

Evolutions

in development thinking and policy

new opportunities
for **gender equality** ?!

PRSPs en SWAPs from a gender perspective

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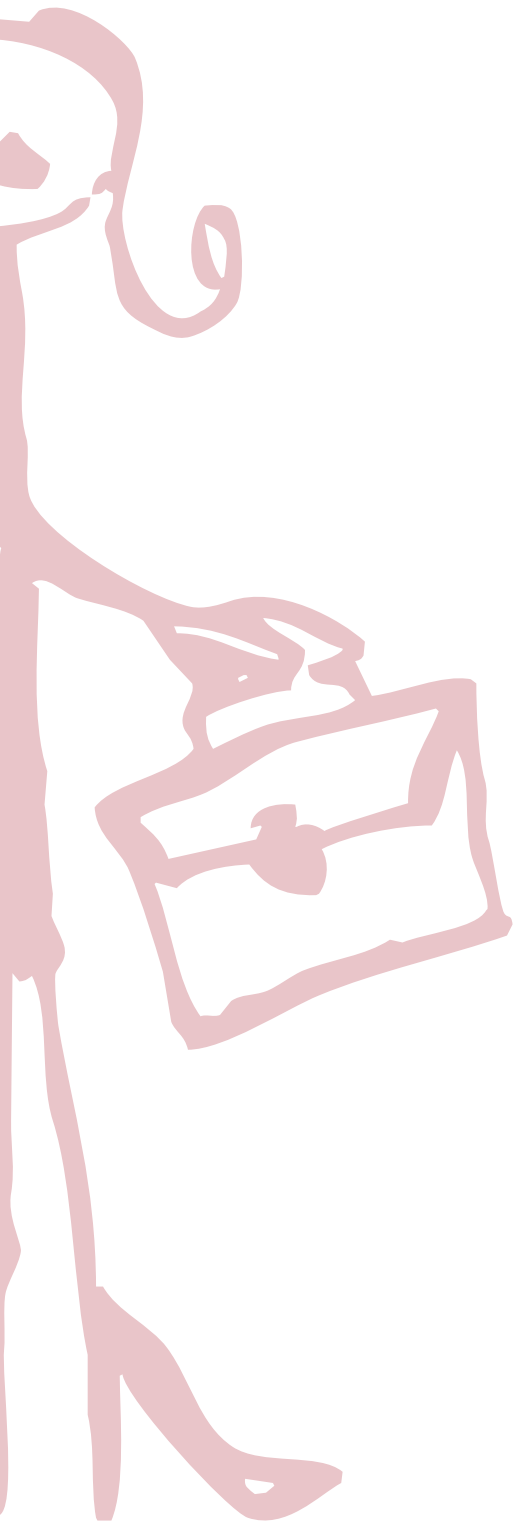
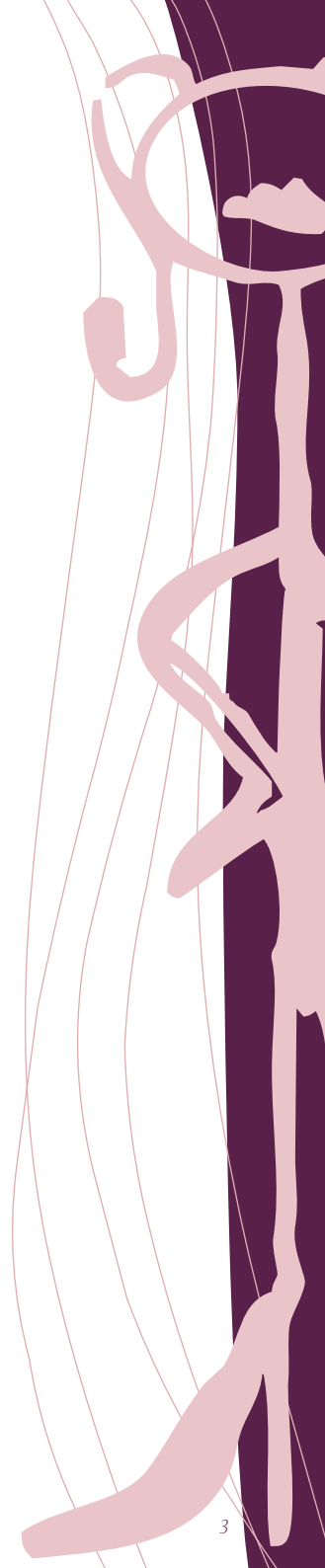


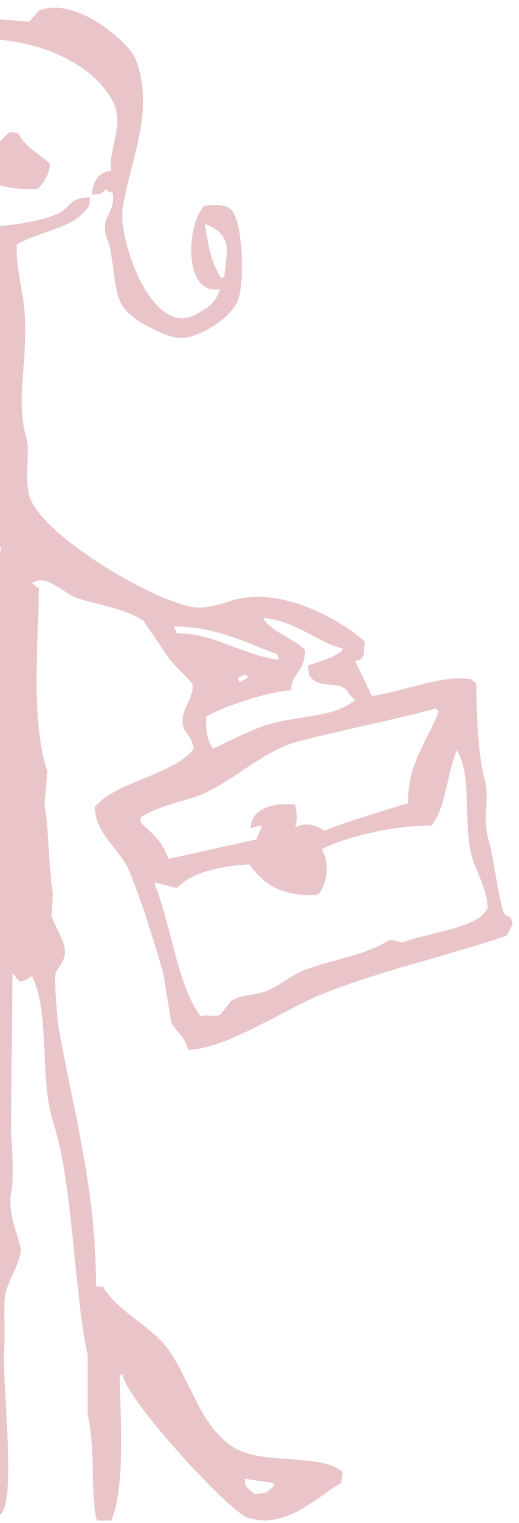
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List of abbreviations and acronyms

