

Gender Mainstreaming in General Budget Support: What to do to enhance a gender-sensitive dialogue?

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1. INTRODUCTION

1. Changing Aid Modalities : opportunities & risks for GEWE (1)

| PD Key-principles | Opportunities | Risks |
|----------------------|--|---|
| Ownership | <ul style="list-style-type: none"> -↑ effective implementation of policies -most countries have national gender plans & apparatus | <ul style="list-style-type: none"> -misused as excuse to abandon donor responsibility -national gender policies often marginalised -national gender apparatus often weak |
| Harmonisation | <ul style="list-style-type: none"> -clarification of notions -reduction of confusion -joint analytical work -harmonise programming and funding for gender equality and empowerment | <ul style="list-style-type: none"> -gender concerns sidelined to reach consensus -harmonisation towards the lower end -sectoral focus > horizontal issues |

1. Changing aid modalities : opportunities & risks for GEWE (2)

| PD Key-principles | Opportunities | Risks |
|-------------------------|---|--|
| <p>Alignment</p> | <ul style="list-style-type: none"> -↑ gender mainstreaming through influence and dialogue at the overall sector & macrolevel (↔ projects) -integration of gender perspective in BS entry points <ul style="list-style-type: none"> .policy dialogue .appraisal and monitoring of quality of national plans and processes and systems .capacity building .M&E exercises (joint reviews, etc.) -room for specific 'gender equality' & empowerment projects (agenda-setting track) in portfolio approaches | <ul style="list-style-type: none"> -uncritical alignment to gender-blind policies & processes increases existing gender bias -curtailing of donor's agenda-setting 'gender equality' & 'empowerment' track |

1. Changing aid modalities : opportunities & risks for GEWE (3)

| PD Key-principles | Opportunities | Risks |
|---|--|---|
| Management for development results | <ul style="list-style-type: none"> -evidence about results -focus on targets diminishes policy evaporation -analysis of failing development results could identify gender-blindness as a causal factor -similarities among results-oriented budgeting and gender budgeting | <ul style="list-style-type: none"> -‘gender equality’ and ‘women’s empowerment’ often not captured in targets -indicatorism and lack of analysis of failing results -‘management for results’ often misinterpreted as ‘management by results’ -lack of (use) of sex-disaggregated data -move towards the aggregate |

1. Changing aid modalities : opportunities & risks for GEWE (4)

| PD Key-principles | Opportunities | Risks |
|------------------------------|---|---|
| Mutual accountability | <ul style="list-style-type: none"> -assessment of gender-sensitivity of donor practices : OECD/DAC G-marker -participation of non-state gender actors in accountability and review exercises -use of gender budgeting as accountability instrument | <ul style="list-style-type: none"> -accountability reduced to a narrow interpretation of aid effectiveness -absence of a strong gender demand side among non-state actors |

2. THE POLICY CONTEXT

The policy context

- EU Action Plan on Gender Equality and Women's Empowerment in Development (2010-2015)
- 2007 GBS Guidelines & ongoing reform
- PD & AAA & Bhusan
- 2008 OECD/DAC Guiding Principles for Aid Effectiveness, Gender Equality and Women's Empowerment
- Gender Equality Survey – 3 gender performance indicators in PD Monitoring Survey
- G-marker

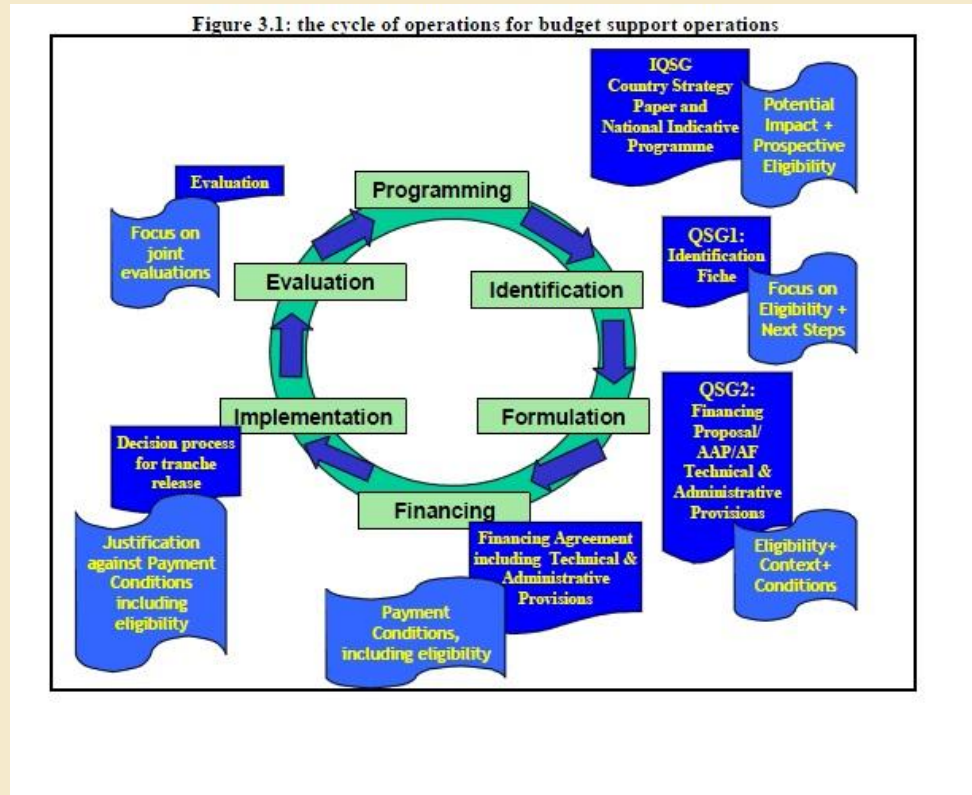
3. What to do to enhance a gender-sensitive political and policy dialogue?

