

ENGENDERING PROGRAMME-BASED APPROACHES TO AID

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INTRODUCTION

- ✓ **notion of programme-based approaches to aid** (OECD/DAC, 2005, p. 37)

“a way of engaging in development cooperation based on the principles of coordinated support for a locally owned programme of development, such as a national development strategy, a sector programme, a thematic programme or a programme of a specific organization”

Programme-based approaches share the following features:

- (a) leadership by the host country or organization;
- (b) a single comprehensive programme and budget framework;
- (c) a formalised process for donor coordination and harmonisation of donor procedures for reporting, budgeting, financial management and procurement;
- (d) efforts to increase the use of local systems for programme design and implementation, financial management, monitoring and evaluation”

I. WHY ENGENDERING PROGRAMME-BASED APPROACHES TO AID?

I.1. EFFECTIVENESS AND EFFICIENCY OF PROGRAMMES

➤ *relationship between gender equality & economic growth & human development & poverty reduction*

- ↑ gender equality: ↑ economic and human development, ↑ growth, ↓ poverty

→ see evidence from studies at micro and macro level

➤ *gender is an important set of norms underlying human behaviour*

- influences men & women's take off positions, needs, resources, constraints

- important to take this into account throughout different phases of policy cycle

→ see evidence about the cost of gender-blindness (SAPs)

I.WHY ENGENDERING PROGRAMME-BASED AID?

I.2. OPPORTUNITIES FOR GENDER EQUALITY

- *gender equality*: important objective of Belgian DC and of most of the partner countries (⇒ implications on policies and programmes)
 - programme-based approaches: *inherently more opportunities for gender mainstreaming* (but no automatic realisation!)
 - Process conditionality: more focus on processes, on their 'participatory' nature (inclusiveness)
 - Results-based approaches (linked to evidence-based policy-making, iterative processes, MTEF)
- similarities with gender-responsive budgeting (move from inputs to results)

II. EXPERIENCES TO DATE (PRSP)

Different phases of the PRSP	Treatment of gender issues		
	No reference to gender issues	Minimal reference to gender issues	Detailed discussion of gender issues
• Poverty Assessment (diagnosis)	4 (21%)	7 (36.8%)	8 (42.2%)
▪ Poverty Incidence	4	7	8
▪ Labor market, income and labor market participation, ('opportunities')	7	7	5
▪ Health ('capabilities and human capital')	5	9	5
▪ Education ('human capacities and human capital')	4	9	6
• Selection of priorities and strategies	3 (15.8%)	10 (52.6%)	6 (31.6%)
▪ Social protection measures	11	6	2
▪ Labor market, income and labor market participation	9	8	2
▪ Health	3	11	5
▪ Education	5	8	6
Indicators, objectives, monitoring and evaluation	6 (31.6%)	11 (57.9%)	2 (10.5%)
Participation and consultation process	10 (52.6%)	5 (26.3%)	4 (21.05%)

II. EXPERIENCES TO DATE (PRSP&SWAPs)

II.1. GENDER-SENSITIVENESS OF CONTENT

- declining tendency from the phase of poverty diagnosis to selection, budgeting, implementation, M&E
- more pronounced for capabilities than for opportunities
- more pronounced in 'social' sectors
- mostly focus on 'practical' gender needs (less on 'strategic' gender needs)
- mostly women-in-development approach (particularly anti-poverty approach) instead of gender & development approach
- existing gender policy notes (both at national and line ministry level) not taken into account

II. EXPERIENCES TO DATE

II.2. GENDER-SENSITIVENESS OF UNDERLYING PROCESSES

- in general very low
- underlying gender relations



-low participation of typical gender actors & gender expertise at processes inside and outside government

-when typical gender actors participate often limited capacities (limited track record in policy, macro-economic analyses, etc.)

-women underrepresented within mainstream actors both within and outside government

-limited gender expertise within mainstream actors

II. EXPERIENCES TO DATE

And (multilateral) donors?

