

Promoting Gender Equality in New Aid Modalities and Partnerships: Experiences from Africa

Burundi Consultation Outcome Report
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Executive Summary

The March 2005 Paris Declaration commits the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD/DAC) donors and developing countries to work together on five key principles for enhancing aid effectiveness. The principles—*Ownership, Alignment, Harmonization, Managing for Results, and Mutual Accountability*—seek to build country leadership over development policies; streamline and consolidate donor funding in line with national development priorities; coordinate donor actions to reduce costs and enhance transparency; increase the focus on results; and build donor and developing country accountability for development results. A High Level Forum on Aid Effectiveness will be held in Ghana in 2008 to review progress in implementing the five principles.

The aid effectiveness agenda is changing development assistance architecture by promoting new mechanisms for channeling aid and new partnerships for managing aid. Recognizing this, gender equality advocates have initiated dialogue and planning on the opportunities and potential risks associated with aid reform processes. On this basis, UNIFEM and the European Union (EU) convened the conference, *Owning Development: Promoting Gender Equality in New Aid Modalities and Partnerships*, in November 2005 in Brussels, Belgium. The conference brought together gender advocates and representatives from UN and EU member states and institutions and OECD/DAC to discuss opportunities for accelerating progress on gender equality and development cooperation in the context of the new aid modalities.¹ To follow up, UNIFEM collaborated with the Government of Burundi to convene a regional consultation

on *Aid Effectiveness and Gender Equality in Africa* in July 2006 in Bujumbura, Burundi with participants from government, NGOs, regional bodies, donors and UN agencies.

This report reflects country-level experiences shared at the Burundi consultation on the gender equality opportunities and challenges arising from aid reform processes. Cases from Zambia, Kenya, Senegal, Ghana and Burundi are explored in the report. While the roll-out of new aid modalities is being experienced differently due to varied institutions, political situations and development challenges, in each instance opportunities exist to identify entry points and strategies to promote gender equality in the aid reform agenda. The report pays particular attention to the strategies and recommended follow-up action that will support gender equality advocates to promote implementation of commitments to women's rights and national gender and development priorities at the High Level Forum in Ghana, 2008.

I. Introduction

The March 2005 *Paris Declaration on Aid Effectiveness* commits to reform delivery and management of aid. The Paris Declaration evolved from a series of high-level processes that herald significant change in development assistance architecture, including the Monterrey Financing for Development Conference (2002), the Rome High Level Forum on Harmonization (2003) and the Marrakech Roundtable on Managing for Development Results (2004). While acknowledging the need to increase resources for development, the Paris Declaration stresses that aid delivery and management must become more effective across all aid modalities.

UNIFEM gratefully acknowledges the support provided by the Government of the Republic of Burundi in co-hosting the consultation on Aid Effectiveness and Gender Equality in Africa. Special thanks go to the Office of the Special Representative of the Secretary General, United Nations Development Programme through the Country Coordinator. The meeting would not have been successful without the contribution from the Host Committee, to whom we express gratitude.

Donor and developing countries have agreed on a set of five principles to promote aid effectiveness: (i) *Ownership* commits partner countries to exercise leadership in implementing and coordinating nationally defined development strategies; (ii) *Alignment* commits donors to base support on partners' national development strategies, institutions and procedures; (iii) *Harmonization* commits donors to reduce fragmentation through harmonized and transparent actions; (iv) *Managing for Results* commits donors and partner countries to manage resources and improve decision-making for results; and (v) *Mutual Accountability* promotes donor and partner country accountability for development results.

This report—the outcome of a three-day consultative meeting organized jointly by UNIFEM and the Government of Burundi—aims to share country-level experiences and explore strategic responses that can promote gender equality and women's rights in the context of aid reform. Recognizing the need to invest in processes of consolidation, analysis, tools development and capacity building, the report aims to stimulate gender equality advocates to turn their attention toward analysing gains and losses for women's rights since the advent of the Paris Declaration.

