

# The Governance Cluster

RULE OF LAW

HUMAN RIGHTS

GOOD GOVERNANCE

GENDER EQUALITY

POVERTY REDUCTION

## **What do aid architecture and new aid modalities have to do with gender?**

Working Paper

March 2009

**Published by:**

Deutsche Gesellschaft für  
Technische Zusammenarbeit (GTZ) GmbH  
Postfach 5180  
65726 Eschborn, Germany  
T +49 6196 79 - 0  
F +49 6196 79 - 1115  
E [info@gtz.de](mailto:info@gtz.de)  
I [www.gtz.de](http://www.gtz.de)

Programme 'Promoting Gender Equality and Women's Rights'

**Contact person**

Christine Brendel  
T +49 6196 79 - 4121  
F +49 6196 79 - 804121  
E [christine.brendel@gtz.de](mailto:christine.brendel@gtz.de)  
I [www.gtz.de / gender](http://www.gtz.de/gender)

**Author**

Dr Christine Müller

**Editors**

Dr Albrecht Stockmayer, Christine Brendel, Mareike Zenker

**Responsible**

Dr Albrecht Stockmayer

**Download**

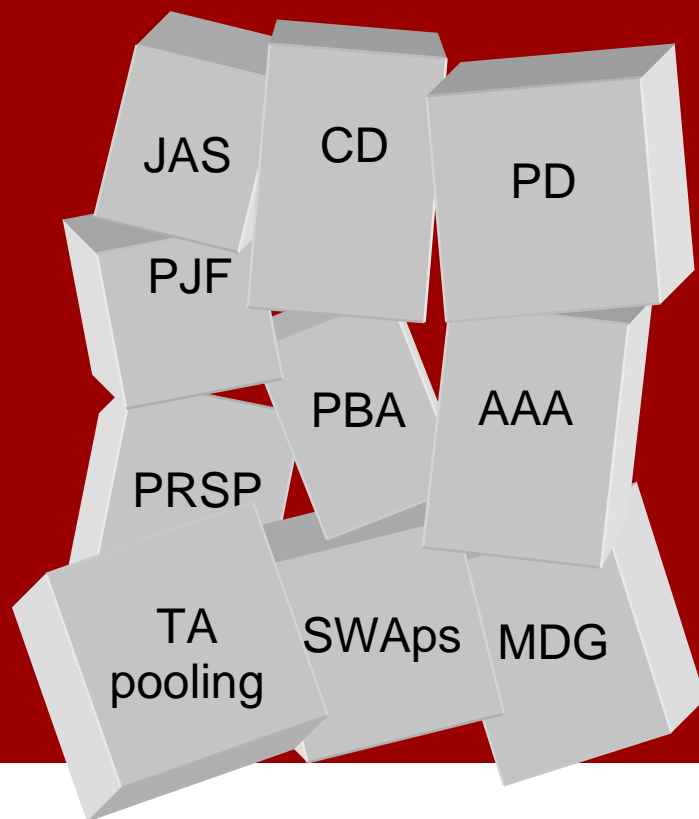
<http://www.gtz.de/gender>

**Layout**

Ira Olaleye, [ira@olaleye.de](mailto:ira@olaleye.de)

Eschborn, 2009

The purpose of this paper is to provide guidance for the mainstreaming of a gender approach in new aid architecture and aid modalities. At present, gender equality is still not being adequately addressed or mainstreamed in current aid architecture and modalities. In practice, this offers an opportunity to incorporate gender into the new modalities as a guide for action, based on the principles set forth in the 2005 Paris Declaration on Aid Effectiveness and the Accra Agenda for Action.



Using an entry matrix, this paper maps out how development experts can integrate gender dimensions into their own work context, enabling them to operationalise these dimensions systematically into programmes at the implementation level. The following three topical frames of reference are presented as part of the entry matrix (p. 5):

1. The **Millennium Development Goals** (MDGs) and the **Millennium Declaration**. The MDGs establish binding international development targets to be met by 2015. With *MDG 3: Promote Gender Equality and Empower Women*, the signatory states have made an explicit commitment to promote equality between women and men and to foster women's social, economic and political empowerment. As a result of the UN General Assembly's adoption of the revised MDG monitoring framework (including new MDG targets and indicators), as of 15 January 2008, all indicators should be disaggregated by sex and region (urban/rural) as far as possible<sup>1</sup>.

2. The five principles enshrined in the **Paris Declaration**, with a view to enhancing aid effectiveness. In September 2008, a comprehensive review of the Paris Declaration commitments was undertaken in Accra by high-level representatives of governments, multilateral and bilateral organisations and civil society. The promotion of gender equality is given high priority in the Accra Agenda for Action<sup>2</sup>.

