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**DCD/DAC/POVNET/M(2010)3**

Organisation de Coopération et de Développement Économiques  
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**English - Or. English**

**DEVELOPMENT CO-OPERATION DIRECTORATE  
DEVELOPMENT ASSISTANCE COMMITTEE**

## **DAC Network on Poverty Reduction**

### **SUMMARY RECORD OF THE TASK TEAM MEETING ON EMPOWERMENT**

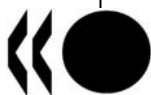
**24 March (p.m.) and 25 March 2010, OECD Conference Centre, Paris**

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**SUMMARY RECORD OF THE MEETING OF POVNET TASK TEAM ON EMPOWERMENT  
24 AND 25 MARCH 2010, OECD CONFERENCE CENTRE, PARIS**

**I. Adoption of the agenda**

1. The agenda (DCD/DAC/POVNET/A(2010)3) was adopted.

**II. Feed-back from POVNET meeting**

2. Since most Task Team members had participated in the POVNET meeting, this agenda point was skipped to allow more time for the afternoon's discussions.

**III. Discussion of Good Practice Notes**

**First and Second Draft Good Practice Notes (GPNs)**

***a) Empowerment, Decent Work and Pro-Poor Growth***

3. Phillipe Marcadent, ILO, presented the GPN on Empowerment, Decent Work, and Pro-Poor Growth. This first draft discusses the entry points through which decent work can lever for empowerment of poor people. The paper starts with a conceptual introduction which is followed by a section explaining how decent work helps poor people cope with and mitigate risks, especially in developing countries where social security measures are often insufficient. The GPN also outlines the importance of assets and opportunities and argues that improving these can lead to empowerment of poor people on numerous levels, not just economic. The decent work agenda also focuses on rights and how people through exercising their rights obtain increased voice and participation. Finally, the GPN sketches out the relation between discrimination and decent work and argues that anti-discrimination legislation can help empower groups of society who are otherwise marginalised and silenced due to ethnicity, class or gender.

4. The Task Team complimented the paper, and provided comments which should be considered when producing a second draft. These included:

- The paper should shift focus from advocacy to providing practical guidance for donors on how to promote decent work.
- The potential of public sector employment to provide decent employment opportunities for poor and excluded people (how to provide opportunities for those who may not have the formal requisites for many jobs).
- A definition of work that includes formal and informal work. Strengthening focus on informal sector, casual work, unpaid work, child labour livelihoods/self employment.
- Spell out clearly what donors should do when supporting employment programmes, maybe through use of examples.
- More discussion of practical political economy issues and how to handle them.
- Include potential pitfalls of donor support – e.g. how enforcing strong labour policies may lead to production moving elsewhere.
- Guidance to donors on how to make informal work more decent.
- Include the issue of migration.

***b). Monitoring and Evaluating Empowerment Processes***

5. Lauren Ruedin, SDC, presented the GPN on Empowerment and Monitoring. The GPN highlights three important components of monitoring and evaluation of empowerment processes, namely steering donor support, learning and reflection, and reporting on results. The paper argues that using the existing managerialist paradigm exclusively is not suitable for analysis of empowering processes since it does not capture many of the facets that are relevant when monitoring and evaluating empowerment. Rather, the paper argues, donors should use an eclectic mix of approaches in which quantitative and qualitative methods are employed in order to meet the requirement of producing measurable data which also captures changes in power relations and the subjective 'lived' experience of those involved. The GPN also stresses that the process of monitoring and evaluation, if undertaken in an inclusive manner, can in itself be empowering if those involved have a say in what is being monitored and by whom. Finally the paper argues that useful monitoring requires a reflexive donor who is contemplating its own assumptions about poverty and empowerment as well as its relationship to stakeholders and partner organizations.

6. The Task Team complimented the paper, and provided comments which should be considered when producing a second draft. These included:

- Provide guidance on how to ensure quality and robustness of monitoring and how to select when monitoring is/is not required.
- Accentuate the role of the donor in measuring empowerment, and through use of concrete examples direct donors on what to monitor, and at which level.
- Specify how donor monitoring can also be disempowering and provide guidance on how to mitigate this and understand the power dynamics involved.
- Consider the purpose(s) of monitoring and the consequent donor entry points.
- Explain how donor M&E measures can build on and support national systems, in line with Paris Declaration principles.
- Seek EVALUNET comments on the paper and especially on the V&A aspects of monitoring.
- Relate to other GPN in the series on Empowerment.