II. Experiences in Mainstreaming Gender Equality in the Aid Effectiveness Agenda: Lessons from Zambia, Kenya, Senegal, Ghana and Burundi

Aid modalities emerging to support implementation of the Paris Declaration at the country level include direct budget support in the form of General Budget Support (GBS) and Sector Wide Approaches (SWAPs),² sometimes financed by multiple donors through basket fund mechanisms.³ New aid modalities are supported at country level through generating national consensus on Poverty Reduction Strategies (PRSs), aligning development assistance to support countries to achieve the Millennium Development Goals (MDGs) and dividing responsibility for technical leadership at country level through Joint Assistance Strategies (JASs).

New aid modalities are grounded in national planning processes like PRSs and national development plans (NDPs), whether or not gender has been effectively mainstreamed. Aid reform and new aid modalities offer opportunities for gender equality advocates to demand donor assistance and national development strategies that more effectively promote gender equality. However, without sufficient resources or effective coordination, strategies and analysis, women's rights and empowerment run the risk of continued marginalization amidst the changing aid architecture. Recognizing this challenge, UNIFEM and the Government of Burundi hosted an African regional consultation in Bujumbura, Burundi (12-14 July 2006) on *Aid Effectiveness and Gender Equality in Africa*.⁴ The conference facilitated wide discussion on innovations, challenges and recommended follow-up actions for promoting gender equality in the new aid architecture. The country examples that follow reflect diverse national realities and experiences with gender mainstreaming, from post-conflict

Burundi to Zambia,⁵ a pilot country in the roll-out of the Paris Declaration.

Zambia: a sector approach to gender in the national development plan⁶

Zambia is a pilot country of the OECD/DAC aid harmonization and alignment agenda. Government and its cooperating partners are working to localize and implement key principles of the Paris Declaration. Donor partners have supported the government-led preparation of the fifth National Development Plan (NDP) and the External Aid Policy Framework, and have agreed to provide pooled funds to the NDP through the Zambia JAS.⁷ When the NDP takes effect in the fourth quarter of 2006 it will replace the Poverty Reduction Strategy Paper (PRSP)⁸ and other national planning frameworks. The government has expressed preference for General Budget Support, though recently the share of aid provided through GBS is less than 15 per cent.⁹ Under the NDP arrangement, line ministries, including the Gender Ministry, will have to negotiate for funds from the Ministry of Finance and National Planning (MoFNP) to support sector activities as outlined in the fifth NDP.

The Government of Zambia has committed to mainstream gender in all its development programmes. An integrated institutional framework for gender mainstreaming exists that includes the Ministry for Gender in Development; the Gender in Development Division (GIDD) at Cabinet Office; the Parliamentary Committee on Legal Affairs, Human Rights, Governance and Gender Matters; and Gender Focal Points in all line ministries, and in Provincial and District Administration. A National Policy and Plan of Action are currently being developed to support harmonized and systematic implementation of the gender mainstreaming strategy.

In this context, the Zambian fifth NDP adopts a unique approach to supporting gender equality.

Gender equality is understood as both a cross-cutting issue and as a specific sector. The budget line for gender is determined by vote, which indicates that the principle for financing gender equality is in place. While the level of resources dedicated to gender equality is low—recently dropping from US\$1,000,000 to US\$650,000—the decision to place gender as priority area on the national development agenda offers opportunities for gender advocates in Zambia to more effectively monitor government spending and actions. Under the Zambia JAS arrangement, lead donors have been identified for each of the NDP sectors.

The UN was selected as the Lead Cooperating Partner for Gender, Governance & HIV/AIDS, working closely with government to ensure coordinated support in this area. The impact of new aid modalities on gender equality is yet to be seen; however, proposed next steps in implementation include: (i) focus on the five priority areas that have a multiplier effect on women's socio-economic empowerment (Agriculture; Governance and Human Rights; Education; Health; and Social Protection); (ii) build capacity for deepened analytical work and the development of a baseline launching a database with sex-disaggregated data; (iii) develop capacities for gender budgeting initiatives; (iv) focus on a rights-based approach to development through the domestication of the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW) and other Human Rights instruments; and (v) conduct periodic gender audits in selected sectors in order to determine effectiveness of the gender mainstreaming strategy. Selecting the UN as the "lead cooperating partner" raises important questions in terms of resource generation, since the UN will be dependent on bilateral donors for funds to support this agenda. At the same time, while gender equality is a sector in its own right, it is imperative that it is also mainstreamed into all other sectors.

