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Empowerment: A Selected Annotated Bibliography

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Please direct any comments or suggestions to Cecilia Luttrell (c.luttrell@odi.org.uk)

1. Conceptualizing Empowerment

1.1. Empowerment definitions

Batliwala, S. (1995) "Defining Women's Empowerment: A conceptual framework", in Srilatha Batliwala, *Education for Women's Empowerment*, ASPBAE, Position paper for the Fourth World Conference on Women, Beijing, September 1995, New Delhi, Asia-South Pacific Bureau of Adult Education.

http://www.genderatwork.org/updir/Batliwala_empowerment_framework.htm

This paper provides a definition of empowerment and a conceptual framework for the activities of ASPBAE, a movement dedicated to education for women's empowerment. The paper analyses various definitions of power and the relations between gender and patriarchy, as core elements for their definition. Women's empowerment is thus defined as "the process and the outcome of processes, by which women gain greater control over material and intellectual resources, and challenge the ideology of patriarchy and the gender-based discrimination against women in all the institutions and structures of society". Considering women's empowerment as a process, the author outlines the essential elements for enabling and disabling the conditions which promote it as well as the possible impacts of empowerment in male-female relations.

Keywords

Education	Institutions
Empowerment	Power
Gender	Women

Bucheli, B. and Ditren-Perdomo, M. (2001) "Latin American Regional Workshop: Managua, Nicaragua", in *Evaluating Empowerment. Reviewing the Concept and Practice*, Oakley Peter (ed.) INTRAC NGO, Oxford, pp. 105-108.

This paper presents the results of a Latin American regional workshop held in Managua. The main objectives of this workshop were as follows:

- Discussing the concept of empowerment and its use in poverty reduction strategies
- Understanding participants' experiences of empowerment and its evaluation.
- Exploring ways in which Monitoring and Evaluation (M&E) of empowerment can be operationalised.

Participants analysed the nature of power and key features of power relations in Latin America. They discussed the meaning of empowerment and established a common understanding of the term. In addition, they suggested key elements to take into account when 'empowering' target populations. In relation to M&E they pointed out to the need to establish clear indicators to implement and measure empowerment, as well as the implications of its implementation on particular marginalised groups, such as women and children.
(*Adaptation from the article*)

Keywords

Children	Latin America
Empowerment	Poverty reduction
Monitoring and Evaluation	Power
Indicators	Women

See also Monitoring and Evaluation

Oxfam GB (2005) *Capacity Building for Empowerment. Report of a workshop held in Jinja, Uganda 5-8 March 2005* . Oxford, UK: Oxfam GB.

http://www.oxfam.org.uk/what_we_do/issues/pastoralism/downloads/cbe_workshop.pdf

This report presents the results of a workshop held in Horn/East Africa aiming to explore the role and effectiveness of Oxfam and its partners in capacity building for empowerment.
The objectives were to analyse lessons learnt from three case studies, to draw out the implications of these lessons for their work and to identify the support that staff and partners need in order to make changes

happen. The case studies presented were from Kotido (Uganda), Darfur (Sudan) and Kenya. The second section of the report presents a common definition of empowerment. Taking into account different dimensions of power, it suggests various arenas in which empowerment should take place; these include the economic, social, political, cultural and psychological. Empowerment is considered as a process that should lead to increased self awareness, the ability to organise and gain control over resources, and an assertion of rights/self determination. The report concludes that special importance to should be given to empowering women. Finally, it puts forward a framework to guide Capacity Building for Empowerment (CBFE) and action plans for different regions in Africa.

Keywords

Capacity building	Political	Social
Economic	Power	Uganda
Empowerment		

Page, N. & Czuba, C. E. (1999) "Empowerment: What is it?" *Journal of Extension*, vol. 37, no. 5.

http://www.joe.org/joe/1999october/comm1.html

This article presents the definition of empowerment that the People Empowering People (PEP) project employs as a basis for its actions. It emphasises the importance of incorporating the analysis of power as a basis for the definition and understanding of empowerment. The article encourages a cross disciplinary discussion about the definition and practice of empowerment. The PEP approach takes as its basis Freire's and Horton's theories of empowering people through adult education. The focus of PEP is to develop people's strengths, providing them with the opportunities and resources to gain the experiences and skills that would help them gain control over their lives.

Keywords

Collective	Individual	Social
Education	Power	Social process
Empowerment	Psychological	Women

Parpart, J. L., Rai, S. M., & Staudt, K. (2002) "Rethinking em(power)ment, gender and development. An Introduction.," in *Rethinking Empowerment: Gender and development in a global/local world*, J. L. Parpart, S. M. Rai, & K. Staudt, eds., Routledge, London, UK, pp. 3-21.

This paper is an introduction to a volume gathering a series of articles about gender, empowerment and development. The aim of the book is to present a new approach to women's empowerment focusing on four main issues. First, it suggests that empowerment should be analysed in relation to the local, global and national levels. Second, understanding and facilitating empowerment requires a better understanding of power. Third, empowerment is a process that takes place in institutional, material and discursive contexts. Fourth, empowerment is both a process and an outcome. The introduction also provides a review of the main theories of power that have informed the debates about empowerment. The authors analyse the relationship between empowerment, power, development and gender, as well as the implications of empowerment at the local, national and global levels. Some issues raised involve the importance of thinking about identities and cultural practices when talking about women's empowerment. It is also necessary to incorporate the various ways in which empowerment can be understood and consider the way the local is embedded in the global and national levels. It is also essential to analyse the institutional framework within which individual and group agency develop. Finally, the authors believe that these elements would provide lenses to rethink empowerment as a concept and practice.

Keywords

Gender	Power	Agency
Global	Women	Institutions
Local	Empowerment	

Rowlands, J. (1997) *Questioning Empowerment: Working with Women in Honduras*. Oxfam (UK and Ireland), Oxford.

Focusing on the term "empowerment", this book examines the various meanings given to the concept of empowerment, and the many ways power can be expressed - in personal relationships and in wider social interactions. The text assesses two development projects in Honduras, which were both concerned mainly with women. It compares their different approaches and examines the extent to which the women involved were empowered as a result of their experiences.
This volume seeks to challenge those involved in development initiatives, which may be tempted to make unrealistic claims about the positive changes which can result from their work. It also questions how far genuine empowerment is possible for women without major changes in social attitudes.

Keywords

Empowerment	Nicaragua	Women
Development projects	Participation	
NGO	Power	

See also power and gender

Strandberg, N. (2002) *Conceptualising Empowerment as a Transformative Strategy for Poverty Eradication and the Implications for Measuring Progress*. Sweden: Kvinnoforum/Foundation of Women's Forum.

http://www.un.org/womenwatch/daw/csw/empower/documents/Strandberg-EP6.pdf

This paper contributes to the discussion on empowerment definitions by elaborating on the concept of empowerment as used and conceptualised in the activities of Kvinnoforum (Foundation of Women's Forum, Swedish NGO), and by trying to conceptualise it as a transformative process. This conceptualisation of empowerment has been based on the organisation's own work and the work of different researchers. The author also elaborates on the implications for how to measure empowerment processes and for empowerment strategies. It places particular emphasis on the elements of agency, sense of agency, gender awareness and self confidence as core elements of empowerment and as indicators for measurement. The article concludes with some strategies and recommendations for women's empowerment in poverty reduction efforts.
(*Extracts from author's abstract and conclusions*)

Keywords

Poverty	Women	Indicators
Power	NGO	Poverty reduction
Empowerment	Gender	

See also monitoring and evaluation

1.2. Power

Gaventa, J. (2003) "Towards Participatory Local Governance: Assessing the Transformative Possibilities", in *Paper prepared for the conference Participation: From Tyranny to Transformation* 27th- 28th February, 2003 Manchester, UK

http://www.sed.man.ac.uk/idpm/research/events/participation03/Gaventa.pdf

As part of a wider paper on participation, this paper introduces the Power Cube as a model for analysing power relations. By emphasising the need to look at a combination of spaces, places and visibility of power relations, the Power Cube represents the multidimensional character of power. It also shows that different types of power take place in a continuum and thus challenges the idea of seeing power in terms of binary oppositions. The wider paper discusses the way in which current interest in issues of participation and local governance creates new opportunities for redefining democracy.