***c) Empowerment and Local Development***

7. Earnan O'Cleireigh, Irish Aid, presented the GPN on Empowerment and Local Development. The paper argues that local development is central to social, economic and political aspects of everyday life affecting poor people. In addition, the local also represents an entry-point for development policies to materialize into real changes, thus creating a foundation for empowerment processes to grow. In this light, the GPN urges donors to work with both the supply and demand side of local governance, supporting accountability measures and strengthening support to the capacities required for poor citizens to actively engage in local decision-making processes. The paper stresses in this regard that donors need to be aware of local knowledge and power relations when promoting the inclusion of poor people in local voice and accountability processes. Finally, the GPN advocates that donors be opportunistic in their support and through mutual long-term commitments allow for time and flexibility when working with local partner organizations, realizing that while donors may partially promote their own agenda, patience and respect of local traditions are key when seeking to promote empowerment processes.

8. The Task Team complimented the paper, and provided comments which should be considered when producing a final draft. These included:

- Cutting down the text substantially.
- Perhaps over focussed on donor agency – really talking about government systems and partnerships with them.
- Include issues of empowerment through service delivery.
- Explore concepts which combine policies with shifts of power.
- Integrate issues of livelihoods, especially in relation to chronic poverty.
- The good practices should stand out clearer.
- Integrate guidance on how to turn the policy recommendations into practice.
- Integrate aspects of local development that are gender specific.
- Include national level policies that impact at the local level.

#### ***d) Legal Empowerment and Pro-Poor Growth***

9. Christina Hackmann, GTZ, presented the second draft of the GPN on Legal Empowerment and Pro-Poor Growth. The GPN argues that legal empowerment of poor people should focus on four entry points: rights enhancement, awareness, enablement and enforcement. In relation to rights enhancement, the GPN argues that reforms should be made at state level where donors should provide institutional guidance. On the level of rights awareness, a two-track approach should ensure that poor people are targeted while government officials also need to be sensitized on the issue of including marginalized groups. For enablement, one of the key issues for donors is to strengthen the supply and demand side, underlining the relevance of bottom-up approaches by providing paralegal services to poor and marginalized groups in order to improve access to justice. Finally, the paper argues that when dealing with enforcement of rights it is vital to strengthen the capacity of state institutions to ensure responsiveness and accountability while also supporting the watchdog role of civil society. The integration and use of alternative dispute resolution systems as part of the state's legal systems might play a significant role in improving rights enforcement for poor and marginalized groups.

10. The Task Team complimented the second draft, and provided comments which should be considered when producing a final draft. These included:

- Reconsider the structure of the paper.
- The issue of right holders should be brought forward.
- Specify how society benefits socio-economically from investments in legal empowerment.
- Look for more examples to avoid the existing ones appearing repetitive.
- The JLOS example of a good practice SWAP is an overly favourable presentation - a more nuanced picture of its nature as a SWAP and of its operations would be good.
- Include rights of women (GBV) and migrants (the geography of law), domestic workers.
- Include pitfalls such as neglecting family law and local mechanisms.
- Consider macro-economic aspects such as the right to water (right vs. commodity).
- The link between legal empowerment and pro-poor growth needs to be drawn out.
- Have more emphasis on traditional justice systems – which are frequently recognised by law.

- An *Implications For Donors* section would be useful – in line with the structure of the GPN on local development.
- Key messages should refer to why LEP is relevant.

## Outlines of GPNs

### e) *Women's Economic Empowerment*

11. Ineke van de Pol, Chair of GENDERNET/Netherlands, presented an initial draft outline for the GPN on women's economic empowerment. The practice note will draw upon the key messages from a recent joint biennial workshop between the GENDERNET and the United Nation's Inter-Agency Network on Women and Gender Equality (IANWGE), on women's economic empowerment, accountability and national ownership. It will demonstrate that women's economic empowerment can have a positive multiplier effect on society at large, and that it is a prerequisite for sustainable development. Aspects of social, political, economic and legal inclusion will also be addressed. One key issue will be to explore the role of women's unpaid work, in particular as it relates to the care economy.

12. The Task Team complimented the outline, and provided comments which should be considered when producing the first draft. These included:

- Explore the socio-cultural restraints women face in accessing services, credits and advice.
- Include relations between women and men, i.e. what does women's economic empowerment mean for men?
- For poor women, "women's livelihoods/self employment" are more important than women's entrepreneurship.
- Don't forget the existing POVNET messages on integrating women in the private sector.
- Include aspects of disability and remuneration of informal work.
- Explore the increasing feminization of migration.
- Infrastructure investments, land rights and crisis response programmes are frequently blind to women's needs.
- Consider women's economic empowerment opportunities that can be built into mainstream public expenditure investment programmes.
- Keep a clear focus on poor women – need to situate women's exclusion in overall exclusion/poverty.