Kenya: a basket fund approach to address national gender and development priorities¹⁰

“Given government preference for direct budget support and the existence of multiple mechanisms in the new aid modalities...gender equality advocates will need to address the *shrinking spaces* that produce profound inequalities for the realization of representation, agency, dialogue, access, accountability and visibility for gender equality work”.

Dr. Jacinta Muteshi, Chair, National Commission for Gender and Development, Kenya

The main policy planning instrument in Kenya is the Economic Recovery Strategy for Wealth and Employment Creation (ERSWEC 2003 – 2007). The ERSWEC is equivalent to a PRSP and focuses on three thematic pillars: (i) economic growth; (ii) poverty and equity; and (iii) good governance. Kenya has established a Harmonization, Alignment and Coordination (HAC) group,¹¹ comprised of donors and the Government of Kenya. A major activity of the HAC is to produce a Joint Assistance Strategy (JAS 2007-2012). Members of the HAC have expressed willingness to replace individual agency strategies with the JAS. A joint Kenya Poverty Assessment is being prepared with key partners to review progress on the ERSWEC and contribute to analysis that will underpin the JAS. UNIFEM is collaborating with the Canadian International Development Agency (CIDA) on engendering the process through the recruitment of a gender adviser to the HAC.

Under current arrangements, a key mode of joint aid delivery is through basket funds.¹² In 2006-2007 the Gender and Governance Programme (GGP) basket fund has an overall budget of US\$5.9 million, with US\$2.7 million currently available and US\$3.2 million yet to be mobilized. The civil society

GGP basket fund was established in response to the third pillar of the ERSWEC on good governance and in support of MDG 3. The GGP provides dedicated resources to a range of women’s organizations to strengthen women’s representation on local boards and expand district women’s assemblies in networking and leadership. While the basket is smaller than most others—for example, the Governance, Justice, Law and Order Sector basket fund is financed at US\$25 million in 2006-2007—it represents a model from which lessons can be drawn for replication and upscaling to respond to critical gender and development priorities at the national level. Given its specific focus the GGP is not able to address the multiplicity of women’s needs, nor does it respond to the structural barriers that limit women’s access to political power. When two donors withdrew from the basket fund mid-cycle, the GGP fund managers learned that predictability of resources and partnerships can pose a challenge in this aid modality.

Senegal: bringing gender responsive budgeting into the PRSP process¹³

“Initiatives toward the implementation of the Paris Declaration in Senegal are currently concentrated on management and financial responsibility. Equity issues in general and gender equality in particular are not addressed...”.

Mr. Mare Lo, Director of Cabinet in the Ministry for Women, Family and Social Development, Senegal

Senegal is a harmonization pilot country for the Strategic Partnership with Africa (SPA).¹⁴ There is no current plan to develop a Joint Assistance Strategy. In qualifying for Highly Indebted Poor Country (HIPC) status, Senegal undertook preparation of a PRSP (2003-2005) with pillars focused on: (i) wealth creation; (ii) capacity building and development of social

services; (iii) improvements in the living conditions of the poor; and (iv) implementation of the strategy and monitoring of outcomes. The PRSP is the primary instrument for development cooperation, enabling partners to streamline practices and procedures.

According to the Senegalese Director of Cabinet in the Ministry for Women, Family and Social Development, gender gaps in the PRSP have been significantly addressed through better integration of gender as a cross-cutting issue in the PRSP II (2006).¹⁵ A key factor that supported better integration of gender in the country's second PRSP is the innovative linking of a Belgium-funded, UNIFEM-executed gender-responsive budget (GRB) programme with Senegal's PRSP Monitoring and Evaluation (M&E) Unit, located in the Ministry of Finance.

The mandate of the PRSP M&E Unit is to provide technical support for the revision of the PRSP. As an implementing partner of the GRB programme their role was to ensure coherence with gender equality commitments in the PRSP revision. A major influence on the GRB programme was the establishment within the M&E Unit of a working group on gender.¹⁶ The engendered PRSP II includes a section on women's empowerment that commits to review and modify legislation in line with CEDAW, provide women with equipment and appropriate technology for food processing and workload alleviation, facilitate women's access to land, improve girls' access to and attendance in schools and use gender budgeting. Importantly, the PRSP M&E Unit will monitor implementation of the PRSP II and identify gender indicators for performance monitoring.