During the last 20 years the use of participation in development has become widely popular in the social arena, the community and development projects. Participation has been related to rights of citizenship on the one hand and democratic governance on the other. The intersection of both understandings has become evident in recent programmes of decentralisation in both North and South countries. The problem of citizen participation in relation to the state at local level raises important questions about the nature of democracy and what is required to achieving it. The article indicates some challenges for assessing the transformative possibilities of citizen participation with local governance. The author concludes that an analysis of power relations is crucial to understanding these new spaces for democratic engagement. It is only through a deeper analysis of power relations, that participatory democracy and participatory development can be understood and promoted.

(*Adapted from author's introduction and conclusions*)

Keywords

Democracy	Participation
Development projects	Power
Governance	Social

Hartsock, N. (1985), *Money, Sex, and Power: Toward a Feminist Historical Materialism.* Northeastern University Press: Boston.

The present book constitutes a critique of historical materialism and common theories of power that overlook gender in their conceptualisations about power relations. This book intends to give a feminist approach to power and to develop a theory that would provide a more complete understanding of relations of domination. The author believes that this theory would help to conceive the necessary transformations to create a more egalitarian society. Two main questions are addressed:

1) The way relations of domination are constructed and maintained along gender lines
2) The extent to which social understandings of domination have been distorted by men's domination of women.

The author analyses class and gender in relation to community-building and power relations in the areas of economics and sexuality. She shows that there are deep interconnections and structured relations between the two areas. Drawing upon Marx's theory of power relations, she shows that most theories about power tend to focus on exchange and production as central aspects of the creation of social relations. The author suggests that a focus on the domain of reproduction, as an epistemological basis, would provide a more complete understanding of power relations and the way the domination of one gender over another is created. Similarly, this focus would help to reevaluate our understanding and practice of politics.

The author concludes that theorizations of power are cultural constructions. The feminist historical materialism would aim to give account of the way institutions have been controlled by only one gender and the way conflicts between men and women are generated. By locating the sources of women's oppression in history and material life, it would provide a framework for the understanding of differences in race, class and sexuality.
(*Adapted from author's introduction and conclusions*)

Keywords

Class	Theory of Power	Women
Gender	Social relations	
Historical materialism	Reproduction	

Lukes, S. (1974) *Power: A Radical View*. Macmillan, London, 1974.

In his seminal book, Lukes outlines three dimensions of power. The first dimension is the power of A to influence the behaviour of B. This exercise of power is observable and is tied to public conflicts over interests. It is played out in public decision-making processes. The second dimension is the power of A to define the agenda, and thus to prevent B from voicing her/his interests in the public negotiation and decision-

making process. Potential issues and conflicts are not brought into the open, to the benefit of A and to the detriment of B. This exercise of power can be both overt and covert. The third dimension is the power of A to define what counts as a grievance, and to mould B's perceptions and preferences in such a way that B accepts that she/he does not have any significant grievances. The power to shape people's thoughts and desires is the most effective kind of power, since it pre-empts conflict and even pre-empts an awareness of possible conflicts. This dimension of power can be played out for example in processes of socialisation, the control of information, and the control of the mass media.
(*Abstract from Global Development Network, available at http://www.gdnet.org/middle.php?oid=603*)

Keywords

Power
Dimensions
Decision-making
Conflict

Mosse, D. (2004) "Power Relations and Poverty Reduction," in *Power, Rights and Poverty: Concepts and Connections*, R. Alsop, ed., World Bank, DFID, pp. 51-67.

http://siteresources.worldbank.org/INTEMPOWERMENT/Resources/PPFinalText.pdf

Power has been given relatively little attention in policy making, despite the importance given to empowerment and disempowerment in poverty alleviation policies. This paper reviews various conceptualisations of power from various disciplines. It looks at how different approaches to empowerment within development inform different attempts to address power inequalities to achieve poverty reduction goals. By using examples of some development interventions in India the author shows some contradictions in the way empowerment is operationalised, particularly through capacity building and processes of democratisation. In other words, the author shows that a focus on the dynamics of power relations reveals some contradictions in policy frameworks. He insists that a focus on power in poverty reduction strategies should take into account donor-client relations and political interdependencies in donor and country-level coalitions.

Keywords

Capacity building	Empowerment	Poverty reduction
Democratisation	India	
Development	Political	

2. Empowerment Perspectives

2.1. Gender

DFID (2000) *Poverty elimination and the empowerment of women,* London, UK: Department for International Development.

http://www.dfid.gov.uk/pubs/files/tspgender.pdf

The present report recognizes empowerment of women as an essential precondition to alleviating poverty and the upholding of human rights. This goal also provides the core framework for DFID's programme. Education for girls is a key measure for gender equality and is the most effective way of reducing poverty. However, education is not itself enough. Inequalities between women and men need to be tackled across the board in economic, political, social and cultural life.
This paper sets out the reasons why women's empowerment is a precondition for poverty eradication, and the steps DFID proposes to take in making its contribution to the achievement of this goal. It shows an important shift in DFID priorities. The future work aims to concentrate on supporting fundamental changes in policy, laws, and attitudes, while maintaining strategic links with work at the grassroots level.
(*Extracts form report's executive summary*)

Keywords

Poverty	Social	Economic Institutions	Education
Power	Empowerment	DFID	Women
Gender	Development	Human rights	

Esplen, E., S. Heerah and C. Hunter (2006) *Women's Empowerment. An Annotated Bibliography* IDS-BRIDGE (development-gender) Produced in collaboration with the Research Programme Consortium 'Pathways of Women's Empowerment', Bibliography no. 14, May.

http://www.bridge.ids.ac.uk/reports/bb14.pdf

In March 2006, the Institute of Development Studies (IDS) launched a five-year research programme consortium (RPC), Pathways of Women's Empowerment, funded by the UK's Department for International Development (DFID). The RPC aims to understand what enables women to empower themselves and how changes in gendered power relations can be sustained. The programme will involve practitioners, policy makers and researchers from five regions, with the goals of revitalising discussion of women's empowerment, generating new insights into the processes and policies that contribute to positive change in women's daily lives, and exploring women's own pathways to empowerment.
This bibliography gathers together a range of materials which discuss women's empowerment from varied perspectives in order to provide an accessible introduction to key concepts, approaches and debates. Over the next five years the RPC will add to this list through identifying new and innovative resources and publishing collaborative work by the partners.
The RPC website launched in October 2006 is www.pathways-of-empowerment.org
(*Extracts from introduction*)

Keywords

Gender	Women
Empowerment	Policies
Research	

Falquet, J. (2003) "'Genre et Développement' une analyse critique des politiques des institutions internationales depuis la Conférence de Pékin", Institut Universitaire pour l'Etude du Développement, Genève.

http://www.unige.ch/iued/new/information/publications/pdf/yp_5pouvoirs-j.falquet.pdf

This paper constitutes a critical assessment of the policies on gender and development implemented by Bretton Woods institutions after the International conference of Beijing in 1995. This conference emphasized the promotion of women's empowerment through participation and good governance in poverty reduction strategies, particularly through micro-credits. The article argues that the intrinsic limitations of what was presented in Beijing as a new paradigm explain the failure of the new strategies to improve the conditions of oppression that many women experience. The paper analyses the origins and ideological basis of the "mainstreaming" paradigm of empowerment. It provides an assessment of the empowerment indicators and analyses the social effects of these policies for women in the South. The author concludes that this new paradigm of development has failed to address the deep causes of poverty. The individualistic values underlying the formulation of empowerment strategies intend to insert women in the logics of Neo liberal policies and markets. However, these strategies have failed to understand the dynamics of the societies concerned. What is presented by Bretton Woods institutions as the victory of social movements in terms of democracy has only contributed to hold back the social protests and mobilizations of people whose lives have been negatively affected by the Neo liberal order.

