



**EC/UN Partnership on  
Gender Equality for  
Development and Peace**



**Mapping Aid Effectiveness and  
Gender Equality in Africa**  
*Regional Issues and Trends*

Jacinta Muteshi, PhD

**FINAL REPORT**





# Mapping Aid Effectiveness and Gender Equality in Africa

*Regional Issues and Trends\**

Jacinta Muteshi, PhD

---

\* The report synthesizes findings and analyzes trends from mapping studies in Cameroon, the Democratic Republic of Congo, Ethiopia and Ghana.

UNIFEM is the women's fund at the United Nations. It provides financial and technical assistance to innovative programmes and strategies to foster women's empowerment and gender equality. Using a rights-based approach, UNIFEM focuses on strengthening women's economic security and rights; combating violence and HIV and AIDS among women and girls; promoting gender equality in governance in both conflict and non-conflict situations. It is the executing agency for the EC/UN Partnership at the country level.

The European Commission is the executive body of the European Union. Led by 27 Commissioners, it initiates proposals of legislation and acts as guardian of the Treaties. The Commission is also a manager and executor of common policies and of international trade relationships and is responsible for the management of European Union external assistance. , The Commission chairs the Programme Steering Committee for the EC/UN Partnership on Gender Equality for Development and Peace.

The International Training Centre of the International Labour Organization makes its practical approach to capacity development for gender mainstreaming available to programme partners and stakeholders. It manages the programme website, on-line learning modules for the EC/UN Partnership and contributes to the ILO global Gender Help Desk.

---

This publication has been produced with the assistance of the European Union. The contents of the publication are the sole responsibility of the author and research teams; they do not necessarily represent the views of UNIFEM or the ITC/ILO and can in no way be taken to reflect the views of the European Union.

Mapping Aid Effectiveness and Gender Equality in Africa: Regional Issues and Trends  
Copyright © 2008 United Nations Development Fund for Women  
ISBN: 1-932827-65-X

[www.gendermatters.eu](http://www.gendermatters.eu)

United Nations Development Fund for Women  
304 East 45<sup>th</sup> Street, 15<sup>th</sup> floor  
New York, NY 10017, USA  
Tel: 212-906-6400  
Website: [www.unifem.org](http://www.unifem.org)

---

Designed and printed by the ITC/ILO Turin, Italy

# CONTENTS

---

PREFACE.....	1
EXECUTIVE SUMMARY .....	3
INTRODUCTION.....	7
SECTION 1: Country Contexts .....	11
1.1 National Economic Development .....	11
1.2 The Situation of Women in the Economy and Society.....	12
SECTION 2: The Aid Landscape and Implications for Gender Equality.....	13
2.1 Aid Flows .....	13
2.2 Aid Modalities.....	14
2.3 Aid to Gender Equality Priorities and Programmes .....	14
SECTION 3: Implementing the Paris Declaration - Country Experiences .....	17
3.1 The Paris Declaration and New Aid Modalities: Relevance and Impact.....	17
3.2 National Ownership - Who Owns National Development Plans and Where Is Gender Equality in Those Plans? .....	18
3.3 Alignment - Is Donor Support Aligned to National Gender Equality Priorities? .....	20
3.4 Harmonization - Harmonizing for Aid Effectiveness and Gender Equality Outcomes .....	22
3.5 Managing for Results - Which Results and for Whom? .....	25
3.6 Mutual Accountability - Who Answers to Citizens?.....	27
3.7 Implementing UN SCR 1325 - Using Paris Declaration Principles to Promote Gender Equality in Post-conflict Situations.....	29
SECTION 4: Recommendations and Conclusions.....	30
ACRONYMS .....	33

## List of Boxes

Box 1 : Gender Perspectives in Donor Planning: The EC in Cameroon .....	16
Box 2 : Planning for Empowerment - Engendering the Poverty Reduction Strategy Papers in Ghana .....	19
Box 3 : Promoting Democratic Ownership - Participation of Gender Equality Advocates in National Development Planning: NEWA in Ethiopia .....	19
Box 4 : Gender Equality Sector Group (GEST) - Charting the Course for Government and Donor Partnerships to Promote Gender Equality in Ghana .....	24
Box 5 : Enhancing Social Accountability to Gender Equality and Women's Empowerment: The Use of Citizen Report Cards in Ethiopia.....	28



## PREFACE

Midway through the timeline for achieving the Millennium Development Goals (MDGs) by 2015, the Third High Level Forum on Aid Effectiveness in Accra, Ghana, in September 2008 represents the recognition that the measure of aid effectiveness will ultimately be its impact on development results, including the MDGs.

The hearings and consultations leading up to this forum have highlighted another important recognition: that gender equality and women's empowerment are central to reducing poverty and achieving sustainable development. Together, these recognitions will go beyond the Accra meeting to the High Level Event on the MDGs in New York on 25 September and the critical Second Global Conference on Financing for Development, to be held in Doha, Qatar, in November-December 2008.

We believe that making the links between gender equality and development effectiveness is therefore also a measure of aid effectiveness. Indeed it is out of this shared belief that the partnership between the European Union, the United Nations Development Fund for Women (UNIFEM) and the International Training Centre/International Labour Organization (ITC/ILO) was formed. In joining together to highlight the role of aid effectiveness in reducing poverty and inequality, we have promoted the use of the Paris Declaration principles to build alliances and open spaces for policy dialogue among governments, donor partners and civil society organizations, including gender-equality advocates in order to enhance inclusive development and increase the role of aid in this process.

In moving this agenda forward, it is essential to highlight on-the ground, good practice experiences in using the Paris Declaration principles to achieve development results. For this reason, the Partnership commissioned 12 in-depth country studies, representing all regions, mapping the experiences of gender equality and poverty reduction advocates, in government and non-government organizations in implementing the Paris Declaration. These have provided the basis for an analysis of regional issues and trends, and recommendations to advance progress.

The regional synthesis reports highlight and confirm the centrality of gender equality and women's empowerment to achieving the MDGs, including the overarching goal of reducing poverty and inequality and promoting full, productive and decent employment. For only when we achieve both of these goals will we be able to say we are making progress on development results.

We therefore call upon all major players, including governments, donor and UN partners, and civil society organizations to invest in practical actions at the country level. Most critically, these include: 1) supporting gender equality advocates, both inside and outside of governments, to actively engage in development planning and macroeconomic policy dialogue; 2) developing and using gender sensitive development indicators; 3) strengthening statistical offices to collect and use data disaggregated by sex, age and urban/rural location; and 4) establishing accountability mechanisms to monitor and track investments and results, including through institutionalizing the use of Gender-Responsive Budgeting.



Koos Richelle  
Director General  
EuropeAid Cooperation Office  
European Commission



Inés Alberdi  
Executive Director  
UNIFEM



François Eyraud  
Executive Director, ILO  
Director, ITC/ILO





## EXECUTIVE SUMMARY

The aid effectiveness agenda, as outlined in the 2005 Paris Declaration, signed by over 100 countries, is currently being implemented in all regions of the developing world. In Africa, 24 countries signed the Declaration including Cameroon, the Democratic Republic of Congo, Ethiopia and Ghana. All four countries have started to implement government-donor co-ordination systems to align donor support with national development strategies and are developing joint assistance strategy mechanisms for donor harmonization.

OECD Monitoring Surveys in 2006 and 2008 have revealed a number of obstacles to improved aid effectiveness, including insufficient understanding by all stakeholders about how to apply the Paris Declaration principles; ongoing problems with aid flows, in terms of both timeliness and predictability; inadequate alignment of donor support to national country systems, including procurement and public finance management; and lack of strong accountability systems at country level to monitor the impact of the aid effectiveness agenda.

This report provides an overview of the issues and trends that emerged from mapping studies on aid effectiveness, gender equality and women's empowerment in Cameroon, Democratic Republic of Congo (DRC), Ethiopia and Ghana. The studies were carried out within the context of the EC/UN Partnership on Gender Equality for Development and Peace, a programme jointly supported and implemented by the European Commission (EC), the United Nations Development Fund for Women (UNIFEM), and the International Training Centre of the International Labour Organization (ITC/ILO).

The mapping study findings point to increased Government-donor cooperation in developing and supporting nationally owned development plans. At the same time, they indicate that these plans are not yet fully country-owned and donors have not yet aligned support to national development priorities, including gender equality; and countries have not yet integrated gender equality plans and measured results in terms of their impact on these goals.

A review of ODA volumes and flows during the period covered by these mapping studies (2004 - 2006) indicates that a key challenge in assessing the extent to which gender equality goals are being supported is the lack of sex-disaggregated data and gender-specific indicators across the different sectors. While the Paris Declaration principle of alignment calls for increasing use of Direct Budget Support (DBS) as a modality of aid delivery, the studies showed that donors use a mix of aid modalities, project funding has remained fully operational. With regards to funding for gender equality, project aid earmarked for specific initiatives has been utilised in all four countries. It was not possible to determine the extent to which aid had been earmarked for gender-specific goals within the DBS or Sector-Wide Approach (SWAp) modalities.

In general, assessments of the implementation of the Paris Declaration principles in the four countries show that reforms are indeed occurring and there has been progress, primarily with mechanisms and tools for the delivery of aid, but these reforms have not necessarily led to improvements in the lives of poor women and men. With regards to the principle of ownership, the studies revealed some progress in opening up of policy spaces for civil society organizations, national women's machineries and parliamentarians to participate in national development planning. However, there were limits to that participation in terms of discussions on managing aid, including in the development of joint assessment strategies and negotiations on how aid is allocated within national budgeting frameworks. While the results demanded by the Paris Declaration create new opportunities for the 'democratization' of

donor-government policy dialogue spaces, these should begin with the provision of technical and financial support to strengthen capacity among all partners on gender equality and women's empowerment.

