social, economic and political life and to the development of society as a whole. The educational disparities between women and men and girls and boys are important development problems. Lower rates of literacy, school attendance and educational attainment among women place limits on individual women and constrain societal productivity and progress. DAC Members can support gender equality and women's empowerment in the education sector through, for example:

- assisting governments to formulate and implement strategies to increase the participation of girls at primary and higher levels, and enabling governments to maintain investments in these areas in the context of economic reform and structural adjustment;
- supporting the development of curriculum and educational materials that promote positive attitudes about women, the human rights of women, and equal partnerships between women and men.

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"c) The death rate for infants and children under the age of five years should be reduced in each developing country by two-thirds the 1990 level by 2015. The rate of maternal mortality should be reduced by three-fourths during this same period ... d) Access should be available through the primary health-care system to reproductive health services for all individuals of appropriate ages, including safe and reliable family planning methods, as soon as possible and no later than the year 2015"(p. 10)***

*Health and gender equality*

46. Health, including sexual and reproductive health, is an essential component of human well-being. Because women are so visible in the health care system as both care-givers and clients, there is a widespread perception that gender equality and women's empowerment have been addressed. However, inequalities between women and men are evident in the health of individuals, in access to and use of health services, and in the structure of health care institutions and employment. DAC Members can assist partners to incorporate gender equality in the health sector through initiatives that support, for example:

- health planning and services that recognise the needs of women and girls for health care throughout the life-cycle, and not only in relation to maternity and child care;
- policies and programmes grounded in a recognition of the sexual and reproductive health and rights of women and men, and a recognition of the links between equality and the exercise of these rights;
- strategies that target men as well as women for activities related to child health, fertility regulation and safe sexual practices, and that recognise men's rights and responsibilities in these areas.

***Environmental sustainability***

***Shaping the 21st Century: The Contribution of Development Co-operation, OECD, 1996:***

> ***"There should be a current national strategy for sustainable development, in the process of implementation, in every country by 2005, so as to ensure that current trends in the loss of environmental resources -- forests, fisheries, fresh water, climate, soils, biodiversity, stratospheric ozone, the accumulation of hazardous substances and other major indicators -- are effectively reversed at both global and national levels by 2015" (p. 11)***

*Environmental sustainability and gender equality*

47. Environmental sustainability depends on the management of the environment and natural resources by women and men at the local level as well as national policies and corporate behaviour. Effective management depends on careful identification of complementary and conflicting interests concerning resource use. Differences and inequalities between women and men are important to the identification of interests and incentives for sound environmental management. DAC Members can assist partners to incorporate these perspectives in initiatives related to environmental management and regeneration through, for example, support for activities such as:

- the development of participatory planning procedures that enable both women and men to voice their views and concerns, and increase opportunities for participation in decision-making at the national and community level;
- the formulation of policies and programmes that recognise women as well as men as managers, producers and consumers of environmental resources;
- the development and use of environmental assessment methodologies that recognise the different roles, responsibilities, opportunities and constraints of women and men in managing natural resources in both households and communities.

**ANNEX 1**

# GENDER EQUALITY: MOVING TOWARDS SUSTAINABLE, PEOPLE-CENTRED DEVELOPMENT

***The May 1995 High Level Meeting of the Development Assistance Committee of the Organisation for Economic Co-operation and Development, endorsed gender equality as a vital goal for development and development assistance efforts. What follows is a summary of the general principles and imperatives enumerated by the DAC.***

## A New Consensus

There is strong emerging consensus that to achieve sustainable, people-centred development, progress towards equality in the roles of women and men is essential. *This consensus is based on ample evidence:*

- Investment in the education of girls quite possibly yields a higher rate of return than any other investment.
- Women are amongst those most affected by the problems of poverty - as economic actors they are clearly also key to reducing poverty and to improving the effectiveness of structural adjustment programmes.
- Since women fulfil important roles as managers of natural resources their active involvement in environmental planning is a precondition for success in efforts to protect and sustain the environment.