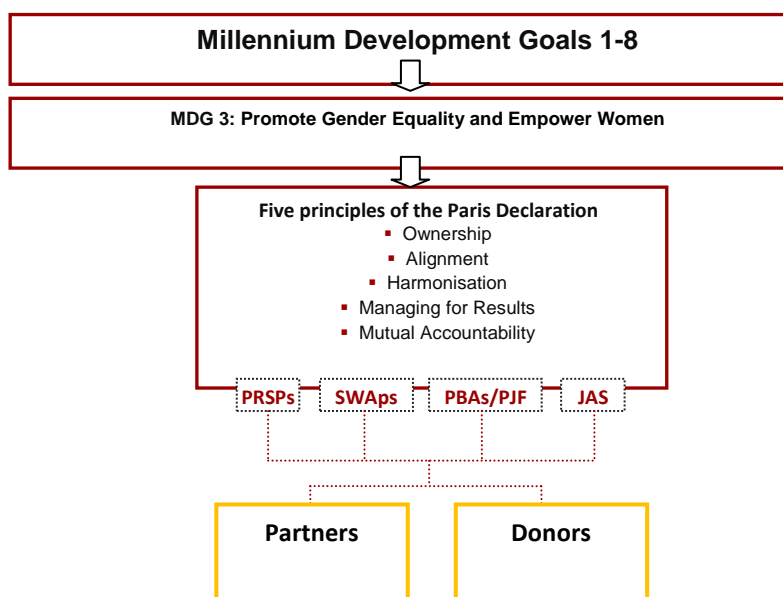
<sup>1</sup> The English original of the official list of MDG indicators can be accessed on the website: <http://mdgs.un.org/unsd/mdg>

<sup>2</sup> The *Accra Agenda for Action* can be accessed at: <http://www.accrahf.net>



3. The **new aid modalities**, developed since the 1990s with a view to reducing poverty and now supporting implementation of the MDGs. These new aid modalities include Poverty Reduction Strategy Papers (PRSPs), Sector-Wide Approaches (SWAs), the Joint Assistance Strategy (JAS), and Programme-Based Approaches (PBA)/Programme-oriented Joint Financing (PJF). Programme-oriented joint financing (PJF) is a form of participation in programme-based approaches (PBAs) and with larger volumes of funding being provided through this channel, it is becoming increasingly important. PJF operates primarily at macro and sector level.

Overall, the following linkages between the Millennium Development Goals, the Paris Declaration and new aid modalities can be identified:



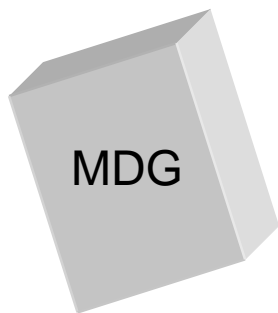
The aim of our work is to ensure that, based on gender-responsive applications of the Paris Declaration, the new aid modalities achieve effective interaction when they are applied in a gender-responsive manner. The interplay between national macro programmes and sector programmes offers great potential for the promotion of gender equality, women's empowerment and national development processes overall.



## 1. Entry matrix: Mainstreaming gender in the new aid modalities to achieve MDG 3

This entry matrix offers development experts starting points for mainstreaming gender at operational level:

