

Evoluties in ontwikkelingsdenken en –beleid: nieuwe opportuniteiten voor gendergelijkheid en empowerment?!

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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 (also available in French and Dutch)

1. Why engendering PRSPs ?

1.1. *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)
- donor gender policy papers
 - ✓ Belgium: 1999 Law on International Cooperation
 - 2002 Gender Policy Paper

⇒ but often policy evaporation

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

- ❑ moving upstream + comprehensive approach
- ❑ broad-based participation
- ❑ results-orientation & performance-based management & budgeting
 - ✓ targets + M&E: ↓ policy evaporation
 - ✓ serious E: ↑ visibility of costs of gender blindness
 - ✓ entry point for gender budgeting

BUT NO AUTOMATIC REALISATION



see experiences so far

1. Why Engendering PRSPs ? (cont.)

1.2. *Effectiveness and Efficiency*

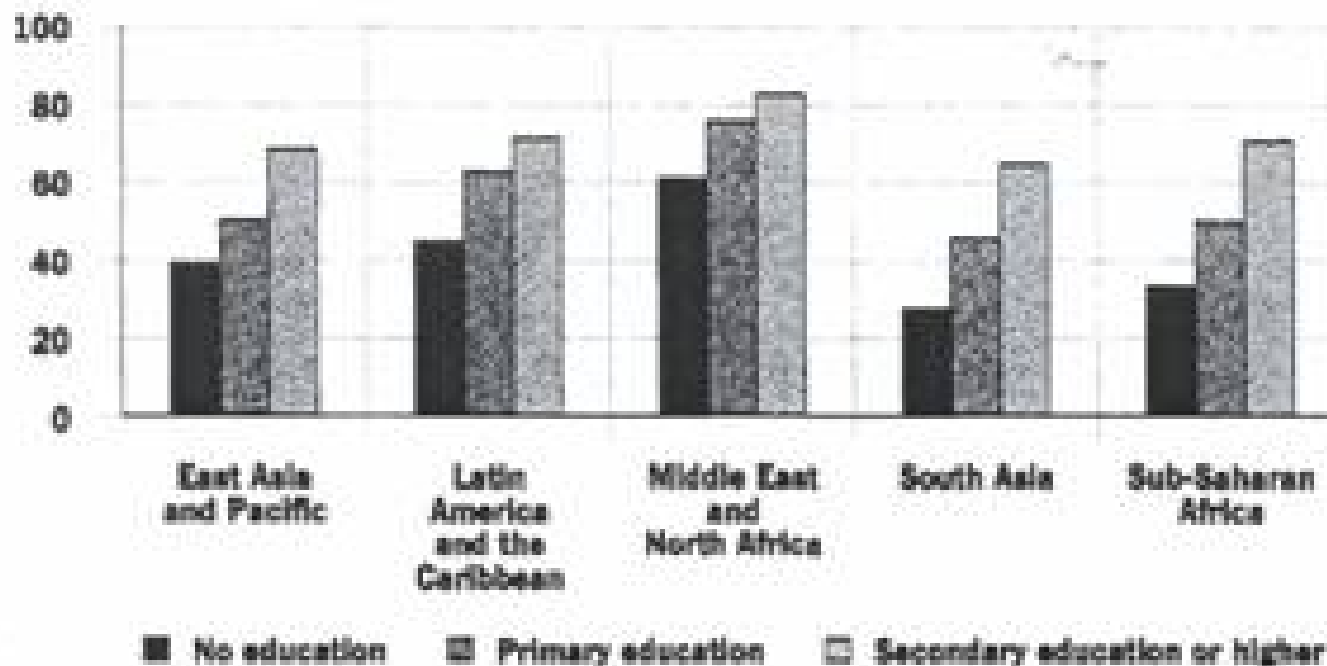
➤ **Relationship gender equality & objectives of PRSP and sector building blocks**

- ↑ 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



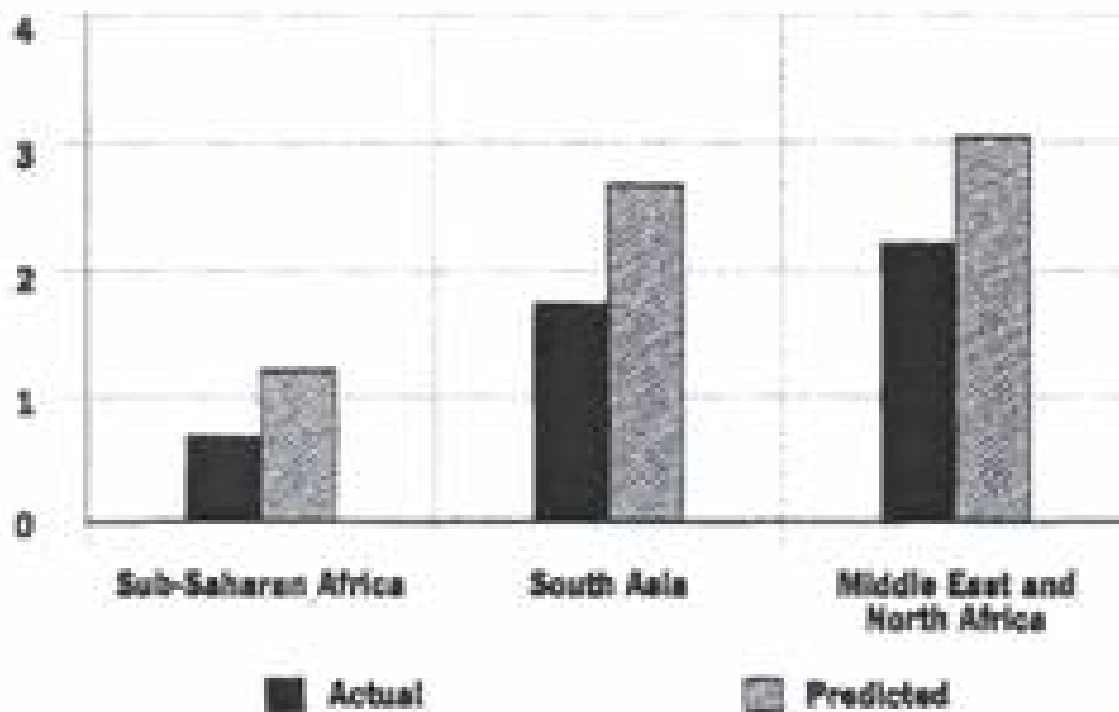
Note: See appendix 1 for general notes and included countries.