CBO:	Community-based Organisations
CEDAW:	Convention on the Elimination of Discrimination against Women
DAC:	Development Assistance Committee
GAD:	Gender and Development
GDI:	Gender-Related Development Index
GEM:	Gender Empowerment Measure
IMF:	International Monetary Fund
JSA:	Joint Staff Assessment
JSAN:	Joint Staff Advisory Notes
MTEF:	Medium Term Expenditure Framework
NGO:	Non-governmental Organisations
OECD:	Organisation for Economic Cooperation and Development
PAF:	Performance Assessment Frameworks
PRSP:	Poverty Reduction Strategy Papers
SWAP:	Sector Wide Approaches
UNDP:	United Nations Development Programme
WID:	Women in Development





1 INTRODUCTION: A CHANGING SETTING

Development thinking and practice have been thoroughly shaken over the last few years. The terminology has expanded to include terms like 'ownership' (in the context of country ownership), participation, results-orientation, harmonisation and alignment, budgetary support, PRSPs, SWAPs, and so on. Indeed the Monterrey, Rome, Marrakech and Paris conferences have changed the course of development cooperation.¹ In short, donors have agreed to abandon isolated and self-willed aid interventions as much as possible and intend to coordinate aid (harmonisation) and focus increasingly on programmes being developed in the beneficiary countries themselves (alignment). National actors are also expected to develop programmes that are based on a solid problem analysis, are results-oriented and are the consequence of broad consultation between actors from both within and outside government (civil society). The best-known examples are the national programmes to fight poverty (Poverty Reduction Strategy Papers or PRSPs at the macro level) and sectoral programmes (that form the basis for Sector Wide Approaches or SWAPs). Not only are responsibilities shifting with regard to the development of the programmes, but also the responsibility for management, monitoring and evaluation are increasingly shifting to the partner country. Specifically, it is expected that the receiving government will set up sound and reliable national systems to budget, financially manage, implement, monitor and evaluate programmes. Donors, in turn, agree to reduce their own parallel systems for financing, implementation, management and monitoring, and instead invest their funds in the sectoral budget (sectoral budget aid) or the national budget (general budget aid) as much as possible, and align their reporting with the reports of the country.

In this note² we look at these evolving aid modalities from a gender perspective. In the 2001 Law on International Coopera-

tion, Belgium presented gender equality as an important transversal objective. Logically, it is then expected that Belgium, also within the changing context, will do its very best to ensure that the gender dimension is integrated into its development policies. **The intention of this note is to contribute to the reflection process on an approach and a set of instruments that are geared towards the evolution in development thinking and practice.**

Below, the note first argues why a gender dimension is best integrated into the evolving aid modalities. The priority remains that gender equality is a matter of human rights, but what is new is that the basic principles of a programme approach as such offer opportunities for increasing gender equality and empowerment. It is not only the new aid modalities which offer new opportunities for more gender equality though. Empirical evidence has also shown that the programme objectives (programmes combating poverty as well as sectoral programmes) simply cannot be achieved without integrating a gender dimension. Ample arguments to convince even the most obstinate of sceptics!

The extent to which PRSPs and SWAPs in practice take into account lessons learned will be discussed in the second part. We look at both the content of the PRSPs and the SWAPs as well as the underlying processes. Finally, we look into how we can improve the whole. We discuss a number of avenues for making the new forms of aid more gender-sensitive, taking into account the basic principles of the new aid instruments. We discuss this from the perspective of both the national actors and the donors, paying attention to governmental and non-governmental actors.

¹ For an overview of the most important conclusions from the various conferences, see: www.aidharmonisation.org.

² For a more detailed version of the note, see Holvoet N. (2006). *Nieuwe hulpvormen vanuit een genderperspectief*. Antwerpen: IOB, 35 p. (see www.ua.ac.be/dev/bos/ or Holvoet N. (2006). *Gender Budgeting. Its Usefulness in programme-based approaches to aid*. Briefing Note. Brussels: EC, 56 p.

2 GENDER AND NEW AID MODALITIES: LOVE IS IN THE AIR...


2.1. Gender equality: a matter of human rights...and of observing prior commitments

The most important reason for integrating a gender dimension into the new aid forms is that most countries in the world have subscribed to the notion that gender equality is a fundamental human right and an important objective on its own. More specifically, many countries have signed the Convention on the Elimination of Discrimination against Women (CEDAW), the Beijing Declaration and the Declaration on the Millennium Development Goals, making an explicit commitment to promote gender equality.


Furthermore, Belgium has included the promotion of gender equality and empowerment as one of its three transversal goals³ in the Law on International Cooperation (1999). This implies that as a donor it is also expected that every effort will be made, also in a changing setting, to ensure that this goal is accomplished.


2.2. New aid modalities: new opportunities for gender equality and empowerment

The recent evolutions in development thinking and policy offer a number of opportunities for gender equality and empowerment:

 The transition from sometimes isolated projects to supporting the more global picture of sectoral and national poverty policy and programmes offers in principle more opportunities for the integration of transversal themes like gender, which as such require a more all-encompassing global approach. If, ultimately, a gender dimension

is successfully integrated at the level of national anti-poverty programmes/policy and of sectoral programmes/policy the implication is a much broader and sustainable impact on gender equality and emancipation than the effects created by small-scale projects, regardless of the importance of these in and of themselves.