- do not seem to bother too much about gender
 - gender is not much discussed in JSAN (JSA)
 - gender often not really an issue in ex-ante diagnosis, in budgeting, implementation, monitoring and evaluation
 - not much coordination among donors (budget & non-budget donors)

III.HOW TO IMPROVE?

III.1. OVERVIEW AND BASIC PRINCIPLES

- leadership, harmonisation and alignment → implications for division of responsibilities
- suggestions for engendering content and processes (overview table in III.2)
→ primarily interesting for actors in partner countries
BUT also for donors (joint efforts of capacity building)
- entry points for donors:
 - capacity building
 - integration of gender issues in ex-ante assessment, monitoring and evaluation (see III.3)
 - ‘policy dialogue’ (need for follow-up of effectiveness of policy dialogue)
- ⇒ implications on the organisation and capacity of donors themselves

III.HOW TO IMPROVE?

III.2. SUGGESTIONS FOR ENGENDERING PRSP and SECTOR PROGRAMMES

- distinction between processes and content
- distinction between different phases (diagnosis, identification of priorities and strategies, budgeting and implementation, monitoring and evaluation)
- input from:
 - gender-responsive budgeting (approaches and tools)
 - gender analyses frameworks (Harvard, Moser)
 - 'gender' in PRSP sourcebook

→Summative overview table

→More detailed comments on some of the instruments mentioned

Table 2: Possible actions and instruments to engender the PRSP

PROCESS of elaboration, implementation, monitoring and evaluation (see also PRSP Sourcebook, Technical Notes, I.1)	CONTENT			
	(Poverty) diagnosis and analysis (see also PRSP Sourcebook, Technical Notes I.2., I.6 en Technical Notes I.4 for checklists for all priority sectors)	Identification of priorities and strategies (see also PRSP Sourcebook, Technical Notes I.3)	Budgeting and implementation (see also PRSP Sourcebook, Technical Notes I.2, I.5)	Monitoring and evaluation (see also PRSP Sourcebook, Technical Notes I.2. and I.5)
<ul style="list-style-type: none"> Increasing participation of gender actors within government (gender ministry, gender focal points in line ministries) Increasing participation of gender actors outside government (women's organisations, research groups, women parliamentarians, etc) In case of participation and stakeholder consultation at local level, inclusion of analysis of existing participation of women and gender expertise at participatory processes, if needed change of format of processes (place, time, etc.) affirmative action to promote equal opportunities in public sector employment (especially within central ministries and at higher levels of hierarchy) Investing in the macro-economic & general policy analysis capacity of the 'gender' actors involved (ministry of equal opportunities, women's groups, ...) Investing in the 'gender' capacity of the macro-economic actors involved (ministry of finance, ministry of planning, different line ministries) 	<p>Take into account different take-off position of men and women</p> <ul style="list-style-type: none"> <u>Use of relevant secondary information:</u> <p>-existing gender-disaggregated indicators (covering different issues including opportunities, capabilities, voice and agency, security. Check for this Human Development Reports; World Development Reports; UNIFEM reports; UN report the World's Women, ...). Two important indicators are the Gender Development Index (GDI) and Gender Empowerment Measure (GEM)</p> <p>-existing country gender assessments (see PRSP Sourcebook Technical Notes I.6; see also genderStats, WB database of gender statistics)</p> <p>-results of previous application of gender-analysis frameworks</p> <p>-information at the Ministry of Equal Opportunities</p> <ul style="list-style-type: none"> <u>Primary data collection and analysis:</u> <p>-country gender assessment (GCA)</p> <p>-use of gender analysis frameworks as Harvard, Moser</p> <p>*time use and distribution over reproductive, productive and collective spheres</p> <p>*access to production factors (human capital, financial capital, material properties as land)</p> <p>*control over production factors</p> <p>*constraints (laws, labor markets, cultural practices)</p> <p>*opportunities (laws, media, reforms, ...)</p> <ul style="list-style-type: none"> <u>Engendering conventional data collection methods</u> <p>-inclusion of the 'individual' dimension in household surveys (household ≠ unity)</p> <p>-disaggregation of existing data and indicators</p> <p>-inclusion of specific questions and indicators related to gender equality</p>	<ul style="list-style-type: none"> take into account results of previous phase of diagnosis and analysis (in case it has been done in a gender-sensitive way) use of gender-disaggregated beneficiary and needs assessment integration of priorities and strategies included in gender policy notes (documents from ministry of equal opportunities e.g., Beijing policy action plans; Gender Country Assessment) use of gender-aware policy appraisal if it does not exist, building institutional capacity for gender responsive diagnosis, planning, budgeting, implementation, monitoring and evaluation 	<ul style="list-style-type: none"> use of gender-aware macro economic framework integration of gender dimension in results-based management frameworks (see Budget Cycle Framework) check whether gender-sensitive priorities identified in the previous phase are also budgeted for check whether implementation procedures have been foreseen for gender-sensitive priorities 	<ul style="list-style-type: none"> engendering conventional monitoring and evaluation instruments (incidence analysis, impact assessment, ...): -assessment of gender-sensitiveness of service delivery -use of gender-disaggregated benefit incidence analysis -use of gender-disaggregated tax incidence analysis -use of gender-disaggregated analysis of the impact of the budget on time use -use of gender impact assessment (see PRSP Sourcebook, p. 364) disaggregation of input, output, outcome indicators (if not yet done during previous stages) identification of indicators for follow-up of gender equality and empowerment