Keywords

Democracy	Gender	Participation
Development	Governance	Poverty reduction
Empowerment	Institutions	Women

Goetz, A. M. & Sen, G. R. (1996) "Who takes the credit? Gender, power and control over loan use in rural credit programmes in Bangladesh", *World Development*, 1996, vol. 24, no. 1, pp. 45-63.

http://www.cours.ecn.ulaval.ca/cours/ECN-60214/rural-credit.pdf

Special credit institutions in Bangladesh have dramatically increased the credit available to poor rural women since the mid-1980s. Though this is intended to contribute to women's empowerment, few evaluations of loan use investigate whether women actually control this credit. Most often, women's continued high demand for loans and their manifestly high propensity to repay is taken as a proxy indicator for control and empowerment. This paper challenges this assumption by exploring variations in the degree to which women borrowers control their loans directly; reporting on recent research which finds a significant proportion of women's loans to be controlled by male relatives. The paper finds that a preoccupation with "credit performance" -measured primarily in terms of high repayment rates -affects the incentives of fieldwork dispensing and recovering credit, in ways which may outweigh concerns to ensure that women develop meaningful control over their investment activities.
(*Author's abstract*).

Keywords

Bangladesh	Institutions	Empowerment
Credit	Power	Evaluation
Gender	Women	

Gouws, A. (2005) "Repenser le développement du point de vue du genre", *CODESRIA Bulletin*, no. 3-4, pp. 25-27.

http://www.codesria.org/French/publications/bulletinfr3_05/gouws.pdf

This paper presents a brief account of some of the main approaches emphasizing the importance of including gender issues in development interventions. The author questions the reductionist approach to gender issues by mainstream policies. Their technical emphasis reduces gender to a mere discourse that diminishes the role of political activism aiming to bring gender justice. The author claims that a broader conceptualisation of empowerment needs to include broader political, economic structures as well as cultural assumptions about the impact of human rights and law discourses. Although a focus on culture is crucial for questioning problems of ethnicity, gender, religion, sexuality, gender based violence (GBV) and access to assets, the author warns against an over emphasis on culture that places the discourse of rights and culture in a binary opposition excluding each other.

Keywords

Culture	Gender	Empowerment
Development	Human rights	
Ethnicity	Women	

Lairap-Fonderson, J. (2002) "The Disciplinary Power of Micro Credit: Examples from Kenya and Cameroon," in Rethinking Empowerment: Gender and development in a global/local world, J. L. Parpart, S.M.Rai, & K.Staudt, eds., Routledge: London, pp. 182-198

Micro-credits have become a popular tool to promote women's empowerment in the Third World. However, many experiences have demonstrated the limitations of these policies. They have failed to transform gender relations and to reduce poverty levels. Based on Foucault's theory of power, the author examines the disciplinary effects of micro-credit projects on women in Kenya and Cameroon. She suggests that at least in Sub-Saharan Africa, micro-credits act as a disciplinary power that turns women into 'efficient economic actors' to be inserted in the market economy, instead of helping them to empower. The article concludes that the myth that women are non-economic actors have led to the imposition of unnecessary practices making them credit-dependent. Economic empowerment will never be effective if it does not combine social and political empowerment. In the light of this evidence and conclusions the author urges a reconceptualisation of the concept of empowerment that has informed some development policies.

Keywords

Power	Gender
Micro credit	Development
Empowerment	

Longwe S. (1991) "Gender awareness: The missing element in the Third World development project," in *Changing Perceptions: Writings on Gender and Development*, Wallace T. & C. March, eds., Oxfam, Oxford, pp. 149-157.

Development agencies and governments have increasingly made efforts to implement policies for women's development. This paper argues that in order for these efforts to succeed, they need to develop increased gender awareness amongst their personnel. The author analyses different aspects that define gender awareness. This awareness should lead to the ability to recognize women's issues at every stage of the development project. Development practitioners usually fail to recognize that it is mostly women who play a major role in the economies of the Third World, and they also are the most exploited and neglected sector. Therefore, the author advocates for a major focus on women, in order to promote their empowerment in equal terms to men. It is important to recognize three elements in the process of gender awareness. First, women have different and special needs. Second, they are disadvantaged in relation to men. Third, women's development should focus on their empowerment in terms of achieving equity of opportunities in relation to men. The paper proposes a series of criteria to recognise issues for women, in order to provide a framework that would guide practitioners to understanding the processes of women's development. In other words, these criteria should constitute the basis for development practitioners to better identify women's needs as well as to evaluate the outcomes of their project interventions.

Keywords

Development projects	Women
Empowerment	Agency
Gender awareness	Participation

Oxaal, Z.; Baden, S. (1997) *Gender and Empowerment: definitions, approaches and implications for policy. Briefing prepared for the Swedish International Development Cooperation Agency (SIDA)* 40. Brighton, UK: Bridge (development - gender), Institute of Development Studies.

http://www.generoyambiente.org/admin/admin_biblioteca/documentos/gender_and_empowerment.pdf

The present report provides an overview of different definitions of empowerment used by various organisations in development. The report is divided in four main sections. First it examines the role of development agencies and organisations in processes of women's empowerment. Second, it presents the 'empowerment approach' used in policy and practice of gender equality initiatives. It shows how empowerment has been implemented in three main areas of activity: micro credit, political participation and reproductive health. Third, the report presents different indicators that have been set to assess women's empowerment. Among these we can mention the Gender Empowerment Measure (GEM), Empowerment indicators in credit programmes, CIDA's empowerment indicators and empowerment and participatory evaluation. Finally, it analyses policy implications and recommends strategies for promoting women's empowerment. Unless empowerment is clearly defined in policies aiming to bring it into practice, it risks becoming a vague goal. Development organisations risk renaming old top-down approaches without altering the content of their programmes or changing organisational culture and processes. The report concludes by suggesting some strategic considerations for development organisations when adopting women's empowerment approach.

Keywords

Community development	Empowerment	Indicators
Credit	Evaluation	Participatory
Development	Gender	Women

Sen G. & Grown, C. (1988) *Development, Crises and Alternative Visions.* Earthscan Publications LTD: London

More than half of the world's farmers are women. They are the majority of the poor, the uneducated and are the first to suffer from drought and famine. Yet their subordination is reinforced by well-meaning development policies that perpetuate social inequalities. During the 1975-85 United Nations Decade for the Advancement of Women their position actually worsened.
This book analyses three decades of policies towards Third World women. Focusing on global economic and political crises —debt, famine, militarization, fundamentalism— the authors show how women's moves to organize effective strategies for basic survival are central to an understanding of the development process.
(*Abstract from book*)

Keywords

Development	Third World
Gender	
Empowerment	

Shaffer, P. (1998) "Gender, poverty and deprivation: Evidence from the Republic of Guinea", *World Development*, vol. 26, no. 12, pp. 2119-2135.

http://www.ingentaconnect.com/content/els/0305750x/1998/00000026/00000012/art00114

The article examines the relationship between gender and consumption poverty and between gender and deprivation in the Republic of Guinea. National household survey data reveal that women are not more likely than men to be consumption poor or to suffer greater consumption poverty. Participatory Poverty Assessment data from the village of Kamatiguia reveal that women are "worse off" than men when deprivation includes, *inter alia*, excessive workload and reduced decision-making authority. When consumption and poverty poorly correlates with other dimensions of deprivation, it should not be the sole guide for equity-based policy intervention.
(*Author's abstract*).

