

Joint Workshop on
GOVERNANCE, POVERTY REDUCTION AND GENDER
EQUALITY

Organized by
The United Nations
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and
The OCED/DAC Working Party on Gender Equality

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1. INTRODUCTION

The Workshop on Governance, Poverty Reduction and Gender Equality was convened in Vienna, Austria from 23 - 25 April 2001, by the United Nations Inter-Agency Meeting on Women and Gender Equality (IAMWGE) and the OECD/DAC Working Party on Gender Equality (WP-GEN). Following three prior joint workshops on cutting-edge issues, the workshop examined inter-relations between good governance, poverty reduction and gender equality as important dimensions of sustainable, people-centred and peaceful development.

The workshop was opened jointly by the Chair of the Inter-Agency Meeting on Women and Gender Equality, Ms. Angela E.V. King, and the Chair of the OECD/DAC Working Party on Gender Equality, Ms. Diana Rivington. A welcome address was made by the Director of the Office of Outer Space Affairs, Ms. Mazlan Othman, on behalf of the United Nations Office in Vienna.¹

The workshop was divided into plenary and working group sessions to allow for in-depth exploration of the interconnections between good governance, poverty reduction and gender equality. Thematic presentations in plenary sessions provided an introduction to the discussions. The thematic presentations focused on the conceptual and theoretical linkages between the three issues, as well as strategies and instruments for achieving the international development targets for good governance, poverty reduction, gender equality and the empowerment of women.² These included the contributions of sector-wide approaches, gender-responsive budgets and poverty-reduction strategies. A country-level perspective was also included, as well as a focus on the engagement of civil society.

The working group sessions took their starting point in development frameworks and instruments with potential for fostering greater integration of good governance, poverty reduction and gender equality. The roles of different actors, such as Governments, donors – both bilateral and multilateral – and civil society were discussed. Parallel discussions were held under two different tracks. Track One examined good governance, poverty reduction and gender equality in the context of broader development frameworks, including Comprehensive Country Assessments and United Nations Development Assistance Frameworks (CCA/UNDAF), Common Development Frameworks (CDF) and Poverty Reduction Strategy Papers (PRSP). Track Two discussed gender analysis, capacity-development and participatory methods as tools to support better governance results, reduce poverty and contribute to gender equality and empowerment of both women and men. The final plenary session consolidated the findings and conclusions in a joint communiqué.

¹ The opening presentations are found in Annex 1.

² International development targets were set through the United Nations global conferences on education, environment, human rights, population, women and human settlement during the 1990s. The OECD/DAC agreed on a set of targets for the year 2015, as set out in “Shaping the 21st Century Strategy. The contributions of development cooperation.” (OECD/DAC, 1996) These targets were reiterated and expanded at the United Nations Millennium Summit in the United Nations Millennium Declaration (New York, 2000) (A/RES/55/2).

2. INTER-LINKAGES BETWEEN GOOD GOVERNANCE, POVERTY REDUCTION AND GENDER EQUALITY³

The positive catalytic effects of linking good governance, poverty reduction and gender equality have been emphasized in international conferences and inter-Governmental mandates, and are increasingly illustrated through practice on the ground. Empowerment, equality – including between women and men – and equity are principal concepts in poverty reduction, inextricably linked with human rights and good governance.

As these issues are increasingly seen to be closely inter-related, there is also growing recognition that identifying and addressing the inter-linkages may contribute more substantively to the positive outcomes of development interventions than addressing each of these issues separately.

Definitions

Definitions of good governance, poverty reduction and gender equality still vary widely across institutions and countries. Discussion of definitions has become a major part of the debates on good governance and poverty reduction. Such discussion is important because it defines the scope of issues to be included as well as the most appropriate approaches to be taken.

Governance has been defined by the United Nations as:

- The exercise of economic, political and administrative authority to manage a country's affairs at all levels. It is comprised of the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

During the workshop participants agreed on the following common statement on governance:

- While there is no commonly agreed upon definition of governance, governance refers essentially to the manner in which power is exercised and distributed in society, how decisions are taken, and how citizens have their say. It touches upon issues such as interaction between the state and civil society, the legal framework, public administration, economic development, development policies, peace and security. Characteristics of 'good' governance include effectiveness, transparency, accountability, predictability, integrity, equity and participation.

