

Cross-cutting issues in PRSPs: the case of gender

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The integration of
environmental sustainability in
PRSPs

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Overview

1. Why engendering PRSP?
2. Experiences so far
3. How to improve?
4. Selected references

Background document:

Holvoet N. (2007). *Evolutions in development thinking and policy. New opportunities for gender equality?! PRSPs and SWAPs from a gender perspective*. Brussels: Commission Women and Development (to be presented on June, 21st) (also available in French and Dutch)

1. Why Engendering PRSPs?

1.1. *Effectiveness and Efficiency*

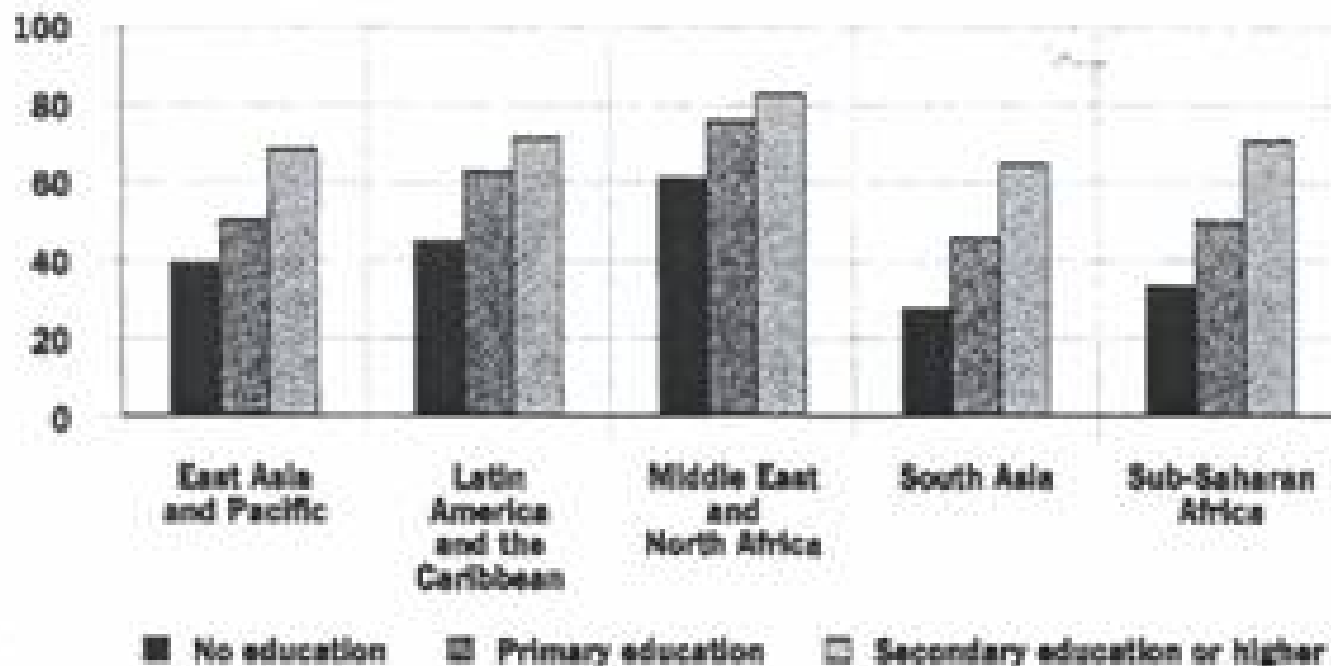
➤ **Relationship gender equality & objectives of PRSP and sector building blocks**

- ↑ gender equality ⇒ ↑ economic and human development
 - ⇒ ↑ economic growth
 - ⇒ ↓ poverty
- evidence at micro and macro level

Figure 2.2 Child Immunization Rates Rise with Mother's Education

Share of children 12–23 months who had been immunized, by mother's educational level