Ghana: a coordinated approach to promote gender equality for increased effectiveness¹⁷

Extensive donor coordination efforts are underway in Ghana, including by strengthening the

Ghana PRS II framework in the context of the Ghana Aid Harmonization and Effectiveness Action Plan. General agreement exists among development partners in Ghana on the need for strengthened harmonization, which is being supported with a focus on the Ghana Partnership Strategy. The Ghana Partnership Strategy was agreed to by Government and external partners at the November 2005 Consultative Group (CG) meeting. The Ghana Partnership Strategy includes a results matrix that supports the alignment of external partners' activities with the Ghana PRS. It is expected to help external partners prepare a JAS for the period 2007 – 2010. In this context, national-level strategies are developing to promote harmonization and aid effectiveness, including in the Ministry of Women's Affairs and Children (MOWAC).

MOWAC facilitates the National Gender Policy (NGP) through a strategic implementation plan and with the support of gender desks and gender focal points at local levels. The key coordination strategy being used to ensure that gender and women's rights are at the centre of the new aid modality agenda is through the establishment of a working group, the Gender Equality Standing Team (GEST) working group. The GEST is working to spearhead efforts to harmonize an approach to gender equality. While efforts to increase gender equality visibility in national policy dialogue and sector groups are underway, the gender machinery in Ghana faces serious constraints to meaningful engagement with the Aid Harmonization & Effectiveness Action Plan process.

Policies in support of gender equality are in place, yet resources allocated to MOWAC are not sufficient to carry out its mandate. MOWAC faces capacity gaps in terms of expertise, resources, and information flows. In practical terms this means that the gender machinery cannot effectively influence national level harmonization efforts for the promotion of gender equality and women's rights. For

example, MOWAC is often not invited to participate in consultation processes; MOWAC fought for observer status at a recent government meeting. Although development partners in Ghana have adopted gender policies there is limited policy alignment among them due to their differing political agendas. As a result, there is an uneven level of commitment and accountability for gender-responsive development outcomes.

Burundi: institutional frameworks promote gender equality in a post-conflict context¹⁸

“For the government of Burundi, gender equality is a question of good governance and good development...”

Mr. Martin Nduwimana, 1st Vice-President of the Republic of Burundi

After a decade-long civil war, Burundi is on the road to recovery with democratic elections held in 2005. There are no plans at present to develop a JAS or NDP; however, Burundi is preparing a PRSP that will be finalized by the end of 2006. The PRSP will be the key framework for resource mobilization and national planning through 2009. Other planning instruments include the Burundi Prospective 2025, the MDGs, the Government Programme 2005 – 2010 and an Emergency Programme developed in line with the PRSP and as a stop-gap until the PRSP is approved. While Burundi's Interim PRSP (2003) included “Advancing the role of women” as a specific strategic axis, the category has been removed from the final 2006 PRSP in favor of applying gender as a cross-cutting theme across the remaining axes; gender equality is not treated as a specific category in the Emergency Programme either.

All donors who fund the Emergency Programme are part of a single pilot committee headed by the government. The PRSP¹⁹

was developed with women's participation, including that of grass-roots women's organizations. The intention is to translate the PRSP into programmes with measurable results, coordinated by a National Committee for the Coordination of Aid to ensure Burundian ownership. Core members of the committee include the Second Deputy President of the Republic, the Minister of Foreign Affairs and International Cooperation, the Minister of Planning, Development and National Reconstruction, the Minister of Interior and Public Security and the Ministry of Finance. Donors will also be members. There is no civil society representation.