 The evolution towards national and sectoral programmes, and especially the intention to use increasingly the systems and processes of the partner country, in principle means that donors attach greater importance to the quality of these systems/processes. One of the proposed basic principles (and process conditions) is the importance of **broad consultation with and participation of actors outside and within government in the development, management, monitoring and evaluation** of the sectoral policy/programmes and national anti-poverty policy/programmes. The underlying idea, in fact, is that policy and programmes created and followed up through broad consultation and participation will account more for the needs of different groups in society. Moreover it is believed that a strong independent civil society and other non-governmental actors can ensure that the government is more accountable for the promises made, including with regard to gender equality and emancipation. It is also believed that this will incite the government to develop civil services that are of higher quality and more reliable (and which ensure that the government is accountable to its citizens). **Paying more attention to the underlying processes and in particular to the degree of inclusiveness and exclusivity can also ensure that women have more opportunities to participate in policy-making, monitoring and evaluation.**

 Based on the same logic, it is also possible to understand the emphasis on the 'results-orientation' principle. In particular, results-orientation means that the focus extends from the

³ In Law, 'environment' and 'social economy' are included in addition to 'gender equality'. 'Children's rights' and 'the fight against HIV/AIDS' have since been added.

input level (financial means) to the result level (output, outcomes and impact). **From the perspective of integrating the gender dimension, more opportunities are offered by paying more attention to the monitoring and evaluation of results, and because of the feedback on successive phases of policy and programmes.**⁴ When there is already a certain familiarity with results-oriented programme logic, ultimately only a small step is needed to broaden the focus to include the gender sensitivity of the results. Moreover, it is precisely from this results-oriented approach that it is logical and even essential to differentiate the different steps within the programme logic (the causal link of input, activities, output, outcomes and impact) according to the relevant criteria (including gender) that places individuals at different starting points.

2.3. Gender sensitivity: an essential condition for successful programmes

The goals of national programmes, particularly PRSPs and sectoral programmes, are to combat poverty and improve the different dimensions of human development (literacy, mortality, etc.). **Research⁵ has shown that greater equality between women and men and the emancipation of women contribute to the accomplishment of these goals:**

Research⁶ at **macro level** has shown that the economic growth in Sub-Saharan Africa (SSA), South Asia and North America would have been respectively 0.7%, 1.7% and 2.2% higher over the 1960-1992 period if these regions had closed the gender gap in education participation in the way it was done in East Asia.

Many readily available **studies at micro level** show that greater gender equality and women's emancipation leads to higher human and economic development and to decrease poverty. For example:

- education of mothers around the world leads to healthier children with a higher level of education;
- more control by women over agricultural input significantly increases the agricultural output and income;
- a higher income in the hands of women usually implies an increase in the well-being of all family members.

Closing the gap between women and men (and in particular not increasing it) requires consistent application of a gender approach through the different phases of a policy/programme cycle: from problem analysis to priority identification, budgeting and implementation to monitoring and evaluation. Such 'gender mainstreaming' not only has a direct effect on gender equality (which, in turn, also contributes to other objectives), but it is also essential for the effectiveness of all programmes. 'Gender' (as well as class, age, etc.) for a large part defines the identity of women and men: their use of time, their tasks, their rights, and their duties. This, among other things, results in differential access to and control over production factors such as labour, capital, land and education, and in a lesser participation in decision-making, both within the household and outside it. It is clear that individuals with different take-off positions also react differently to policy measures and that a uniform and gender-blind policy/programme (at the micro, meso and macro levels) which does not acknowledge this reality will only work partially, if at all. **A results-oriented policy and programme requires taking into account gender-specific limitations and needs at the draft, general management (budgeting, implementation, monitoring) and evaluation stages.**

⁴ *Introducing gender-sensitive budgeting (which aims at a confrontation of the input with the gender sensitivity of the results) is, for example, much simpler in the context of a results-oriented budget than in the context of an input budget. See on this e.g. Sharp and Conholly (2003).*


⁵ *See World Bank (2001a), and more specifically Chapter 2 (pp. 73-106) for an overview.*


⁶ *See Klasen (1999) and World Bank (2001a) (Chapter 2).*

3 BUT HOW Gender-sensitive ARE PRSPs AND SWAPs IN PRACTICE?


While in theory new forms of aid offer opportunities for advancing gender equality, it does not hold true that these opportunities will automatically be realised in practice. What follows is a non-exhaustive overview of empirical evidence⁷ concerning the gender sensitivity of PRSPs and SWAPs. Both content-related aspects and the gender sensitivity of the underlying processes are examined.

3.1. How gender-sensitive is the content?

 **Gender sensitivity remains a matter of 'soft' sectors. Priority 'gender' actions focus chiefly on increasing the basic capabilities of women/girls.** Furthermore, 'gender' is not considered equally within all sectors geared towards increasing basic capabilities through public services; the education and health care sectors generally score better than, for example, the transportation sector. Within these sectors actions are moreover mainly aimed at fulfilling 'practical gender needs' defined within the margins of the existing gender identities.⁸ **Gender analysis at the level of income and labour market participation ('opportunities') is scarce.** Yet, in many cases the gap between men and women is no longer mainly situated at the level of the capabilities but rather at the level of opportunities women are offered to actively use the investments (in terms of education and health care) made in them.

 **Attention to gender can impair subsequent stages of the PRSPs. Most references to inequalities between men and women can be found in the diagnosis of poverty but they are often not translated into priority actions and matching budgets.** Moreover, it is possible to generalise this observation on the poor translation and incoherence of the different phases:


- poverty diagnosis and analysis do not necessarily provide input into the identification of priorities and strategies;
- these, in turn, are not consistently translated into budgets and concrete implementation;
- they are not necessarily followed up or evaluated.

 **The discussion of the gender issue, even in the diagnosis phase, is very partial and descriptive and is usually limited to examining a number of indicators according to gender.** In and of itself such a gender-disaggregated analysis is of course very important: it gives an idea of the extent of (in)equality and can be used as an instrument for monitoring and evaluation. In addition, if several dimensions of poverty⁹ are discussed, internal comparisons can be made to get a clear picture of exactly where the difficulties lie. However, usually this is limited to indicators concerning education and health status and what seems to be overlooked is that there are both national and international databases that provide indicators concerning income and participation. **The presentation of gender-specific numbers, in the large majority of the cases, also means an end point. In other words, there is no systematic research into the causes of the established gap.**


⁷ See e.g. Bell (2003), OECD (DAC) (2002), Whitehead (2001), World Bank (2001b) and Zuckerman and Garrett (2001).

⁸ In contrast with activities that are aimed at 'practical gender needs', actions aimed at 'strategic gender needs' attempt to bring about (small) changes to the gender relationships themselves. For example, the assignment of tasks, allocation of time and access to and control over production factors according to 'sex lines' are questioned. See Moser (1993) and Molyneux (1985) for a more extensive discussion of 'practical' and 'strategic' gender needs/interests.