3.1. Promoting gender-sensitive GBS dialogue CONTENT

➤ **GBS dialogue content: general characteristics**

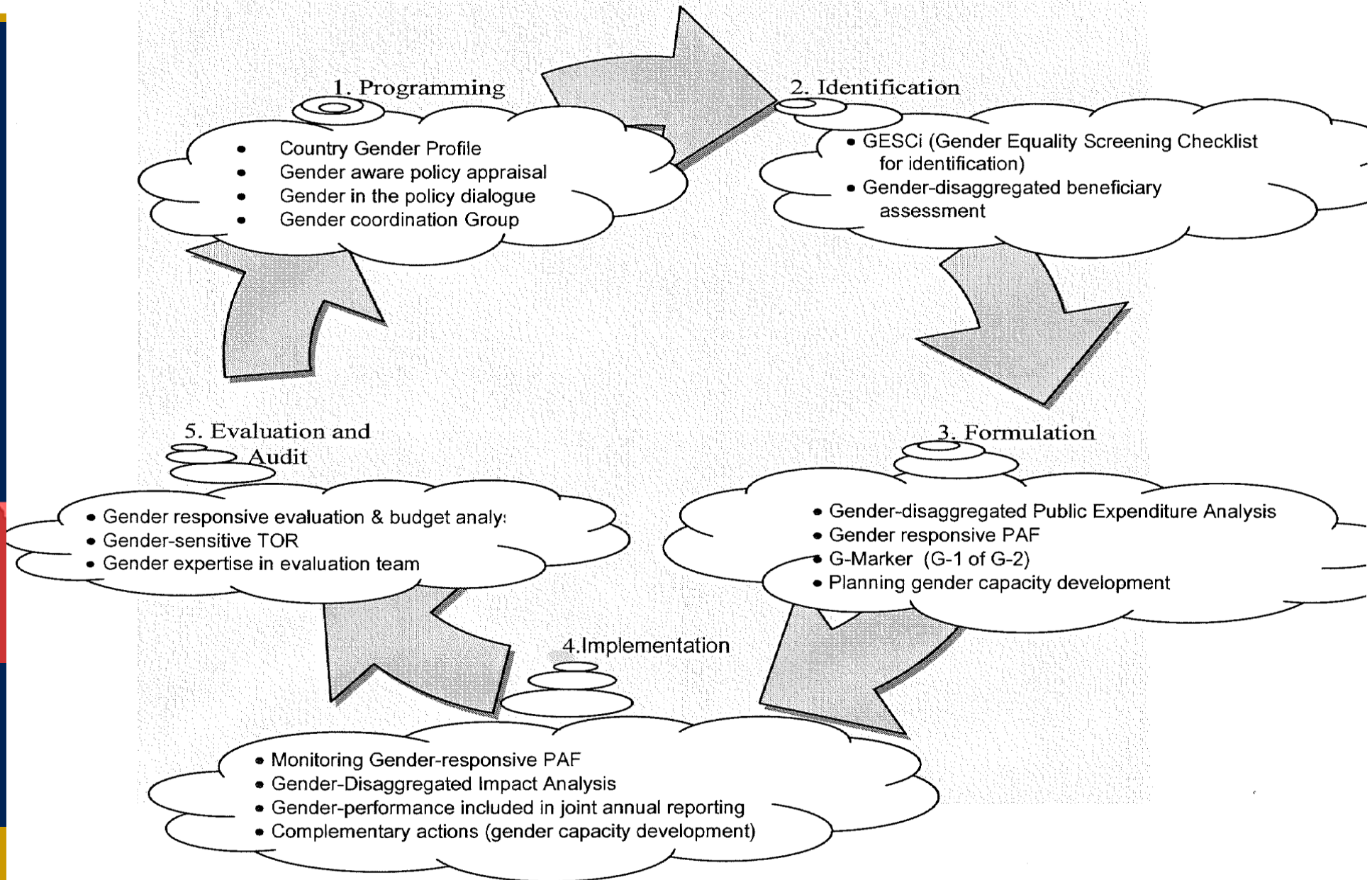
- content depends on phase in the GBS cycle
 - later phases are dependent on earlier phases
 - focus on quality of policies and quality of systems
 - evidence-based
 - focus on performance of donors and recipients
- implications for making dialogue gender-sensitive