MACRO PROGRAMMES			
Targets	Activities	Target group	Basis
Attainment of MDG 3 based on the Paris Declaration and the Accra Agenda for Action	<ul style="list-style-type: none"> <li>Include gender in political dialogue between donors and partners</li> <li>Mainstream gender in the objectives for joint programmes through donor coordination</li> <li>Identify accountability mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>National governments</li> <li>Gender experts in the governmental/NGO sector</li> <li>Other implementing organisations/donors</li> <li>Civil society representatives</li> </ul>	<ul style="list-style-type: none"> <li>International agreements:                             <ul style="list-style-type: none"> <li>CEDAW (1979), Beijing Platform for Action (1995) (Gender Mainstreaming and Empowerment)</li> <li>Millennium Declaration (2000)</li> <li>Accra Agenda for Action (2008)</li> </ul> </li> <li>German agreements:                             <ul style="list-style-type: none"> <li>BMZ Concept on Gender Equality (2001/05)</li> <li>BMZ Gender Plan of Action (2009)</li> </ul> </li> </ul>
	<ul style="list-style-type: none"> <li>Mainstream gender in budget negotiations</li> <li>Identify accountability mechanisms</li> </ul>	<ul style="list-style-type: none"> <li>Ministries of Finance</li> <li>Gender experts in the governmental/NGO sector</li> <li>Civil society representatives</li> </ul>	<ul style="list-style-type: none"> <li>Doha (Follow-up to Monterrey Consensus, 2008)</li> <li>BMZ Strategy on PJJ (2008)</li> </ul>
	<ul style="list-style-type: none"> <li>Promote Gender Responsive Public Financial Management</li> </ul>	<ul style="list-style-type: none"> <li>Ministries of Finance</li> <li>Gender experts in the governmental/NGO sector</li> <li>Civil society representatives</li> </ul>	<ul style="list-style-type: none"> <li>Doha (Follow-up to Monterrey Consensus, 2008)</li> <li>BMZ Strategy on PJJ (2008)</li> <li>BMZ Gender Plan of Action (2009)</li> </ul>
	<ul style="list-style-type: none"> <li>Encourage exchange of knowledge and information with governmental and non-governmental women's groups, women's organisations and gender experts</li> </ul>	<ul style="list-style-type: none"> <li>Civil society representatives</li> <li>Gender experts</li> </ul>	<ul style="list-style-type: none"> <li>Accra Agenda for Action (2008)</li> </ul>
Implementation of a gender responsive national Poverty Reduction Strategy Paper (PRSP)	<ul style="list-style-type: none"> <li>Develop and implement a gender-responsive poverty reduction strategy</li> <li>Provide training on gender-responsive analysis, statistics, monitoring and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>National governments</li> <li>National statisticians/academics</li> <li>Gender experts in the governmental/NGO sector</li> <li>Civil society representatives</li> </ul>	<ul style="list-style-type: none"> <li>Poverty reduction (MDG 1)</li> <li>New MDG targets and indicators (2008)</li> <li>Accra Agenda for Action (2008)</li> </ul>
SECTOR PROGRAMMES			
Targets	Activities	Target group	Basis
Reduction of structural gender inequalities	<ul style="list-style-type: none"> <li>Mainstream gender in sector policy dialogue</li> <li>Provide advice and support for gender-sensitive reforms in individual sectors</li> </ul>	<ul style="list-style-type: none"> <li>National sector experts</li> <li>Gender experts in the governmental/NGO sector</li> </ul>	<ul style="list-style-type: none"> <li>CEDAW (1979)</li> <li>Beijing Platform for Action (1995)</li> <li>Millennium Declaration (2000)</li> <li>BMZ Concept on Gender Equality (2001/05)</li> <li>BMZ Gender Plan of Action (2009)</li> </ul>
	<ul style="list-style-type: none"> <li>Provide advice on sectoral budget support as gender-responsive budgeting</li> </ul>	<ul style="list-style-type: none"> <li>Finance experts in sector ministries</li> </ul>	<ul style="list-style-type: none"> <li>BMZ Strategy on PJJ(2008)</li> </ul>
	<ul style="list-style-type: none"> <li>Develop and run training on sectoral gender-responsive analysis, statistics, monitoring, evaluation</li> <li>Formulation of gender-sensitive indicators</li> </ul>	<ul style="list-style-type: none"> <li>National statistical experts</li> <li>Gender experts in the governmental/NGO sector</li> <li>Civil society representatives</li> </ul>	<ul style="list-style-type: none"> <li>New MDG targets and indicators (2008)</li> <li>Accra Agenda for Action (2008)</li> </ul>



## 2. Millennium Development Goal 3: 'Promote Gender Equality and Empower Women'

In 2000, 189 UN member states adopted the United Nations Millennium Declaration, thus committing themselves, on a binding basis, to a supranational agreement and international frame of reference for development goals. In 2001, the UN Secretary-General presented the road map towards the implementation of the MDGs by 2015. Promoting the equal participation of women and men in all areas and at all levels of the development process is therefore a stated objective of the German Federal Ministry for Economic Cooperation and Development (BMZ) (2001/05). The international community has recognised that gender equality is the key to meeting all the MDGs. This is also enshrined in the Accra Agenda for Action, which establishes a binding commitment to addressing gender as a key issue in all policy areas in a more systematic and coherent way.

Numerous publications (Human Development Report 2003; World Bank Gender Action Plan 2006; BMZ/GTZ/UNIFEM 2008)<sup>3</sup> highlight the importance of attaining MDG 3 as an individual goal but also draw attention to its key role for the attainment of all other MDGs relating to education, environment, economy/employment and health. Seven out of eight Millennium Development Goals (MDGs) require women's input as stakeholders or name them as beneficiaries. The official MDG list, effective as of January 2008, states that all indicators should be disaggregated by sex and region (urban/rural) and thus establishes the basis for gender-responsive monitoring and the measurement of impacts on women and men for all eight MDGs.