⁹ In the framework of the PRSPs the following dimensions of poverty were identified: income, capacities, opportunities, security and voice/agency.


 **Existing national gender notes and priority actions included therein are not integrated into the PRSPs. Gender notes of sectoral ministries do not appear to be a source of inspiration for sectoral policy and programmes.**

⇒ Generally PRSPs and SWAPs adhere to a 'women-in-development' (WID) approach, and specifically to an 'anti-poverty approach', more than to a 'gender and development' (GAD) approach. In reality, this means that poverty is considered as the cause of the existing gap between women and men and combating poverty as the adequate remedy for closing the gap. A gender approach starts from a reverse logic: the socio-cultural construction of 'gender' as a determining factor of the behaviour of men and women and as a possible cause of poverty. A gender approach implies that gender analysis is integrated into the development stage of a policy/programme (at national or sectoral level) which maps the different starting points for men and women, followed by an examination of how these take-off positions can be adjusted in the course of a policy/programme. In other words, the intention is to re-adjust 'gender' to the ultimate goal of advancing gender equality, with the side-effect of increased efficiency and impact of policy/programmes.

 **Donors, generally, do not seem to be too worried about the way in which partner countries handle the gender issue in the framework of the PRSPs and the sectoral programmes.** The 'Joint Staff Advisory Notes' (JSANs) (formerly the 'Joint Staff Assessments' (JSAs)), notes drafted by the World Bank and the IMF with assessment and advice on the quality of the PRSPs, are remarkably silent on gender. Yet, one does not really have to be a gender expert to draw the conclusion that in most PRSPs, to put it mildly, the discussion is

only fragmentary. Also in judging the sectoral programmes donors pay little attention to the way in which the gender issues are treated in the partner country. **On the part of the donors, in other words, partner countries are given very little external incentive to make an effort at the level of the integration of a gender dimension**, while they are given incentive in the field of macro-economic planning, for example, and in managing public means. Finally, there is too little coordination between donors on the subject of gender.

3.2. *How gender-sensitive are the underlying processes?*

 One of the most important 'innovative' elements of the PRSPs (and the SWAPs) is the condition that is imposed regarding the underlying process: as much as possible all phases must be the result of participation of a broad group of stakeholders. However, in practice, several studies have shown that there are significant problems as to the quality of these participation processes:¹⁰

- participation is often limited to the dissemination of information;
- there is limited integration of the results of the participation processes in the final PRS(P) and certainly in the selection of the priorities and the strategies;
- participation decreases through the different phases of the PRSPs.

Until now relatively little attention has been paid to the participation of women and/or gender experts on the PRSPs and the SWAPs. This is remarkable considering the existing empirical evidence of the low degree of participation of women in decision-making, both within and outside the household.¹¹ On the basis of this evidence, it

¹⁰ See e.g. Driscoll and Jenks (2004), McGee and Norton (2000).

¹¹ See e.g. World Bank (2001a).

¹² See e.g. Bell (2001), OECD (DAC) (2002), Whitehead (2001), World Bank (2001b).

is entirely illogical to simply assume that women and/or gender experts will participate in the framework of the PRSP and SWAP processes. Existing studies¹² on the subject support this. Generally it appears that:

- there is little participation of typical gender actors within the government in the PRSP and SWAP processes. 'Gender' ministries are rarely involved in the PRSPs and gender focal points are rarely involved in the sectoral programmes;
- there is little participation of typical gender actors outside the government (women's groups) in the PRSP and SWAP processes;
- when typical gender actors (within both the PRSPs and SWAPs) participate they often do not seem to have the right capabilities and experience track record. Participation in the PRSP and SWAP processes requires capabilities at the level of general policy analysis with an emphasis on macro-economy, public finances and fiscal aspects;
- women are underrepresented among the mainstream actors that are involved in the PRSPs and SWAPs. This is also true both within the government (finance ministry, line ministries) and outside it (within NGOs, CBOs, parliament, universities and research centres, audit offices, etc.);
- there is generally little gender expertise amongst mainstream actors.

4 AVENUES FOR ENGENDERING NEW AID MODALITIES

From the confrontation between, on the one hand the conclusion that new forms of aid in and of themselves offer opportunities to integrate the gender dimension, and on the other hand the poor translation of this into practice, a number of avenues are explored for making new forms of aid more gender-sensitive.

→ First, 4.1. considers the implications of the changing context for national actors and donors. Then, in 4.2., several suggestions are offered for making national programmes (anti-poverty and sectoral programmes) more gender-sensitive. In keeping with the general approach discussed in 4.1., these suggestions are especially relevant for national actors but also for those donors involved in capacity building. Finally, 4.3. proposes a framework for analysis that can be used to scan PRSPs (and sectoral programmes) for gender sensitivity. In addition to this proposal for superficial and 'quick' screening, a more extensive checklist is included in Appendix I. A 'gender screening' of the PRSPs (and sectoral programmes) can be interesting for both donors and national actors.

4.1. A few basic principles

In keeping with the changing setting of the new aid modalities, the initiative to make national anti-poverty and sectoral programmes gender-sensitive lies first and foremost with the different actors of the partner country itself.

The instruments listed under 4.2. are therefore first meant for the following national actors:

Specific gender actors within and outside the national authorities:

- Ministry of Equal Opportunities, Gender, Women...
- gender focal points within sectoral ministries
- women's movements and women's groups
- members of parliament who sit on subcommittees that deal with gender, equal opportunities
- university departments and research centres that offer research and education facilities and provide services in the field of gender equality and empowerment

Mainstream actors within and outside the national authorities that are often involved in PRSPs & SWAPs:

- Ministry of Finance, Planning
- sectoral ministries
- monitoring & evaluation services
- civil society organisations
- parliament
- universities & research centres
- audit offices

Set against the broader responsibility and leadership taken on by different national actors is the evolving role of donors. The idea is that the partner country will have a greater role on policy development, implementation, monitoring and evaluation. **This does not imply that the donors no longer have any responsibilities, but it does imply a changing set of responsibilities and an approach with a broader focus on a solid ex-ante screening of content and processes, capacity building, monitoring, policy dialogue and evaluation.** Donors (the government as well as NGOs and universities) that take gender equality seriously will try to integrate the gender dimension into all these facets.