- **promoting gender-sensitive GBS dialogue content (1)**
- ☐ dialogue content depends on phase in GBS cycle



- **Tools exist for integration of gender dimension in each phase (see slide 13)**

Fig.1: Some tools and entry points for gender mainstreaming in GBS



➤ promoting gender-sensitive GBS dialogue content (1)

□ content of later phases dependent on earlier phases

- national policies and policy matrixes → **performance criteria & indicators** → joint review & performance evaluation → dialogue
- avoid gender-retrofitting
 - Promote gender-sensitive national policies and indicators (GA, A.3.4)
 - ✓ results/outcome indicators: gender equality in enrolment, in use of health services, use of agricultural extension services, land rights, etc.
 - ✓ process indicators: gender institutional apparatus
 - Promote inclusion of existing gender equality and sex-dissaggrated indicators in performance assessment frameworks (PAFs) (GA, A.4.1)
 - Ensure that they are on agenda of J(S)R (GA, A.3.4)

➤ promoting gender-sensitive GBS dialogue content (3)

□ dialogue focuses on quality of policies (content) and quality of systems (institutional capacity)

➤ include gender scan in quality diagnosis

| (JOINT) GENDER SCAN | |
|---|--|
| Policies (PRSP, national development plans) | Systems |
| <p>➤ To what extent are gender issues taken on board in:</p> <ul style="list-style-type: none"> ▪ policy diagnosis ▪ selection of priorities ▪ identification of actions, indicators and targets ▪ allocation of budgets ▪ monitoring and evaluation <p>→use of GESCI →use of OECD/DAC gender performance indicator(ownership)</p> | <p>➤ To what extent is there gender expertise in processes of:</p> <ul style="list-style-type: none"> ▪ policy-making ▪ budgeting ▪ implementation ▪ monitoring and evaluation <p>→ use of GESCI</p> |

➤ **promoting gender-sensitive GBS dialogue content (4)**

☐ evidence-based

- **M&E** at different phases feeds into dialogue content
 - ✓ ex-ante: joint diagnosis
 - ✓ ex-nunc: joint review
 - ✓ ex-post: joint audit & evaluations
- **mutually reinforcing relationship between M&E and dialogue**
 - ✓ M&E evidence → ↑ quality dialogue
 - ✓ dialogue → ↑ M&E feedback & use (remediation & capacity building)
- **Promote & stimulate integration and USE of gender issues in M&E systems**
 - ✓ MIS (line ministries)
 - ✓ statistical institutes
 - ✓ central M&E office