The concept of poverty has also undergone many changes in recent decades and is now considered by most development practitioners to be multi-dimensional, covering all aspects of human poverty, including broad human security issues and well-being, as well as income

³ Based on presentations by Aster Zaoude (UNDP), Phil Evans (DFID), Kalyani Menon-Sen (UNDP) and Zo Vololona Andriamanantenaso Randriamaro (GERA, Ghana), as well as discussions in plenary and working group sessions. The presentations are found in Annex 2.

security. It links the social, economic and political disempowerment of women and men in terms of their access to, and control over, assets, choices and opportunities. Discussions of poverty

usually emphasize women's lack of empowerment – particularly related to resources and decision-making – compared with men's.

The concept of gender equality involving equal rights, opportunities and responsibilities for women and men in all parts of the world, has become increasingly well-established through the United Nations Decade for Women 1975-1985 and the Fourth World Conference on Women in Beijing in 1995. Gender equality is increasingly seen as a precondition for, and indicator of, sustainable development in all areas, including good governance and poverty reduction. In terms of strategies for achieving gender equality, there is also global consensus on the need for gender mainstreaming – the incorporation of gender perspectives into all areas of development, including poverty reduction and promotion of good governance – as well as targeted interventions to eliminate existing gender gaps. Consensus that gender mainstreaming should also entail a process of transforming mainstream institutions and their analytical frameworks in order to bring about systemic and structural change, is also growing.

In assessing the current status of gender equality, the workshop concluded that there were both positive and negative elements to be considered, many of which have implications for good governance and poverty reduction. Negative factors include the continuing discrimination against women in health areas, including reproductive health and rights; rising HIV contraction rates; violence against women; and unequal representation world-wide in political and economic decision-making fora. On the positive side can be listed the fact that education for girls is helping to facilitate a reduction of poverty; the growing evidence of the development dividends of women's empowerment; and improved Government commitment in areas such as affirmative action for female education, violence against women and attention to gender perspectives in national budgets. The workshop concluded, however, that while education of women and girls is critical for gender equality, particularly in relation to poverty reduction and promotion of good governance, it should not be seen as a panacea for gender equality and women's empowerment.

Inter-linkages between good governance, poverty reduction and gender equality

An important shift in recent discussions of governance relates to the issue of accountability and the decentralization of power to local and provincial Government levels. There is great potential for local governance processes to include women's grassroots organizations and their perspectives. Local Governments need to be made effectively accountable to the larger constituency of both male and female voters and more responsive to women's specific and multiple functions in the community. In India, for example, one-third of local Government seats are reserved for women. Large numbers of women have entered political life for the first time. This experience has, however, pointed to the need for different forms of support to ensure that women can succeed in institutions traditionally dominated by men. Building awareness and capacities on gender equality of both women and men in local and provincial Government is an effective way to support long-term sustainable human development.

Another important linkage has emerged in recent global debates on governance between

global governance and local governance. The issue of global public goods, that no country or group(s) of countries should be allowed to monopolize or jeopardize, is of particular importance when considering both poverty reduction and gender equality. The international movement for global accountability challenges corporate social responsibilities, linking private sector development and economic growth to pro-poor growth, labour protection, issues of child labour and gender equality, including the trafficking of women. The recent move by pharmaceuticals to provide licensing for the production of patented drugs for HIV/AIDS is one example of the linkage between poverty and global governance. Issues of governance and accountability in the issues relating to financing for development – domestic resource mobilization, foreign direct investment, debt, trade, ODA and systemic issues – need to be revisited from a poverty-reduction and gender-equality perspective.

It may be necessary to rethink and extend the scope of the current governance debate in order to increase accountability to the goal of gender equality. Accountability must be assessed in terms of impact, i.e. changes in actual outcomes that improve the lives of both women and men. Human development indicators are needed in certain areas of policy and decision-making, especially on issues of finance, trade, and economics – where decisions on resources are critical and where there is sometimes resistance to considering gender issues. There is a need to deepen the understanding of the relevant gender perspectives in these areas and to identify specific women's concerns. Adequate attention to gender equality will require a greater focus on institutional capacities and legal transformation; advocacy for gender-sensitive policies; and specific targets and measures of accountability.