Entry points for donors (the government as well as NGOs) within which the gender dimension can be integrated:

- **procedures for ex-ante screening of the intrinsic quality of the policy and the programmes** (in particular PRSPs and sectoral programmes)

→ see 4.3. for a possible framework for analysis and Appendix 1 for a more extensive checklist

- **procedures for ex-ante quality screening of policy, budgeting, planning, implementation, monitoring and evaluation processes**

This involves screening the 'inclusiveness/exclusivity' of the processes.

→ see 4.3. for a possible framework for analysis and Appendix 1 for a more extensive checklist

- **policy dialogue**

Gender equality (both in terms of policy and programme content as well as the degree of gender experts' participation in the processes of policy and programme development, implementation, monitoring and evaluation) can be a very sensitive topic in a number of cases best treated with the necessary care in the context of a policy dialogue. However, it is essential that the results of the policy dialogue, i.e. the established agreements and promises, are also followed up. If they are not, it is unlikely that the promises made will be turned into specific actions.

- **capacity building**

The new aid modalities imply a transfer of responsibilities to national actors. However, at the moment the capacities of the national actors, human as well as financial and institutional, are not sufficiently developed. Concretely, capacity development is required within the two large groups of national actors distinguished above. *Both groups of actors have, among other things, a need for capacity development in terms of gender mainstreaming of the full policy and programme cycle (from diagnosis through implementation, and budgeting to evaluation).* Considering the often different initial background of both groups of actors, there is a need for a distinct approach:

- ◆ *Gender actors within and outside government have the required gender expertise but are often less proficient in general macro-economic and policy analysis, planning, budgeting, monitoring and evaluation.*
- ◆ *Mainstream actors often have broader knowledge and experience of macro-economic and policy analysis, planning, budgeting, and M&E, but need gender expertise (not only with a focus on the instruments, but also on the rationale behind the integration of the gender dimension, which may have an effect on their commitment)*

- **monitoring and evaluation of progress in the completion of programmes and quality of the underlying processes.**

This involves the integration of the gender dimension in Joint Budget Reviews, Joint Sector Reviews, Performance Assessment Frameworks (PAF), etc.

Finally, it is clear that advancing gender sensitivity in the context of the new aid instruments **also has implications for the internal organisation and the nature of the capacities that are required within the donor organisations themselves** (bilateral as well as multilateral donors and non-governmental donors such as NGOs, universities, etc.). Specifically, there is a growing demand for gender actors that have capacities in general (including macro-economic) policy analysis, planning, budgeting, monitoring and evaluation. It is also important that the mainstream donor actors that are involved in the ex-ante screening, policy dialogue, capacity building, monitoring and evaluation, have basic proficiency in gender analysis and mainstreaming.

4.2. A number of concrete suggestions to make PRSPs and sectoral programmes more gender-sensitive

Table 1 below gives a non-exhaustive overview of suggestions to improve the gender sensitivity of PRSPs and sectoral programmes. These suggestions will be useful for, on the one hand, the national actors (both gender and mainstream actors) that are responsible for programme development, budgeting, implementation, monitoring and evaluation and, on the other hand, the donors involved in capacity building.

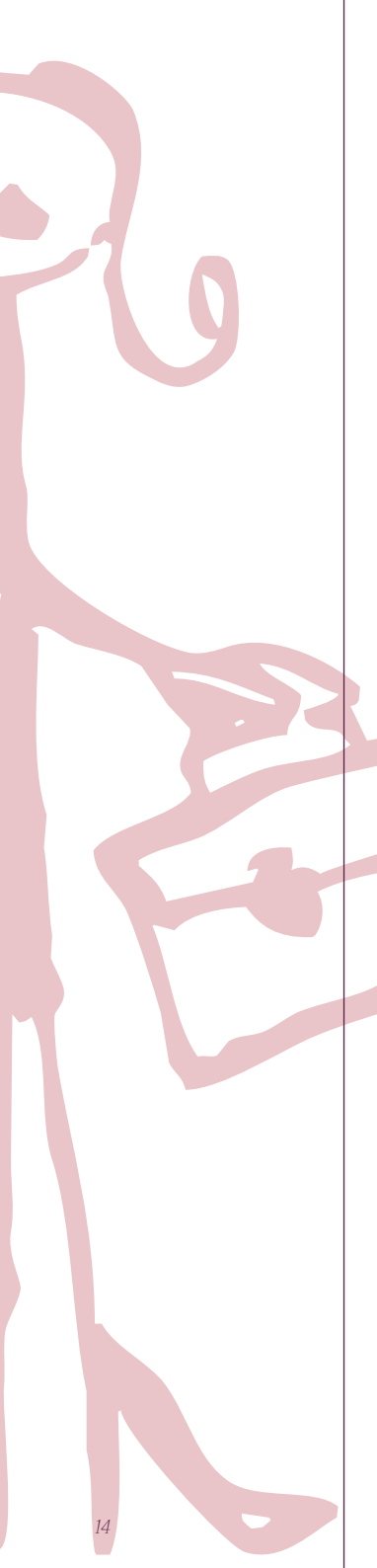
A distinction is drawn between underlying processes and programme content. Furthermore, suggestions are grouped for the stages of diagnosis, identification of priorities, budgeting and implementation, monitoring and evaluation. Input is based on insights of and experience with gender-sensitive budgeting¹³ and gender analysis frameworks (including e.g. Harvard, Moser).¹⁴ The 'gender' chapter in the PRSP Sourcebook is also used along with the associated technical notes.¹⁵ This note is limited to listing the possible instruments; a more detailed overview of the different instruments can be found in, among other sources, the comprehensive version of the note¹⁶.

¹³ See e.g. Budlender et al. (1998), Budlender et al. (eds)(2000), Budlender and Hewitt (eds)(2002) and UNIFEM (2002) for a general overview.

¹⁴ See March et al. (1999) for an overview of various gender analysis frameworks. Analysis frameworks like that of Harvard and Moser chart elements including: time and task allocation, access and control over various production factors, existing environmental factors (norms, laws, labour markets, etc.) that limit or stimulate gender equality and emancipation.

¹⁵ See Bamberger et al. (2000).

¹⁶ Holvoet N. (2006). **Nieuwe hulpvormen vanuit een genderperspectief.** Antwerp: IOB, 35p.