Five progress indicators have been adopted for MDG 3. These include: 1-3) ratio of girls to boys in primary, secondary and tertiary education; 4) share of women in wage employment in the non-agricultural sector; and 5) proportion of seats held by women in national parliaments.

And yet despite the international commitment, implementation of MDG 3, as measured by the MDG 3 progress indicators, shows very little positive progress. Progress has stalled or even reversed at low levels or is moving very slowly:

---

<sup>3</sup> UNDP, Human Development Report, 2003; World Bank, Gender Action Plan, Gender Equality as Smart Economics (2007-2010); BMZ/GTZ/UNIFEM, Gleichberechtigung der Geschlechter – der Schlüssel zu nachhaltiger Entwicklung, 2008 <http://www.gtz.de/de/themen/politische-reformen/demokratie-rechtsstaat/10524.htm>



MDG 3 <sup>4</sup>	Primary Education		Secondary Education		Tertiary Education		Share of women in wage employment in the non-agricultural sector		Proportion of seats held by women in national parliaments	
	Ratio of girls to boys gross enrolment ratios		Ratio of girls to boys gross enrolment ratios		Ratio of girls to boys gross enrolment ratios		Percentage of employees in non-agricultural sector		Proportion of parliamentary seats occupied by women	
	2000	2006	2000	2006	2000	2006	2000	2006	2002	2008
<b>World</b>	0.92	0.95	0.93	0.95	0.96	1.06	37.7	39.0	13.8	18.0
<b>Developing Regions</b>	0.92	0.94	0.90	0.94	0.78	0.93	No data	No data	12.1	16.5
<b>Northern Africa</b>	0.91	0.93	0.95	0.99	0.68	1.00	19.3	21.3	2.2	8.3
<b>Sub-Saharan Africa</b>	0.85	0.89	0.82	0.80	0.62	0.68	28.5	30.8	12.0	17.3
<b>Latin America &amp; the Caribbean</b>	0.97	0.97	1.07	1.07	1.13	1.16	40.5	42.3	15.7	22.2
<b>Eastern Asia</b>	1.01	0.99	0.97	1.01	0.55	0.93	39.6	41.1	20.2	19.8
<b>Southern Asia</b>	0.84	0.95	0.77	0.85	0.67	0.76	16.7	18.6	4.9	12.9
<b>South Eastern Asia</b>	0.97	0.97	0.98	1.02	0.95	0.98	38.6	37.8	13.9	17.4
<b>Western Asia</b>	0.88	0.91	0.80	0.84	0.82	0.90	19.2	20.3	5.2	9.1
<b>Oceania</b>	0.90	0.89	0.91	0.88	0.68	0.86	35.8	36.4	2.4	2.5
<b>CIS<sup>5</sup></b>	0.99	0.99	1.00	0.97	1.21	1.29	50.4	51.4	8.6	13.9
<b>CIS, Asia</b>	0.99	0.98	0.97	0.96	0.90	1.07	46.2	47.9	8.8	13.9
<b>CIS, Europe</b>	0.99	1.00	1.02	0.98	1.27	1.33	51.2	52.2	8.4	13.9
<b>Developed Countries</b>	0.99	1.00	1.01	1.00	1.20	1.28	45.3	46.3	19.1	22.6

The Millennium Development Goals Report, 2008; <http://mdgs.un.org/unsd/mdg/Resources/Static/Data/Stat%20Annex.pdf>

The most progress towards meeting MDG 3 in the ratio of girls in primary and secondary education is being achieved in Southern Asia, while Eastern Asia is achieving rapid progress in the tertiary education sector. The share of women in wage employment in the non-agricultural sector is only increasing slightly worldwide; however, the greatest rise can be observed in sub-Saharan Africa. Southern Asia is also a front-runner as regards increasing the proportion of seats held by women in national parliaments. It is beyond the scope of this paper to discuss the numerous factors impeding the realisation of gender equality. A relevant analysis, broken down by MDG, can be found in the brochure *BMZ/GTZ/UNIFEM, Gleichberechtigung der Geschlechter – der Schlüssel zu nachhaltiger Entwicklung*<sup>6</sup>.

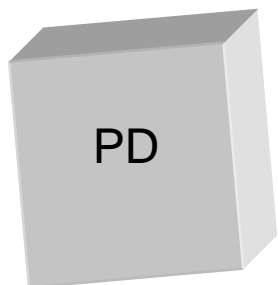
<sup>4</sup> Key to colours: green: clear upward trend; blue: downward trend.