Women's limited access to resources, public debate and political decision-making is still insufficiently considered in mainstream governance literature. Only ten to twelve per cent of parliamentarians world-wide are women. A major area of concern regarding gender equality and governance is thus the issue of participation of women. However the issue of gender equality in relation to governance goes far beyond women's representation. Equally important is the lack of attention to relevant gender perspectives in both process and substance. Governance policies are developed by institutions whose rules, norms and practices often effectively restrict women's right to meaningful participation and potential to make real choices and exclude attention to relevant gender perspectives. Gender perspectives are important in governance in particular because the discourse, procedures, structures and functions of governance remain heavily skewed. This raises important questions about transparency, inclusion, legitimacy and accountability – all of which lie at the heart of the governance debate. Ensuring that both women and men will be able to influence decisions and resource allocations thus requires going beyond simply increasing the number of women in different positions to transforming agendas and processes in political and economic decision-making fora.

In the creation of development frameworks and strategies for international development, the importance of governance must be recognized. International women's groups and networks highlight the links between human rights, social justice and governance. Such groups and networks provide a strong base of support for a new, more encompassing vision of democracy leading to sustainable development.

Good governance is crucial for achieving the goals of poverty reduction in a gender-

sensitive manner. There is evidence that countries with weak or undemocratic governance structures and processes are more likely to do poorly on both poverty reduction and gender equality. It is a matter of concern that much of the focus on governance continues to be solely in terms of political aspects, overlooking the importance of social and economic empowerment and equality between women and men for sustainable development. Human rights, entitlements, networking, voice, social capital, as well as economic participation and resources, are essential for liberating poor women and men to be able to both meet basic needs and develop the capabilities and opportunities for more active political participation and influence at all levels.

Linking governance to gender equality and poverty reduction requires a critical analysis of the current construction of citizenship. A gender-sensitive political economy should be the goal, one that will improve the socio-economic living conditions of both women and men. Transformation of economic gender relations is necessary to facilitate women's attainment of the right to own and manage financial resources, which in turn will allow them to expand their participation in other areas.

Empowerment, equality and equity are principal concepts in poverty reduction. The significant differences in voice, opportunity and outcome between different groups in society, including between women and men, is a critical factor to address in poverty-reduction strategies. At a recent panel organized in conjunction with ECOSOC in 2001⁴, for example, discussions revolved around what the poor themselves perceive the problems and solutions relating to poverty to be. The panel concluded that important elements in a poverty-reduction strategy would include access to resources, networks for information, and support and opportunities for making real choices through participation.

The feminization of poverty and the specific impact of poverty on women is the result of inequalities embedded in norms, traditions and practices that hinder women's access to critical assets such as land and credit, curtail their inheritance rights and constrain their political participation. It has become well-established that women's empowerment is fundamental to achieving poverty elimination.

The causes and outcomes of poverty are highly differentiated between women and men, particularly because of persistent unequal access to, and control over, productive resources and decision-making processes. Traditional conceptualizations of poverty consistently neglect to take this into account, resulting in policies and programmes which fail to improve the lives of poor women and men and their families. A focus on gender equality is essential for adequate analysis of the causes and impacts of poverty and the identification of effective strategies to eradicate poverty. Central to such a focus is attention to gender perspectives, including the equitable participation of women.

Incorporating gender perspectives into discussions of poverty reduction and good governance not only facilitates an improvement of women's situation and increased gender equality, but contributes to positive outcomes in achieving the goals of poverty reduction and good governance. A gender analysis of poverty makes possible a rethinking of the meaning of

⁴ The panel "The peoples of the United Nations facing up to the challenge of eradication of poverty" was organized on 29 March 2001, by UN DESA in collaboration with CERFE.

well-being and growth; a gender perspective on governance requires a greater focus on participation, accountability and transparency.