Keywords

Gender	Poverty	Women
Guinea	Sub-Saharan Africa	Participatory
Participation	Welfare measures	

2.2. Ethnic minorities

Assies, W., Van der Haar, G., & Hoekema, A. (2002) "Los Pueblos Indígenas y la Reforma del Estado en América Latina", *Papeles de Población*, 2002, vol. enero-marzo, no. 031, pp. 95-115.

http://papelesdepoblacion.uaemex.mx/rev31/pdf/asies31.pdf

The constitutional recognition of indigenous rights in Latin America and the ratification of ILO Convention 169 prompt various questions. In this article we examine some of the issues in debate. In order to contextualize the debate we begin by indicating the involvement of indigenous people struggles with the processes of State and Economic reform as well as democratization. Subsequently we explore some of the dilemmas related to the recognition of indigenous forms of justice, their own ways of 'doing politics' and their territories. We conclude that the recognition of a plurality of public spheres with distinct configurations is a precondition for coexistence and intercultural dialogue.
(*Authors' abstract*)

Keywords

Latin America	Politics
Economic	State
Democratization	

Calhoun-Brown, A. (1998) "While Marching to Zion: Otherworldliness and Racial Empowerment in the Black Community", *Journal for the Scientific Study of Religion*, Vol. 37, no. 3, pp. 427-439.

Whether religion is the opiate of or the inspiration for political activity is one of the classic questions in the study of religion and politics. No place is this more clearly demonstrated than in the study of African Americans and racial empowerment. Despite the close relationship between religion and the Civil Rights Movement, many suggest that the nature of black Protestantism, especially its otherworldly orientation, depresses efforts to maximize African American political and social influence. Examining different components of religiosity among African Americans, this study finds that no form of religiosity depresses racial empowerment, but that varying aspects do have different effects. Organisational religiosity strongly predicts support for integrationist-oriented means to empowerment. Otherworldliness strongly predicts support for separatist-oriented means to empowerment. Religious guidance does not predict support for any aspect of empowerment. The study illustrates the multidimensional nature of religiosity and highlights the complexity of the relationship between religion and politics among blacks.
(*Author's abstract*).

Keywords

African American	Political	Participation
Racial	Politics	Religion
Empowerment	Social	

Cervone, E. (1997), "El retorno de Atahualpa. Etnicidad y movimiento indigena en Ecuador", in *Meeting of the Latin American Studies Association*, Guadalajara, Mexico.

http://lasa.international.pitt.edu/LASA97/Cervone.pdf

The present article provides an analysis on the role that the indigenous movement Inca Atahualpa has played in the empowerment of indigenous populations in Ecuador. In the light of the ancient indigenous myth about the return of the Inca, Cervone explains how the continuity of certain elements of this ideology still mobilize the Quechua population in order to face the challenges imposed by increasing globalisation. The indigenous population has successfully achieved the articulation of their political demands as well as their claims for ethnic rights and promotion of development projects through the Inca Atahualpa movement. One of the elements that has been able to give legitimacy to the movement, whose basis corresponds to the parochial organisation, is the effective use of symbolic elements that express the syncretism of Quechua beliefs that have helped them to resist and challenge relations of power to transform their conditions of oppression.

Keywords

Development projects	Ethnic minorities	Political
Ecuador	Indigenous movements	Power
Empowerment	Latin America	

Ramirez, D. (1995) "Multicultural Empowerment: It's Not Just Black and White Anymore", *Stanford Law Review*, 1995, vol. 47, no. 5, pp. 957-992

When courts and legislatures first created race-conscious remedies in the 1960s, the United States was primarily a black and white society. But increasing political hostility among both minority and no minority constituencies against the exclusionary effects of race-based affirmative action threatens these programmes. In this article, Professor Ramirez argues that policies that rely on racial classifications have pitted different

minority groups against one another in the struggle to receive benefits. Professor Ramirez rejects traditional race-based remedies primarily because they tend to balkanise racial and ethnic groups and fail to account for multiracial identity. In their place, she suggests a contextualized approach of "multicultural empowerment" which would recognize race, but only as one component of a much more complex notion of identity, and she offers a number of specific examples-including minority voting rights, jury selection, school admissions, employment set-asides, and community economic development-to demonstrate the usefulness and political viability of her model.
(*Author's abstract*).

Keywords

Economic	Multicultural
Empowerment	Political
Ethnic minority	Racial

See also antidiscrimination policies

Robnett Belinda (1997) *How Long? How long: African-American Women in the Struggle for Civil Rights*, Oxford University Press.

The present book constitutes a revaluation of social movements' theories in the light of the civil_rights movement in the US. The author provides key elements for understanding the consolidation of formal organisations, formal/informal leadership and grassroots mobilizations that shaped civil rights movement. The analysis shows that women played a crucial role in shaping and maintaining the movement by performing different kinds of leadership at the grassroots level. This work reveals the importance of integrating the analysis of the interaction between culture, race, gender, class and education in the study of social movements.

Keywords

Women	Gender
Social movements	Class
Culture	

See also gender

2.3. Education

Austin, R. (1999) "Popular History and Popular Education: El Consejo de Educacion de Adultos de America Latina", *Latin American Perspectives*, vol. 26, no. 4 Liberation and Pedagogic Empowerment: Identities and Localities: Social Analyses on Gendered Terrain, pp. 39-68.

This article constitutes a critical assessment of the historical trajectory and contributions of the Latin American Council of Adult Education (CEAAL) since its origins in the seventies to its renovated role in the nineties. This organisation has been the arena where many social movements and the left have gathered around projects inspired by popular education in Latin America. Since the nineties CEAAL has become an umbrella organisation for many NGOs operating in the region. It has animated the so-called new social actors intending to address massive disparities in Latin America. The author suggests that CEAAL actions have contradictory elements that respond ambivalently to Neo liberalism. The central question to the article is to assess whose ends are actually served in the recent NGO diaspora, with its heavy dependence on funding from the North. Despite the ambivalences faced today, the author concludes that this organisation still has a unique position to articulate alternative social projects and contribute to popular democracy.

Keywords

Adult education	NGO
CEAAL	Popular education
Latin America	Social movements

Dam, A. Van, et al. (1992) *Popular Education in Latin America. Synthesis of the Discussion Themes,* Verhandelingen no. 50. The Hague: Centre for the Study of Education in Developing countries.

http://eric.ed.gov/ERICDocs/data/ericdocs2/content_storage_01/0000000b/80/25/96/8e.pdf

The objective of popular education has been associated with the creation of identity of popular groups in society. Education has been considered a key in the process to reform and modernize social structures. In the 1990s, democratic governments have promoted popular participation to solve development problems. This context poses new challenges that have practical and theoretical implications for popular education and evoke new themes for discussion. Innovative methodologies are needed to improve the quality of educational processes. The theme of transmission of knowledge and power appears to be very important. The perspective of an active relationship between educators and students with reciprocal processes of transmission and appropriation places the problem of autonomy of popular groups in a different perspective. Popular education must undertake a new type of analysis that permits an understanding of economic, class, and gender relations from the point of view of indigent cultures. In some cases, new relationships of cooperation with the state must be created to attain a more extensive and national implementation. Popular education must take account of gender differences and promotion of creativity and personal development. The problem facing educators is how to combine leadership with the equalizing discourse on which most of their action is based.
(*Authors' abstract).*

Keywords

Adult education	Development	Latin America
Class	Education	Participation
Culture	Gender	Power

Fiedrich, M.; Jellema, A.; Haq, N.; Nalwoga, J.; Nessa, F. (2003) *Literacy, gender and Social Agency: Adventures in Empowerment. A research report for ActionAid UK* . London, UK: Department for International Development.