<sup>5</sup> CIS = Commonwealth of Independent States

<sup>6</sup> <http://www.gtz.de/de/themen/politische-reformen/demokratie-rechtsstaat/10524.htm>

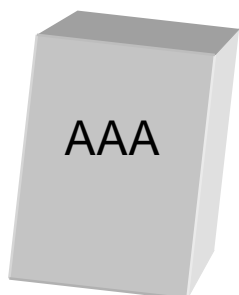


### 3. The Paris Declaration (2005) and the Accra Agenda for Action (2008)



The new aid architecture as a result of the *Consensus on Financing for Development* (Monterrey, 2002), the Declaration adopted by the *High-Level Forum on Harmonisation* (Rome, 2003) and the *Paris Declaration on Aid Effectiveness* (Paris, 2005) involves the governmental level, national institutions and structures to a greater extent in countries' own development processes. The principles set out in the Paris Declaration (2005) operationalise these new aid modalities. The Poverty Reduction Strategy Papers (PRSPs) are important as broad national strategies; Sector Wide-Approaches (SWAs) play a key role in sectoral reform processes; Joint Assistance Strategies (JAS) are multi-donor strategies which promote donor harmonisation, while Programme-oriented Joint Financing (PJF) acts as a lever for reform. The five principles are: ownership, alignment, harmonisation, managing for development results and mutual accountability. Each of these principles poses new challenges in relation to gender.

A gender perspective is not explicitly enshrined in the Paris Declaration, but is merely mentioned in the 'Harmonisation' chapter in connection with other cross-cutting issues (paragraph 42: 'Similar harmonisation efforts are also needed on other cross-cutting issues, such as gender equality ...'). The provisions of the Accra Agenda for Action have greatly improved this situation.



The following table shows the five principles enshrined in the Paris Declaration, in most cases verbatim, and expands them in conceptual terms in order to reflect their gender relevance; key provisions of the Accra Agenda for Action (AAA) with gender relevance are also listed. In its preamble, the Accra Agenda for Action reiterates the key development goals to which the international community has committed: reducing poverty and achieving the Millennium Development Goals.



Paris Declaration	Gender Relevance	Accra Agenda for Action
<p><b>1. Ownership</b> Responsibility for coordinating development actions lies with the partner countries themselves. Partner countries commit to exercise leadership in developing and implementing their national development strategies in dialogue with donors and encouraging the participation of civil society and the private sector. Donors commit to respect partner country leadership and help strengthen the partner country's capacity to exercise it.</p>	<ul style="list-style-type: none"> <li>▪ Involvement of gender experts from the governmental/NGO sector in political dialogue</li> <li>▪ Involvement of women and men (from politics, the private sector and civil society) as persons responsible for strategic/operational leadership of initiatives and in monitoring and evaluation-</li> <li>▪ Promotion of open dialogue with the involvement of women's organisations and gender experts from the governmental/NGO sector.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Developing countries and donors will ensure that their respective development policies and programmes are designed and implemented in ways consistent with their agreed international commitments on gender equality, human rights ... and environmental sustainability (paragraph 13 c).</li> </ul>
<p><b>2. Alignment</b> Donors commit to support implementation of partner countries' own strategies (country strategies, policy dialogues, development cooperation programmes). Donors use strengthened country systems. Partner countries commit to carry out diagnostic reviews. Also includes capacity development in institutions and procedures.</p> <p>Strengthen public financial management capacity. Strengthen national procurement systems.</p>	<ul style="list-style-type: none"> <li>▪ Linkage of and coordination with existing national, regional, and local gender strategies, policies and capacities.</li> <li>▪ Measures to promote participation at political level: involvement of women in strategic/financial decision-making processes at parliamentary/local level.</li> <li>▪ Promotion of Gender Responsive Public Management</li> </ul>	<ul style="list-style-type: none"> <li>▪ Gender equality, respect for human rights, and environmental sustainability are cornerstones for achieving enduring impact on the lives and potential of poor women, men, and children. It is vital that all our policies address these issues in a more systematic and coherent way (paragraph 3).</li> </ul>
<p><b>3. Harmonisation</b> Donors implement common arrangements and simplify procedures with a view to complementarity and a more effective division of labour. Encourage collaborative behaviour. Enhance effectiveness of aid in fragile states. Use and encourage shared analysis.</p> <p>42. Harmonisation includes cross-cutting issues such as gender equality.</p>	<ul style="list-style-type: none"> <li>▪ Donors mainstream gender in their programmes, monitoring and evaluation.</li> </ul>	
<p><b>4. Managing for results</b> Partner countries commit to strengthen the linkages between national development strategies and annual and multi-annual budget processes.</p> <p>Donors commit to link country programming to results. Results-oriented frameworks for a participatory approach.</p>	<ul style="list-style-type: none"> <li>▪ Development of gender-responsive/gender-specific indicators, monitoring systems and evaluation tools.</li> <li>▪ Promotion of sex-disaggregated data in national (budget) statistics.</li> <li>▪ Involvement of women and men in monitoring and evaluation (both women and men carry out surveys on a participatory basis).</li> </ul>	<ul style="list-style-type: none"> <li>▪ In terms of accounting for development results, developing countries will strengthen the quality of policy design, implementation and assessment by improving information systems, including, as appropriate, disaggregating data by sex, region and socioeconomic status (paragraph 23).</li> </ul>
<p><b>5. Mutual accountability</b> Mutual accountability in the use of development resources and results. Strengthen the parliamentary role and reinforce participatory approaches. Partner countries and donors jointly assess progress in implementing the Paris Declaration.</p>	<ul style="list-style-type: none"> <li>▪ Donors and governments establish mutual accountability for gender equality.</li> <li>▪ Participation of women and men in political processes (e.g. parliaments), evaluation and audits.</li> </ul>	<ul style="list-style-type: none"> <li>▪ In line with the principle of mutual accountability, also to parliaments and citizens, development actions implemented by partner and donor countries should translate into positive impacts on the lives of the most vulnerable people in society (paragraphs 10 and 11).</li> </ul>