The workshop concluded that a number of common elements that link good governance, poverty reduction and gender equality at a conceptual level require further examination. Not all linkages have been identified or are well understood. Human rights need, for example, to be given greater attention. In addition, development of gender-awareness and capacity to integrate gender perspectives into analyses, frameworks and strategies for good governance and poverty reduction is critical. The issue of national ownership of frameworks and strategies to ensure sustainability through the involvement of all major groups, including civil society and women's groups and networks, was underscored in the workshop. Empowerment of both women and men is required to facilitate their organization in support of global and national development targets.

Gender, Governance and the Feminization of Poverty: Country-level perspectives⁵

The presentation of a specific case study on India, as well as inputs from country-level experience in the discussions throughout the workshop, provided further insights into a number of key issues. Firstly, the importance of identifying the different ways women and men experience and cope with poverty must be understood. Secondly, the negative impact of the failure to identify and build on inter-linkages between governance, gender and poverty reduction, particularly at the grassroots level, should be recognized and addressed. Thirdly, the serious limitations to the potential contributions of women to development – including to poverty reduction and transparent, accountable governance – resulting from the failure to invest sufficient resources in women's empowerment (for example, through education or participation in economic and political areas) should be addressed at both policy and programme levels.

The limitations of some poverty-reduction strategies were also highlighted. Micro-credit has come to be seen as a primary vehicle for poverty reduction, particularly for women. While micro-credit programmes have helped many women increase incomes and escape moneylenders, they cannot be regarded as a panacea. There is little evidence to date of strong impact on women's empowerment or on facilitating poverty-reduction strategies. Governance aspects are often completely overlooked in work on poverty reduction, including those related to micro-credit where management and accountability issues are of particular relevance. It is important to orient poverty-reduction strategies and programmes more closely to strong collective action on the ground.

The importance of increasing women's participation in decision-making was underscored in the workshop. The example from India illustrated that, while decentralization in India has allowed for increased participation by citizens, including women, in the panchayat raj, women's inclusion is often hard-won, achieved in the face of much resistance from male counterparts. Women continue to play minor political roles, while men make the major decisions, even in relation to development programmes that profess to be women-oriented. Larger issues of gender equality are often ignored in order to avoid conflict with traditional power structures.

⁵ The presentation by Kalyani Menon Sen, (UNDP India), "Gender, governance and the 'feminization of poverty' – A country perspective", provided the background information on one specific case study on India. See Annex 2.

The critical input of civil society groups to the struggle for gender equality, particularly through their efforts to increase women's participation in policy issues, was highlighted in the discussions. The success of Government-run development programmes on good governance, poverty reduction and gender equality depends, to no small extent, on the credibility of Governments in strengthening the networks and dialogue between civil society and Government players, as well as their capacity for ensuring equitable allocation of resources and facilitating the participation of women as well as men in structures and processes that directly affect them.

Engaging Civil Society in the process⁶

The relationship between good governance, poverty reduction and gender equality at the grassroots level is key. Pro-poor sustainable development must be based on equality and equity and the effective participation of all stakeholders at all levels of society. A major concern in many African countries is continued women's exclusion at all levels, including grassroots levels, from important negotiations or their purely token representation without possibility for meaningful contribution. Women's as well as men's voices must be heard in all areas of development, including in analyses of poverty and development of strategies and programmes.

Action-research projects on a wide range of issues related to economic reform in African countries show clearly how the coping strategies of men and women on the ground – in both the formal and informal sectors – were highly differentiated. Women's coping strategies range from eating less protein to reduce expenditures to participating in micro-credit schemes to earn extra income. There is also evidence of increased informalization of work among women.

What has also emerged very clearly from research in Africa is that women at the grassroots level have an important contribution to make to the development of participatory forms of democracy. There is potential for greater attention to gender perspectives in the move towards democracy at the local level. Facilitating women's participation can move institutions towards more inclusive forms of democracy. However, it needs to be kept in mind that decentralization, in and of itself, does not ensure good governance, poverty reduction or gender equality. An explicit sustained focus on each of these issues, and the inter-linkages between them, is required.

There was recognition in the discussions at the workshop that civil society can also include "negative stakeholders", those who will resist the inclusion of a focus on human rights and entitlements or attention to gender equality. Awareness-raising and capacity-development inputs can be required for civil society. Civil society groups other than women's groups and networks need to be informed and involved in efforts to promote gender-sensitive development.