http://www.dfid.gov.uk/pubs/files/litgenempedpaper53.pdf

Looking at four adult education projects in Bangladesh and Uganda, this paper investigates what NGOs offer them and why women join them, what they do there, and how they and others around them perceive the activity. It is investigated how far the outcomes mirror the visions of "empowerment" articulated by development theorists in recent years. The study focuses on *Reflect*, an approach to participatory adult education that aims to stimulate a wider process of change in individuals and communities. It looks at the meanings and uses of the literacy programme as an institutional setting within a larger social and cultural system. It is argued that claims of 'empowerment' made on behalf of most participatory methodologies are often empirically exaggerated and internally contradictory. Although participatory approaches are usually presented as a fundamental break with "top-down", ethnocentric paradigms of development, aid agency reports tend to suggest that *Reflect* participants spontaneously adopt the very same attitudes and practices adopted by the development community.
Empowerment enshrines a particular ideal of how to be(come) an independent, autonomous individual, however, the paper illustrates some of the frictions arising from this ideal.
(*Extracts from report's executive summary*)

Keywords

Bangladesh	Empowerment	Participation	Uganda
Children	Gender	Political Power	Women
Education	NGO	Poverty	

3. Policy analysis

Bertin, A. (2004) "Quelle perspective pour l'approche par les capacites?", Centre d'Economie du Developpement, Universite Montesquieu, Bordeaux IV.

http://beagle.u-bordeaux4.fr/portailgres/IMG/pdf/BertinArticleTM_Juin2005.pdf

After continuous failures in development efforts to reduce poverty levels, the author analyses whether the new development paradigm inspired by Amartya Sen's work constitutes an alternative to previous models. The author analyses the origins of Sen's thought and the evolution of his capabilities approach. He examines the implications for the formulation of indicators measuring Human Development. The paper concludes that Sen's human development still contains a utilitarian approach as the basis for development. Sen's merit is not the formulation of an alternative model to utilitarianism but rather the provision of tools for evaluating well being based on different criteria than pure monetary ones. Considering development as the realisation of freedom places the individual, his choices and accomplishments in the centre of the model and allows social justice to be reevaluated. The capabilities approach centred on freedom is a rather political paradigm that has been promoted by international organisations, such as the World Bank, through the 'empowerment' agenda.

Keywords

Amartya Sen	Development	Institutions
Capabilities	Empowerment	Political
Choices	Freedom	Poverty

Chauveau, J. P. (2006) "Le "modele participatif" de developpement rural est-il "alternatif"?", *Le Bulletin de l'APAD*, 2006, no. 3 [On line] Accessed in November 2006.

http://apad.revues.org/document380.html

This paper analyses the ideological origins and institutional basis of popular participation in French-African development. With a historical view, the author draws the continuities of what he calls previous "populist" participatory approaches. He argues that from the end of World War I these methods have shaped the practice and the ideas about development. Therefore, participatory rural development paradigm that is currently presented as an alternative paradigm has long informed development practice in the past. With this evidence the author intends to provide elements for an anthropological analysis of development and the culture of development agents and institutions.

Keywords

Participation	Participation
Rural development	Culture
Institutions	

Cornwall, A. and Brock, K. (2005) "Beyond buzzwords: 'poverty reduction', 'participation' and 'empowerment' in development policy" UNRISD Overarching Concerns Paper 10. Geneva: UNRISD.

http://www.unrisd.org/unrisd/website/document.nsf/ab82a6805797760f80256b4f005da1ab/f25d3d6d27e2a1acc12570cb002ffa9a/$FILE/cornwall.pdf

This thought-provoking article takes a critical look at how the word "empowerment" has come to be used in international development policy. The paper emphasises the scope of different meanings and agendas behind the use of the term 'empowerment'. In the fast-moving world of development policy, buzzwords play an important part in framing solutions. Along with the words "poverty reduction" and "participation", the authors suggest that the word "empowerment" gives development policies a sense of optimism and suggests a controllable world where everyone gets a chance to take part in decision making. These words give today's development policies a sense of purposefulness and optimism. Challenging this, the authors

question whether these words bring any difference in practise and how their use has led to any meaningful change in the policies pursued by mainstream development.

This paper takes a critical look at how these three terms have come to be used in international development policy, exploring how different configurations of words frame and justify particular kinds of development interventions. It begins by investigating the form and function of development buzzwords in the statements of intent of development agencies. Second, it discusses how these buzzwords have changed over time and analyses their use in the context of two contemporary development policy instruments, the Poverty Reduction Strategy Papers (PRSPs) and the Millennium Development Goals (MDGs). Finally, the discussion broadens to reflect on the place of such terms in development policy more generally.

Their argument is that the terms are never neutral, rather that they are given meaning as they are put to use in policies. The authors also stress that these policies, in turn, influence how those who work in development come to think about what they are doing. They emphasise the way in which words that once implied attention to politics and power have been apoliticised. This raises the danger that the adoption of such terms may offer little hope for the tackling of poverty.

(*Adapted from authors' abstract)*

Keywords

Policy	Poverty reduction	Empowerment
Participation	Power	Aid
Politics	Gender	

Fox, J. (1996) "How does civil society thicken? The political construction of social capital in rural Mexico", *World Development*, 1996, vol. 24, no. 6, pp. 1089-1103.

http://repositories.cdlib.org/cgi/viewcontent.cgi?article=1030&context=uciaspubs/research

The growth of the building-block organisations of an autonomous civil society in an authoritarian environment depends on the "political construction" of social capital. Social capital can be co produced by state and local societal actors or by the interaction of local societal actors and external actors in civil society. Social capital may also be produced from below, but external allies still turn out to be crucial in the ability of such organisations to survive. An examination of variety in political dynamics across different regions and over time in rural Mexico provides ample illustration of these general points.
(*Author's abstract*)

Keywords

Civil society	Social capital
Organisations	Mexico
Political	

Fox, J. (2005) "Empowerment and Institutional Change: Mapping "Virtuous Circles" of State-Society Interaction," in *Power, Rights and Poverty: Concepts and connections,* R. Alsop, ed. World Bank/DFID, UK.

http://www.uia.mx/campus/publicaciones/IIDSES/2Empowerment.pdf

This paper tackles the issue of the conceptual links between rights-based approaches and empowerment approaches to poverty alleviation through reinforcing citizen rights. Within this debate the paper stresses the importance of recognising the interaction between formal and informal power relations in the processes of institutional change. The priority given to pro-poor policies by the World Bank gives empowerment of poor people special relevance for the success of anti-poverty policies. However, it is still not clear by which processes institutions can become pro-poor and empowering. It is important to take into account how pro poor reforms scale up and spread beyond the local level to influence entire agencies, regions and nations.

This paper presents a conceptual framework based on the proposition that pro poor reforms are likely to have deeper institutional impacts if accompanied by processes of interaction between policymakers and civil society. It is important to recognize the interaction between formal and informal power relations in the processes of institutional change, and to analyse the latter with an interactive approach. This interactive approach suggests that pro-poor reforms need changes in the arenas of the state, society and at the state-society interface. In this context, the author analyses four important conceptual categories. First the distinction between empowerment understood as actors' capacities, and rights as institutionally recognized opportunities. Secondly, it explains how pro-reform power might be limited by informal anti-reform power. Thirdly, it explains the way empowerment needs to be scaled up and fourthly, draws lessons from empowered participatory governance.

With four case studies of development interventions in Mexico, the author illustrates the way the different elements of his framework interrelate in practice. In these four projects implemented by the state, power sharing was uneven. He points out the difficulties of bringing about empowerment and transforming institutions where different and opposing interests intervene at a local and national level.

Keywords

Mexico	Institutions	Participatory
Development	Poverty	Governance
Empowerment	Power	

Lautier, B. (2001) "Pourquoi faut-il aider les pauvres? Une étude critique du discours de la Banque Mondiale sur la pauvreté" Document de travail IEDES, Paris.

http://matisse.univ-paris1.fr/doc2/ID0118b.PDF

This paper constitutes an analysis of the World Bank's discourse and policies in terms of poverty reduction. The author argues that behind the moral imperative discourse inspiring the struggle against poverty, there are political and economic interests that the World Bank does not make clear. The paper analyses the ideological basis of current development thinking. It looks at the contradictions in the way interventions are justified, in other words, through a series of methodologies targeting particular groups of people but excluding the very poor. The WB has attributed the failure of poverty reduction strategies to governments' corruption and the solution proposed is the implementation of political reforms through the promotion of good governance. Therefore, priority has been given to reinforcing poor people's power (empowerment) in the agenda. The paper concludes that World Bank has tended to depoliticize the field of development in Third World countries, by giving a moral and technical content to its poverty reduction strategies. Moreover, poverty acquires a political use that makes it functional in democratic contexts. Achieving the autonomy of the poor through the idea of empowerment aims to create individuals able to assume and exercise a regulated freedom. The fight against poverty's main objective becomes the reproduction of power, activating the political functionality of regulated poverty. It has become the field of experimentation for a new kind of government and production, where a new type of citizen would aim to be self-responsible. It concludes that the objective of eliminating poverty is a utopia.