As signatories to the Paris Declaration and participants in the debt relief initiative for Highly Indebted Poor Countries (HIPC), all four countries are reforming their public financial management systems. Improvements to human and institutional capacities have begun to facilitate alignment to national development plans. But challenges remain - it is donors who select priorities with which to align, and there is no mechanism to ensure that all policy priorities receive sufficient funding. Given the limited degree to which gender equality priorities have been mainstreamed into the national development strategies and budgets in these countries, it becomes apparent that alignment to national development strategies does not necessarily translate to alignment with government commitments to achieve the MDGs, including Goal 3 on gender equality and women's empowerment, in the Beijing Platform for Action or under the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW).

The principle of harmonization has been implemented to a large extent in the DRC, Ethiopia and Ghana to improve the efficiency of aid delivery and its links to development results. Examples include the use of common procedures among participating donors in undertaking dialogue with government, joint assessments and coordinating mechanisms to pool resources in support of Sector-Wide Approaches (SWAs) and pooled funds in the case of DRC. In Cameroon, where formal aid coordination is a fairly new process, donors have formed a joint committee to monitor the Poverty Reduction Strategy Paper (PRSP) and discuss thematic and sector areas, including gender equality, although this has not been particularly well implemented.

The findings from the four countries indicate that governments and donors show little evidence of the use, on any consistent basis, of gender-responsive management results frameworks or performance assessments that include specific indicators linked to gender equality commitments and indicators in MDG3, the Beijing Platform or CEDAW. While some sex-disaggregated data exists in all four countries, it was clear that collection was not done consistently, and it was often inadequate to inform gender equality and women's empowerment interventions in national development. Evidently, efforts are underway in all four countries to create tools that provide efficient collection of data and knowledge to monitor and evaluate implementation of PRSPs.

The studies indicated that the principle of mutual accountability has tended to focus on the accountability of developing countries to donors, particularly regarding aid management, and not necessarily on the accountability of governments to their citizens for more inclusive development. In all four countries, the role of national women's machineries and civil society organizations to hold governments to account has been very limited. This is in part due to their limited capacity to exercise that role but mainly to the non-availability of accountability systems that are open to their participation.

The UN Commission on the Status of Women concluded its 2008 meeting by noting that "global commitments for the achievement of gender equality and women's empowerment since the Fourth World Conference on Women as well as in the Monterrey Consensus have yet to be fully implemented."<sup>1</sup>

---

<sup>1</sup> Commission on the Status of Women, 9 March 2007 and 25 February-7 March 2008. Agreed conclusions on financing for gender equality and the empowerment of women. E/CN.6/2008/L.8.

To ensure that the implementation of the Paris Declaration and the new aid modalities embrace key commitments to achieve gender equality and women's empowerment, the following recommendations have been drawn from the findings:

- ✓ Promote democratic ownership and attainment of sustainable development results by making gender equality and women's empowerment central to planning, budgeting and monitoring of National Development Plans;
- ✓ Align development assistance with identifiable gender equality and women's empowerment priorities within all development sectors;
- ✓ Establish joint accountability mechanisms for governments and donor partners that include accountability for gender equality and women's empowerment.

The main conclusion is that aid in support of development result is greatly enhanced by the use of gender-responsive budgeting, sending a strong signal of government and donor willingness to fulfill their commitments to gender equality and women's empowerment at national and international levels. Gender-responsive budgeting holds the key to development effectiveness because it improves understanding of national priority needs, specifically the unmet needs of people living in poverty, including the working poor, women and men, and informs the partnerships and resources required to address them.



# INTRODUCTION

## 1. Background

The Paris Declaration was signed in Paris on 2 March 2005 by Ministers of developed and developing countries responsible for promoting development and Heads of multilateral and bilateral development institutions. Its objective is to increase the impact of aid in reducing poverty and inequality, increasing growth, building capacity and accelerating achievement of the Millennium Development Goals (MDGs) through a partnership between developing countries and donor partners.

The Paris Declaration is based upon five main principles, including:

1. Ownership: Developing countries exercise effective leadership over their development policies, and strategies and co-ordinate development actions;
2. Alignment: Donor partners base their overall support on nationally owned development strategies, institutions and procedures;
3. Harmonization: Donor actions are more harmonized, transparent and collectively effective;
4. Managing for Results: Managing resources and improving decision-making for development impact and results;
5. Mutual Accountability: Governments and donor partners are accountable for development results.

Targets for achieving each principle were set for 2010, and a set of 12 indicators was developed to monitor progress under each of the targets. Paragraph 42 of the Declaration makes a passing reference to gender equality, where it notes that 'harmonisation efforts are also needed on other cross-cutting issues, such as gender equality and other thematic issues'. None of the Paris Declaration indicators, which are modelled on the World Bank's Country Policy and Institutional Assessment (CPIA) indicators, currently measure progress of the implementation of development partners' commitments to gender equality.

The Paris Declaration has significant implications for the achievement of gender equality and women's empowerment. It advocates transforming development assistance from small projects by many individual donors to joint programme-based approaches that combine several donors' funds to achieve a greater impact. Duplication of administration, monitoring and reporting would be reduced by directing funding through the budget and public financial management systems of recipient countries. This would also create space for government and donor partners to dialogue and build the capacity of national budgeting systems and procedures.

Larger, integrated programmatic approaches may be more efficient, but they may also reduce the flexibility that has enabled gender equality advocates and civil society groups, including those working on human rights, to obtain small amounts of funding that have been very strategic in the past in enabling funding for innovative projects and work in new areas. Many civil society groups, including women's groups, may not have the absorptive capacity to deal with large amounts of funding. In addition, because the amounts were small, individuals within a donor organization also had a greater degree of flexibility to support work in unconventional areas promoting new ideas such as gender mainstreaming, violence against women, time allocation studies, trafficking and migrant workers that are now regarded as mainstream.

The aid effectiveness agenda has been viewed as an opportunity and a concern by gender equality advocates and women's groups, who advocate for inclusive ownership of the national development agenda and mutual accountability and responsibility of governments and donor partners to achieve development results, including gender equality. They point out that while ownership, for example, can foster civil society participation in national development planning discussions, strengthened capacity is needed for both women's organizations and national gender machineries if they are to effectively engage in the national planning, budgeting and monitoring processes. They argue that while greater focus on managing for results and mutual accountability present an opportunity to move the aid discourse beyond the mechanics of aid management to examine the impact of aid on poverty reduction, gender equality and other development results, this requires that the results framework have gender equality results and targets with the relevant indicators to monitor progress and mechanisms to hold governments and donor partners accountable for failing to achieve them.

It is within this context that the European Commission (EC), the United Nations Development Fund for Women (UNIFEM), and the International Training Centre of the International Labour Organization (ITC/ILO) are partnering to implement the programme: EC/UN Partnership on Gender Equality for Development and Peace. The overall aim of the programme is *"to ensure that gender equality and women's human rights are fully incorporated into national development processes and in those co-operation programmes which are supported by the European Commission (EC)"*.

The EC/UN Partnership on gender equality for development and peace is designed to foster country-level demand for action to strengthen gender equality and women's empowerment in national development processes. The EU development statement – the European Consensus on Development – identifies gender equality as one of main principles of EU development cooperation, and essential for achieving the MDGs.<sup>2</sup> The Partnership will highlight why it is critical that gender equality advocates be fully engaged in policy discussions on financing for development and aid effectiveness. The current development discourse focuses on aid management rather than on its contribution to poverty reduction and other development goals. In addition, due to capacity challenges and inadequate financial management systems in many developing countries, donors are reluctant to shift to new approaches, especially Direct Budget Support. Until this is achieved, the implementation of the Paris Declaration runs the risk of focusing narrowly on the efficiency of financial management while neglecting development impact, particularly as it relates to gender equality and women's empowerment commitments.

This report provides an overview of the issues and trends that emerged from mapping studies on aid effectiveness, gender equality and women's empowerment in Cameroon, Democratic Republic of Congo (DRC), Ethiopia and Ghana. Together they point to increased commitment of donors to support national development plans. At the same time, they indicate that these plans are not yet fully country-owned and donors have not yet aligned support to national development priorities, including gender equality; and countries have not yet integrated gender equality plans and measured results in terms of their impact on these goals.

---

<sup>2</sup> 'The European Consensus,' Official Journal of the European Union, C46 Vol. 49, 24 February 2006.

## 2. Research Methods

The mapping studies were designed to generate evidence regarding the following:

- the macro-economic policy frameworks in those countries;
- national development priorities and mechanisms for advancing gender equality in national development plans;
- the extent to which new aid modalities are used and whether there is adequate reflection of gender equality and women's empowerment in those modalities;
- the role of the European Commission in the new aid architecture, as well as assessing the ability of national plans and programmes of action to deliver on desired goals,
- the extent to which good practices in support of the aid effectiveness agenda are shared and adopted.

The studies collected primary and secondary data and conducted interviews with government officials, donors, civil society organizations, women's national machineries, academia, women's organizations and networks. Relevant literature from government policy papers, national budget documents, OECD-DAC documents, the OECD-DAC 2006 monitoring reports, donor reports as well as existing research on gender and women's rights was also reviewed.

One of the limitations of the studies was missing or inconsistent data from donors and partner countries, especially with regard to ODA, owing to different methods used to calculate development assistance. Moreover, in some instances, relevant data had been collected but inaccessible because they were not yet published. In addition, the absence of sex-disaggregated data and gender indicators in performance assessment frameworks; and the general lack of adequate tracking and monitoring of donor programmes, national development plans and the new aid modalities also presented major challenges.





## SECTION 1: Country Contexts

### 1.1 National Economic Development

Although Cameroon, DRC, Ethiopia and Ghana, reported growth of between 1 and 6 per cent over the last 5 years, they all continue to be characterized by high levels of poverty and gross inequalities, hindering their chances of meeting the MDGs and other development targets. In these countries, current development strategies rely heavily on Overseas Development Assistance (ODA). In committing to scale up development assistance, donor partners have so far tended to focus mainly on ensuring efficiency in the management and delivery of aid. As a result, ODA investments target mainly administrative and financial infrastructure. However, the prevalence of endemic poverty and gross gender inequalities and the limited targeting of gender equality and women's empowerment as necessary to economic growth, poverty reduction, and wealth creation often mean that the full potential of ODA support remains largely unrealized.