Percent



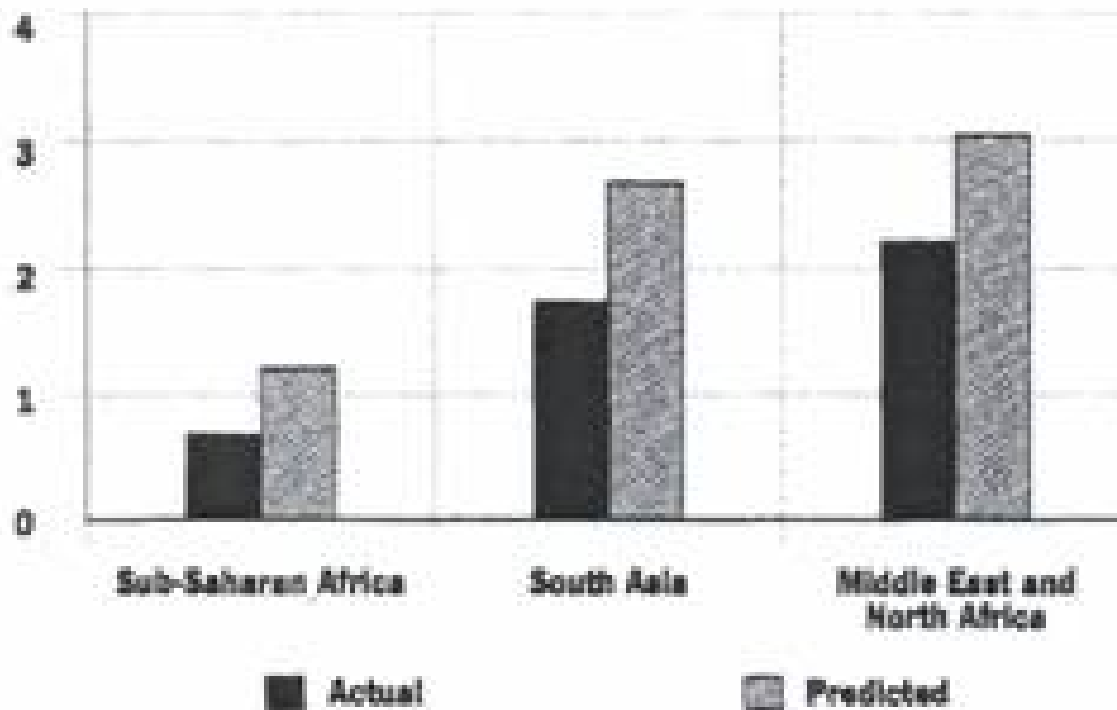
Note: See appendix 1 for general notes and included countries.

Source: Education and immunization data from latest Demographic and Health Surveys for selected countries; population weights from World Bank (1999d).

Figure 2.3 Faster Progress in Closing Gender Gaps in Schooling Would Accelerate Economic Growth

Average annual growth in per capita GNP, 1960–92

Percent



Note: "Predicted" represents the average predicted GNP growth rate for a region if its gender gap in education had narrowed at East Asia's level in 1960 and had narrowed as fast as East Asia did from 1960 to 1992.

Source: Simulations based on regression results from Klasen (1999a).

1.1. *Effectiveness and efficiency (cont)*

➤ **gender-blind design → policy failures**

Gender-blind assumptions in SAPs

.labour is a homogeneous production factor

.household is a unit

.split between 'paid/market' economy and 'care' economy

⇒ gender influences men's & women's COIN (constraints, opportunities, incentives, needs)

⇒ gender-responsiveness → effectiveness and efficiency

1. Why engendering PRSPs (cont)?

1.2. Opportunities for gender equality and empowerment

➤ **gender equality & empowerment: policy objective** of partner countries & donors

- national gender policy papers
- ratification of international conventions (CEDAW)
- MDGs (goal 3)
- DC gender policy paper (Belgium: 1999 Law on International Cooperation)

⇒ but often policy evaporation

➤ ***new opportunities for gender equality & empowerment***

- ❑ moving upstream + comprehensive approach
- ❑ broad-based participation
- ❑ results-orientation & performance-based management & budgeting
 - ✓ MTEF: multisectoral, central and line ministries, bottom-up & top-down
 - ✓ targets + M&E
 - ✓ entry point for gender budgeting

BUT NO AUTOMATIC REALISATION

2. Experiences so far

Different phases of the PRSP	Treatment of gender issues		
	No reference to gender issues	Minimal reference to gender issues	Detailed discussion of gender issues
<ul style="list-style-type: none"> • Poverty Assessment (diagnosis) 	4 (21%)	7 (36.8%)	8 (42.2%)
<ul style="list-style-type: none"> ▪ Poverty Incidence 	4	7	8
<ul style="list-style-type: none"> ▪ Labor market, income and labor market participation, ('opportunities') 	7	7	5
<ul style="list-style-type: none"> ▪ Health ('capabilities and human capital') 	5	9	5
<ul style="list-style-type: none"> ▪ Education ('human capacities and human capital') 	4	9	6
<ul style="list-style-type: none"> • Selection of priorities and strategies 	3 (15.8%)	10 (52.6%)	6 (31.6%)
<ul style="list-style-type: none"> ▪ Social protection measures 	11	6	2
<ul style="list-style-type: none"> ▪ Labor market, income and labor market participation 	9	8	2
<ul style="list-style-type: none"> ▪ Health 	3	11	5
<ul style="list-style-type: none"> ▪ 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%)

2. Experiences so far (cont)

2.1. Gender-sensitivity of content

- declining tendency from the phase of poverty diagnosis to selection, budgeting, implementation, M&E
 - existing disaggregated data not used in policy-making
 - existing gender policy notes (both at national and line ministry level): not taken into account
 - more pronounced for capabilities than for opportunities
 - more pronounced for some sectors of public service delivery: education and health > transport and energy
 - mostly focus on 'practical' gender needs (less on 'strategic' gender needs)
- ⇒ Mostly WOMEN-IN-DEVELOPMENT approach (particularly ANTI-POVERTY approach) instead of GENDER AND DEVELOPMENT approach