Burundi has taken concrete steps in favor of women, including through the ratification of CEDAW, the establishment of a National Gender Policy in 2003, the creation of a Ministry for Gender and constitutional provisions for a quota system whereby a minimum of 30 per cent of seats in parliament and the senate are designated for women.²⁰ Women participated in PRSP consultations at commune and provincial levels. Specific sessions on gender and the PRSP were held in the capital at which community women leaders' views were shared. A gender focal point from the Ministry of Gender participated in the PRSP technical committee. Despite the favorable trend in seeking women's participation, gender ultimately fell off the national development agenda as a specific axis. Given that a legal framework to promote gender equality is in place, what remains to be seen is whether development programming will effectively mainstream gender in Burundi. The challenge, as a Burundian Government conference participant posed, is that although “gender is cross-cutting, it may be [that], at a strategic level, gender strategies have not been articulated”.²¹

III. Findings from the Country Experiences: Gains and Gaps in Mainstreaming Gender Equality in Aid Effectiveness

Zambia, Kenya, Senegal, Ghana and Burundi are experiencing the roll-out of new aid modalities differently due to their diverse institutional mechanisms, political situations and development challenges. The experiences shared at the Burundi Consultation illustrate in each instance that both challenges and windows of opportunity exist to identify entry points and strategies for promoting gender equality in the aid reform agenda.

- As seen in [Zambia](#), a sector approach to gender equality can be an important step toward securing direct support for national gender equality priorities. The use of a sector approach can provide gender advocates better information and evidence on resource allocations and implementation for women's rights.
- Linking economic planning and poverty reduction frameworks like the PRS with GRB initiatives offers the potential for greater accountability and evidence-based policy advocacy. In [Senegal](#), the strategic decision to include the PRSP M&E Unit in the implementation arrangement of the GRB programme fed into the development of a more gender-sensitive PRSP that is aligned with the national plan of action for women's advancement. It also increases the likelihood of more effective performance monitoring of PRSP implementation from a gender perspective.
- Though a single, stand alone basket fund is insufficient to comprehensively address gender equality needs in a country, the use of basket funds for gender equality does provide added assurance that dedicated resources are available for a thematic priority. As the case of [Kenya](#) illustrates, a

basket fund can support targeted actions for priority gender and development challenges—in this case on gender and governance in line with the MDGs and the national commitment to increase women's role in decision making.

- In post-conflict countries undergoing processes of reconstruction and reintegration, an effective first step toward protecting and promoting women's rights is the establishment of institutional mechanisms and commitments for gender equality. Effort toward a coordinated approach to development assistance is taking place in [Burundi](#).
- Gender equality advocates must be supported in their work with government and other development partners to move from commitment to implementation. In [Ghana](#), as government and partners are working toward better alignment and harmonization, the national gender machinery is pursuing a coordinated approach to promote gender equality, including in the context of new aid modalities, through the GEST.

Aligning gender strategies, policies and institutions with aid reform processes is essential. The country examples reinforce that coordination for gender equality is often weak and deficits in political will for gender mainstreaming in national development planning and implementation can lead to under-resourced and inadequate institutional capacity. For example, in Burundi, women's participation in the development of the Interim PRSP led to the inclusion of gender as a strategic axis, which was lost in the final approved version of the PRSP where gender is treated as a crosscutting theme. Gender sensitive policy frameworks are not sufficient; commitments to women must be resourced and implemented. In Ghana, government support for enhanced institutional capacity of MOWAC requires resources and political support for the inclusion of gender coordination mechanisms in policy decision making, as well as capacity

building for gender audits and analysis. In Zambia, a gender equality “sector” was created, but a sector approach that is appropriately funded is still needed to guarantee effective mainstreaming of gender in national planning processes. According to a Department for International Development (DFID) review on gender, the international community is emerging from a decade of inadequate action on gender equality. Frameworks have been developed but accountability for acting on commitments has remained elusive.²² Aid reform should enhance accountability for implementation of policy commitments on gender equality at national level.

IV. The Way Forward: Advancing Gender Equality through Aid Effectiveness

Aid can and will become more effective in meeting national development targets if it is channeled in ways that enhance gender equality and women’s rights. Gender advocates have opportunities to deliver this message at national and regional levels. However, in order to be effective, gender advocates and their networks must have the tools and evidence base to identify entry points for promoting gender equality in new aid modalities, and for linking women’s demands and commitments to women’s human rights with the principles of ownership, alignment, harmonization, managing for results and mutual accountability.

While governments are ultimately accountable for progress in meeting gender equality commitments, gender equality advocates have a key role to play in providing the technical guidance and monitoring required for effective and concrete implementation on women’s rights. Participants at the Burundi Consultation noted with concern the lack of information and analysis available on African women’s views on new aid modalities. A range of strategies was suggested to prepare and build the

capacity of National Women’s Machineries (NWM), Gender Theme Groups (GTG) and women’s rights groups to take up advocacy, provide technical expertise and participate in the aid reform processes.