In Cameroon, DRC, Ethiopia and Ghana, governance reforms to foster more effective and responsive public institutions are underway in the framework of the Heavily Indebted Poor Countries (HIPC) initiative and the Paris Declaration. All four countries also utilize Poverty Reduction Strategy Papers (PRSPs)<sup>3</sup> as their national frameworks for development planning. In this context, processes for joint assistance planning mechanisms between donors and governments to facilitate harmonization of aid delivery have been underway and are currently at various stages of development and implementation. Aid constitutes a significant part of GDP in at least two countries in 2006, reaching 40.5 per cent in DRC, and 12 per cent in Ethiopia, while in a third, Ghana, it represented 4.6 per cent, a decrease from previous years although net amounts of aid had substantially increased.<sup>4</sup> In Cameroon, ODA was only 1 per cent of GDP because the 2006 OECD evaluations on the progress of reforms found a lack of "reliable country systems."

Within these common parameters, there are also sharp differences in the economic development contexts of the four countries.

As a post-conflict country, the DRC presents challenges resulting from both limited internal institutional capacities and high political risk. Despite its enormous natural resources the country remains dependent on external resources with development aid constituting nearly one third of GDP. Although there are many donors giving aid to the DRC, at 15 US dollars per capita per year, this is not enough to address the enormous challenges faced by a country emerging from nearly three decades of conflict. Since April 2001, the government has undertaken actions to normalize cooperation with donors to mobilize external resources to fund its emergency humanitarian and development priorities. Within the broader context of post conflict and a fragile peace agreement, the government of the DRC has developed an interim strategy plan for poverty reduction with the support of international financial institutions.

Ghana has been receiving steadily increasing levels of donor assistance in recent years, reflecting donor confidence in the government's ability to manage as well as strong economic performance. The economic and political environment should permit the achievement of the Millennium Development Goals (MDGs), although specific targets are still far from being met, especially those related to maternal mortality and HIV/AIDS. The country has developed systems for targeting poverty reduction efforts that

<sup>3</sup> PRSPs were introduced by the World Bank and the International Monetary Fund as a prerequisite for borrowing by its poorest and most indebted country clients. They describe macroeconomic, structural, and social policies to support growth and poverty reduction, as well as external financing needs and financing sources.

<sup>4</sup> Extracted from country mapping studies for Cameroon, DRC, Ethiopia and Ghana ([www.gendermatters.eu](http://www.gendermatters.eu)).

are supported by sustainable financing arrangements. However, the fact that widespread gender disparities persist suggests that these efforts will not be effective, especially in rural areas.

Ethiopia has achieved an average of 6 per cent GDP growth in the decade ending 2005, with agriculture accounting for half of the total GDP. However bad weather, poor investment in soil quality and an over dependence on cyclical coffee harvests threaten to erode these gains. In addressing the MDGs a large part of total expenditures has been allocated to poverty-related goals in education, roads, agriculture and food security, health and water. However, poverty rates are still extremely high, especially in rural areas. The government also developed a Gender Budget Analysis for tracking budget allocations to programmes that target gender equality, but its impact in terms of reallocating resources is not yet clear.

Cameroon experienced serious economic crisis from the late 1980s to the end of the 1990s. The government introduced structural adjustment recovery measures, prescribing worker retrenchment, domestic currency devaluation and cuts in government social expenditure. This resulted in greatly increased poverty, especially in rural areas: nearly 42 per cent were below the poverty line in 2000, dropping to about 40 per cent in 2003. After a series of these structural reforms, the country is now emerging from the crisis and has registered economic growth of 6.6 per cent in 2004, 3 per cent in 2005 and about 4 per cent in 2006.<sup>5</sup>

## 1.2 The Situation of Women in the Economy and Society

In Ghana, socio-cultural practices and traditional beliefs perpetuate the subordination of women to men. For example, literacy rates continue to be skewed in favour of males; and although women's economic empowerment depends on agriculture where they predominate as food crop farmers, they still lack access to and control of productive resources such as land. Women also lack access to credit and efforts to address the feminization of poverty are still limited. The incidence of disease, especially HIV/AIDS remains high amongst women and continues to pose a serious public health challenge for Ghana. Maternal and infant mortality rates remain relatively high even though child mortality rates have gone down. Although there have been some increases in the numbers of women in decision-making positions, these achievement largely remain intermittent and have very little cumulative effect.

In Cameroon, women in the labour force are concentrated mainly in the agricultural and informal sectors, where they comprise some 60-70 per cent of the total. They contribute significantly to the economy and are recognized as a strong driving force for economic growth and poverty reduction, but in spite of this they still constitute the majority of the poor.

In Ethiopia, while women contribute significantly to the economy through their agricultural work, they benefit less from these activities than do their male counterparts. Also, despite being the majority in the informal sector, they are affected by unfavourable policy environment that does not support informal enterprise. In addition, traditional practices such as girl-child abduction and rape continue unabated. HIV/AIDS places a disproportionate caregiving burden on women and the well-being of families, while continuing to be a broad development challenge.

In the DRC, women have traditionally suffered from lack of opportunities for education, access to health, participation in leadership and limited opportunities for economic advancement. This situation has been aggravated by the violence and use of rape as a weapon of war. Persistent gender imbalances in all sectors have robbed women of their rights and prevented them from fully participating in the country's reconstruction process.

---

<sup>5</sup> Mapping Study on Aid Effectiveness and Gender Equality in Cameroon, January 2008 ([www.gendermatters.eu](http://www.gendermatters.eu))

## SECTION 2: The Aid Landscape and Implications for Gender Equality

### 2.1 Aid Flows

At the G8 Summit in Gleneagles, Scotland, donors agreed to increase the volumes of aid as their contribution for the achievement of the MDGs. Development assistance was to be increased by US\$ 50 billion by 2010, but this commitment to scale up ODA and prioritize its effectiveness has faced several challenges. Disbursements have frequently failed to match allocations and often remain unpredictable. The analysis of aid flows has revealed some challenges in current financing for development and its attendant aid architecture. As Terry McKinley, Acting Director of the UNDP International Poverty Centre points out:

*“Partner countries have been constrained from spending the bulk of aid received in recent years and the reason is to be found with IMF policies, generalized across nations, and failing to take into account the macro-economic specificity of countries. The result ... for aid dependent countries is their central banks have channelled ODA into paying off domestic debt—including government debt held by central banks. ...Instead, restrictive ‘inflation-focused’ monetary policies are currently blocking the fiscal expansion necessary for progress on the MDGs in Africa. Inflation has been a pre-eminent concern for the IMF. ...In other words, safeguarding macroeconomic stability—restrictively defined—has taken precedence over spending ODA.”<sup>6</sup>*

The four countries studied have all had different experiences with aid volumes and flows<sup>7</sup>:

- ✓ In the DRC, aid flows have fluctuated over the period 2004 - 2006, compared to the other three countries. ODA represented 27.4 of GDP in 2004 and 25.7 in 2005, increasing to 36.7 per cent in 2006. However, as the DRC is a fragile state emerging from conflict, the aid flows were not sufficient for basic needs; were unpredictable and poorly coordinated; and primarily humanitarian rather than development oriented.
- ✓ In Ethiopia, ODA represented 22.8 per cent of GDP in 2004, 17.3 per cent in 2005 and 8 per cent in 2006. However, following the post-election violence of June and November 2005, ODA goals and mechanisms shifted from Direct Budget Support to a programme-based approach for the Protection of Basic Services (PBS).
- ✓ Cameroon saw a steady decrease of ODA as a percentage of GDP from 2004 to 2006, falling from 5.3 per cent in 2004, to 2.5 per cent in 2005 and 2.4 per cent in 2006.
- ✓ In Ghana, ODA was 15.3 per cent of GDP in 2004 and 10.4 per cent in 2005. While the percentage of ODA to GDP has been steadily decreasing, the volume of aid has in absolute terms been increasing.

One of the key findings to emerge from these analyses was the tendency to minimize or to ignore the contribution of domestic resources in the achievement of development outcomes. However, there is

<sup>6</sup> Terry McKinley, *Why Is Africa Constrained from Spending ODA?* Poverty Center One Pager #34, May, 2007.

<sup>7</sup> ODA/GDP ratios for 2004-2005 from Human Development Reports 2006, 2007/8; 2006 data for Ethiopia in 'Development strategies that work,' ECOSOC Annual Ministerial Review, 2008; <http://webapps01.un.org/nvp/frontend/policy.action?id=139>.

sufficient evidence indicating that domestic resources do contribute significantly to national development initiatives. There is a critical need for a shift in development thinking to re-evaluate these resources, particularly on how they could be channelled towards the promotion of gender equality - for example, by earmarking resources to promote gender equality in sectoral plans, adopting GRB and applying other policy initiatives.

## 2.2 Aid Modalities

Donors use different types of aid instruments to direct resources in all four countries that were studied. Most of the ODA to partner countries - whether intended for delivery through Direct Budget Support (DBS), Sector-Wide Approaches (SWAs), basket funding, programme support or project funding - is generally provided through the national Treasury or Ministry of Finance, who in turn disburse the funds through the agreed aid modalities.

In two of the four countries, including Ghana and the DRC, the major part of aid in 2005-2006 was delivered through project funding – 65 per cent and 53 per cent, respectively – even though this risks being seen by both governments and civil society, as it is in many countries, as a mechanism by which donors continue to exercise control over the management of allocations and disbursements. The choice of project funding in the DRC seems to be closely linked to its fragile status, limited capacity and inadequate public finance mechanisms, while DBS is used mainly for financing external debt.

In Ethiopia, following the suspension of DBS, a recent survey indicates that 66 per cent of ODA is delivered through programme-based approaches, which while more comprehensive than project funding are nevertheless directed to donor priorities. Although governments generally prefer to receive aid in the form of DBS, the use of SWAs seems to be growing in all four countries-including Cameroon, for which precise breakdowns were not available. Support to specific projects or SWAs can also take the form of basket and/or pooled funding.