*To give life to such insights, a major shift of attention is now necessary:*

- Specific efforts to enhance the role of women in development remain as necessary as ever but the focus must widen to encompass both women's and men's roles, their responsibilities, needs, access to resources and decision-making as well as the social relations between women and men.
- The importance of focusing on men's roles and the extent and manner of their control of resources and decision-making is becoming clearer - for example, in the area of sexual and reproductive health, and population, where it is evident that an exclusive focus on women is insufficient.
- Focusing on male attitudes and behaviour is thus crucial in tackling the causes and not only the symptoms of women's problems, across the range of economic and social issues.

Over the past decade considerable changes have taken place in developing country awareness and approaches. *Most developing countries now have:*

- national policies on women in development;
- dynamic activist groups and research institutions working on gender equality;
- local visions and priorities that are increasingly well-established.

*Achieving gender equality will be a key strategy in the United Nations framework in the coming decade:*

- Gender issues have been recognised as both indicators of and foundations for effective social and economic development, at the United Nations Conferences on Environment (1992), Human Rights (1993), Population and Development (1994) and Social Development (1995).

- The United Nations Fourth World Conference on Women: Action for Equality, Development and Peace in 1995 (Beijing) provides an opportunity for developing a coherent set of internationally-agreed strategies which should provide concrete guidance for the achievement of the goals set by the previous UN conferences.
- The Beijing Platform for Action focuses on power-sharing and more equitable partnerships between women and men as political, social and economic prerequisites for sustainable, people-centred development.

- Networks -- involving new partnerships between women in the North and South -- have made important contributions in preparing and conducting these international conferences which point to priorities for action.

## Implications for development co-operation agencies of gender equality as a strategic objective

Gender equality as a strategic objective for sustainable, people-centred development implies a broader approach to the issue of women in development than previously followed by both governments and aid agencies. *While maintaining efforts to integrate women in development, the gender equality objective recognises the vital necessity that women and men, in equal partnership, take the responsibility to define the development agenda, set the vision and goals, and develop strategies:*

- This involves a transformation of the development agenda to include the visions, interests and needs of women as well as men.
- Strategies in the coming decade must identify the structural gender differences and possible imbalances, and the structural causes of gender disparities.
- It is equally important to identify the cultural roots for gender structures.
- This will involve recognising and acting on basic gender distortions in economic activity, promoting increased and equitable participation of women in governance and civil society, and upholding respect of women's human rights.

*Adopting gender equality as a strategic objective shifts the focus so that this is no longer seen as a "women's concern" but is viewed as a central issue for society:*

- Responsibility for pursuing gender equality must be broadly shared by all actors, both men and women.
- Within institutions and organisations, this requires a shift from seeing gender equality as the responsibility of a small group of specialist staff, mostly female social scientists, to identifying the responsibilities of policy analysts, planners, managers, and programme staff -- including economists and technicians.
- This can only be achieved if senior management exert strong leadership for gender equality and develop methods for holding staff and consultants accountable.
- Specialist gender resources will continue to be needed, but their roles must be revised to focus on targeted catalytic, advisory and supportive functions.
- The further development of gender analysis, planning methodologies and qualitative impact indicators will be crucial to the achievement of gender equality.
- This requires in turn a more structured focus on "people-centred" approaches to development thinking, integrating both socio-cultural and economic analysis.

*Adequate institutional and financial arrangements are crucial for achieving the goal of gender equality:*

- Within agencies there is need for broader sharing of responsibility and accountability for gender equality, as well as increased levels of gender expertise to provide the necessary advice and support.
- Increased financial resources are essential for the development of the required methodologies and instruments and for the requisite competence within agencies.

DAC Members have already done much to innovate in analysis, policy and programme development, as well as institutional development. This is documented in the Assessment of DAC Members' Programmes and Policies for Women in Development, conducted by the DAC Expert Group on Aid Evaluation. They can continue to be trail blazers in designing and implementing policy commitments for women's participation in development.

## Implications for policy

*To date gender issues have been more effectively addressed at the project level than in policy and programme formulation:*

- The major focus has been the adjustment of project designs to incorporate gender concerns, or to mitigate negative effects, after the critical decisions have been made about priorities, resource allocation and types of interventions.
- However, the important achievements made by DAC Members in addressing gender issues so far should provide a strong foundation for addressing issues of policy and programme formulation in the future.
- Further strengthening of the capabilities of agencies in these areas could be managed through reallocating existing technical and training budgets.