### f) *Empowerment and Aid Modalities*

13. Esse Nilsson, SIDA, presented the outline on Empowerment and Aid Modalities sketching out the different aid modalities to be investigated for their support of empowerment processes. Also the roles of the donor as a) *Financier*, b) *Dialogue Partner*, or c) *Analytical Contributor*, should be screened for its potential to support capacity building and empowerment. Furthermore the paper will investigate what happens to local projects and programmes when transformed into SWAPs; how different aid modalities effect empowering processes at different levels; assess to which degree one can measure empowerment as a result of financial support to governments; and finally provide guidance on how different aid modalities - given their different objectives, approaches and methods - can be useful in promoting empowerment of poor men and women.

14. The Task Team complimented the outline, and provided comments which should be considered when producing the first draft. These included:

- Integrate the ongoing discussion of this topic taking place in the global south.
- Incorporate the perspective of partner governments.
- Include aspects of disempowerment through different aid modalities.
- Draw out guidance on how to avoid donor relations turning into a ‘colonial’ relationship.
- The GPN should focus on what donors can influence, for instance voice and accountability.

The GPN will be produced by SIDA and the Secretariat. A consultant will be contracted to draft the paper. Task Team members were requested to provide Esse and the Secretariat with written comments to be incorporated in the TORs for a consultancy, as well as names and contacts of proposed consultants.

#### ***g). Empowerment and Equity***

15. Laurent Ruedin, SDC, presented a paper entitled Empowerment and Equity which SDC has produced jointly with ODI. With a few days left of the consultancy and the support of the Task Team, the paper could be turned into a GPN. The paper discusses how empowerment and equity reinforce one another and argues that both address inequality and power relations keeping people in poverty. The paper then outlines a number of different entry-points through which empowerment and equity can influence development, including public services, social protection, re-distribution policies, and decentralisation. Timo Voipio, Finland, volunteered to undertake the additional work necessary to adapt and transform the paper into a GPN. Given the short timeframe for remaining ODI inputs, comments on the additional work required were requested by SDC and Finland within one week.

#### ***g). Empowerment and working with federations, organizations and social movements***

16. Priyanthi Fernando volunteered to draft a GPN on Empowerment when working with federations, organizations and social movements

#### **Discussion of GPNs at the next Task Team Meeting**

17. Reworked drafts of GPNs on Agriculture and Natural Resources; Local Development; Monitoring and Evaluation; and Legal Empowerment, and first drafts of GPNs on Aid Modalities; Women’s Economic Empowerment; Equity; Phasing Out; and Working with Organisations, Federations and Social Movements, will be presented and discussed at the next Task Team meeting. The authors were requested to proactively discuss the feedback given at and after the meeting with the TT member supporting the production of the GPN, and how this can be incorporated into the next draft. Drafts for discussion at the next meeting should be sent to the Secretariat by 23<sup>rd</sup> May. The next meeting will discuss the potential use and format for the GPNs.

#### **IV. Format of Stories and Dissemination**

18. The Secretariat presented a format proposal after which the Task Team discussed how best to proceed with formatting and presenting the stories. It was agreed in principle that all the stories to be published by the DAC should be edited to a short version (4 pages) with a common style. This editing will be done by a consultant with a journalistic/communications background in development contracted by the Secretariat. For dissemination purposes it was proposed that the stories be provided as the short version with links to the longer versions (as finalised by the authors) and other material such as photos, recordings

or videos, or accompanied by a DVD containing this material. It was agreed that that the DANIDA story on indigenous people in Nepal should be used to trial this methodology. At its next meeting of the Task Team the finalised story and package will be presented and discussed. It was decided the stories, when appropriate, should make references to the series of GPNs and work as an appetizer for people interested in reading more about empowerment. The Task Team also agreed to look for online platforms from which the stories can be disseminated.

## **V. Stories of Empowerment**

19. Danida, SDC, ILO, Irish Aid and Finland presented new and revised stories on which comments were provided. It was decided that written comments should be sent to the respective authors. New stories should be circulated to the Task Team two weeks in advance of the next meeting. A set of six quality criteria for the stories were applied to which a seventh “Stories with an Edge” has been added. The idea of an edge is to identify tensions and possible contradictions that trigger reflection, to go beyond self-celebration. The seven points include I) the story should be told in a narrative form, II) the story should include several perspectives, III) there should be a link to pro-poor growth, IV) the story should include photographs/video, V) the story should have a relevant message for its audience, VI) the story should make clear how and when empowerment processes came about, VII) the story should have an edge.