The usual funding mechanisms for gender equality initiatives in all four countries utilized project aid earmarked for specific initiatives. For example, support to ending violence against women and increasing women's participation in electoral processes in the DRC; capacity building and training for gender equality issues in Cameroon and Ghana. Although some donor-supported programmes can be quite comprehensive, such as the provision of basic services in Ethiopia, which includes gender equality priorities, it is often the small stand-alone projects supported by some donors that have generally addressed issues of women's empowerment.

## 2.3 Aid to Gender Equality Priorities and Programmes

A key issue the studies sought to address was why support to PRSPs that incorporate gender equality priorities - particularly those of the DRC, Ethiopia and Ghana - was not effective in advancing gender equality. Among possible reasons for this, are the facts that:

1. There is little gender analysis of poverty in development plans, and therefore, little gender-specific outcomes and targets in their results frameworks or medium term expenditure frameworks and consequently, in the resulting budgetary allocations.
2. Macro-economic policies continue to focus on economic growth in ways that do not advance gender equality and women's empowerment. Absent a gender analysis, these policies fail to address the traditional constraints and multiple roles that jeopardize women's health and

productivity and prioritize infrastructural development without considering their potentially differential impact on men and women. They also generally fail to take into account the impact of economic growth on the environment, including sectors such as agriculture and food production where women predominate.

A review of ODA volumes and flows during the period covered by these mapping studies (2004 - 2006) indicates that a key challenge in assessing the extent to which gender equality goals are being supported is the lack of sex-disaggregated data and gender-specific indicators across the different sectors. This is true despite OECD-DAC agreement on gender mainstreaming and gender equality as a cross-cutting priority for all development sectors and the development of a tracking mechanism through the Gender Marker. While most donors, particularly the EC, have clearly articulated gender equality policies and guidelines on programming for gender equality, these are often ignored at country level, particularly with regard to budget allocations. Moreover, even using the OECD-DAC Gender Marker as a preliminary indicator, the mapping studies found it difficult to determine expenditures specifically targeted to gender equality due to inadequate data.


The studies also highlighted the dearth and low proportion of aid earmarked for national women's empowerment and gender equality priorities by the new aid modalities. Where mechanisms for funding gender equality have been available they have existed prior to the Paris Declaration and were part of the traditional strategies of financing for gender and development by a few select donors including Canada and Sweden. Notwithstanding their various levels of commitment to gender equality, donors in all the countries were unable to demonstrate concretely the impact of their aid on gender equality. This is probably a reflection of what recent evaluations of gender mainstreaming in various donor agencies' policies and programmes have found: that gender mainstreaming has led to "gender out-streaming," where gender simply disappears. Nevertheless, gender equality advocates continue to engage in monitoring and tracking progress on targets set in the MDGs, the Beijing Platform, CEDAW and UN SCR 1325 and in efforts to ensure adequate budget allocations to address gender equality issues.

In Ethiopia, a large part of total ODA expenditures allocated through Programme Budget Support went to poverty related sectors that were consistent with women's needs, such as education, roads, agriculture, food security, health and water. Looking only at the gender marker, we can see that funding for education (girls' education especially) showed a 32 per cent increase between 2003-04 and 2004-05. During that same period, budget allocations for health and reproductive health, household water supply, and agriculture and food security that are targeted at poor women have also increased by 84 per cent, 94 per cent and 36 per cent respectively.

In 2007, Cameroon's Ministry of Women's Empowerment and the Family developed its budget based on the Medium Term Expenditure Framework (MTEF). However, allocations to MINPROFF were traditionally less than 1 per cent of the national budget and often included only a few isolated projects on gender. No specific attention was given to gender equality and women's empowerment issues in the whole budgetary process. In 2005, UNIFEM partnered with MINPROFF, UNDP and UNFPA on a gender-responsive budget initiative to sensitize and build the capacity of government technical staff, CSOs and parliamentarians to promote performance based budgeting and ensure financial allocations for gender equality priorities.

In Ghana resources to implement activities for improving gender equality and women's empowerment; reducing maternal mortality; combating HIV/AIDS; and ensuring environmental sustainability including access to safe drinking water had the lowest allocations and disbursements in the years 2004 - 2006. Yet the highest expenditures for these years were in the social sectors which received 39 per cent of the budget every year, much of it going to education, youth, sports and health sectors. Specific projects aimed at gender equality were included within the Social Protection, Gender and Vulnerability Sector. The highest disbursement to this sector was 0.2 per cent of total donor assistance to Ghana (excluding

IMF and Budget support)<sup>8</sup>. According to the Ghana Partnership Resource Overview for 2007, only \$390,000 has been set aside for stand-alone projects on gender equality.<sup>9</sup> Although donors indicate their support for gender equality, the absence of results tracking mechanism make it difficult to ensure that donors' priorities, such as women's empowerment projects, are adequately funded.

 **Box 1: Gender perspectives in donor programming support:  
The EC in Cameroon**

The EC Delegation in Cameroon is intensifying efforts to mainstream gender in national development planning. As part of this process, the parties agreed to revise the 10th Europe Development Fund (EDF) to strengthen its gender dimensions in close consultation with the Ministry of Women's Empowerment and Family and Civil Society Organizations. Despite the challenges of integrating gender in the final stages of formulating the EDF, the group successfully included gender concerns in the context, objectives and strategic areas and also outlined potential intervention areas. Based on this initial collaboration, the EC requested assistance from ITC/ILO and UNIFEM in mainstreaming gender in the roads infrastructure sector. To do this a national consultative process was undertaken resulting in a background document outlining potential areas of programme focus, with gender-specific targets regarding employees, salaries and activities.

To address the challenge of insufficient budget allocations to gender equality priorities, gender-responsive budget initiatives are required for both domestic and external resources. In addition donors should establish systems that can allow the tracking and monitoring of resources that directly support gender equality. Innovative financing mechanisms to support gender specific programmes should be utilized.

<sup>8</sup> In 2007, of the \$3.21million allocated to the Social Protection, Gender and Vulnerability Sector, only \$390,000 has been set aside for stand-alone projects on gender equality.

<sup>9</sup> Mapping Study on Aid Effectiveness and Gender Equality in Ghana, January 2008 ([www.gendermatters.eu](http://www.gendermatters.eu)).

## SECTION 3: Implementing the Paris Declaration – Country Experiences

### 3.1 The Paris Declaration and New Aid Modalities: Relevance and Impact

The Paris Declaration and the aid effectiveness agenda are of increasing relevance to Africa. Cameroon, the Democratic Republic of Congo, Ethiopia and Ghana are signatories of the Paris Declaration. These countries participated in the first round of OECD-DAC monitoring survey in 2006 with the exception of Cameroon which is still in the inception phase of the Paris Declaration. All four countries have started to implement donor-partner co-ordination systems including aligning donor support with national development strategies and developing joint assistance strategy mechanisms for donor harmonization. Issues that have begun to emerge as these systems are being set up include addressing the capacity of stakeholders to understand and apply the principles of the Paris Declaration agenda; the continued unpredictability of Aid; the inadequate alignment of donor programmes with national priorities, especially on gender equality and women's empowerment commitments; and weak public finance management systems. These are some of the key issues on which the following section reflects, in relation to implementing the Paris Declaration in the four countries.

Given the importance of the new aid modalities in channelling resources to national priorities, the four mapping studies sought to find out how that directional power relates to global and regional commitments on women's empowerment and gender equality. Ultimately it is the efficacy of that intersection that will ensure the actual impact of aid in achieving development outcomes. In this regard, several things were apparent in these four countries:

First, the Paris Declaration is calling for new technical approaches to aid management and delivery that demand new knowledge, capacities and institutional reforms in a context where donors have pledged to “take far reaching and monitorable actions to reform the ways” aid is delivered and managed for aid effectiveness. This has been its most important focus, namely catalyzing processes of harmonization and alignment that fulfil the donor's agenda. Cameroon, Ethiopia and Ghana have taken advantage of opportunities arising out of this transformation to support gender-responsive budgeting in these processes.

Second, the Paris Declaration presents new opportunities for these countries and OECD-DAC donors to perform against agreed commitments that are owned by partner countries, aligned behind their national priorities and plans, results driven and mutually accountable. Furthermore, a separate set of principles has been agreed to in the Development Cooperation Directorate (DAC) for fragile states such as the DRC.<sup>10</sup> The substantive issues of development effectiveness that are implied by these commitments, especially from gender equality and women's empowerment perspectives, remain the most challenging for institutions.

Third, the Paris Declaration recognizes the challenges that these countries have faced including the challenges of uncoordinated donor activities as well as heavy dependence on external aid and its incompatibility with strengthening the foundation for effective long-term development, including gender equality. These challenges point to the need for gender equality advocates in the region be able to effectively engage in macro-economic policy discussions.

<sup>10</sup> Donors pledge through the Paris Declaration that “in fragile states, in our support actions to institutions and to the provision of necessary services, we will make sure that principles of harmonization, alignment, and management based on results are adapted to environments characterized by deficiency of governance structures and lack of capabilities. Generally, we will pay increased attention to these complex situations in our efforts to improve aid effectiveness.”

In general, assessments of the implementation of the Paris Declaration in the four countries show that reforms are indeed occurring and there has been progress, primarily with mechanisms and tools for the delivery of aid, but these reforms have not necessarily led to improvements in the lives of poor women and men.

### 3.2 National Ownership - Who Owns National Development Plans and Where Is Gender Equality in Those Plans?

*Partner countries exercise effective leadership over their development policies and strategies and to co-ordinate development actions*

The principle of national ownership calls for partner countries to exercise effective leadership over their development plans and strategies. However, democratic ownership requires legitimate governance mechanisms for participatory decision making and accountability in development planning and budgeting processes that apply to parliaments, citizens, and civil society organizations. While the studies revealed some progress in opening up policy spaces for civil society organizations, national women's machineries and parliamentarians to participate in national development planning, there were limits to that participation in terms of discussions on managing aid including in the development of joint assessment strategies (JAS) and negotiations on how aid is allocated within national budgeting frameworks. While the results demanded by the Paris Declaration create new opportunities for the 'democratization' of donor-government policy dialogue spaces, these should begin with the provision of technical and financial support to strengthen capacity among all partners on gender equality and women's empowerment, including Ministries of Finance and Economic Planning and national women's machineries.