2. Experiences so far (cont.)

2.2. *Gender-sensitivity of PRSP-processes*

- in general very low
- low participation of typical gender actors & gender expertise at processes inside and outside government
- when typical gender actors participate often limited capacities (and track record) in general policy and macro-economic analyses, PFM, etc.)
- women underrepresented within mainstream actors both within and outside government
- limited gender expertise within mainstream actors

2. Experiences so far (cont.)

2.3. 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)

- +: emerging on the agenda (see Dublin workshop)
- but need for elaboration of policy, implementation and M&E instrumentarium
 - danger of gender retro-fitting

3. How to improve?

3.1. Basic principle: conform new aid modalities

➤ leadership, harmonisation and alignment → implications for division of responsibilities

❑ suggestions for engendering content and processes (see 3.2):

✓ primarily interesting for actors in partner countries

specific gender actors



(inside & outside government)

mainstream actors



'gender' ministry, gender focal points,
women's movement, women's groups,
specific parliamentarian committees,
'gender' researchers

ministry of finance & planning,
policy & budget & M/E officials
in line ministries, CSO,
parliament, universities

- ✓ but also for donors: cf. joint efforts of capacity building
- entry points for donors:
 - ✓ capacity building
 - ✓ ex-ante assessment of national programmes (content + processes)
 - ✓ ex-ante assessment of institutional apparatus
 - ✓ M&E
 - ✓ policy dialogue
 - ✓ 'pilot' projects
 - .targeted towards specific actors
 - .innovative
 - .conform Paris Declaration principles

3. How to improve (cont.)?

3.2. Suggestions for engendering PRSPs

- 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 (see annex, slide nr. 18)

→for more information, see Holvoet N. (2006). *Nieuwe hulpinstrumenten vanuit een genderperspectief*. Antwerpen: Instituut voor Ontwikkelingsbeleid en –beheer, Universiteit Antwerpen, 35p. (see <http://www.ua.ac.be/dev/bos>)

3.3. Engendering donor entry points

Donor entry points	↑ Gender-sensitivity
Ex-ante assessment (PRSP, sectorprogramma's)	gender scan, gender checklist gender-aware policy appraisal
Ex-ante assessment of institutional apparatus	check policy & instrumentarium for gender mainstreaming (incl. gender budgeting)
Capacity building of actors (government + cs) throughout the cycle (diagnosis, identification of priorities & strategies, budgeting & implementation, M&E)	Actors: typical genderactors & mainstream actors Knowledge: o.a. instrumentarium genderbudgetting
Policy dialogue	Inclusion of gender-sensitive issues
M&E	-inclusion of specific indicators for gender equality & empowerment -desaggregation of indicators & targets -integration of gender dimension in M&E methods -inclusion of gender expertise in M&E

⇒ Organisational changes within donor agencies

↑ involvement of gender expertise within activities at (new) entry points

- ✓ reinforcing 'mainstream' capacities of gender experts
(macro-economic/political analysis, general policy analysis, expertise related to budgetting, implementation, M&E)
- ✓ strategic positioning of gender expertise
headquarters (policy level) + on the field (devolution of power to the field-offices)
- ✓ building gender expertise of mainstream actors

4. Selected references

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4. Selected references (cont.)

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- World Bank (2001b). *Gender in the PRSPs: A Stocktaking*. Washington D.C.: World Bank, Poverty Reduction and Economic Management Network, Gender and Development Group.
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Possible actions and instruments to engender the PRSP & sector programmes

PROCESS of elaboration, implementation, monitoring and evaluation (see also PRSP Sourcebook, Technical Notes, 1.1)	CONTENT			
	(Poverty) diagnosis and analysis (see also PRSP Sourcebook, Technical Notes 1.2., 1.6 en Technical Notes 1.4 for checklists for all priority sectors)	Identification of priorities and strategies (see also PRSP Sourcebook, Technical Notes 1.3)	Budgeting and implementation (see also PRSP Sourcebook, Technical Notes 1.2, 1.5)	Monitoring and evaluation (see also PRSP Sourcebook, Technical Notes 1.2. and 1.5)
<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> -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) -existing country gender assessments (see PRSP Sourcebook Technical Notes 1.6; see also genderStats, WB database of gender statistics) -results of previous application of gender-analysis frameworks -information at the Ministry of Equal Opportunities <ul style="list-style-type: none"> <u>Primary data collection and analysis:</u> -country gender assessment (GCA) -use of gender analysis frameworks as Harvard, Moser *time use and distribution over reproductive, productive and collective spheres *access to production factors (human capital, financial capital, material properties as land) *control over production factors *constraints (laws, labor markets, cultural practices) *opportunities (laws, media, reforms, ...) <u>Engendering conventional data collection methods</u> -inclusion of the 'individual' dimension in household surveys (household = unity) -disaggregation of existing data and indicators -inclusion of specific questions and indicators related to gender equality 	<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 <ul style="list-style-type: none"> 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) <ul style="list-style-type: none"> 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



Thank you!

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see also

<http://www.ua.ac.be/dev/bos>