It is important to remedy the weaknesses in development co-operation methodology which impede adequate and effective attention to women in development and gender issues. *These include:*

- the continued strong tendency to define development co-operation in narrow technical, economic, or sectoral terms;
- the lack of focus on socio-cultural aspects;
- the damaging separation of social and economic analysis.

*The important contributions of the gender approach to date should be recognised and built upon:*

- At project level the gender approach has led to considerable innovation with techniques for analysing target populations in their socio-economic contexts, as well as with methodologies for promoting consultation and participation.
- Work with a gender perspective has been at the forefront of efforts to address the socio-economic and human aspects of development and has made a major contribution to raising awareness and competence on these issues.

***Policy dialogue*** *is increasingly used to advance major policy concerns such as economic restructuring, participatory development and good governance, and capacity building:*

- The inclusion of gender and women in development issues at this level of consultation is a new means both for focusing attention on these issues in national policy development, and for ensuring adequate attention to gender equality in the follow-up to important international conferences.
- The overall objective of gender equality should be reflected in the focus on **programme assistance**, for example in the analysis of policy options for economic restructuring.
- Dialogue and programming on **institution-building** and development of **national capacity** should encompass the expertise required to identify and address gender-based needs and to reduce gender disparities.

*The DAC High Level Meeting endorsed the following goals for DAC Member aid agencies:*

- **Endorse gender equality** as an overall strategic objective for promoting the role of women and therefore sustainable, people-centred development.
- **Re-emphasise** the **socio-cultural aspects** of development and the general need for a more people-focused approach which integrates social, economic and political analyses.
- **Reconsider the impact of non-project forms of co-operation,** such as sectoral programme assistance, structural adjustment, public expenditure reviews, on women.
- **Include gender implications** in analyses**,** policies, country and sector strategies.
- **Emphasise these principles in continuing and emerging areas of co-operation,** in particular participatory development and good governance, human rights, and conflict resolution.
- **Help partners strengthen their institutional capacity** to incorporate actions in favour of women and to develop **new instruments** for addressing gender equality.
- **Increase policy dialogue** with partners.
- **Focus on local communities' abilities** to identify gender priorities and support actions in **partnership** with aid agencies.

- **Emphasise** competence development, management responsibility, **accountability**, and adequate **monitoring** and reporting of results. This could involve increased financial commitments and rewriting job descriptions and responsibilities to include gender criteria.

## Implications for the DAC

As a forum for consultation on policy development, and on the quality and effectiveness of development partnerships, the DAC can play a major role in furthering gender equality as a strategic objective of development co-operation.

DAC consultations and initiatives to date on gender equality have mainly taken place under the auspices of the Expert Group on Women in Development. The Expert Group has taken responsibility for ensuring that the DAC, its other subsidiary bodies (the Working Party on Financial Aspects of Development Assistance, the Working Party on Statistical Problems, the Working Party on Development Assistance and Environment, the Expert Group on Aid Evaluation, the Ad Hoc Working Group on Participatory Development and Good Governance), and the Secretariat, are aware of and have the resources necessary to deal with the gender issues relevant to their deliberations on policy and sectoral issues.

*The establishment of gender equality as an overall strategic objective will:*

- Entail a shift in the onus of responsibility to the DAC itself, its subsidiary bodies and the Secretariat.
- The role of the Expert Group on Women in Development will hence focus more on catalytic, advisory and supportive functions.

The High Level Meeting endorsed measures and principles for the work of the DAC in relation to establishing gender priorities and gender equality as a strategic development objective. The DAC will establish a gender plan for incorporating gender issues systematically in its work.

*The Gender Plan will:*

- Specify steps, time frames, responsibilities, resources and time commitments for addressing gender equality issues in, for example, policy formulation, the aid review process, the development of principles and practices, and statistical reporting.
- Lead to a review by all DAC subsidiary bodies of their terms of reference and work programmes in the light of the gender equality objective.
- Ensure, in line with the specifications of the Gender Plan, that DAC meetings on topical and sectoral issues are provided with the substantive analyses needed to elicit adequate attention to gender issues.
- Provide DAC Member Aid Agencies with the opportunity to consult on the implications of the Beijing Conference and its Platform for Action for their work, including institutional and financial arrangements.
- Lead to a revision of the DAC Guiding Principles for Women in Development along the lines suggested by the outcomes of the DAC Assessment, lessons learned and the Beijing Conference.