#### 4. New aid modalities

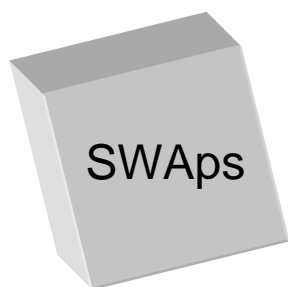
Based on the commitment to the Millennium Development Goals and the Paris Declaration, various aid modalities on the donor and partner side support the implementation of the MDGs. The framework provided by the new aid modalities offers opportunities to enhance the profile of gender equality by including it as a topic in political strategy papers, sector strategies and the increasingly important programme-oriented joint financing (PJF).

- **Poverty Reduction Strategy Papers (PRSPs)**

Evaluations and studies by OECD/DAC (2006), UNIFEM (2006, 2007, 2008) and the academic community<sup>7</sup> show that many **Poverty Reduction Strategy Papers (PRSPs)**, as the national development framework for poverty reduction, are largely gender-blind or only touch on gender as a peripheral issue. Some degree of gender mainstreaming can be observed in the health and education sectors. It is repeatedly emphasised that the ownership argument on the donor side runs the risk of neglecting the gender perspective in the PRSPs. A counter-argument is that based on international conventions and commitments (CEDAW, Beijing Platform for Action, Millennium Development Goals), countries have formulated their own binding gender policies, targets, strategies, programmes and structures at a national level, to which donors should gear their activities (alignment). Donor countries should work together and cooperate with women's organisations, gender experts and with partner countries' national governments in order to identify thematic priorities (e.g. on economic empowerment and gender mainstreaming in the framework of economic reform).

- **Sector-Wide Approaches (SWAps)**

**Sector-Wide Approaches (SWAps)** focus on a specific sector (education, water/wastewater management, health, agriculture) or a specific thematic area, using a joint implementation process (technical cooperation programmes and budgetary procedures) and a coherent policy framework. SWAps constitute the joint policy framework at sector level. Draw-down of a SWAp contribution can take place through various channels, either in the form of sectoral budget support (with donor funds being channelled into the general budget), basket financing (donors pay into a joint account from which disbursements are made for programme purposes), or parallel financing of technical and financial cooperation (donors



<sup>7</sup> OECD/DAC, Paris Declaration Commitments and Implications for Gender Equality and Women's Empowerment. OECD/DAC, Paris, 2006; UNIFEM, Promoting Gender Equality in New Aid Modalities and Partnerships: Experiences from Africa. UNIFEM, New York, 2006; UNIFEM, Capacity Development for Promoting Gender Equality in the Aid Effectiveness Agenda. UNIFEM, New York, 2007; UNIFEM, Gender Equality for Development Effectiveness. UNIFEM, New York, 2008



conduct sector policy dialogue with the government in a common effort, with sector-specific delivery of project funds). Many SWAs now comply with the defining features of a PBA (see below), and are consequently described as sectoral PBAs. Mainstreaming a gender dimension in sectoral and cross-sectoral planning offers tremendous potential to promote equal rights and women's empowerment and, indeed, provide impetus for development in the broadest sense.