⁶ The presentation by Zo Vololona Andriamanantenasa Randriamaro, Programme Manager of GERA, Ghana, "Engaging civil society in the process: Does bottom-up work?" provided the background information for this discussion. See Annex 2.

3. MECHANISMS FOR BUILDING ON INTER-LINKAGES BETWEEN GOOD GOVERNANCE, POVERTY REDUCTION AND GENDER EQUALITY⁷

Numerous instruments – such as the Poverty Reduction Strategy Papers (PRSP) Comprehensive Development Frameworks (CDF) of the World Bank, and the United Nations Common Country Assessments and United Nations Development Assistance Frameworks (CCA/UNDAF) – provide opportunities for addressing good governance, poverty reduction and gender equality and the inter-linkages between them. All of these mechanisms and instruments support the realization of the international development targets coming out of the global commitments in United Nations' conferences in Copenhagen, Beijing, Cairo, and others.⁸

Sector-Wide Approaches⁹

Moving away from gender-responsive projects towards gender-responsive Sector-Wide Approaches (SWAP) or Sector Investment Programmes implies a focus on coherent sector-policy development which is owned and led nationally. The shift from projects to policy agreements, the increased focus on institutional development and capacity-building, and the agenda for increased donor co-ordination provide both new challenges and new opportunities for incorporating attention to good governance, poverty reduction and gender equality, and to the linkages between them, in development policies and programmes.

A recent OECD/DAC/WP-GEN workshop reviewed case studies on the gender equality dimensions of sector-wide approaches and suggested a number of factors as key to promoting a holistic approach to good governance, poverty reduction and gender equality in SWAP:

- Development of common concepts, objectives, strategies, targets and indicators at an overall level, as well as in specific sector areas.
- Coherence with national-level policies and strategies for all sector areas.
- Analysis in the initial stages of the process, at micro-, meso- and macro-levels, with strong stakeholder participation.
- Capacity-building for major stakeholders at all levels.
- Establishment of clear budget lines, as relevant.
- Management information and monitoring systems to support bottom-up programming and enhancement of the micro-, meso- and macro-linkages.
- Identification of, and support to, civil society organizations to strengthen their roles.

⁷ Based on presentations by Maria Brouwers, Nancy Spence (Commonwealth Secretariat) as well as discussions in plenary and working group sessions. See Annex 2 for full presentations.

⁸ See the following United Nations reports: Vienna Declaration and Programme of Action (World Conference on Human Rights, Vienna, 14-25 June 1993) (A/CONF.157/23); Report of the International Conference on Population and Development (Cairo, 5-13 September 1994) (A/CONF.171/13); Beijing Declaration and Platform for Action (Fourth World Conference on Women, Beijing, 4-15 September 1995 (A/CONF.177/20); Report of the World Summit for Social Development (World Social Summit for Social Development, Copenhagen, Denmark 6-12 March 1995) (A/CONF.166/9); and Report of the Ad Hoc Committee of the Whole of the twenty-third special session of the General Assembly (New York, June 2000) (A/S-23/10/Rev.1).

⁹ The presentation by Maria Brouwers, "Gender equality in sector-wide approaches: An initiative of the OECD/DAC Working Party on Gender Equality", provided the background information for this discussion. See Annex 2.

National budgets¹⁰

Since a national budget is a policy statement that reflects the social and economic priorities of a Government as well as an instrument for resource allocation, gender-responsive budgets must be a critical component of any poverty-reduction strategy. Incorporation of gender perspectives in economic analyses and preparation of national budgets also increases the transparency and accountability of budget processes, thus contributing to good governance. Gender-responsive budgets directly impact on poverty issues by increasing the potential for responding to specific needs and priorities of poor women and men who would normally have little political influence.