#### Key Findings:

- i) Insufficient awareness and knowledge of the Paris Declaration

In general, the studies revealed that there was insufficient awareness and knowledge of the Paris Declaration and new aid modalities by key national stakeholders outside the ministries of Finance or Planning. In this context, the studies therefore made a significant contribution of raising awareness of, and creating a better understanding of the Paris Declaration and the opportunities and challenges that it presents from a gender equality perspective.

- ii) Progress in integration of National Gender Policies in PRSPs

In all four countries, the studies found that national gender equality policies and action plans had been developed. The DRC, Ethiopia and Ghana had also succeeded in incorporating these plans into national development priorities (PRSPs), while the DRC had gone further to cost its gender equality plan. The following examples outline some of the notable improvements that took place in gender equality and women's empowerment; while also illustrating some of the concerns about gender inequalities and specific violations of the rights of women that still persist.



### **“ Box 2: Planning for Empowerment – Engendering PRSPs in Ghana**

Ghana's development priorities are set out in the PRSPs, the first of which was developed and implemented between 2003 - 2005. The first PRSP was largely considered 'gender blind' as it failed to articulate strategies to address the country's gender equality gaps. However, the second PRSP 2006-2009 is a significant improvement from the first because it includes specific gender equality results. The second PRSP was developed through a broad-based participatory method that included civil society organizations, gender advocates and other development partners. A gender specialist was also hired to undertake the gender diagnostic using extensive gender disaggregated data. As a result, the PRSP II (2006-2009) includes women's empowerment and gender equality policies, particularly the National Gender and Children's Policy as well international commitments such as the Beijing Platform for Action and CEDAW. However, despite the integration of gender equality priorities in GPRSII, the levels of funding, and programming for gender equality have remained a challenge.

- iii) Policy spaces opened up for engagement of gender equality advocates in the development process

The opening up of policy spaces to allow the engagement of gender equality advocates has so far been limited to the processes of developing national development strategies. This has especially been so for Ghana, Cameroon and to a large extent Ethiopia. While these processes have allowed articulation of some gender equality priorities in national development plans, there has been policy evaporation when the dialogues move on to the allocation of resources. However the case of Ethiopia demonstrates some encouraging results. While these still need to be strengthened, they provide an example from which positive lessons can be drawn.

### **“ Box 3: Promoting Democratic Ownership – Participation of Gender Equality Advocates in national development planning: the Case of NEWA in Ethiopia**

In Ethiopia the Network of Ethiopian Women's Associations (NEWA), with a membership of 35 women's organizations has played a vital role in various processes to sustain understanding and engagement of women's organizations and gender equality advocates in national development processes. NEWA came together in a collective effort of CSOs in the preparation of the Plan for Accelerated and Sustained Development to End Poverty (PASDEP), the national development plan that has incorporated, as one of the pillars, the National Action Plan for Gender Equality (NAP-GE). The PASDEP recognizes gender as a human right issue, a poverty reduction and development goal in its own right and as a means to ensure the attainment of the goals of the MDGs. NEWA has therefore been very active in popularizing NAP-GE, which was launched in 2007, for its members, government and other stakeholders in different parts of the country and as a follow up NEWA is preparing a monitoring and evaluation tool to monitor the implementation of the NAP-GE. A recent initiative by NEWA is preparation for the provision of budget literacy and the mobilization of citizens, especially women's organizations to participate in budget processes. Mechanisms for budget tracking with sex-disaggregated sectoral targets and indicators are now available from NEWA and can be drawn upon by the national women's machinery in engaging with budget policy-making processes.

- iv) Limited technical expertise and capacities of national women’s machineries and gender equality experts to influence National Development Strategies

While there were efforts in all four countries for broad national consultations in development planning, it was generally found that the extent to which the national women’s machineries, parliaments and CSOs were able to effectively engage and ensure consistent articulation of gender equality results and indicators was still very weak. For example, Cameroon used broad-based participatory approaches that involved NGOs, labour unions, religious and community-based groups, professional organizations, youth and women’s organizations in the various steps of PRSP formulation. However, these stakeholders were not all gender-sensitive, resulting in formulation of planning documents that failed to incorporate gender equality results, targets and indicators. In Ethiopia, the study noted that while the Government promotes gender-sensitive policies and development interventions, a lack of human and financial resources in many sectors, particularly the national gender machinery, may make it difficult to mainstream gender in national policies, strategies and programmes. This weakness may be balanced, however, by the establishment of a fully staffed gender unit in the Ministry of Finance and Planning, which is responsible for ensuring that the planning and budgeting in all programmes is gender responsive.

### 3.3 Alignment – Is Donor Support Aligned to National Gender Equality Priorities?

*Donors align aid with nationally defined priorities and public finance management systems*

As participants in the HIPC initiative and signatories to the Paris Declaration, all four countries are reforming their public financial management systems. Improvements to human and institutional capacities have begun to facilitate alignment to national development plans. But challenges remain - it is donors who select priorities to align with and there are difficulties in tracking which policy objectives were allocated resources. For example, in the DRC humanitarian aid is the dominant form, generally delivered through bilateral direct project support rather than in alignment with national development systems as required by the Paris Declaration. As a fragile state, its ability to use aid effectively and the numerous barriers it faces will hamper the effective use of aid for development.

Given the limited degree to which gender equality priorities have been mainstreamed into the national development strategies and budgets, it becomes apparent that alignment to national development strategy does not necessarily translate to alignment with government commitments to gender equality and women’s empowerment in the Beijing Platform or under CEDAW.

#### Key Findings:

- i) Donors not aligning aid with national development priorities or using country systems

Donors were still using different procedures and mechanisms and have been reluctant to align with national procedures unless governments first act to improve governance and financial management systems. In terms of gender equality, this has often meant that even in instances where partner countries have incorporated gender equality in poverty reduction strategies, donors have not generally aligned support to specified gender equality outcomes.

- ii) Gender-Responsive Budgeting: linking national gender equality priorities to budget allocations

Although gender equality plans exist in all four countries, donor support to these plans has been somewhat piecemeal. While there are efforts to introduce gender-responsive budgeting as a tool to ensure resources are allocated to meet the needs of both men and women, with the exception of Ethiopia these are being done as ad hoc initiatives and not necessarily within the framework of public finance management reform. As such, they are not likely to be sustainable.

In Ghana, for the 2008 budget, the Government has committed itself to “enhancing its gender programmes by spelling out a step by step approach to Gender Budgeting and piloting it in three key ministries, departments and agencies (ministries of Food and Agriculture, Health and Local Government and Rural Development)”<sup>11</sup>. Currently the Ministry of Women and Children’s Affairs (MOWAC) is in the process of rolling out a gender budgeting initiative, working with the Ministry of Finance and Economic Planning and National Development Planning Commission. MOWAC will build the capacity of these two key institutions in planning and will also target key decision makers, such as members of the two parliamentary Standing Committees on Finance and Gender as well as directors and officers in the Policy, Planning Monitoring and Evaluation offices; and gender desk officers in the various Ministerial departments. However, even with the Gender Responsive Budgeting in these two ministries the impact on advancing gender equality results in the areas of maternal mortality, combating HIV/AIDS and access to safe drinking water is likely to be minimal, because the budgets allocations for these areas remain the smallest.

The Cameroon CEDAW Initial Report of 2000 and the Beijing +10 Report of 2005 highlighted the insufficient budgetary resources for gender equality and women’s empowerment as a major hindrance to attaining the goals of gender equality in Cameroon. As a result in 2005, UNIFEM, in partnership with Ministry of Women’s Empowerment and the Family (MINPROFF), UNDP and UNFPA, initiated a gender responsive budget programme. With financial support from CIDA, the programme has raised awareness and generated interest among a broad spectrum of stakeholders including the UNCT, Government ministers, parliamentarians, general managers of state corporations, the media and CSOs-especially women’s networks. Training has been provided to technical staff in key ministries and particularly to the members of the Platform on Public Finance Reform and to local government structures to enhance their capacity to plan, implement and monitor budgets from a gender equality perspective. Though still in its early stages, the initiative is gaining momentum and the Government is open to more information and training. However, an evaluation of the 2007 budget of some ministries revealed that despite the level of awareness and interest generated, the resource shares allocated to gender equality are still very unsatisfactory.<sup>12</sup> A more comprehensive programme is needed, with more predictable funding. The existence of a dialogue on public finance reforms provides space to strengthen gender responsive budgeting within this broader macroeconomic framework in order to ensure its institutionalization and sustainability. The Ministry of Finance has secured support from UNIFEM and CIDA and has started training on the Platform on Public Finance Reform in this regard. The EC/UN Partnership Programme could build on this initiative.

<sup>11</sup> Mapping Study on Aid Effectiveness and Gender Equality in Ghana, January 2008. Government of Ghana Budget Statement, 2008, page 251.

<sup>12</sup> *Etat des lieux de la prise en compte du genre dans les budgets 2007 de certains départements ministériels*, UNDP September 2007.

### 3.4 Harmonization - Harmonizing for Aid Effectiveness and Gender Equality Outcomes

*Donors agree on common approaches for aid management and eliminating competing conditionalities.*

The findings from the mapping studies demonstrate that the principle of harmonization has been implemented to a large extent in the DRC, Ethiopia and Ghana to improve the efficiency of Aid. Examples include the use of common procedures among participating donors in undertaking dialogues with governments, joint assessments and coordinating mechanisms to pool resources in support of SWAps and pooled funds in the case of DRC. In Cameroon formal aid coordination is a fairly new process.<sup>13</sup>

#### Key Findings:

- i) Coordination groups and harmonization plans to strengthen support to gender equality

In Ethiopia, the *Harmonization Action Plan* was drafted in 2005, but post-election violence that year delayed its finalization. Efforts to implement the plan are now under way within the framework of the implementation of the PBS. Donor coordination on gender is undertaken under the UN Gender Working Group, which is chaired by UNFPA as well as the Development Assistance Group's Thematic Working Group on Gender. Information to allow an assessment of the role and impact of both mechanisms needs to be explored further.