## Conclusions

The policy framework for the DAC and its Members outlined above reflects the emerging international consensus that gender equality, including specific attention to women in development, is key to achieving sustainable, people-centred development. The DAC can continue to show leadership to its agencies and provide mechanisms for mobilising and supporting the efforts of its Members. In taking the issue of gender equality further the DAC aims to provide concrete support to its Members and their partners and lay down solid foundations for concrete follow-up actions to Beijing. The DAC emphasises the importance of carrying this out through new and continued partnerships with developing countries.

## ANNEX 2
## BEIJING DECLARATION

1. We, the Governments participating in the Fourth World Conference on Women,

2. Gathered here in Beijing in September 1995, the year of the fiftieth anniversary of the founding of the United Nations,

3. Determined to advance the goals of equality, development and peace for all women everywhere in the interest of all humanity,

4. Acknowledging the voices of all women everywhere and taking note of the diversity of women and their roles and circumstances, honouring the women who paved the way and inspired by the hope present in the world's youth,

5. Recognize that the status of women has advanced in some important respects in the past decade but that progress has been uneven, inequalities between women and men have persisted and major obstacles remain, with serious consequences for the well-being of all people,

6. Also recognize that this situation is exacerbated by the increasing poverty that is affecting the lives of the majority of the world's people, in particular women and children, with origins in both the national and international domains,

7. Dedicate ourselves unreservedly to addressing these constraints and obstacles and thus enhancing further the advancement and empowerment of women all over the world, and agree that this requires urgent action in the spirit of determination, hope, cooperation and solidarity, now and to carry us forward into the next century.

We reaffirm our commitment to:

8. The equal rights and inherent human dignity of women and men and other purposes and principles enshrined in the Charter of the United Nations, to the Universal Declaration of Human Rights and other international human rights instruments, in particular the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child, as well as the Declaration on the Elimination of Violence against Women and the Declaration on the Right to Development;

9. Ensure the full implementation of the human rights of women and of the girl child as an inalienable, integral and indivisible part of all human rights and fundamental freedoms;

10. Build on consensus and progress made at previous United Nations conferences and summits - on women in Nairobi in 1985, on children in New York in 1990, on environment and development in Rio de Janeiro in 1992, on human rights in Vienna in 1993, on population and development in Cairo in 1994 and on social development in Copenhagen in 1995 with the objective of achieving equality, development and peace;

11. Achieve the full and effective implementation of the Nairobi Forward-looking Strategies for the Advancement of Women;

12. The empowerment and advancement of women, including the right to freedom of thought, conscience, religion and belief, thus contributing to the moral, ethical, spiritual and intellectual needs of women and men, individually or in community with others and thereby guaranteeing them the possibility of realizing their full potential in society and shaping their lives in accordance with their own aspirations.

We are convinced that:

13. Women's empowerment and their full participation on the basis of equality in all spheres of society, including participation in the decision-making process and access to power, are fundamental for the achievement of equality, development and peace;

14. Women's rights are human rights;

15. Equal rights, opportunities and access to resources, equal sharing of responsibilities for the family by men and women, and a harmonious partnership between them are critical to their well-being and that of their families as well as to the consolidation of democracy;

16. Eradication of poverty based on sustained economic growth, social development, environmental protection and social justice requires the involvement of women in economic and social development, equal opportunities and the full and equal participation of women and men as agents and beneficiaries of people-centred sustainable development;

17. The explicit recognition and reaffirmation of the right of all women to control all aspects of their health, in particular their own fertility, is basic to their empowerment;

18. Local, national, regional and global peace is attainable and is inextricably linked with the advancement of women, who are a fundamental force for leadership, conflict resolution and the promotion of lasting peace at all levels;

19. It is essential to design, implement and monitor, with the full participation of women, effective, efficient and mutually reinforcing gender-sensitive policies and programmes, including development policies and programmes, at all levels that will foster the empowerment and advancement of women;

20. The participation and contribution of all actors of civil society, particularly women's groups and networks and other non-governmental organizations and community-based organizations, with full respect for their autonomy, in cooperation with Governments, are important to the effective implementation and follow-up of the Platform for Action;

21. The implementation of the Platform for Action requires commitment from Governments and the international community. By making national and international commitments for action, including those made at the Conference, Governments and the international community recognize the need to take priority action for the empowerment and advancement of women.