## **VI. Policy Guidance Note**

20. Rosalind Eyben presented initial policy messages to go into the policy guidance note based on the draft GPNs and stories of empowerment received so far. The emerging themes include: rights, discrimination, active citizenship, integrating broad based empowerment into technical projects, linking the local to the national, and facilitating local actors’ connections to wider networks. The Task Team suggested including:

- Access to assets/services.
- Political economy.
- The link to growth.
- Implications for donors.
- Difficulty of replication.
- Challenges/disempowerment.
- The dynamics of donor support (when to step in and when to hold back).

## **V. AOB and date of next meeting**

21. The meeting was informed that representatives from Japan at the POVNET meeting have proposed that Japan would provide two potential Empowerment storylines for discussion at the next TT meeting. The Secretariat will provide the relevant supporting documentation to assist the storyline identification and the development of a one page proposal for the next meeting.

22. Members were requested to provide the Secretariat with an update on the GPNs being drafted and the stories under preparation and still to be gathered, along with the respective timelines.

23. The Task Team will meet next on the 7<sup>th</sup> and half of the 8<sup>th</sup> June 2010.

<b>Please comment on status and deadlines in Table 1 and send updates to the Secretariat</b>
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**Table 1.****Stories of Empowerment**

<b>Name and location</b>	<b>Agency</b>	<b>Status</b>
Indigenous People, Nepal	Danida	2 <sup>nd</sup> draft discussed in TT
Pastoral Communities, Tanzania	Danida	1 <sup>st</sup> draft discussed in TT
Federation FNAM, Mali	SDC	1st draft discussed in TT
Democratization and Participation, Bangladesh	SDC	Under collection
Madagascar	SDC	Outline discussed in TT
Educating Girls in Serengeti, Tanzania	Irish Aid	1st draft discussed in TT
Urban Squatter Settlement, Zambia	Irish Aid	In discussion with partners
Self Employed Women (SEWA), India	IFAD and ILO	2nd draft discussed in TT
Learning Routes, Colombia	IFAD	Already gathered, English version to be submitted to secretariat
Puno Cusco, Peru	IFAD	First draft discussed in TT
Faso Jigi (Agri-culture Union), Mali	IFAD	First draft discussed in TT
Violence Prevention, South Africa	KfW	In discussion with partners
Support Micro-Finance, Sierra Leona	KfW	In discussion with partners
Empowerment through enhanced Literacy, Nepal	GTZ	1st draft to be sent to secretariat
Empowerment and working with youth, Kenya	ILO	1st draft discussed in TT
Business development with disabled women, Ethiopia	ILO	1st draft discussed in TT
Empowerment and Disability, Abilis Foundation	Finland	Outline discussed in TT



**Table 2 - Good Practice Notes**

<b>Topic</b>	<b>Lead and (supporting Agency)</b>	<b>Status</b>
Empowerment, Agriculture and Natural Resource Management	IFAD (SDC/SIDA)	First draft discussed in TT
Empowerment, Decent Work and Pro-Poor Growth	ILO (Finland)	First draft discussed in TT
Financial services and markets		Proposed
Empowerment in Local Development	Irish Aid (IFAD)	Second draft discussed in TT
Empowerment, phasing out and sustainability	SDC (Danida)	Outline submitted
Empowerment and Monitoring	SDC (Gendernet and Sida)	First draft discussed in TT
Legal Empowerment	GTZ (ILO)	Second draft discussed in TT
Empowerment when working with organizations, federations and social movements	Priyanthi	Proposed
Empowerment, Fragility and Conflict	Secretariat (consultant)	Outline to be circulated mid-May 2010
Empowerment and Aid Modalities	Secretariat and SIDA to develop outline	Outline to be circulated mid-May 2010
Women's Economic Empowerment	Gendernet (Irish Aid)	Outline discussed, first draft to be circulated by mid-May

**Table 3 - Agreed Work Plan and Milestones**

<b>Milestone</b>	<b>Deadline</b>
POVNET approval of Terms of Reference and work plan	POVNET meeting 17-18 March 2009
Request Storyline identification	
Storyline briefs Definition of Task Team member lead and supporting roles on Good Practice notes	3 April 2009
Selection of Storyline	23 April 2009 – On-going
Gathering and writing Stories	Ongoing
Drafting Good Practice notes	New drafts to be circulated by mid May 2010
Review and updating of list of products	POVNET Meeting November 2010 (tbc)
Finalizing Good Practice Notes	On-going process throughout 2010
Drafting Policy Guidance Note	End of 2010, first outline to be presented in June 2010

## Participants list

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<b>Finland/Finlande</b>	Mr. Timo VOIPIO Senior Adviser for Global Social Policy Development Policy Department, Ministry for Foreign Affairs
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