SUGGESTIONS FOR INCREASING GENDER SENSITIVITY OF PRSPs AND SWAPS

<i>PROCESSES of policy-making, budgeting, implementation, monitoring and evaluation</i>	CONTENT
<ul style="list-style-type: none"> ➤ Increasing participation of existing gender actors within the government ('gender' ministry, gender focal points within several line ministries) ➤ Increasing participation of the available gender actors outside the government (women's movement, gender experts at universities and research centres, female parliamentarians, etc.) ➤ Analysing the existing access for women to local stakeholder participatory and consultation processes and, if necessary, adjusting the consultation and participation format ➤ Actions for advancement of equal opportunities in public employment in order to arrive at a better gender balance in public employment (particularly at central ministries like finance and at higher hierarchical levels) ➤ Investing in the general institutional capacity for gender-sensitive policy analysis (including macro-economic analysis), planning, budgeting, implementation, monitoring and evaluation ➤ Investing in the gender expertise of mainstream actors within and outside government that are involved in the PRSPs and SWAPs (policy functions at the ministry of finance, line ministries, large NGOs and CBOs, unions, parliament, donors, etc.) 	<p data-bbox="1153 263 2038 335"><i>(Poverty) diagnosis and analysis</i></p> <hr/> <ul style="list-style-type: none"> ➤ Identifying and analysing the take-off positions of women and men. Input is based on: <ul style="list-style-type: none"> <li data-bbox="1209 478 2038 518"><i>I. existing secondary sources of information:</i> <li data-bbox="1209 518 2038 630">• national databases concerning the different dimensions of gender equality (usually via a gender ministry or gender focal points) <li data-bbox="1209 630 2038 813">• International gender statistics like UNDP's Gender-related Development Index (GDI) and Gender Empowerment Measure (GEM), the World Bank's GenderStats and Country Gender Assessments, the Gender Gap Index of the World Economic Forum <li data-bbox="1209 813 2038 933">• results of the application of gender analysis frameworks, such as for example Harvard, Moser (this is usually data acquired at local level) <hr/> <ul style="list-style-type: none"> <li data-bbox="1153 965 2038 1005"><i>II. additional primary data collection</i> <li data-bbox="1209 1005 2038 1268">• through integration of the gender dimension in the existing general data collection, including: <ul style="list-style-type: none"> <li data-bbox="1265 1077 2038 1117">◆ disaggregation of indicators and targets <li data-bbox="1265 1117 2038 1189">◆ inclusion of questions and indicators related to gender equality <li data-bbox="1265 1189 2038 1268">◆ inclusion of an individual dimension in household questionnaires (mapping intra-household differences) <li data-bbox="1209 1300 2038 1460">• through the application of specific gender instruments. Possibilities include: <ul style="list-style-type: none"> <li data-bbox="1265 1380 2038 1420">◆ Country Gender Assessment (national) <li data-bbox="1265 1420 2038 1460">◆ Harvard, Moser analysis frameworks (often local)

SUGGESTIONS FOR INCREASING GENDER SENSITIVITY OF PRSPS AND SWAPS

CONTENT

<i>Priority and strategy identification</i>	<i>Budgeting and implementation</i>	<i>Monitoring and evaluation</i>
<ul style="list-style-type: none"> ➤ Consideration of the results of the previous diagnostic phase (insofar as diagnosis and analysis have been carried out in a gender-sensitive fashion) ➤ Gender disaggregation of needs and priorities (differentiation of practical and strategic gender needs) ➤ Integration of priorities and strategies included in gender notes (both national and sectoral) ➤ Ex-ante screening for gender sensitivity of all policy/programme proposals and identification of possible remedying interventions (= gender check of policy/programme) ➤ If a well-functioning institutional apparatus is not yet present, providing actions for the development of institutional capacity for gender-sensitive policy analysis, planning, budgeting, implementation, monitoring and evaluation 	<ul style="list-style-type: none"> ➤ Integrating a gender dimension within the instruments of results-oriented management (e.g. via Budget Cycle Framework) ➤ Integrating the gender dimension within the Medium Term Expenditure Framework (MTEF) ➤ Checking whether there are also sufficient budgets provided for the gender-sensitive activities identified in the previous phase and whether their implementation is in fact planned 	<ul style="list-style-type: none"> ➤ Making conventional monitoring and evaluation instruments gender-sensitive: <ul style="list-style-type: none"> • screening for gender sensitivity in service provision • gender-disaggregated analysis of the fiscal incidence of public spending • gender-disaggregated analysis of the fiscal incidence of public revenues • gender-disaggregated analysis of the impact of public budgets on time use • gender-disaggregated impact analysis • within household questionnaires, disaggregation of the different members (mapping the intra-household allocation processes and solutions) ➤ Disaggregation of indicators and targets for input, output, outcome and impact (if this has not yet taken place during the previous phases) ➤ Identification and monitoring of specific indicators for gender equality and emancipation

4.3. A diagnostics diagram to screen PRSPs and sectoral programmes for gender sensitivity

Below is a diagnostics diagram that can be used (at least partially) by several stakeholders, including donors, but also by actors in the country itself (probably with an emphasis on non-governmental actors but possibly also by gender ministries that were not involved with PRSPs and SWAPs) in order to 'critically' screen PRSPs and SWAPs for their gender sensitivity. The 'quick gender scan' allows for relatively swift superficial scanning. As the diagram is closely fitted to the parts that make up a PRSP, it is first and foremost suitable for screening PRSPs (with some creativity it can also be used for sectoral programmes). Apart from the 'quick gender scan', Appendix 1 also provides a more comprehensive complementary checklist that allows deeper analysis. Considering the importance of both content and process, 'the quick gender scan' as well as the checklist differentiate between 'content' and 'underlying processes'.

Quick Gender Scan

The intention of the *quick gender scan* (see p. 17) is to score each phase (and the different parts within each phase) on the gender sensitivity of the content and the underlying processes described in a PRSP. The score (on a scale of 0 to 3) on content (SC) is determined based on the presence/absence of a discussion of gender issues. The score (on a scale of 0 to 2) on process (SP) is determined based on the presence/absence of expertise on women/gender within the different phases of the PRSP process. More specifically the following score system is used:

SC= score on gender sensitivity of the content

- 0= not possible to determine based on the available information
- 1= gender issues are completely absent, not mentioned
- 2= marginal reference to gender
- 3= in-depth discussion of gender issues

SP= score on gender sensitivity of the process

- 0= not possible to determine based on the available information
- 1= absence of women and/or gender expertise in the process (gender ministry, gender focal points, women's groups, women's movement, individual women)
- 2= presence of women and/or gender expertise in the process

Such a gender scan provides a superficial assessment of the gender sensitivity of a PRSP in a relatively short time. By differentiating between content and process, between the different phases and furthermore within the different phases between the different parts, it is possible to deduce which components of a PRSP have a higher or a lower score. This allows for, for instance, identifying:

- where a more in-depth analysis is required (for instance using the checklist presented in Appendix 1 or certain parts of this checklist)
- which phases and/or which domains require additional efforts
- whether there are possible 'champions' (for instance 'education' or 'health care') that can be encouraged to pioneer the propagation of 'good practice'.