We are determined to:

22. Intensify efforts and actions to achieve the goals of the Nairobi Forward-looking Strategies for the Advancement of Women by the end of this century;

23. Ensure the full enjoyment by women and the girl child of all human rights and fundamental freedoms and take effective action against violations of these rights and freedoms;

24. Take all necessary measures to eliminate all forms of discrimination against women and the girl child and remove all obstacles to gender equality and the advancement and empowerment of women;

25. Encourage men to participate fully in all actions towards equality;

26. Promote women's economic independence, including employment, and eradicate the persistent and increasing burden of poverty on women by addressing the structural causes of poverty through changes in economic structures, ensuring equal access for all women, including those in rural areas, as vital development agents, to productive resources, opportunities and public services;

27. Promote people-centred sustainable development, including sustained economic growth, through the provision of basic education, life-long education, literacy and training, and primary health care for girls and women;

28. Take positive steps to ensure peace for the advancement of women and, recognizing the leading role that women have played in the peace movement, work actively towards general and complete disarmament under strict and effective international control, and support negotiations on the conclusion, without delay, of a universal and multilaterally and effectively verifiable comprehensive nuclear-test-ban treaty which contributes to nuclear disarmament and the prevention of the proliferation of nuclear weapons in all its aspects;

29. Prevent and eliminate all forms of violence against women and girls;

30. Ensure equal access to and equal treatment of women and men in education and health care and enhance women's sexual and reproductive health as well as education;

31. Promote and protect all human rights of women and girls;

32. Intensify efforts to ensure equal enjoyment of all human rights and fundamental freedoms for all women and girls who face multiple barriers to their empowerment and advancement because of such factors as their race, age, language, ethnicity, culture, religion, or disability, or because they are indigenous people;

33. Ensure respect for international law, including humanitarian law, in order to protect women and girls in particular;

34. Develop the fullest potential of girls and women of all ages, ensure their full and equal participation in building a better world for all and enhance their role in the development process.

We are determined to:

35. Ensure women's equal access to economic resources, including land, credit, science and technology, vocational training, information, communication and markets, as a means to further the advancement and empowerment of women and girls, including through the enhancement of their capacities to enjoy the benefits of equal access to these resources, inter alia, by means of international cooperation;

36. Ensure the success of the Platform for Action, which will require a strong commitment on the part of Governments, international organizations and institutions at all levels. We are deeply convinced that economic development, social development and environmental protection are interdependent and mutually reinforcing components of sustainable development, which is the framework for our efforts to achieve a higher quality of life for all people. Equitable social development that recognizes empowering the poor, particularly women living in poverty, to utilize environmental resources sustainably is a necessary foundation for sustainable development. We also recognize that broad-based and sustained economic growth in the context of sustainable development is necessary to sustain social development and social justice. The success of the Platform for Action will also require adequate mobilization of resources at the national and international levels as well as new and additional resources to the developing countries from all available funding mechanisms, including multilateral, bilateral and private sources for the advancement of women; financial resources to strengthen the capacity of national, subregional, regional and international institutions; a commitment to equal rights, equal responsibilities and equal opportunities and to the equal participation of women and men in all national, regional and international bodies and policy-making processes; and the establishment or strengthening of mechanisms at all levels for accountability to the world's women;

37. Ensure also the success of the Platform for Action in countries with economies in transition, which will require continued international cooperation and assistance;

38. We hereby adopt and commit ourselves as Governments to implement the following Platform for Action, ensuring that a gender perspective is reflected in all our policies and programmes. We urge the United Nations system, regional and international financial institutions, other relevant regional and international institutions and all women and men, as well as non-governmental organizations, with full respect for their autonomy, and all sectors of civil society, in cooperation with Governments, to fully commit themselves and contribute to the implementation of this Platform for Action.