In the DRC, reforming the management of humanitarian aid led to the appointment of a 'Humanitarian Coordinator' for this purpose. To promote effective management of humanitarian aid delivery, all donors make their contributions to the Coordinator, who then selects the specific prioritized needs of 13 sectors, and directs the funds to them, often utilising pooled or basket funds as a funding mechanism. As a result, humanitarian donors in the DRC can no longer individually choose what actors or projects to fund. In line with the transition programme, there is a thematic gender group that brings together UN agencies and the World Bank, the EC, SIDA, CIDA, USAID and the Ministry of Gender to integrate gender dimensions into policies, programmes, and projects. The main responsibilities of this group are to:

- Coordinate discussion and formulate a framework for the integration of gender into local, government and non-government structures;
- Provide technical support to government as well as civil society organizations in defining and implementing policies favourable to gender promotion;
- Support identification, collection and dissemination of information, good practices on gender equality and women's empowerment; and
- Mobilize resources to build capacity for gender quality.

This group has operated in a very difficult and changing environment. While it has successfully exchanged information, it is still working towards more coordinated and harmonized programming approaches and resource mobilization.

In Cameroon formal aid coordination mechanisms are a fairly new process. The Multi-Donor Committee, known by its French acronym (CMB) which was created in 2003 has provided an

---

<sup>13</sup> Prior to the Paris Declaration, in 2003, donors created a multi-donor committee to monitor the PRSP, holding regular meetings to share information and focus on common positions. Its members are organized in working groups and dialogue platforms on thematic and sector areas that include gender equality although this has not been robustly implemented.

informal platform for dialogue between donors based in Cameroon. In 2007 and following the signing of the Paris Declaration and attainment of the HIPC status, the Committee was restructured in order to meet the real and current needs of the country. The CMB has the mandate, with regards to the Paris Declaration, to strengthen coordination among the donor partners and to facilitate dialogue with the government and other development partners at national level. The UN through the UNRC coordinates the donors group. The CMB deals mainly with economic and financial issues and transversal subjects including CSOs, statistical monitoring of the PRSP, monitoring of HIPC programmes, Gender Equality, amongst other.

The Gender Equality Technical Working Group (GTEG) was created in December 2005, after CIDA, in consultation with UNIFEM, took the lead to develop concerted and harmonized actions in support of gender mainstreaming in national development plans and programmes. GTEG provides a platform for members to share experiences to support gender work in the country and to identify opportunities for joint efforts. Created within the framework of the Paris Declaration, this group brings together the EC Delegation, CIDA, UNIFEM, ILO, UNFPA, UNDP, WHO, GTZ, UN Information Centre, UN Centre for Human Rights and Democracy, and the World Bank. Some government representatives from MINPROFF, the PRSP Follow-up Committee and MINFI are co-opted occasionally. While GTEG has successfully steered a National Gender Assessment; sensitized senior line ministry officers on the importance of gender equality and women's empowerment; trained the PRSP technical follow-up committee members on how to mainstream gender equality in the PRSP processes and outcomes; developed gender mainstreaming tools; and facilitated policy dialogue and technical support to the government in support of gender mainstreaming in national development planning, it has not put in place a common fund to support its activities. Activities are funded by the voluntary contributions of its members.

In Ghana, the Ghana Harmonization and Aid Effectiveness Plan (G-HAP), which is part of the Ghana Partnership strategy, sets specific targets for government and donor actions to promote harmonization and aid effectiveness in the country. In addition to the G-HAP, the Ghana Joint Assistance Strategy (GJAS) 2007 to 2010 formulated by the majority of Ghana's development partners, has agreed to a set of commitments on how its partners - government, civil society and private stakeholders will work together. GJAS partners provide about 95 per cent of official development assistance flows to Ghana. The call for aid coordination mechanisms has also presented new opportunities for supporting gender equality and women's empowerment. However, although these mechanisms represent a good first step, their influence on national development processes and donor priorities has been limited as the following study findings demonstrate.

#### **Box 4: Gender Equality Sector Group (GEST) - Charting the Course for Government and Donor Partnerships to Promote Gender Equality in Ghana**

Significant steps in addressing gender equality in Ghana have been realized through fostering dialogue, collective agreement on gender priorities and resource mobilization within the context of the Gender Equality Sector Group (GEST) established in 2004. Its members include: UNDP, CIDA, DANIDA, the European Commission, the Netherlands, DfID, UNIFEM, UNICEF, UNESCO, FAO, UNFPA, WFP and the World Bank, and Government Ministries. Primarily, GEST provides a platform for dialogue and action on the integration of gender equality issues into key national development policy frameworks and processes. GEST is co-chaired by a senior official from Ministry of Women and Children's Affairs (MOWAC) and a gender focal point from one of the donors. The group has also focused on supporting MOWAC to implement its own programmes and to boost its capacity to support gender mainstreaming in other sectors of Government.

GEST has created links with the G-JAS and national budgeting processes under the Multi-donor Budget Support (MDBS) and has provided a platform for donors and Government to collectively advance gender equality priorities in the MDBS framework. To this effect GEST has been instrumental in ensuring that the MDBS Performance Assessment Frameworks integrate gender equality, making clear linkages to CEDAW, the Beijing Platform and MDGs as well as the National Gender and Children's Policy. The MDBS Framework for 2008 includes two specific gender equality targets – one on ending domestic violence and one on improving collection of sex-disaggregated data.

The experience of the GEST demonstrates how governments and donor partners can create a mechanism that fosters dialogue and promotes coherence where there is a multiplicity of donors. Since its establishment, GEST has contributed to a coordinated approach to programming on gender equality in Ghana. It has articulated challenges that need to be addressed by the government and has informed donor priorities on gender equality in the country. GEST has also facilitated the development of an Action Plan on Domestic Violence and perhaps its biggest breakthrough is the Government's commitment in 2008, to enhance results based budgeting through piloting gender budgeting in three key sectors – Health, Food and Agriculture and Local Government and Rural Development.

However, GEST still confronts challenges in harmonizing donor reporting formats. It is also clear that MOWAC requires significant support to play its leadership role in the gender sector and to advise donors on priorities that require investment. As follow-up, in-depth monitoring to determine how harmonization translates into specific programmes and financial allocations of the participating donors with respect to gender equality should be pursued.

- ii) The EC can play a critical role in promoting harmonization for gender equality at country level

*The EU Code of Conduct on Division of Labour in Development Policy* provides concrete measures to enhance complementarities and division of labour amongst EU donors.<sup>14</sup> Independent analyses however have noted some challenges with regard to its implementation, including fear of reduced visibility in a particular sector; operational difficulties and challenges in managing the

<sup>14</sup> Communication from the Commission and the Council and the European Parliament (2007): *The EU Code of Conduct on Division of Labour in Development Policy*, Brussels, COM(2007) 72 final.

diversity of expertise within EU Member States. The Code of Conduct states that the primary leadership in the country level division of labour should lie with the partner country. This code of conduct places the EC in a position to spearhead a division of labour mechanism that ensures donor support to gender equality.

The studies revealed that, in the period 2004-06 the EC is the first largest donor by grants to Ethiopia, second largest donor in the DRC, third largest in Ghana, and fifth largest in Cameroon. Although the EC's financial contribution to advancing gender equality has varied in the four countries, what appears consistent across all the countries is its support for harmonization mechanisms in the region.

In Ghana for example, the EC and Germany took leadership in conducting a survey to assess the extent to which donors were aligning their programmes with GPRS II in line with the implementation of the *EU Code of Conduct on Division of Labour*. In the past gender equality has been an "aid orphan" in terms of donor and government funding, and the survey brought this gap to the attention of the donors. The initial findings of the survey show that at least 10 donors claim that they currently have projects to promote women's empowerment. While this is not consistent with figures provided by donors for the 2007 Ghana Partnership Resource Overview, it must be acknowledged that increased spending in social sectors can bring considerable benefits to women, providing that programming and priorities in these sectors are made gender sensitive. Ultimately, however, whatever the outcome of the Division of Labour survey, the process by which "orphaned" sectors are properly identified and subsequently funded portends well for gender equality which has been traditionally neglected.

The EC plays an active and important role in aid harmonization mechanisms in DRC. It provides the secretarial support to the Thematic Gender Group which is comprised of UN system agencies, the World Bank, development bilateral partners, specifically Sweden, Canada, and USAID and the Ministry of Gender. One of the objectives of the group is to mobilize resources for gender capacity building. In addition to the gender theme group, the EC also co-chairs three other groups; including the justice reform sector, transport, and political governance. The European Commission plays an influential role not only in setting harmonization mechanisms but also in determining priorities.

### 3.5 Managing for Results – Which Results and for Whom?

*Partner countries and donors commit to manage and implement aid in a way that focuses on desired results and uses information to improve decision making.*

Development and aid effectiveness should be assessed in terms of results for poor women and men. At a minimum, results in terms of meeting MDG targets specific to women and girls' status must be a key measure of development effectiveness. The findings from the four countries indicate that the governments and donors do not show any evidence of the consistent use of gender responsive results frameworks or performance assessments with developed gender indicators linked to gender equality commitments and indicators in CEDAW, the MDGs, and the Beijing Platform for Action.

While some sex-disaggregated data exists in all four countries, it was clear that collection was not done consistently, and it was often inadequate to inform gender equality and women's empowerment interventions in national development. Evidently, efforts are underway in all four countries to create tools that provide efficient collection of data and knowledge to monitor and evaluate implementation of PRSPs.