Gender advocates should take action to:

- **Establish an expert working group** to undertake preliminary evidence-based analytical work in countries on new aid modalities that explores aid flows and the national policy framework, including the PRS, in order to track allocations for women within poverty reduction strategies.
- **Document and disseminate best practices** on integrating gender equality in the aid effectiveness agenda at the national level.
- **Undertake “power mapping” exercises** that identify the decision making centres relevant to new aid modalities (for example: Who develops the national budget? Who approves the budget? Who signs off on national development priorities? Who determines resource allocations related to SWAPs?).
- **Prepare country-specific “calendars of activities”** that outline when crucial national development planning processes will take place. This will support NWMs and other gender advocates to contribute analytical work and advocacy in these processes as well as coordinate with other stakeholders.
- **Develop tools to support gender impact assessments** on the use of aid in order to monitor where resources are being invested as well as whether aid delivery for gender equality is becoming more regular or delivered in higher volumes.
- **Tap into global partnerships and institutions**, including with UNIFEM, the OECD/DAC Gender Working Group, the Inter-agency Network on Women and Gender Equality, the Africa Desk of the World Bank,

Parliamentary Committees on Finance and Gender and the network of African Women Ministers and Parliamentarians.

Gender advocates should advocate with governments and development partners for:

- **Stand-alone programmes, projects and basket funds that promote gender equality and can be used to complement gender mainstreaming strategies.** The Kenya example demonstrates the potential of having earmarked funds for work on gender equality, targeting civil society organizations, particularly women's organizations, to support their role in advocating and holding government and the international community accountable for promoting women's rights.
- **Adoption and implementation of national strategies in line with international, regional and national commitments on women's human rights and gender equality** (e.g. CEDAW, Beijing Platform for Action, Solemn Declaration on Gender Equality, Optional Protocol on the African Charter on Human and People's Rights).
- **Prioritization of women's empowerment and gender equality as a specific sector in national development plans and allocate specific resources to this sector in national budgets.**
- **Capacity building on gender mainstreaming, gender analysis, gender budgets, gender audits, policy analysis, macroeconomics, and institutional coordination** for Gender Theme Groups, National Women's Machineries, Gender Focal Points in line ministries, women parliamentarians, and civil society organizations.

Gender performance indicators that are used to monitor progress on gender equality and to ensure that there is a substantive and measurable process for government to track how the country is faring on gender equality

and women's rights. Investment in the collection and analysis of sex disaggregated data is required for monitoring progress.

Opportunities at national level: A monitoring survey is being undertaken throughout 2006 to establish baselines for the 12 indicators of the Paris Declaration for monitoring in 2008 and 2010. Chad, Democratic Republic of Congo, Egypt, Ethiopia, Morocco, Mozambique, Niger, Rwanda, Senegal, South Africa, Sudan, Ghana, Mali, Tanzania, Togo, Uganda and Zambia have confirmed participation in the survey. Gender advocates should explore possibilities for expanding indicators through the inclusion of additional gender-sensitive targets.

Opportunities at regional level: Gender advocates in Africa should engage with regional events being organized as part of the monitoring and reporting process. For example, the World Bank, UNDP and the African Development Bank will be hosting regional events on implementing the Paris Declaration. Gender advocates should participate in these events.

V. Toward Ghana 2008: Recommendations for a UNIFEM Assistance Strategy

The upcoming Ghana 2008 High Level Forum on Aid Effectiveness will review progress on implementing the five principles of the Paris Declaration.²³ The forum offers gender equality advocates the opportunity to track the extent to which the principles of ownership, alignment, harmonization, managing for results and mutual accountability are promoting gender equality. It is critical that gender advocates are poised to share findings from country experiences on the impact of aid reform and suggest strategies and

tools to influence the continued roll-out of the aid effectiveness agenda.²⁴ The Burundi Consultation generated important feedback from government, regional institutions and civil society partners on key entry points for the UN System and UNIFEM in particular. It highlighted the types of support gender equality advocates require in the immediate term, for Ghana 2008 and beyond. Participants called on UNIFEM to provide technical support to African governments, parliaments and civil society on positioning gender equality in national development planning and new aid modalities.