QUICK GENDER SCAN

DIFFERENT PHASES								
	<i>(Poverty) diagnosis and analysis</i>		<i>Priority and strategy identifica- tion</i>		<i>Budgeting and implementation</i>		<i>Monitoring and evaluation</i>	
CONTENT	Poverty based on monetary data	SC(1)	Capacities with possible further break- down per sector	SC	General macro-economic frame- work and medium-term expen- diture budget (MTEF)	SC	Monitoring and evaluation systems	SC
	Capacities: with possible further breakdown per sector of public services, more specifically: education, health, wa- ter and sanitation, energy, trans- port	SC						
	Opportunities: with possible further breakdown per sector, more specifically: em- ployment and wages, labour mar- ket participation, SMEs, access to and control over production fac- tors (e.g., capital and country)	SC	Opportunities with possible further break- down per sector	SC	Budgeting and allocation of resources if possible differentiate be- tween: <ul style="list-style-type: none"> • capacities • opportunities • security • voice/agency or between sectors 	SC	Monitoring and evaluation instruments (instruments for data collection and analysis)	SC
	Security: with possible further breakdown by vulnerability to economic risks, food shortages, violence, environ- mental risks	SC	Security: With possible further break- down	SC	Implementation issues (identifi- cation of specific programmes, specific modalities of services, etc.): if possible differentiate between: <ul style="list-style-type: none"> • capacities • opportunities • security • voice/agency or between sectors 	SC	Targets and indicators, if pos- sible differentiate between: <ul style="list-style-type: none"> • capacities • opportunities • security • voice/agency or between sectors 	SC
Individual and collective 'voice' and 'agency' ('empowerment'): with possible further breakdown at household, community, nation- al level	SC	Individual and collective 'voice' and 'agency' ('empow- erment'): with possible fur- ther breakdown	SC					
PROCESS	SP(2)		SP		SP		SP	
	<p>(1): SC: score on gender-sensitivity of content (analysis on the basis of PRSP and assignment of a score on a scale from 0-3)</p> <p>(2): SP: score on gender-sensitivity of the process (analysis on the basis of PRSP and assignment of a score on a scale from 0-2).</p>							

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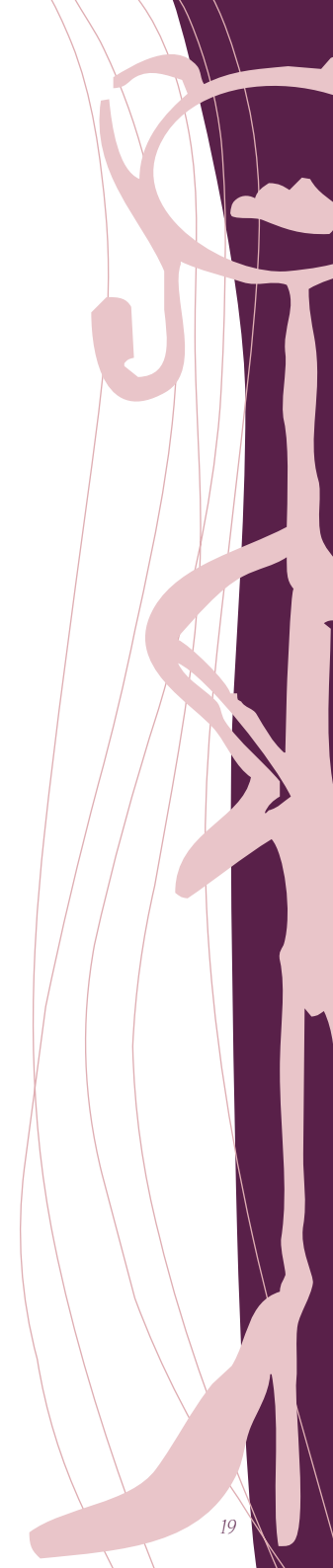
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¹⁷ Examples include diagnostics and reviews of Public Finance Management such as the PEFA and Public Expenditure Reviews as well as diagnostics of quality of sector programmes and sector reviews.

APPENDIX 1. CHECKLIST FOR 'GENDER SENSITIVITY' ANALYSIS OF PRSPS AND SWAPS

The 'gender sensitivity' analysis checklist is a potential guideline for a more in-depth analysis of the gender sensitivity of a national poverty programme or sectoral policy/programme. In accordance with the Quick Gender Scan, distinctions are made between aspects of content and the underlying processes and between different phases within a PRSP/SWAP. The checklist can be used separately but also in combination with the 'Quick Gender Scan' (for example to elaborate on certain elements that have a remarkably good or poor score in the Quick Gender Scan). Certain parts or questions can also be selected from the checklist according to their relevance in the framework of specific mainstream diagnostic and monitoring and evaluation instruments¹⁷.

A. PROCESS

➤ To what extent do women and/or gender experts effectively participate in the PRSP/SWAP process?

- Differentiate between diagnostic, priority identification, planning, budgeting, implementation, monitoring and evaluation phases
- Differentiate between varying degrees of participation: dissemination of information, consultation, effective input
- Differentiate between processes at several levels: within the household (e.g. in the context of household questionnaires), within the community, at the sectoral level, at the national level
- Differentiate between processes within the government and outside the government
- Differentiate between participation of traditional gender actors and the input of gender expertise from within the mainstream actors involved in the PRSP/SWAP processes)

- Differentiate between individual participation of women and gender experts and participation of women's groups
- Differentiate further according to income, geographical location, ethnicity, caste, age

➤ Analysis of the organisation/format of the participatory processes and stakeholder consultations that have been set up at different levels (macro, meso, micro)

- In setting up (timing, location, format) participatory processes and stakeholder consultations, are the analysed results of previous participatory processes and stakeholder consultations (more precisely their degree of exclusivity/inclusiveness) taken into account? In other words, has attention been paid to existing empirical evidence of the various degrees of voice/agency enjoyed by various groups (i.e., according to gender) in society (short-term strategy)?
- Are any specific measures taken to increase the voice/agency of groups that currently have a lower score (long-term strategy)?