Over the past five years, initiatives to bring gender perspectives to the centre of attention in national budget processes have proliferated around the world. All seek to promote a greater integration of gender issues into policy development and planning. They aim specifically to contribute to greater accountability and transparency of Government resource allocations and expenditure review processes. Gender-sensitive budgets also provide an important means of measuring resource allocation against policy commitments, at both national and global levels, in the area of gender equality and empowerment of women. With an increasing number of countries decentralizing budget functions, there is potential to link policies and allocations at the local level, and increase opportunities for both women and men to influence important political and economic decisions which directly affect their lives and livelihoods. It has also been claimed that gender-sensitive budgets can make an important input in combating corruption.

The OECD/DAC Working Party on Gender Equality presented an inter-agency initiative on gender-responsive budgets which seeks to support the mainstreaming of gender perspectives into macro-economic policies. The focus of the programme includes the development of tools for analysis of national budgets and public expenditure reviews, economic literacy materials, documentation of good practices, and training programmes. The vision of the inter-agency partners is for the majority of countries across the globe to have implemented a gender-responsive budget by 2015. A High Level Conference, hosted by the Government of Belgium and in co-operation with OECD, the Nordic Council of Ministers, the Commonwealth Secretariat, the International Development Research Centre and UNIFEM was held in October 2001 in Brussels, to mobilize political and financial support for this goal.

Development frameworks and strategies

The role of Comprehensive Development Frameworks (CDF) was discussed in terms of its importance as a governance tool, its potential for incorporating gender perspectives in development policies and programmes and its goal of contributing to development effectiveness, including in the area of poverty reduction. The limited ability of CDF to function as holistic inter-sectoral frameworks – with the persistence of sectoralization of development – was seen to hinder effective integration of good governance, poverty reduction and gender equality. Gender equality aspects are sometimes retrofitted into CDF, coming in when important policy decisions have already been made. Greater attention to governance issues in CDF was also considered

¹⁰ Discussion stimulated by a presentation by Nancy Spence of the Commonwealth Secretariat, “Gender budgets as instruments for good governance and poverty reduction. Lessons learned and challenges”. See Annex 2.

essential to increased effectiveness in addressing gender equality and poverty reduction at both policy and programme levels.

Recent experiences with PRSP in West Africa further illustrate these problems. Participatory processes are generally very weak, particularly in relation to women's participation. More often than not, civil society voices are only brought into the process at an advanced stage, when all critical decisions have been made and key documents have already been drafted. In the case of regional PRSP, there is little evidence of any real shift to a more pro-poor framework in macro-analysis. Conventional economic analysis, with little focus on social issues, is still dominant. Governance issues also appear to be neglected. Little use is being made of gender experts, and available tools and methods for incorporating gender perspectives are rarely applied.

The United Nations Common Country Assessments and United Nations Development Assistance Frameworks' (CCA/UNDAF) process is still at an early stage of implementation. It was a matter of concern to participants that there appears to be very different levels of understanding of, and commitment to, incorporating gender perspectives into this process among the various United Nations' partners. As with the PRSP, little use is being made of gender experts, and available tools and methods are rarely applied. Governance aspects appear to be neglected. The relative newness of both the PRSP and CCA/UNDAF processes was seen, however, to present an opportunity to strengthen the focus on good governance, poverty reduction and gender equality, provided that the right entry points, and the most effective means of influencing them, can be identified.

A major challenge involves the need to address the conflict between the relatively short timeframes for the development of PRSP, CDF and CCA/UNDAF and the long-term nature of approaches which involve broad consultation to identify the problems that need to be addressed and possible solutions.

Recommendations on utilizing these development frameworks and strategies focused on the need to:

- Increase the good governance and gender equality focus in PRSP upstream, at the initial analysis and policy-development stage, in order to ensure that approaches downstream are designed with attention to good governance and gender equality.
- Strengthen civil society with information and capacity-development to facilitate their support to gender mainstreaming and integration of poverty reduction and good governance issues.
- Ensure that gender advocates (in donor organizations, in national machineries and in civil society) keep gender perspectives on the agenda of all processes – through greater understanding of entry-points and the means of influencing them.
- Engage more directly with joint World Bank/IMF assessment exercises (including through providing commentary on key processes and documents in the respective Executive Boards).
- Support country-level training and capacity-building on good governance, poverty reduction and gender equality.
- Improve communication and coordination between donors and increase dialogue with

- other partners in Governments and civil society.
- Develop improved monitoring mechanisms, including more robust indicators.
- Identify, document and disseminate good practice examples of the value-added of identifying and addressing the linkages between good governance, poverty reduction and gender equality.