## Key Findings:

- i) National systems for collection of sex disaggregated data are being set up, but not systematically used to inform policy making and tracking results on gender equality

The Government of Cameroon and donors have launched an independent aid assessment to evaluate existing partnership mechanisms to contribute to the development of an action plan to strengthen development effectiveness in line with the Paris Declaration. The UN Country Team is producing a "donor data base" on aid flows; while the Overseas Development Institute (ODI), a London-based research organization and think-tank, will help to disaggregate data based on donors and development sectors. The United Nations Population Fund (UNFPA) is supporting the government in establishing a socio-demographic database that includes over 200 sex-disaggregated variables. In a document issued by the OECD-DAC Secretariat in 2005 on "Baselines and suggested targets for the 12 Indicators of Progress", the OECD acknowledged the limitations of the indicators for measuring "reliable country systems".<sup>15</sup> Currently, the Ministry of Women's Empowerment and Family has a unit that keeps data on the situation of women in Cameroon. However, this information is not consistently collected or disseminated. Yet, efforts are underway to strengthen the National Household survey from gender and women's rights perspectives, especially, using the African Gender and Development Index.

In Ghana the 2006 OECD Baseline survey found that while poverty-related data collection is improving, it is still inaccessible because ministries use different frameworks, reporting timelines and reporting formats that are not aligned with the development plan. Plans to develop a consolidated matrix are underway. The National Bureau of Statistics and Ministries responsible for collecting data, have not routinely gathered gender disaggregated data. MOWAC is therefore piloting an initiative to collect sex-disaggregated data in four districts. A review of the GPRS I results matrix to determine progress made against the gender equality issues showed that a majority of issues did not have targets nor baseline sex disaggregated data revealing the challenges for effectively monitoring the GPRS. A review of the results matrix for the new GPRSII is slightly better as indicators are now established and baselines for 2004-2005 with targets set for 2006-2009. However, gaps remain; for example, the *Good Governance and Civic Responsibility Pillar* within GPRSII had set no targets on women's rights issues.

In Ethiopia, data collection has improved in terms of timeliness, coverage, quality and accessibility. A computerized Integrated Administrative Management Information System (IAMIS) is being developed to combine administrative, budgetary and socio-economic data, including gender indicators, to monitor progress in implementation. Joint monitoring and reporting systems for government and donors were developed; and a matrix of indicators that will enable measurement of the performance in the context of international goals (MDGs) and which are reflected in the PASDEP are in place. The legislature receives regular reviews from sector ministries on progress in implementing policies and programmes, which includes sex-disaggregated data. However there is no clear evidence that this information is used to align national development strategies and budget processes with gender equality in sector ministries.

<sup>15</sup> This document stated: 'It was agreed that the World Bank would be asked to take account of concerns expressed by members on the Comprehensive Development Framework (CDF) methodology for assessing national development strategies and in particular on the need for the CDF assessment to consult partner countries. Members also suggested that the assessment criteria should give priority to such issues as (i) participation of stakeholders to national development strategies, (ii) linkages to the Millennium Development Goals and (iii) clear relationship between the national development strategies and medium term budgets.'





### 3.6 Mutual Accountability – Who Answers to Citizens?

*Donors and partner countries commit to enhance mutual accountability and transparency in the use of development resources.*

Accountability mechanisms are needed to assess the extent to which civil society priorities, including gender equality and decent work, agreed to at the beginning of the process are realized in measurable results at the end. Accountability needs to be seen as the accountability of public authorities to their own citizens, especially to those often left out, such as women.

The studies indicated that mutual accountability has tended to focus on accountability of developing countries to donors and not necessarily on the accountability of governments to their citizens. In all four countries, the role of national women's machineries and civil society organizations to hold governments to account has been very limited. This is in part due to their limited capacity to exercise that role but mainly to the non availability of accountability systems that are open to their participation.

#### Key Findings:

- i) Women not aware of national, regional and international commitments to gender equality  

A key ingredient to demanding accountability is citizens' knowledge of national commitments to gender equality and of mechanisms to ensure their implementation. As indicated in earlier chapters, women in the four countries continue to suffer discrimination and violence in various forms. However, the study revealed that there is very limited knowledge among women either of national gender equality legislation or of international and regional instruments, such as CEDAW, the Beijing Platform, the MDGs, or the African Charter on Human and People's Rights, which creates a huge accountability gap.
- ii) Lack of indicators to monitor progress - and to measure the achievement of gender equality targets  

Except in Ethiopia, the results frameworks of the Poverty Reduction Strategies do not adequately include gender-sensitive indicators, which are necessary for monitoring progress and ensuring that commitments can be tracked and assessed. In Ghana a review of the results matrix for GPRS II revealed that while a majority of the gender equality priorities have indicators and targets for 2006-2009 none of the issues within the Women's Empowerment area of focus and within Good Governance and Civic Responsibility Pillar in the PRSs had targets for 2006-2009. Furthermore, the mapping studies highlighted that performance assessment frameworks monitoring the implementation of national development strategies, development programmes and the new aid modalities should integrate gender sensitive targets and indicators to enable monitoring of gender results and outcomes.
- iii) Opening up of spaces for civil society and national women's machineries to play "watchdog" roles.  

In Ghana, Ethiopia and Cameroon, civil society organizations and gender equality experts are increasingly becoming involved in monitoring progress in terms of implementation of the poverty reduction strategies. In Ghana, the fact that civil society organizations are now invited to participate in the Consultative Group meetings presents an opportunity for women's organizations to raise questions about progress, or lack thereof, with respect to the attainment of women's empowerment targets. In DRC the government is setting up the a Congolese Poverty and Inequality Observatory (OCPI), which will include mechanisms for the participation of CSOs, private sector, donors, and community based organizations. This presents an opportunity for women's organizations to participate. In Ethiopia, NEWA's involvement in the national planning, budgeting and monitoring processes has provided the women's voice in ensuring Government accountability to women's empowerment goals.

- iv) Community based monitoring tools introduced to enhance social accountability

Participatory community-based monitoring tools are also important to assess the impact of national development strategies on reducing poverty and inequality. In Ghana and Ethiopia the use of citizen report cards has created the space for communities and for women to provide their assessment of the extent to which development programmes are impacting on their lives.

### **Box 5: Enhancing Social Accountability to Gender Equality and Women’s Empowerment: The Use of Citizen Report Cards in Ethiopia**

In Ethiopia, development information is increasingly being made available through the websites of the Ministry of Finance and Development (MOFED) which posts the SDPRP and budget information, the National Bank of Ethiopia which posts macroeconomic information, and the Central Statistical Agency (CSA) which posts census and survey data.<sup>16</sup> The SDPRP has also been translated into local languages.

The Government has taken several steps to develop a country-level M&E system, covering the five-year period 2004-2009. The Action Plan is managed by MOFED, as the continuation of the Welfare Monitoring System Programme which was jointly implemented by the Welfare Monitoring Unit of MOFED and the CSA since 1996. This system provides opportunities for gender disaggregated data to be compiled with more clearly.

The Monitoring and Evaluation Action Plan is designed to (i) monitor input and process indicators across levels of Government output indicators at various levels of aggregation and outcomes; (ii) link performance to indicators of reform processes in the areas of decentralization and capacity building; and (iii) evaluate impact of government policies and programmes.

Accountability is guaranteed by **Citizen Report Cards**—participatory surveys that provide **quantitative** feedback on user perceptions on quality, adequacy and efficiency of public services—and **Citizen Score Cards**—**qualitative** monitoring tools for local level monitoring and performance evaluation of services, projects and even government administrative units by the communities themselves. The Citizen Score Cards are a hybrid of the techniques of social audit, community monitoring and citizen report cards, and like them, is an instrument to exact social and public **accountability** and responsiveness from service providers. By including an **interface meeting** between service providers and the community that allows for immediate feedback, the process is also a strong instrument for women’s empowerment.

- v) Transparency mechanisms are being set up - but not yet accessible to majority of citizens, particularly women

Mechanisms to make information available on the progress in implementation of the Poverty Reduction Strategies are being set up, but these are not necessarily available to a broad range of citizens, particularly the rural, illiterate, and women. In the DRC the Government has started to publish budget execution data quarterly. It also plans to disseminate information on progress toward PRSP indicators through a wide range of channels and media, including the General Data

<sup>16</sup> <http://www.nbe.gov.et/>; <http://www.csa.gov.et/>; [www.mofed.gov.et](http://www.mofed.gov.et)

Dissemination System and Poverty Mapping. Several Government websites refer to the PRSP but none of them include an analysis of implementation of gender equality programmes.<sup>17</sup>

### 3.7 Implementing UN SCR 1325 - Using Paris Declaration Principles to Promote Gender Equality in Post-conflict Situations.

In the DRC, women are prevented from enjoying their rights and playing their full role in the country's reconstruction process. Diagnosis conducted on the causes of poverty pointed to unaddressed gender issues, particularly in three areas of: 1) access to schooling for girls and boys; 2) limited opportunities for women in the labour market; and 3) the burden of care work on women. The Interim PRSP strategy (2002) which focuses on peace and security did not identify pertinent gender equality or women's rights issues, although reports clearly indicate widespread incidences of violence against women particularly the use of sexual abuse as a weapon of war.

Although the DRC is a signatory to UN SCR 1325, it has yet to develop actions for its implementation. However, there is a National Programme for the Promotion of the Congolese Woman formulated in 2002 with objectives that reflect the Beijing Platform 12 areas of concern. The signing of the Paris Declaration in May 2005, with its commitments for improving alignment and harmonization particularly in post conflict situations was expected to ensure the availability of resources for the implementation of the *National Programme for the Promotion of Women*. However, the Ministry of Feminine Condition and Family which is responsible for implementation, does not have sufficient resources, and has average allocations of 0.01 per cent of the annual budget. UNDP has been providing support to establish gender focal points in all ministries but this too has been affected by constant movement and transfer of civil servants between ministries.

#### Key Findings:

- i) Donor harmonization and innovative financing mechanisms is key to integrating gender equality in post-conflict reconstruction and humanitarian programmes.