Keywords

Democracy	Politics
Development	Poverty reduction
Empowerment	Power

Mayoux, L. (2003) "From marginalisation to empowerment. Towards a new approach in small enterprise development" Berne, Switzerland, Intercooperation: Paper presented to SDC Employment and Income Division Workshop 'Small Enterprise Development and Empowerment' January 9/10 2003 - Study Centre Gerzensee, Switzerland.

http://www.intercoop.ch/sed/2003/wks-sed-and-empowerment/presentations/mayoux.pdf

The paper argues that power relations are key determinants in any market place, therefore if power relations are not addressed in small enterprise development, the very poor are very unlikely to benefit from them. The

report also discusses the need to incorporate gender issues in macro-level enterprise policy and analyses whether small-scale enterprise is having positive or rather negative effects on women's labour. This report focuses primarily on the need for an emphasis on power relations and empowerment if micro enterprise policies are to address poverty reduction. The report is of interest because of the way in which it applies general empowerment theories to a particular sector, and in particular a sector where the implications of empowerment are rarely analysed.

Firstly, the paper provides an overview of debates about small enterprise development and empowerment. Secondly, it proposes a strategic framework for an empowerment approach in small enterprise development and the implications for different areas of intervention. The report concludes by suggesting that an empowerment approach in small enterprise requires some changes in development agencies themselves. There is a need to think through issues of sustainability and the relationships between developmental, organisational and financial sustainability. Organisations have to ensure implementation of equal opportunities policies and higher levels of participatory decision making within their organisations. The report also points out to the need to incorporate gender issues in macro-level enterprise policy and analyse whether small-scale enterprise is having positive or rather negative effects on women's labour. Small enterprise needs to effectively address empowerment issues in order to contribute to poverty reduction.

Keywords

Development	Poverty reduction	Participatory
Empowerment	Small enterprise	Gender
NGO	Trade	Women

Moore, M. (2001) "Empowerment at last?" *Journal of International Development*, vol. 13, no. 3, pp. 321-329.

http://www3.interscience.wiley.com/cgi-bin/abstract/84002506/ABSTRACT?CRETRY=1&SRETRY=0

The World Bank and other international development agencies have declared empowerment to be central to their anti-poverty programmes. They are vague over meaning, and may be using the term partly to advance their own organisational interests. The term may imply more political confrontation than international organisations are able to cope with. If they are to take empowerment seriously, they need to think more about practical strategies. Their best approach might be indirect and parametric, rather than direct and interventionist: helping to create a political environment that enables poor people to organize themselves, rather than by supporting poor peoples' organisations directly.
(*Author's abstract*).

Keywords

Anti-poverty programmes	Political
Empowerment	
International development	

Sellamna Nour-Eddine (1999) "Relativism in agricultural research and development: is participation a post-modern concept?" Working paper 119 Overseas Development Institute-Chameleon Press.

http://www.ictsd.org/issarea/ag/resources/Agres3.pdf

This paper explores the postmodernist influence in the practice and theory of some approaches in participatory development, as well as their scientific and ideological implications. The paper aims to examine closely the common points on various participatory definitions and the outlines of the underlying social theory. The author questions the validity of the so called new paradigm that some people have tried to build around the concepts of participation and participatory rural approaches such as PRA, and suggests that this alternative paradigm only reproduces the contradictions it criticizes at a higher level. The objectives of this new paradigm are not different to previous ones: in other words, it aims to bring modernisation through the transfer of models of social processes. The paper explores three questions: What is this paradigm's scientific validity? Is it likely to solve the problems or provide deeper insights of analysis than the positivist paradigm that it is set against? Whose interest is it likely to advance, what models of society does it convey and what

is the validity of its claims to empowerment? The author concludes that this new paradigm which intends to advance participation, presented as a moral cause, avoids addressing issues of social justice and lacks a solid social theory. It is therefore likely to be "an empty grid" where every actor can inscribe their own agenda, which has repercussions in reproducing the current status quo.

Keywords

Development	Post-modern
Empowerment	
Participation	

Sen, G. (1997) "Empowerment as an Approach to Poverty" Background paper for the Human Development Report. Working paper no. 97.07

http://www.hsph.harvard.edu/hcpds/wpweb/97_07.pdf

This paper seeks to clarify the role of empowerment in anti-poverty policies by addressing the following questions: What is empowerment? How does it relate to participation and bottom-up approaches? Why is empowerment a useful concept when addressing poverty? What are the potential and pitfalls of an approach based on empowerment?
It argues that economic, social and political factors interact to perpetuate the experience of poverty. Thus deprivation/marginalization/oppression occur along more than one dimension. While this makes the experience of poverty more encompassing, it also means that positive changes can be effected through actions that address the multi-dimensional nature of poverty. An antipoverty strategy that focuses on promoting empowerment can address this intrinsic multi-dimensionality better than a standard welfare-driven programme to create assets or generate incomes.
(Author's abstract)

Keywords

Empowerment	Welfare
Poverty	
Participation	

UNDP (2005) *Human Development Report 2005*. New York, USA: United Nations Development Programme.

http://hdr.undp.org/reports/global/2005/pdf/HDR05_complete.pdf

This year's Human Development Report takes stock of human development, including progress towards the MDGs. Looking beyond statistics; it highlights the human costs of missed targets and broken promises. Extreme inequality between countries and within countries is identified as one of the main barriers to human development and as a powerful brake on accelerated progress towards the MDGs.
(*UNDP's abstract*)

Keywords

Inequality	Security
MDGs	Trade
Aid	

4. Implementing Empowerment

4.1. Rights and Empowerment

Alsop, R. (ed.) (2004) *Power, Rights, and Poverty: Concepts and Connections.* A working meeting sponsored by DFID and the World Bank, Washington D.C., USA, March 23-24, 2004. USA

http://siteresources.worldbank.org/INTEMPOWERMENT/Resources/PPFinalText.pdf

This report presents a series of articles discussed in a working meeting with the World Bank and DFID. In this meeting, issues of empowerment as a strategy to reduce poverty were discussed. The papers gathered suggest strong conceptual affinities between rights and empowerment approaches to poverty alleviation. The two approaches strongly overlap but in practice an empowerment approach is more likely to have the effect of reinforcing citizen rights rather than addressing them directly.
The volume is divided in two parts. The first includes a series of papers dealing with definitions and concepts, which are illustrated with country experiences. The second part contains a set of papers, which address topics relevant for agencies such as the World Bank and DFID to focus upon.
Some key aspects raised include:

- Power can be conceptualised in numerous ways. In order to design effective strategies, development practitioners must be aware of how they conceive power as well as how those with whom they work conceive power.
- Successful poverty reduction depends on providing opportunities for poor people to contest their rights through normative changes, including legal frameworks. In addition, poor people must be able to enhance their capacities and mobilise.
- Changing power relations and empowering poor people always involves influencing political structures and processes to change the relative position of the poor through capacity building initiatives. Empowerment efforts from the bottom up and making poverty a public, moral, and political issue would help the poor gain leverage.