III.2.1. GENDER-AWARE POLICY APPRAISAL/EVALUATION

➤ *Gender-analysis of the planned poverty reduction & sector policy & programme*

basic question: 'in what ways will the policies and the associated resource allocations affect men and women; ↓ or ↑ gender (in)equalities and empowerment'

- specific questions (data requirements):
- What are the current gender inequalities in the country, sector (e.g. results of previous gender analysis (benefit incidence analysis, beneficiary assessment, Harvard/Moser frameworks,...))?
- What is the likely impact of current policy on these inequalities?
- Does the policy address these inequalities?
- Is it possible to reformulate policy? Is it possible to add specific policy measures as to make the policy 'gender-responsive' ('gender-neutral', 'gender-progressive')?
- Are resources adequate to implement 'gender-responsive' policies?
- Example: South Africa & Rwanda: land reform

III.2.2. Elson's Budget Cycle Framework

- Integration of gender dimension into results-based programme/policy frameworks
- For each ministry (each department, each programme), for each phase of the budget cycle, classification into:
 - Inputs
 - Outputs
 - Outcomes
 - Impact
- ex-ante: instrument for making underlying programme logic explicit
- ex-nunc, ex-post: identification of problems at appropriate level and adjustment where necessary

Example: education (illustration of usefulness of integration of gender dimension)

III.2.2. ELSON'S BUDGET CYCLE FRAMEWORK

PHASE OF THE BUDGET CYCLE	LEVEL	EXAMPLE	GENDER PERSPECTIVE
PLANNED (identification, planning)	Impact (realisation of objectives)	poverty Healthy population Level of alphabetisation	-is there a gender-differentiated impact? (quantitative & qualitative) -Contribution to gender equality?
	Outcome (use of service delivery)	Number of patients treated Number of students that have finished schooling	-to what extent do men & women benefit from the service delivery? -Contribution to gender equality?
REALISED (audit, evaluation)	Outputs (supply of services)	Treatment of patients (health care) Schooling	-is there enough supply of services that is appropriate for men and women?
	inputs	Financial inputs Human resources	Are the means enough to stimulate gender equality?