The elections of 2006 marked a new chapter in the peace process in the DRC. Government, donors and UN partners jointly supported the elections through a project with US\$283,169,878 and an objective to support the reform of the Independent Electoral Commission. This would enable the Commission to organize free, transparent and democratic elections

Due to the failure of this programme to adequately address gender issues in elections, UNIFEM responded by providing support for the design and implementation of a parallel project to strengthen women's role in the electoral process. The project is designed to address a number of issues regarding women's participation and inclusion in the process of elections, including physical insecurity, high levels of poverty; low levels of education; and lack of access to information. The project received funding of US\$1,393,619 from DfID, and together with contributions from UNIFEM and other donors totalled \$2.5 million. A consultative mechanism made up of UNIFEM, UNDP, the Electoral Commission, the UN Mission in the DRC (MONUC), the Ministry of Gender and DfID was established to monitor its implementation.

<sup>17</sup> The DSRP has not been translated into local languages—there are over 200 local dialects and the official languages are French and English.

## SECTION 4: Recommendations and Conclusions

---

The UN Commission on the Status of Women concluded its 2008 meeting noting that “global commitments for the achievement of gender equality and women's empowerment since the Fourth World Conference on Women as well as in the Monterrey Consensus have yet to be fully implemented.”<sup>18</sup> This conclusion is confirmed by the mapping studies. To ensure that the implementation of the Paris Declaration and the New Aid Modalities embrace key commitments to achieve gender equality and women's empowerment, the following recommendations have been drawn from the findings:

1. Promote democratic ownership and attainment of sustainable development results by making gender equality and women's empowerment central to planning, budgeting and monitoring of National Development Plans.
  - Support capacity building for policy-makers, donors and civil society organizations and promote alliance building to ensure that gender equality and women's empowerment issues are integrated in national development plans and PRSPs.
  - Strengthen technical capacity, inclusion, and participation of gender advocates, national women's machineries and women's groups in macro-economic discussions including budgeting and monitoring processes.
  - Institute obligatory gender analysis as an element of development planning and budgetary processes and establish gender units in Ministries of Planning and Finance so they can effectively lead this process.
  - Integrate national gender policies which reflect commitments under CEDAW, the Beijing Platform, UN SCR 1325, and MDG3 into national development plans and PRSPs.
2. Align development assistance with identifiable gender equality and women's empowerment issues within all development sectors.
  - Introduce gender-responsive budgeting as an integral part of the reform of public finance management systems.
  - Include specific actions to promote gender equality and women's empowerment in Direct Budget Support, humanitarian assistance, SWAps, Basket Funds, and any other aid delivery modality through gender-sensitive budget allocations and integration of gender sensitive targets and indicators.
  - Develop and implement measures for tracking financial resources and impact assessment for gender equality and women's empowerment, including gender-sensitive Performance Assessment Frameworks and indicators to monitor the implementation of aid delivery.
  - Strengthen the collection of sex-disaggregated data at country level to feed into the formulation and monitoring of national development strategies and development assistance.

---

<sup>18</sup> Commission on the Status of Women, 9 March 2007 and 25 February-7 March 2008. Agreed conclusions on financing for gender equality and the empowerment of women. E/CN.6/2008/L.8.



3. Establish joint accountability mechanisms for gender equality and women's empowerment
  - Develop mechanisms that promote transparency and are open to public discussion and scrutiny in undertaking specific actions on gender equality and women's empowerment.
  - Strengthen national gender machineries so that they can effectively monitor the implementation of the gender equality agenda, along with Ministries of Finance and Planning.
  - Sensitize legislatures/parliamentarians on the Paris Declaration and enhance their capacity to understand and interrogate gender equality and women's empowerment in discussing national development plans and budgets.
  - Strengthen capacity and provide resources for civil society organizations to give voice and visibility to gender equality and women's empowerment priorities; and to monitor and demand accountability from public institutions.
  - Develop instruments and capacity for monitoring and conducting impact assessments of gender equality and women's empowerment in all sectors, including community-based monitoring tools and initiatives.

## Conclusions

*Gender equality advocates need to open up shrinking spaces for the realization of representation, agency, dialogue, access, accountability, and visibility for gender equality and women's empowerment.*

At the High Level Forum on Aid Effectiveness in Paris (March 2005) more than 100 countries including donors and developing country governments made a series of commitments to improve the delivery of aid through the mutually agreed upon principles of ownership, harmonization, alignment, managing for results and mutual accountability. These commitments will be reviewed at the Third High Level Forum in Accra, Ghana in September 2008. The case studies analyzed in this report call for continued exploration and measurement of the actual impact of the Paris Declaration and NAMs in ensuring that aid is contributing to the achievement of internationally agreed development goals, including poverty reduction, gender equality and women's empowerment. These studies also suggest that the current focus on technical approaches to aid management needs to be re-examined.

The mapping studies carried out in Cameroon, the DRC, Ethiopia and Ghana have shown that the implementation of the Paris Declaration agreement by DAC donors and partner countries is not yet promoting development plans that are fully country-owned, facilitating the alignment of support behind national development plans that are results based, with gender equality and women's empowerment priorities. To date, governments and DAC donors are not yet mutually accountable to people living in poverty, including the millions of women and other working poor, and gender equality priorities are not adequately funded.

These studies are calling for better coherence between national development plans and poverty reduction strategies, national gender equality policies and international and regional policy commitments to gender equality and women's rights. They provide evidence that use of aid modalities such as General Budget Support, Sector-Wide Approaches, Poverty Reduction Strategies, Basket Funding and Joint Assistance Strategies are not directing sufficient or targeted aid towards gender equality and women's empowerment. The studies illuminate a weak record of putting into effect gender equality policy commitments in development cooperation for most donors and partner countries.

Current discourse on the aid effectiveness agenda focuses on mechanisms of delivering ODA while gender equality is relegated to a ‘cross-cutting issue,’ along with human rights and the environment. As the global development community mobilizes at Accra to demand recognition that the measure of aid effectiveness is its impact on inclusive and sustainable development, gender equality advocates are building an evidence-based case that gender equality and women’s empowerment are the most effective strategies to achieve these goals. They are calling for a more proactive stance, by governments and donor partners, with specific budgetary allocations for gender equality programming and mainstreaming gender in aid mechanisms. There is an urgent need for capacity building to implement gender policies that are concurrent with programming and coordinated with ODA allocations targeted to gender equality priorities. They are requesting that, as a first step, all development cooperation agreements integrate gender equality objectives.

These studies highlight the fact that aid in support of development result is greatly enhanced by the use of gender-responsive budgeting, sending a strong signal of government and donor willingness to fulfill their commitments to gender equality and women’s empowerment at national and international levels. Gender responsive budgeting holds the key to development effectiveness because it improves understanding of national priority needs, specifically the unmet needs of people living in poverty, including the working poor, women and men, and informs the partnerships and resources required to address them.



## ACRONYMS

AGDI	African Gender and Development Index
BPFA	Beijing Platform for Action
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CERF	Central Emergency Response Fund
CG	Consultative Group
CIDA	Canadian International Development Agency
CSA	Central Statistical Agency
CSOs	Civil Society Organizations
CSPs	Country Strategy Papers
DBS	Direct Budget Support
DFID	Department for International Development
DSCR	Document on poverty reduction strategy, Democratic Republic of Congo
ECHO	European Commission Humanitarian Office
EDF	European Development Fund
FAO	Food and Agriculture Organization
GE	Gender Empowerment
GDP	Gross Domestic Product
GNP	Gross National Product
GPRS	Ghana Poverty Reduction Strategy
GTEG	Groupe de Travail sur l’Egalité de Genre
GTZ	German Technical Cooperation
HIPC	Heavily Indebted Poor Countries
ICPD	International Conference on Population and Development
ILO	International Labour Organization
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDRP	Multi-country Demobilization and Reinsertion Programme
MONUC	United Nations Peacekeeping Mission in Democratic Republic of Congo
MINEPAT	Ministère de l’Economie du Plan et de l’Aménagement du Territoire, Cameroon
MINPROFF	Ministère de la Promotion de la Femme et de la Famille, Cameroon
MoFED	Ministry of Finance and Development, Ethiopia
MOWAC	Ministry of Women and Children’s Affairs, Ghana
MTEF	Medium Term Expenditure Framework

NAP-GE	National Action Plan for Gender Equality, Ethiopia
NEWA	Network of Ethiopian Women's Associations
NGOs	Non-Governmental Organizations
OECD-DAC	Organisation for Economic Co-operation and Development /Development Assistance Committee
ODA	Official Development Assistance
PANE	Poverty Action Network, Ethiopia
PASDEP	Plan for Accelerated and Sustained Development to End Poverty, Ethiopia
PRSP	Poverty Reduction Strategy Paper
SIDA	Swedish International Development Cooperation Agency
SDPRP	Sustainable Development and Poverty Reduction Programme, Ethiopia
SWAps	Sector-Wide Approaches
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UN SCR 1325	United Nations Security Council Resolution 1325
USAID	United States Agency for International Development



# RESEARCH AND PUBLICATION TEAMS

**Africa Regional Coordinator:** Jacinta Muteshi, Ph.D.

## Country Research Teams

Cameroon:

Jennet Kem, UNIFEM Country Programme Coordinator (until May 2008)  
Gerard Tchouassi, National Researcher

Democratic Republic of Congo:

Jean-Claude Sylvestre Muenda, UNIFEM Country Programme Coordinator  
Abdallah Amici Welo, National Researcher  
Alain Moise Tshimenga, National Researcher

Ethiopia:

Atsede Zerfu, UNIFEM Country Programme Coordinator  
Berhe T. Costantinos, Ph.D., National Researcher  
NEWA, Network of Ethiopian Women's Associations

Ghana:

Afua Ansre, UNIFEM Country Programme Coordinator  
Taaka Awori, National Researcher  
Francesca Pobee-Hayford, National Researcher

## Editorial Team, UNIFEM

Letty Chiwara, Cross Regional Programmes Manager  
Maria Karadenizli, Gender and Aid Effectiveness Consultant  
Farai Samhungu, Consultant  
Karen Judd, Editor

## Production Team, International Training Centre of the International Labour Organization (ITC/ILO)

Benedetta Magri, Programme Manager  
M. Carolina Marques Ferracini, Gender Specialist  
Claudia Fuggiaschi, Project Assistant  
ITC/ILO Multimedia Design and Production Team