Enhancing participation and utilization of gender analysis

The discussions in the workshop emphasized the importance of gender analysis for increasing the attention to gender perspectives in work on good governance and poverty reduction, as well as for enhancing the understanding of the inter-linkages between these issues and the need to address them at both policy and programme level. Strengthening national capacity for gender analysis was emphasized in the discussion, particularly within Governments. The need to enhance the capacity for gender analysis, as well as awareness of opportunities for utilizing such analysis among civil society groups was also highlighted.

The workshop underscored that gender analysis is not an end in itself. Ensuring that gender analysis actually impacts on critical policy and programmatic decisions remains a major challenge. There is need for a shift in responsibility for gender analysis. Gender analysis carried out by gender equality advocates in separate processes can have limited impact. The objective should be to promote and facilitate the incorporation of gender perspectives into all analyses carried out.

Increasing the participation of all major stakeholders, in particular women and other marginalized groups, in work on good governance and poverty reduction was particularly emphasized in discussions throughout the workshop. Participation should not necessarily be measured by increases in numbers alone but also by important changes in processes, approaches and outcomes of development. Another important measure is the level of commitment by Governments and donors to develop inclusive policy frameworks. Indicators relating to participation should move beyond quantitative aspects to measuring the impact of participation.

Roles of different actors

In discussing the roles of donors, including both bilateral agencies and United Nations entities, emphasis was placed on the need for coordination of efforts. The importance of broad-based partnerships was also underscored, as was the need for a better understanding of the national level policies and strategies and the potentials of different groups in society. Partnerships should be developed with NGOs, civil society groups, including women's groups and networks, and Government – line ministries, finance and planning ministries, local Government departments, statistical departments and national mechanisms for gender equality – to ensure the collection, analysis and dissemination of relevant information and the pooling of resources.

The workshop emphasized the need for promoting ownership and leadership of development processes at national level so that development is primarily driven by a national agenda and not solely by the policies and priorities of donors and financial institutions. Donors

should take care not to displace national institutions or to sidetrack much needed accountability to national constituencies, in the context of the increased demands for accountability to external donors.

Donors, both bilateral and multilateral, have, however, a critical role to play in supporting more inclusive approaches, influencing policy-decisions, development frameworks and strategies as well as the implementation of programmes. Efforts need to be made to ensure the most strategic entry-points have been identified, particularly in relation to working with the World Bank and IMF. Working through the Executive Boards of these organizations would be one example of a strategic approach. Discussions also emphasized that the United Nations' specialized agencies could play a stronger role in working to influence important development frameworks and strategies, particularly in sector-specific work where their experience and networks are very strong. Civil society partners need to be identified and effective networks established.

Considerable discussion focused on the role of national mechanisms for gender equality, including national machineries (the specific ministries, units or bureaux for women's affairs and gender equality) as well as focal points in line ministries. Support to such institutions was seen as an important input for promoting good governance. Particular attention should be given to facilitating the development of capacity for these mechanisms to effectively influence processes related to development frameworks and strategies, such as PRSP, CDF and CCA/UNDAF. Although the influence of women-focussed institutions is key to gender-sensitive development, these institutions vary widely in terms of structure, resources, capacity and leadership, as well as in support received. They often have few resources, are marginalized from important processes, have limited capacity to collect data or work with technical ministries and lack the skills and competencies to play a more strategic role. More strategic approaches for supporting national machineries need to be developed by external agencies.

National machineries can support more effective policy development and implementation of programmes through:

- Strengthening the capacities of line ministries to work with a gender perspective at both policy and programme levels, to ensure that policies and programmes can better meet the needs of all citizens – women and men.
- Providing technical assistance in specific sector areas.
- Developing networks of allies in all line ministries and within civil society.
- Establishing effective monitoring systems and holding ministries accountable to global and national commitments.