Participants recommended that UNIFEM:

- Support documentation of best practices and development of tools and strategies on promoting gender equality and women's rights in the context of new aid modalities and disseminate information on the principles of the Paris Declaration in order to build the "literacy" and knowledge of gender advocates to engage with aid reform in different country contexts.
- Undertake evidence-based country case studies²⁵ to capture information on aid flows, the policy matrix and PRS to begin a process of tracking the amount of resources being directed to poverty reduction, gender equality and women's human rights (explore the possibility of linking evidence based research to Ministries of Planning, which in some countries may be

producing analytical papers on aid effectiveness).

- Spearhead the process of revitalizing, building the capacity of, and positioning National Women's Machineries and other stakeholders to increase their influence for more effective gender analysis, implementation, monitoring and evaluation in the context of new aid modalities (e.g. gender budget training for partners, the provision of resources, and the application of the African Peer Review Mechanism to identify possible indicators that support monitoring and evaluation of country progress).
- Play a central role in coordinating Gender Theme Groups to support and coordinate with National Women's Machineries.
- Develop and disseminate a set of indicators for monitoring gains and gaps on gender equality in the context of aid reform.
- Develop a media and communications strategy enabling information flows to reach gender advocates and facilitate effective advocacy and capacity building.
- Organize forums and convening consultations among Ministries of Finance and Planning, Ministries of Women's Affairs and key women's rights advocates, opening dialogue and exploring critical areas where governments are able to take concrete actions on promoting gender equality in support of aid effectiveness.

Notes

¹ United Nations Development Fund for Women, "Promoting Gender Equality in New Aid Modalities and Partnerships." March 2006. Internet; available from http://unifem.org/resources/item_detail.php?ProductID=64

² Scanteam Analysts and Advisors, "The UN System and New Aid Modalities." August 2005. Internet; available from <http://www.capacity.undp.org>

³ Recent gender equality literature recognizes that traditional mechanisms for channeling aid like programme and project funding, trust funds and social funds can complement up-stream GBS and SWAP modalities. See: Lina Payne and Sally Neville, "Aid Instruments, Social Exclusion and Gender: Background Paper for DFID's internal guidance on Aid

Instrument." March 2006. Internet; available from <http://www.dfid.gov.uk/mdg/aid-instruments-gender.pdf>

⁴ The consultation included representatives from Ministries of Finance, Planning and Women's Affairs, regional non-governmental groups (NGOs) that work on gender, UN agencies, UNIFEM's sub-regional offices in Africa and bilateral and multilateral donors. The objectives of the consultation were to: (i) Strengthen and facilitate advocacy by networks of gender advocates on the centrality of gender equality and women's empowerment in the new aid modality and development cooperation; (ii) Identify strategies to support African Governments' legislative and executive pillars' efforts in shaping their planning processes and national resources management modalities, including MDG-based PRSPs and

poverty eradication action plans to respond to gender equality; (iii) Set up mechanisms for the development of gender-responsive indicators and the tracking of aid flows toward gender equality in selected countries; and (iv) Strengthen capacity of gender advocates and develop strategies for contributions to the preparatory processes of the High Level Ghana meeting in 2008.

⁵ The Burundi consultation focused on country-level experiences with gender equality and new aid modalities, as well as group work and discussion. Country presentations were made by Burundi, Ghana, Kenya, Senegal and Zambia. The report includes examples from countries at different stages in the roll-out of the Paris Declaration, representing Francophone and Anglophone Africa.

⁶ For more information on aid harmonization in Zambia see: http://www.aidharmonization.org/ah-st/ah-browser/index-abridged?master=master&rgn_cnt=zm

⁷ Zambia remains highly dependent on donor assistance, which finances approximately 30 per cent of the government's 2006 budget.