III.2.3. GENDER-DISAGGREGATED BENEFIT INCIDENCE ANALYSIS

- *Examines the distribution of public services (and related expenditures) over men and women*
- Three step methodology
 - Identification of unit cost of social services (+ disaggregation over different sub-categories)
 - Identification of usage that is made of social services (+ disaggregation along other criteria: geographical location, age, class, ...)
 - Linking of the two previous steps
- Limits
 - No thorough analysis regarding underlying causes (intra-household resource allocation)
 - No economic cost-benefit analysis
 - No differences in needs are taken into account
- Example: Ivory Coast: education

III. HOW TO IMPROVE?

III.3. DIAGNOSIS OF GENDER-SENSITIVENESS OF PRSP & SECTOR PROGRAMMES

- presentation of scheme/checklists
- gender-sensitiveness of content & process
- useful for different stakeholders (donors, non-government stakeholders in partner country)
- full/partial (inclusion of specific issues in other mainstream diagnosis schemes, M&E)
- distinction between:
 - quick & more superficial (quick gender scan) (III.3.1.)
 - more in-depth checklist (III.3.2)(complementary use possible)

	Different phases							
	Poverty diagnosis		Selection of priorities		Budgeting & implementation	SC	Monitoring and evaluation	
CONTENT	Poverty incidence	SC	Capabilities: with further distinction among different sectors	SC	overall macro-economic framework & medium term expenditure framework	SC	Monitoring and evaluation systems	SC
	Capabilities: with further distinction between different sectors of public service delivery: education, health, water and sanitation, energy, transport	SC						
	Opportunities: with further distinction among employment and wages, labour market participation, SME, access and control over productive assets (credit, property rights regarding e.g. land)	SC	Opportunities: with further distinction among different sectors employment and wages, labour market participation, SME, access and control over productive assets	SC	budgeting and resource allocation: if possible distinguish also between: <ul style="list-style-type: none"> •capabilities •opportunities •security •voice/agency (or between sectors) 	SC sc sc sc	Monitoring and evaluation instruments (tools for data collection and analysis)	SC
	Security: with further distinction: vulnerability to economic risk, food shortages, civil and domestic violence, environmental risk	SC	Security: with further distinction	SC	Implementation issues (specific programmes, delivery channels, ...): if possible differentiate between <ul style="list-style-type: none"> •capabilities •opportunities •security •voice/agency (or between sectors) 	SC sc sc sc	Targets and indicators, if possible differentiate between: <ul style="list-style-type: none"> •capabilities •opportunities •security •voice/agency (or between sectors) 	SC sc sc sc
	Individual and collective agency ('empowerment'): with further distinction between household, community, national level	SC	Individual and collective agency ('empowerment'): with further distinction	SC				
PROCESS	PC		PC		PC		PC	

SC (score on content): 0=not possible to determine on the basis of the information available; 1=no reference to gender issues; 2= some reference to gender issues; 3=detailed discussion of gender issues

PC (score on participation): 0: not possible to determine on the basis of the information available; 1= absence of women's voice (=no participation of women's or gender experts, groups, organisations, movements, ministry); 2= presence of women's voice (participation of women's or gender experts, groups, organisations, movements, ministry)

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

A. PROCESS

➤ *To what extent did women and/or gender experts effectively participate at the PRSP/SWAP process?*

- differentiate between different phases (analysis, selection, implementation, monitoring and evaluation)
- differentiate between different levels of intensity of participation: information sharing, consultation, collaboration
- differentiate between processes at different levels: household (through surveys), community, national
- differentiate between processes within and outside government
- differentiate between participation of specific gender actors and input of gender expertise from within mainstream actors
- differentiate between participation of individual women and women's groups
- differentiate further along axes of income, caste, class, age, ethnics, ...

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

A. PROCESS

➤ *analysis of the organisation/format, set up of participatory processes and stakeholder consultations at different levels (micro, meso, macro)*

- Did the set up of participatory processes take into account results of earlier analysis of the access of the different stakeholders to participatory processes (→were participatory processes organised in such a way as to take into account possible differential voice? (location, time, processes in different stages)?