➤ What are the capacities of the women/gender experts that are involved in the processes?

- Differentiate between actors within and outside government
- Differentiate between specific gender actors and the gender expertise of mainstream actors
- Differentiate between capacities at the level of gender and capacities at the level of general policy analysis, planning, budgeting, monitoring and evaluation

➤ What is the extent of the gender expertise of the mainstream actors that are involved in the processes?

- Differentiate between actors from within and outside government

B. CONTENT

➤ General

❖ *What approach is used vis-à-vis gender issues?*¹⁸

- Welfare approach (pre-WID)
- Women-in-development approach (WID)
 - ◆ equity approach
 - ◆ anti-poverty and efficiency approach
- Gender and development approach (GAD)
 - ◆ gender-efficiency approach
 - ◆ empowerment approach
- Is there an integration of gender issues throughout the text or is there merely a fragmented and selective reference to gender issues?

❖ *How gender-sensitive is the intrinsic contribution of the different stakeholders (in the different phases)? To what extent are gender issues integrated in the contribution of different actors?*

- Differentiate between contributions of:
 - ◆ civil society
 - ◆ ministry of planning and finance
 - ◆ line ministries
 - ◆ multilateral donors
 - ◆ bilateral donors

➤ Diagnosis and analysis

- Is the gender dimension integrated into the poverty diagnosis and/or analysis in the different sectors? Is it taken into account that, because of gender, men and women are given different tasks and time allocation, have different rights, duties, needs, limitations, opportunities?
- Are the different indicators within PRSPs and SWAPs disaggregated according to sex?

- Are specific indicators being used to map the extent of gender (in)equality?
- Are existing sources of gender indicators and analysis being used (national databases and international databases like those of UNDP, World Bank)?
- Are there differences in the integration of the gender dimension in the diagnosis of the different sectors? What is the underlying cause?

➤ Priority and strategy identification

- To what extent are the results of the diagnosis taken into account at the priority and strategy identification stage (if the diagnosis has been carried out in a gender-sensitive manner)?
- To what extent is the mutually influential relationship between 'gender' and 'development' taken into consideration at the priority and strategy identification stage? Specifically, the following questions can be asked:
 - ◆ Is the fact that men and women can be affected differently by each policy/programme taken into consideration?
 - ◆ To what extent are the effects on the 'unpaid' reproductive sphere taken into account (considering the interaction between the productive and reproductive sphere)?
 - ◆ Is the influence of existing gender relations on the effectiveness, efficiency and impact of all policy measures taken into account?
- To what extent are actions defined at the level of practical and strategic gender needs?¹⁹
- To what extent are priorities and actions that are identified in existing gender notes taken into account (notes elaborated by the gender ministry and/or gender units within line ministries)?
- Are there activities organised to reinforce the institutional apparatus that is responsible for integrating the gender

¹⁸ See e.g. Moser (1993) and Razavi and Miller (1995) for an overview of the various approaches.

¹⁹ See Moser (1993) and Molyneux (1985) for a more extensive discussion of practical and strategic gender needs/interests.

- dimension throughout the various phases of the PRSP/SWAPs (where such apparatus is not strong enough)?
- Are there any differences between the integration of gender in the identification of priorities and strategies among the several sectors? What is the cause of this?

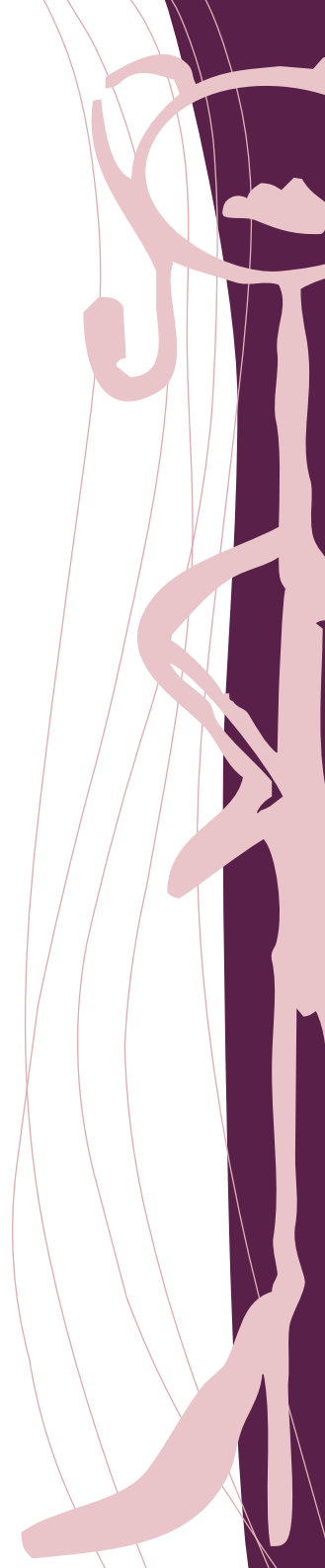
➤ Budgeting and implementation

- Are the gender-sensitive priorities and strategies identified in the previous phase also given budgets?
- Are the gender-sensitive priorities and strategies identified in the previous phase also given implementation and management mechanisms?
- Is the gender dimension integrated into frameworks for results-oriented management (like logframes)?
- Is the gender dimension integrated into the Medium Term Expenditure Framework (MTEF)?

➤ Indicators, monitoring and evaluation

- To what extent are the indicators disaggregated according to sex? Are there differences between the different sectors?
- Are there specific indicators added for the monitoring and evaluation of actions at the level of promoting gender equality?
- To what extent is the gender dimension integrated into the approaches/instruments used for monitoring and evaluation? To what extent, for example, is the gender dimension integrated into:
 - ◆ benefit incidence analysis of public services and matching budgets²⁰
 - ◆ assessment of service provision by (potential) users (service delivery surveys)
 - ◆ household surveys
 - ◆ public expenditure reviews (PER)
 - ◆ impact analyses

- To what extent are the results of monitoring and evaluation also incorporated into the subsequent rounds of PRSPs and SWAPs (new diagnosis, priority identification, etc.)?



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