Keywords

Human rights	Political	Development
Power	Capacity building	Poverty reduction
Poverty	Empowerment	DFID

Booth, D., M. Foresti, T. O'Neil (2006) "Aid effectiveness and human rights: strengthening the implementation of the Paris Declaration" Overseas Development Institute (ODI).

http://www.odi.org.uk/PPPG/politics_and_rights/publications/mf_db_Aid_effectiveness_human_rights.pdf

The present paper aims to explore the possible synergies between human rights and the aid effectiveness agenda set in the Paris Declaration on Aid Effectiveness (PD). The present changes in the international development context and reforms in the international aid system present new challenges for the integration of human rights into development. Even though the new contexts of aid regulations and provision in fragile states open opportunities for working on human rights, these have not been properly addressed in the PD. This paper aims to fill this gap, as well as to present issues of ownership, alignment, harmonisation and other principles presented in the PD document form a human rights perspective. The paper shows the potential for the international human rights framework and the PD to benefit from each other. The application of principles and partnership commitments of the PD can help advance human rights in a changing context with new aid modalities.
(*Extracts from executive summary*)

Keywords

Human rights	Paris Declaration
International development	
Aid	

Luttrell, C., L.-H. Piron, D. Thompson (2005) "Operationalising Norwegian People's Aid's Rights-Based Approach. A review of lessons from international non-governmental organisations of relevance to Norwegian People's Aid's adoption of a rights-based approach" ODI.

http://www.odi.org.uk/rights/Publications/Luttrell_NPA.pdf

The aim of this review is to synthesise findings on the adoption of rights-based approaches (RBA) by international non-governmental organisations in order to inform Norwegian People's Aid staff on how best to approach this issue. The report presents the main implications of the different strategies to implementing and programming a RBA. It also analyses different issues and implications related to establishing partnership. In the conclusions, the report presents issues about how to manage change. Some lessons learnt are:

- RBA has proved to strengthen the coherence and transparency within organisations.
- RBA promotes active citizens instead of passive beneficiaries.
- Monitoring and Evaluation should not be separated from rights-based programming.
- There is a need for contextual risk assessment of potential impact on partners and for analysis of southern partners' own conceptualisation of rights.
- Steady and stepwise organisational changes are more sustainable than rapid forced ones; similarly, significant changes need to align new agendas.
- A RBA requires respect for rights and diversity in the organisation itself.

(*Extracts from authors' executive summary*)

Keywords

Aid	Rights-based approach
Development	
Partnership	

Pasteur, K.; Shankland, A. (2002) "Linking Rights and Livelihoods: insights from experience in Brazil" Background paper for DFID Brazil Sustainable Livelihoods stock-taking workshop, September.

http://www.livelihoods.org/lessons/docs/right_PS.doc

This paper addresses the implications of combining Sustainable Livelihoods Approaches (SLA) with a focus on rights and power or Rights Based Approach (RBA) in Brazil. The basic difficulties arising are the different starting-points and underlying assumptions of each approach. Whereas, RBA is normative on what people's entitlements should be, SLA, 'people centred', look at the presence or absence of assets in terms of the impact that it has on people's livelihoods. The paper explores what a RBA can add to SLA; the links between recent people-centred rights-based thinking and the modified versions of Sustainable Livelihoods principles and frameworks implemented in Brazil. Finally, it looks at additional frameworks that contribute to exploring the questions raised by the Brazilian version of SLA.

Keywords

Sustainable livelihoods	Brazil
Power	
Rights Based Approach	

UNHCHR (2002) *Human Rights, Poverty Reduction and Sustainable Development: Health, Food and Water. A Background Paper World Summit on Sustainable Development Johannesburg, 26 August - 4 September,* Geneva, Switzerland: The Office of the High Commissioner for Human Rights.

http://www.unhchr.ch/development/bp-summit.pdf

This report places human rights at the centre of poverty reduction strategies. Deprivation of human rights is one of the main reasons for not having sustainable development. Environmental degradation is an indirect form of human rights violation that hinders people's activities to secure their subsistence such as, access to food, water and sanitation. This report focuses special attention on five areas which are water and sanitation,

energy, agricultural productivity, biodiversity and ecosystems management and health. The paper examines how human rights as a normative framework and strategic tools contribute to strengthening the areas of health, food and water. Adopting a human rights approach to poverty is about empowering the poor. Discrimination is one of the main obstacles for the poor's empowerment. The report urges governments to take action to eliminate discriminatory attitudes, and to promote the eradication of poverty securing people's human rights.

Keywords

Human rights	Women
Poverty	Participation
Health	

4.2. Sustainable Livelihoods

Ashley, C. and Carney, D. (1999) *Sustainable Livelihoods: Lessons from early experience,* DFID Issues, London: Department for International Development.

http://www.livelihoods.org/info/docs/nrcadc.pdf

The present paper summarises DFID's experience at implementing Sustainable Livelihoods Approach (SLA) as a poverty reduction strategy since 1998. It aims to present its successes and challenges. Sustainable Livelihoods approaches rest on core principles that stress people centred, responsive and multi-level approaches to development. Although by that time these approaches were relatively new within DFID they had already been applied in many ways. Key areas in which SLAs have been used and found useful were:

1. Supporting a holistic and systematic analysis of poverty and its causes.
2. Promoting a better-informed view of the opportunities for development activities and likely impact.
3. Placing people and the priorities they define at the centre of analysis and objective setting.

Ashley and Carney draw lessons and challenges from practical applications of SLAs in eleven countries and explore internal institutional issues for DFID. These are presented as preliminary lessons but reflect optimism about SLAs, as well as openness to reflection, learning and sharing.
(*Extracts from introduction*)

Keywords

Development	Poverty
DFID	Poverty reduction
Livelihoods	Sustainable

Bauman, P. (2000) *Sustainable livelihoods and political capital: Arguments and evidence from decentralization and natural resource management in India*. Overseas Development Institute, London, UK.

http://www.odi.org.uk/publications/wp136.pdf

This report examines the Sustainable Livelihoods framework, which has gained increasing currency and acceptance in development policy and practice for the last few years. Various questions have been raised such as how it can be operationalised to cover its various dimensions. This report is a contribution to this debate that focuses particularly on Sustainable Livelihoods as analytical framework.
The potential of Sustainable Livelihoods was examined by applying the framework for analysis in a research project on decentralized natural resource management in India. This project was commissioned by ODI and funded by DFID. The research study explores the interface between administrative decentralization in the form of watershed management programmes and democratic decentralization in the form of *Panchayati Raj*.
There are two guiding research questions:

1. What is the comparative capacity of the two institutional systems to support the development of sustainable livelihoods?
2. What principles should determine the institutional mandates of each system, and in which areas should operational boundaries be established?

The Sustainable Livelihoods framework was found to be a useful construct for the analysis of decentralized natural resource management. However, it does not incorporate theories of change or transformation based on political science and, because of this, it was found to present a neutral starting point for research. The strength of the Sustainable Livelihoods framework is that it provides a neutral base with which to examine the interaction between large numbers of variables in determining sustainable livelihoods. However, the study found that these strengths are compromised by the fact that it does not include political capital as an endogenous asset. Even though the Sustainable Livelihoods framework provides an understanding of the operational, technical and legislative factors that influence sustainable livelihoods at the local level, these are incomplete without an analysis of politics and power relations. Political capital is one of the key capital assets on which 'people draw to build their livelihoods' and also one of the key constraining factors on sustainable livelihoods.
(*Extracts from author's introduction*)

Keywords

Assets	India	Power
Decentralization	Political	Sustainable livelihoods
Development policy	Poverty	

Carney, D. (2002) *Sustainable Livelihoods Approaches: Progress and Possibilities for Change,* DFID, London, UK.

http://www.livelihoods.org/info/docs/SLA_Progress.pdf

This paper attempts to sketch the progress made since 1999 in poverty reduction programmes based on a sustainable livelihood approach. It highlights the issues that have emerged and explores their implications for development agencies and practitioners. There is now an almost universal commitment to the underlying principle of focusing development efforts on reducing poverty by empowering the poor to build on their opportunities. This paper pays particular attention to rights and power relations, the access of the poor to assets and how governance and institutions affect poor people's rights. It summarizes the debate about rights based approaches and Sustainable Livelihoods and suggests how to maximize the contribution to poverty reduction of both sets of ideas. It looks at access to assets and how these relate to people's ability to demand their rights as well as how governance and institutional factors affect the supply of rights.
The paper concludes that Sustainable Livelihoods is a way of thinking and an approach to development, not a clear-cut recipe for how we should proceed in poverty reduction efforts. Sustainable Livelihoods approaches have always relied on incorporating methods from other disciplines or areas of development. Areas that are highlighted as presenting new opportunities for mutual enrichment include economic and market analysis as well as broader thinking about governance and, in particular, rights and power issues.
(*Extracts from author's introduction and conclusions*).