▪ **Programme-based approaches (PBAs) / Programme-oriented joint financing (PJF)**

In **programme-based approaches**<sup>8</sup>, the various contributions of donors and implementing organisations form an integral component of partner countries' national, sectoral or regional programmes. They have four defining features:

1. a host country-driven process;
2. a standardised programmatic and budgetary framework;
3. donor coordination and harmonisation, and
4. increasing alignment with partner-country procedures.

**Programme-oriented joint financing (PJF)** is a specific form of development funding. It is a generic term covering both basket funding and budget funding. Unlike basket funding, budget support is channelled directly into the partner-country's budget. Budget support is mainly paid to reform-oriented countries that pose a low (political/fiduciary) risk; otherwise, basket funding is an alternative option.

BMZ (2008)<sup>9</sup> pursues a complementary approach involving budget support at macro level (general budget support) and at sector level (sectoral budget support). Negotiations on general/sectoral budget support take place at the level of the national political dialogue or through sector dialogue, as appropriate. The importance of budget support has increased as a consequence of the Paris Declaration. This is reflected in the overall volume of programme-oriented joint financing, which totalled €400 million in 2008, compared with just over half that figure, i.e. €250 million, in 2007<sup>10</sup>. One advantage of budget support is that it is channelled through the partner country's national institutions and structures, avoiding parallel and duplicate structures and building capacities at national level. Joint financing is thus a means of engaging in development cooperation based on coordinated support for locally developed and owned sectoral, cross-sectoral or macroeconomic reform programmes in the partner country.

<sup>8</sup> The Paris Declaration stipulates that 66% of aid flows must be provided through programme-based approaches by 2010.

<sup>9</sup> [www.bmz.de/de/service/infothek/fach/konzepte/Konzepte146.pdf](http://www.bmz.de/de/service/infothek/fach/konzepte/Konzepte146.pdf)

<sup>10</sup> [www.bmz.de](http://www.bmz.de) (19 February 2008)





In contributing to PJF, BMZ promotes gender equality explicitly in relation to two objectives (1 and 3) and indirectly in relation to one objective (2) (BMZ, 2008:9):

- 1. Financing objective:** PJF is used to fund programmes at sector and macro level that are significant in terms of meeting the Millennium Development Goals. The volume of PJF is based on the partner countries' Poverty Reduction Strategy Papers (PRSPs).
- 2. Effectiveness and efficiency objective:** Through budget support and the consistent application of the principles enshrined in the Paris Declaration, donor contributions are embedded more effectively in national strategies/programmes (alignment), thus increasing the impact of bilateral and multilateral development cooperation. Lower transaction costs also increase effectiveness and efficiency.
- 3. Governance objectives:** German development cooperation deploys PJF in order to promote reform processes in the partner country (public administration, public financial management) and supports the establishment of enduring structures with a view to enhancing transparency and accountability to parliaments and civil society. Budget support is therefore also a lever which can be used to promote equality via political dialogue.

The budget financing strategy pursued by BMZ is geared towards developing a well-performing system of public financial management (PFM) that reflects the partner country's capacities to utilise public resources in a transparent, appropriate and accountable manner, and also with a view to achieving gender justice (BMZ, 2008:11).

The BMZ's Strategy on Programme-oriented Joint Financing projects that budget support will increase participation and empowerment 'especially of women and young people', with a view to ownership, in all countries (2008:21). The cross-cutting profile explicitly requires governance and gender criteria to be taken into account.

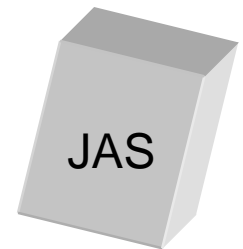
PJF is expected to exert a leverage effect for reforms. PJF not only links the national Poverty Reduction Strategy Papers (PRSPs) with the principles enshrined in the Paris Declaration but also influences national political reform processes, whether in relation to good governance through dismantling of hierarchical governance structures, by strengthening women's rights or by promoting transparency and accountability. One of the sectors affected by this package of reforms is the financial sector, i.e. the sector responsible for resource allocation to other sectors. In practice, it addresses the key social-policy mechanisms for the distribution of resources, and also concerns (political) codetermination and the renegotiation of power relations. These mechanisms are crucial factors in terms of equal participation in development and the sharing of its benefits.