- Are measures taken to increase women's individual and collective agency (voice) at different levels (long-term perspective)?

➤ *What are the capacities of the women & gender experts/actors involved? (women's groups, national women's movements, national women's affairs ministries)*

- differentiate between actors inside and outside government

- differentiate between specific gender actors and gender expertise within mainstream actors

- differentiate between gender expertise and more general (macroeconomic) expertise

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

A. PROCESS

- *What is the gender expertise of the mainstream actors who are involved in the PRSP/SWAP*
 - differentiate between actors inside and outside government

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

B. CONTENT

➤ general

- which approach is used towards gender issues in the PRSP document? (pre-WID, WID, GAD approach)
- is there a mainstreaming of gender issues or only mentioning of gender issues at some points?
- how gender-sensitive was the input from different stakeholders? To what extent were gender issues integrated in the input of different stakeholders? Differentiate (if possible) between different groups of stakeholders: a.o. civil society, ministry of finance, line ministries, multilateral donor, bilateral donor

➤ diagnosis and analysis

- does the poverty/sectoral diagnosis integrates a gender dimension? Is it taken into account that 'gender' differentiates between men and women (time and task allocation, access and control over assets, needs, constraints, opportunities, rights, etc.)

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

B. CONTENT

➤ diagnosis and analysis

- are indicators disaggregated by gender?
- are specific indicators for diagnosis of gender (in)equality used?
- are relevant secondary gender data used in the PRSP? (national studies; results from participatory poverty assessment; international databases with indicators such the GDI and the GEM; Gender Country Assessment; ...)
- are there differences in the integration of gender issues between different sectors (broad distinction between capabilities, opportunities, security and empowerment; if possible also differentiate further to sectors)? How come?

➤ identification of priorities and strategies

- to what extent are the results from the previous phase used?

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

B. CONTENT

➤ identification of priorities and strategies

- to what extent is the mutually influencing relationship between 'gender' and 'development' taken into account?

Does one take into account that (all) strategies might affect men and women differently? Does one take into account that existing gender relations might affect the effectiveness and efficiency of all priorities and strategies? Does one take into account the interlinkages between productive and reproductive activity spheres

- to what extent are existing gender equality plans taken into account? (national gender action plan; Beijing follow-up action plans; ...)
- are there differences in the integration of gender issues between different sectors?
How come?
- have actions been identified to strengthen the existing institutional apparatus for integration of gender dimension in different phases of a PRSP/SWAP?

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

B. CONTENT

➤ *budgeting and implementation*

- are the gender-sensitive strategies and actions that have been selected in the previous phase adequately budgeted for?
- are there adequate implementation mechanisms foreseen for gender-sensitive strategies and actions?
- do results-based frameworks integrate the gender dimension?
- does the MTEF integrate the gender dimension?

➤ *indicators, monitoring and evaluation*

- to what extent are the conventional indicators disaggregated by sex? Are there differences between different sectors (e.g. more disaggregation for education and health than for labour?)

III. HOW TO IMPROVE?

III.3.2. Checklist for diagnosis/analysis of gender-sensitiveness

B. CONTENT

➤ indicators, monitoring and evaluation

- to what extent are the conventional indicators disaggregated by sex? Are there differences between different sectors (e.g. more disaggregation for education and health than for labour?)
- are specific indicators regarding gender equality objectives included?
- are conventional methods of analysis used in a gender-sensitive way? To what extent is a gender dimension integrated in: benefit incidence analysis of public services (see gender-disaggregated benefit incidence analysis); beneficiary assessment of public services (gender-disaggregated beneficiary assessment); time use incidence analysis (gender-disaggregated analysis of the impact of the budget on time use); tax incidence analysis (gender-disaggregated tax-incidence analysis); gender impact assessment household surveys
- to what extent are findings of monitoring and evaluation (if any) integrated in the next PRSP/SWAP-round ?

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