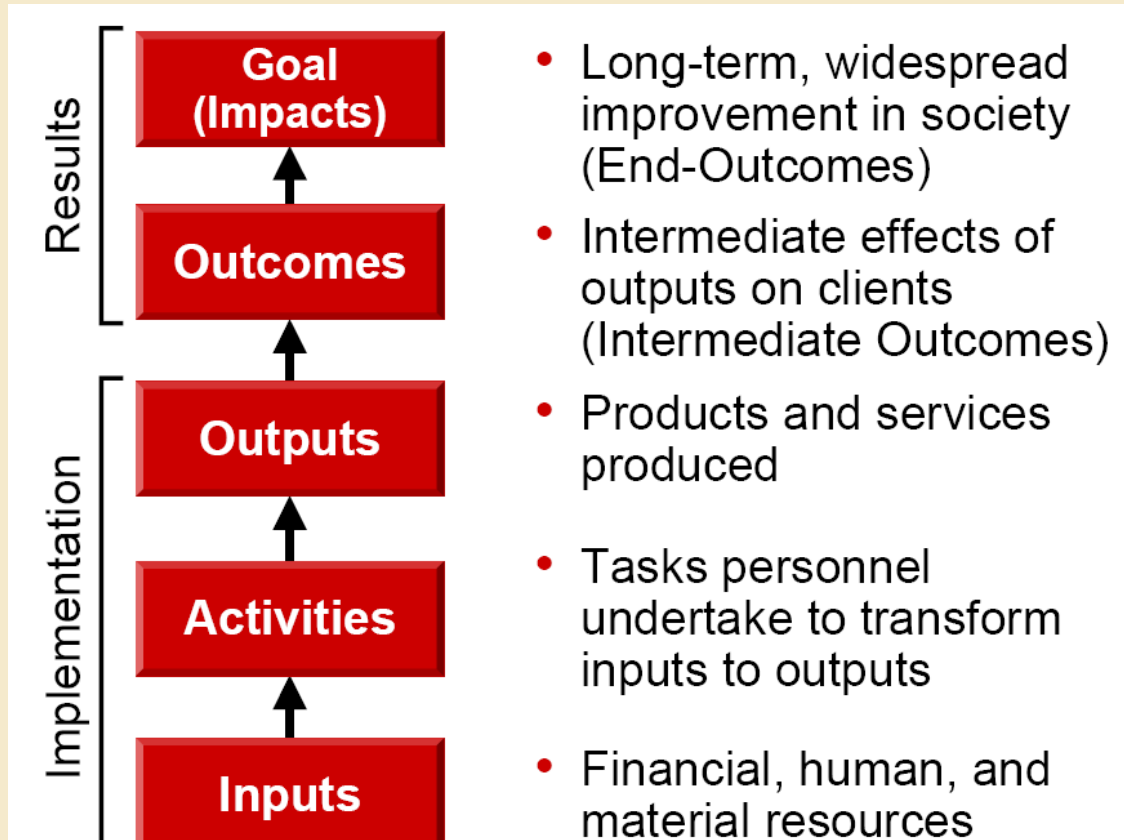
➤ Promoting gender-sensitive GBS dialogue content (5)

□ evidence-based

➤ gender-dimension in 'evaluation' (GA, A.6.5)

- importance of GEWE as 'dependent' variable
 - ✓ unveil effects of GBS on GEWE
 - ✓ ↑ distance from implementation realities → ↑ importance of PSIA, PIA

- importance of gender as 'independent' variable
 - ✓ gender-blindness as causal factor for failing development effectiveness, efficiency and impact
 - important in the dialogue on the reasons for over/underperformance (GA, A.3.4)



Source: Binnendijk (2000) cited in World Bank Group. *International Program for Development Evaluation Training*

➤ promoting gender-sensitive GBS dialogue content (6)

- ❑ also focus on donors' performance (mutual accountability)
 - use of evidence-based donor gender accountability mechanism
 - ✓ OECD/DAC G-marker (GA, A.6.2.)
 - ✓ gender equality performance indicators related to mutual accountability
 - ✓ donor's investment in gender expertise capacity building
 - ✓ DAC peer review
 - ✓ tracking of aid invested in GEWE (disaggregated over sector) (GA, A.6.3)

3.TOWARDS A GENDER-SENSITIVE DIALOGUE IN BUDGET SUPPORT

3.2. How to make GBS dialogue PROCESS more gender-sensitive?

- gender-sensitive mapping of possible interlocuteurs in different phases of GBS cycle: 2-track approach

| Check gender expertise among key actors | Check participation/influence of gender-specific actors |
|---|--|
| <ul style="list-style-type: none"> State actors : <ul style="list-style-type: none"> min of Finance M&E unit audit office line ministries | <ul style="list-style-type: none"> State actors: <ul style="list-style-type: none"> gender or women's ministry gender focal point |
| <ul style="list-style-type: none"> Non-state actors: (GA, A.5.2) <ul style="list-style-type: none"> CSOs parliament research institutes + discuss in EU-CSO gender policy forum (GA, A.5.1) | <ul style="list-style-type: none"> Non-state actors: (GA, A5.2) <ul style="list-style-type: none"> women's movement specific parliamentary committees gender research units |
| <p>→ promote CD on gender issues</p> | <p>→ promote CD of gender actors & increase room of manoeuvre</p> |

CD of gender/non-gender actors: GRB tools and approaches are useful (bridging frames)

- need for leadership & harmonisation
 - identify EU lead donor in partner countries for promoting GEWE (GA, A.1.3)
 - set up of gender coordination mechanism (GA,A.3.3)
 - use of division of labour approach for participation in other macro/sector coordination groups

- within aid agency: need for team work
 - involve gender experts in BS dialogue
 - promote CD of gender experts (PFM, macro-economics, macro-politics) (GA, A2b7)
 - increase gender expertise of key staff in BS dialogue (GA,A2B1-A2b6)
 - GRB is useful for CD of gender & non-gender experts (bridging)

Selected references

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Thank you!

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