- **Joint Assistance Strategy (JAS)**

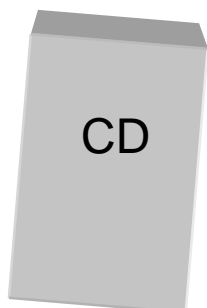
A Joint Assistance Strategy is developed as a common effort by donors/implementing organisations in cooperation with partner governments and, ideally, civil society organisations. Its key features are: linkage with the partner countries' national poverty reduction strategies, a coordinated and harmonised framework, and joint budget framework (multi-donor budget support) for cross-sectoral programmes. One donor or implementing organisation takes over the leadership of each project, either alone or as part of a consortium. This establishes a clear division of labour among donors/implementing organisations as a solution to the fragmentation among donors that has often affected development assistance in the past.

A good pilot model of donor harmonisation and the implementation of the Paris Declaration is the Ghana Joint Assistance Strategy (JAS) (2007-2010)<sup>11</sup>. Women's empowerment is explicitly promoted by a consortium comprised of 12 bilateral and multilateral organisations, and gender is a cross-cutting issue in other sectors as well. The results of the JAS, which links macro processes with sectoral processes and is an outstanding example of donor harmonisation, are eagerly awaited but as of yet unknown.



---

<sup>11</sup> [http://www.accra.diplo.de/Vertretung/accra/de/05/Wirtschaftliche\\_Zusammenarbeit/gjasDatei.property=Daten.pdf](http://www.accra.diplo.de/Vertretung/accra/de/05/Wirtschaftliche_Zusammenarbeit/gjasDatei.property=Daten.pdf) (German)  
[http://siteresources.worldbank.org/INTGHANA/Resources/GJAS\\_Final\\_270207.pdf](http://siteresources.worldbank.org/INTGHANA/Resources/GJAS_Final_270207.pdf) (English)



## 5. The role of technical cooperation in promoting gender equality

Let's come back to the question posed at the start of this paper. What does the new aid architecture have to do with gender?

The answer is: a great deal. In theory, women can benefit from the aims of the Paris Declaration and the Accra Agenda for Action just as much as men. However, structural inequalities facing women mean that they do not necessarily do so. To ensure that women can participate actively in and benefit from development processes, they need to be able to contribute to reform processes. Although the principles of the Paris Declaration and the new aid modalities are mainly operationalised at the national level, the reform processes – whether these be political, administrative, financial or sector-specific (e.g. economy, health) – directly impact the living conditions of women and men, e.g. by governing their access to health, water, land and education, etc. For that reason, it is essential to explore principles and processes that more explicitly focus on gender equality and facilitate equal sharing of the benefits resulting from development.

Technical cooperation programmes play the following role in this context.

1. they promote good governance by mainstreaming gender as a key issue;
2. they promote equality in political reform processes;
3. they promote equality on a sectoral basis by dismantling structural inequalities (e.g. in access to resources and services);
4. they promote gender responsive budgeting and procedures;
5. they contribute to capacity development (e.g. via gender responsive analysis, statistics, monitoring and evaluation).



## 6. Sustainable gender mainstreaming

In order to mainstream gender successfully and sustainably, measures are required in GTZ's offices in-country as well. Here, the key issue of gender must be integrated into the offices' own organisational structures to facilitate a demand-driven response. The following mechanisms can be implemented by all the country offices in order to be effective<sup>12</sup>:

- Political will: The issue of gender equality is put on the agenda and communicated appropriately.
- Enhancing gender competencies: This includes providing training for staff on issues such as 'Capacity Development for Gender Mainstreaming & Empowerment'.
- Structures: This means introducing accountability mechanisms, i.e. following up on gender, identifying commitments and responsibilities, and defining services.
- Organisational culture: This means shedding light on practices, norms and customs in the work process and (re-)organising them to create an environment that is conducive to equality.

These organisational processes, which are based on the concept of change management, enable gender to be mainstreamed on a long-term and effective basis by implementing organisations in the field. In view of the high staff turnover, this must also form part of a systemic knowledge management approach that facilitates consistent sharing of knowledge about gender processes and measures.

---

<sup>12</sup> The degree to which gender has been mainstreamed in the country offices varies. The above-mentioned steps are intended to provide ideas and impetus or, indeed, to serve as affirmation of current practices.

Deutsche Gesellschaft für  
Technische Zusammenarbeit (GTZ) GmbH

Dag-Hammarskjöld-Weg 1-5  
65760 Eschborn/Germany  
T +49 61 96 79-0  
F +49 61 96 79-11 15  
E [info@gtz.de](mailto:info@gtz.de)