⁸ In April 2005, Zambia reached the HIPC completion point with debt relief from all of Zambia's creditors, including the International Development Association (IDA) and the International Monetary Fund (IMF) surpassing US\$3.9 billion, see: http://www.aidharmonization.org/ah-st/ah-browser/index-abridged?master=master&rgn_cnt=zm

⁹ http://www.aidharmonization.org/ah-st/ah-browser/index-abridged?master=master&rgn_cnt=zm

¹⁰ For more information on aid harmonization in Kenya see: http://www.aidharmonization.org/ah-st/ah-browser/index-abridged?master=master&rgn_cnt=ke

¹¹ The group comprises 15 donors: Canada, Denmark, DFID (UK), European Commission, Finland, France, Germany, Italy, Japan, Netherlands, Norway, Sweden, UNDP, US Agency for International Development (USAID) and the World Bank.

¹² The Kenyan National Aid Policy identifies general budget support as the preferred mode of aid delivery, and some aid is channeled in this way. However, national budgets are based on internally generated resources, not on expected aid or donor funding.

¹³ For more information on aid harmonization in Senegal visit: http://www.aidharmonization.org/ah-cla/ah-browser/index-abridged?donor=3716&master=master&advanced_view_p=f&page_no=12&pf=t

¹⁴ The Strategic Partnership with Africa (SPA) was established in 1987 to mobilize finances to enable African countries to implement economic reforms. In its current phase, the SPA includes members from multilateral and bilateral donors, the IMF, UNDP, United Nations Economic Commission for Africa (UNECA) and, most recently, the New Partnership for Africa's Development (NEPAD). The SPA is working to improve aid effectiveness, including through increasing the quality and quantity of aid for poverty reduction in Africa.

¹⁵ Senegal implemented its second National Plan of Action for Women (PANAF) from 1997-2001. Based on evaluation of the PANAF, a new approach to gender equality policy is being developed that includes the implementation of a project with the UN Population Fund (UNFPA) focused on capacity building. Within the framework of the project Senegal has designed a National Strategy for Equity and Gender Equality that lines up with a 10-year operational process. With a budget of over 30 billion CFA francs, the strategy is currently being submitted to donors for funding.

¹⁶ The Gender Group consisted of sub-groups on gender budgets, gender indicators and gender policy programmes and projects.

¹⁷ http://www.aidharmonization.org/ah-cla/ah-browser/index-abridged?donor=3716&master=master&pf=t&advanced_view_p=f&page_no=6

¹⁸ For more information on aid harmonization in Burundi, see: http://old.developmentgateway.org/node/547720/ah-browser/show-item?item_id=1541

¹⁹ The Burundi PRSP has a three-year budget of 1,036 billion Burundi Francs.

²⁰ As of July 2006, women represented 34.69 per cent of Senators, 31.35 per cent of Members of Parliament, 35 per cent of Ministers, 24 per cent of Governors of Provinces, 12 per cent of Presidents of Commune Councils and 14 per cent of Members of Hills' Councils. Women currently hold positions as: President of the Supreme Court, President of the National Assembly, both of the two seats of the Vice-President of the Senate and Second Vice-President of the Republic of Burundi.

²¹ Mr. Gerard Muringa, Director General in Charge of Development and Reconstruction Programmes, Senegal (translation from original presentation in French). Statement made at the Burundi Consultation, July 2006.

²² Information provided by Judy Walker, DFID Rwanda. Information shared at the Burundi consultation, July 2006.

²³ The Working Party on Aid Effectiveness is the main international forum for work on the Paris Declaration. It comprises 23 partner countries, 23 bilateral donors and several multilateral institutions and is currently chaired by France and co-chaired by Ghana and World Bank.

²⁴ The theme of the Commission on the Status of Women, 2008 will be "Financing for Gender Equality".

²⁵ The criteria suggested to identify countries for the evidence-based case studies include: (a) countries participating in the monitoring survey; (b) regional balance; (c) representation of post-conflict country; (d) UNIFEM sub-regional office availability to take the lead in coordinating the work; (e) work at regional level should link to regional economic commissions; (f) identify possible experts to undertake or support the evidence based work, for example from the Network of African Women Economists, the network of Southern African Women Economists and the African Women's Economic Policy Network.



United Nations Development
Fund for Women
304 East 45th Street
15th Floor
New York, NY 10017
Tel: +1.212.906.6400
Fax: +1.212.906.6705
www.unifem.org

Contact: Micheline Ravalolonarisoa,
micheline.ravalolonarisoa@unifem.org
or Grace Okonji, grace.okonji@unifem.org