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).

1.2. *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 PRSP?
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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

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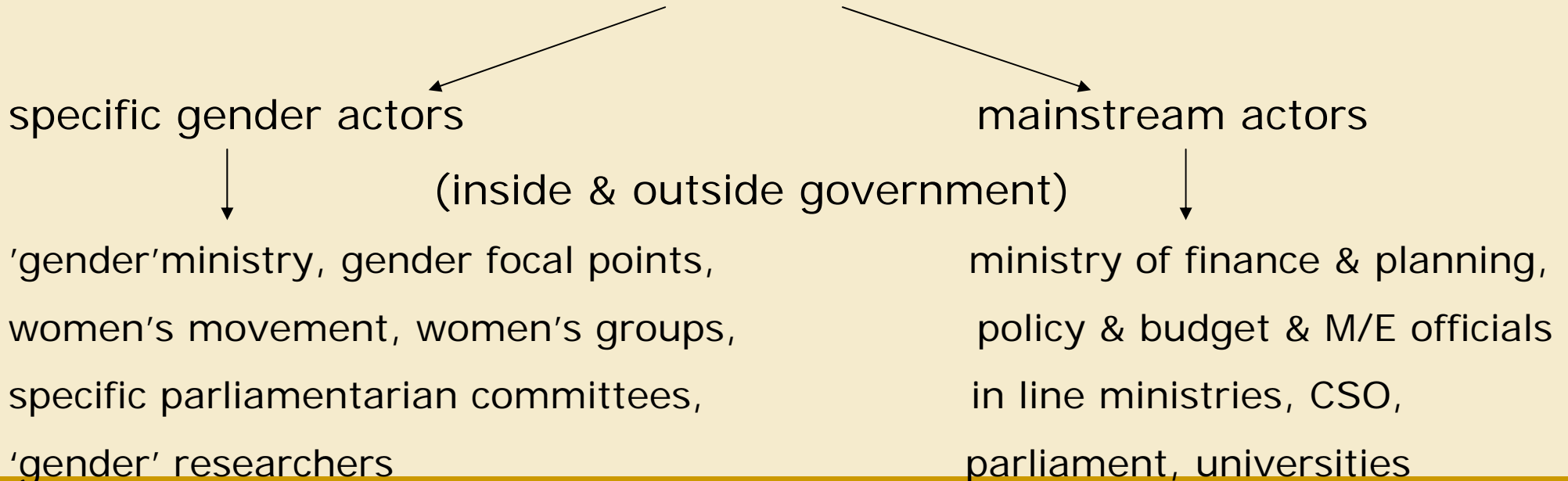
3. How to improve?

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



- ✓ 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

→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>)

Possible actions and instruments to engender the PRSP & sector programmes

PROCESS of elaboration, implementation, monitoring and evaluation	CONTENT			
	(Poverty) diagnosis and analysis	Identification of priorities and strategies	Budgeting and implementation	Monitoring and evaluation
<ul style="list-style-type: none"> Increasing participation of gender actors within government Increasing participation of gender actors outside government 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 Investing in the 'gender' capacity of the mainstream actors involved 	<p>Take into account take-off position of men and women</p> <ul style="list-style-type: none"> <u>Use of relevant secondary information:</u> <ul style="list-style-type: none"> -existing gender disaggregated indicators -existing country gender assessments -results of previous application of gender-analysis frameworks -information at the Ministry of Equal Opportunities <u>Primary data collection and analysis:</u> <ul style="list-style-type: none"> -separate, stand-alone exercises -engendering conventional data collection methods 	<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 genderresponsive diagnosis, planning, budgeting, implementation, monitoring and evaluation 	<ul style="list-style-type: none"> use of gender-aware macro economic framework Integration of gender in MTEF 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 -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 disaggregation of input, output, outcome indicators (if not yet done during previous stages) identification of indicators for follow-up of gender equality and empowerment

3.3. Engendering donor entry points

Donor entry points	↑ Gender-sensitivity
Ex-ante assessment (PRSP, sectorprogramma's)	gender scan, gender checklist (see annex) 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

- Bamberger M., M. Blackden, V. Manoukian AND L. Fort (2000). 'Chapter 10 : Gender + Technical Notes', pp. 333-374 and 559-586 (technical notes)', in *PRSP Sourcebook*. Washington D.C., World Bank (T11)
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- Zuckerman E. and A. Garrett (2003). *Do Poverty Reduction Strategy Papers (PRSP) address Gender? A Gender Audit of 2002 PRSPs*. Washington D.C.: Gender Action.

quick gender scan

	Different phases							
	Poverty diagnosis		Selection of priorities		Budgeting & implementation		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
	Individual and collective agency ('empowerment'): with further distinction between household, community, national level	SC	Individual and collective agency ('empowerment'): with further distinction	SC		sc sc sc 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)



Thank you!

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see also

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