The workshop also concluded that it is incumbent upon equality advocates – working within Governments in National Machineries or as focal points in line ministries, in donor organizations, within the United Nations or in NGOs – to find ways to avoid policy evaporation on gender equality, i.e. situations where policy commitments to gender equality at global and national levels are not matched with policy and programmatic changes or allocation of sufficient resources within Governments or organizations.

A number of actions were recommended for gender equality advocates:

- Conduct research, particularly on the need for changes at policy levels.
- Encourage the collection, analysis and dissemination of sex-disaggregated data.
- Develop practical tools to support the integration of gender perspectives at both policy and programme levels.
- Strengthen and disseminate methodologies for gender analysis.
- Develop training programmes and build capacity of colleagues.
- Support the inclusion of gender perspectives in all policy dialogue.
- Develop strong linkages with strategic partners and allies within their own organizations.

4. OVERALL FINDINGS AND RECOMMENDATIONS

The discussions in the workshop underscored that addressing good governance, poverty reduction and gender equality in an integrated manner presents critical challenges to earlier development paradigms. Gender-responsive, pro-poor development, with a strong focus on governance issues, has potential for facilitating broad-based benefits to all and ensuring that development efforts are effective and sustainable. While addressing the positive linkages between good governance, poverty reduction and gender equality, the discussions in the workshop also highlighted the need to identify and address persistent gaps in understanding the value of an integrated holistic approach.

The workshop highlighted the critical importance of integrating good governance, poverty reduction and gender equality in relation to two of the key issues on the global development agenda – globalization, including in relation to information and communications technology, and peace and security.

There was clear recognition that moving forward requires both a technical process – collecting data, carrying out analysis, developing reporting and monitoring systems and identifying, documenting and disseminating good practice – as well as a political process involving advocacy, institutional commitment, establishment of lines of accountability and capacity-development.

Critical weaknesses which continue to hinder the achievement of the goals of good governance, poverty reduction and gender equality, as well as make the development of an integrated holistic approach difficult, include the following:

- Separation of social and economic aspects of development, particularly at policy levels.
- Failure to identify and address the important linkages between the micro- and macro-levels.
- Lack of attention to the institutional or meso-level aspects of good governance, poverty reduction and gender equality.

The presentations and discussions during the workshop addressed the need to:

- Deepen conceptual understanding of the inter-linkages between good governance, poverty reduction and gender equality.
- Identify opportunities in development frameworks, in particular the Road Map for implementation of the Millennium Declaration, and in forthcoming global events, to underscore the importance and practical implications of these inter-linkages.
- Increase national capacities, at both technical and political levels, to operationalize the linkages at both policy and programme levels.
- Enhance accountability for greater integration of good governance, poverty reduction and gender equality at all levels, in close collaboration with civil society.

A number of priorities for action by both the United Nations Inter-Agency Meeting on Women and Gender Equality and the OECD/DAC Working Party on Gender Equality identified in the discussions in the workshop included:

- Promotion of increased utilization of gender analysis, particularly at policy levels.
- Efforts to facilitate the full participation of women in public life, in both political and economic arenas.
- Further research on human rights aspects of good governance and poverty reduction, particularly relating to the utilization of United Nations conventions, including CEDAW; on women's contributions to economic development (through the unpaid labour, care economy and informal sectors); on inequalities in representation in political and economic decision-making fora; on the linkages between gender and corruption; and on gender perspectives on global governance, including global public goods.
- Capacity-building and other forms of support to civil society groups, including but not limited to, women's groups and networks, to facilitate the creation of a conducive environment for incorporating gender perspectives into governance and poverty reduction, as well as to ensure that these groups and networks can become a driving force for transformation in these areas.

ACRONYMS

CCA/UNDAF	Comprehensive Country Assessments and United Nations Development Assistance Frameworks
CDF	Common Development Frameworks
DFID	Department for International Development
ECOSOC	Economic and Social Council
GERA	Gender and Economic Reform in Africa
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immunodeficiency Syndrome
IAMWGE	Inter-Agency Meeting on Women and Gender Equality
IMF	International Monetary Fund
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD/DAC	Organization for Economic Cooperation and Development/Development Assistance Committee
PRSP	Poverty Reduction Strategy Papers
SWAP	Sector-Wide Approach
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
WP-GEN	Working Party on Gender Equality