Keywords

Development	Power	Economic
Sustainable livelihoods	Governance	Poverty reduction
Poverty	Institutions	

See also rights and empowerment

4.3. Anti-Discrimination Policies

Braunholtz, T. (draft 2006) "Policy responses to discrimination and their contribution to tackling chronic poverty" Chronic Poverty Report 2 Background Paper, Manchester: Chronic Poverty Research Centre.

This article deals with the question of how anti-discrimination policies can reduce poverty and what are their limitations. It provides a basic definition of discrimination, its different dimensions, positive or negative, and the different levels of social life in which it can be perceived. It provides a framework for discussing different types of policy responses to tackle the problem. Policies formulated have included the areas of legal rights,

political representation, economic resources, key services and changing attitudes and perceptions. The author illustrates with various case studies from developing countries the effects that these different policies had in each setting. In a final analysis, the author offers general recommendations about the way anti-discrimination policies might be combined to tackle chronic poverty more effectively. He suggests that the analysis of chronic poverty and discrimination should not be isolated from the analysis of power relations. It argues for taking into account the specificities of individual contexts and implementing policies that would involve the different areas of social life. It argues for giving particular consideration to the role played by social movements, and capacity building in the process of eliminating the sources of discrimination.

Keywords

Anti-discrimination	Poverty	Social movements
Policies	Power	
Positive discrimination	Racial	

Stavenhagen, R. (2001), "El derecho de sobrevivencia: la lucha de los pueblos indígenas en América Latina contra el racismo y la discriminación", in *Reunión de Expertas sobre Racismo y Genero*, CEPAL, IIDH, & BID, Santiago de Chile.

http://www.cepal.org/mujer/publicaciones/sinsigla/xml/6/6826/sobrevivencia_stavenhagen.PDF

This article analyses the different dimensions of discrimination against indigenous populations in Latin America. Taking the definition of the UN international convention against racial discrimination, the author assesses the elements by which discrimination has contributed to the situations of poverty and extreme poverty amongst indigenous populations. One important feature in this document is the analysis of the social aspects of discrimination. The word race in Latin America conveys more than biological dimensions and includes the cultural and social aspects. In other words, racial discrimination has rather an ethnic content. The historical origins and reproduction of the inequalities to which indigenous populations have been subjected reveal that socio-economic disparities today coincide with ethnic differences. This is what the author calls structural discrimination, and the most obvious evidence of it is the extreme poverty levels that maintains indigenous populations marginalized. In recent years, the empowerment of some indigenous peoples has been manifested through different mobilizations bringing their voices to the attention of their national governments. Given these circumstances, the article argues for governments to implement projects that would take into account the needs expressed by indigenous populations themselves, instead of top-down approaches in development policies. The article argues for a revaluation of the concept of development, in the light of the cultural realities of Latin American countries. Finally, the author declares that special emphasis should be given to education policies as a means of transforming attitudes of discrimination and marginalisation.

Keywords

Development policy	Ethnic minorities	Latin America	Social
Discrimination	Human rights	Poverty	
Education	Indigenous movements	Racial	

4.4. Monitoring and Evaluation

Alkire, S. (2005) "Measuring the freedom aspects of capabilities", QEH Conference Papers, Oxford, University.

http://www.qeh.ox.ac.uk/pdf/qehconf/alkire.pdf

Freedom, Amartya Sen argues, has at least two distinct but partially overlapping aspects: process and opportunity. The opportunity aspect of freedom concerns our ability to achieve things we value and have reason to value; the process aspect of freedom observes that the procedures by which we obtain outcomes may have a value independent of the outcome achieved. Sen argues that welfare economics, social choice theory, and poverty evaluation should in various ways address the central importance of freedom. Thus for some purposes it would seem important to be able to measure or empirically represent certain aspects of

individual freedom, or to articulate why it is impossible to do so. This is particularly the case if the capability approach is to be used in welfare economics. Yet most empirical studies of 'capabilities measurement' to date use multiples of functionings or functionings indices that do not explicitly include the process or opportunity aspects of freedom. After presenting one line of argument according to which empirical measures of functionings and their associated process freedoms might be argued to represent basic freedoms, this paper discusses empirical capability measurement, multidimensional poverty comparisons, and measures of autonomy.
(*Author's abstract*).

Keywords

Economic	Social
Individual	Measurement
Poverty	Evaluation

Alsop, R.; Heinsohn, N. (2005) *Measuring Empowerment in Practice: Structuring Analysis and Framing Indicators.* World Bank Policy Research, Working Paper 3510, Washington D.C., USA: The World Bank.

http://siteresources.worldbank.org/INTEMPOWERMENT/Resources/41307_wps3510.pdf

This paper presents a framework for measuring and monitoring empowerment called Measurement Empowerment Framework (ME). This framework comprises three core concepts: agency, opportunity structure, and degree of empowerment. In this regard, it defines empowerment as a person's capacity to make effective choices and transform them into desired actions and outcomes. The authors suggest that this framework can be used to measure empowerment at both the intervention level and the country level, as a part of poverty or governance monitoring. The paper illustrates how the ME framework can be applied using examples from four development interventions. In each example it discusses how the framework guided the analysis and development of new empowerment indicators.
Some of the findings that emerged during the development and preliminary effort to test the measuring empowerment framework include:

- The framework informed the conceptualisation and the activities of two empowerment projects and structured country case studies on power, equality, and poverty
- While providing very broad boundaries, the concepts of domains, sub-domains, and levels provide a solution to the fact that degrees of empowerment vary according to what people are engaged in and where the activity occurs.
- The conceptualisations of assets and opportunity structure can be used to understand the underlying reasons and dynamics shaping the degrees of empowerment of different actors, and for identifying activities and strategies for improving people's empowerment.
- Distinguishing between different degrees of empowerment makes it possible to capture gradual advancements in the empowerment status of respondents.
- Using the concepts of domains and levels, useful cross-country commentary is possible on the relative degree of empowerment of different groups. Additionally, if empowerment indicators become part of regular surveys generating panel data, changes in degrees of empowerment in different countries can be observed over time.

(*Extracts from introduction and conclusions*).

Keywords

Case study	Governance	Indicators
Power	Measurement	Development
Poverty	Empowerment	

Bucheli, B. and Ditren-Perdomo, M. (2001) "Latin American Regional Workshop: Managua, Nicaragua", in *Evaluating Empowerment. Reviewing the Concept and Practice*, Oakley Peter (ed.) INTRAC NGO, Oxford, pp. 105-108.

This paper presents the results of a Latin American regional workshop held in Managua. The main objectives of this workshop were as follows:

- Discussing the concept of empowerment and its use in poverty reduction strategies
- Understanding participants' experiences of empowerment and its evaluation.
- Exploring ways in which Monitoring and Evaluation (M&E) of empowerment can be operationalised.

Participants analysed the nature of power and key features of power relations in Latin America. They discussed the meaning of empowerment and established a common understanding of the term. In addition, they suggested key elements to take into account when 'empowering' target populations. In relation to M&E they pointed to the need to establish clear indicators to implement and measure empowerment, as well as the implications of its implementation on particular marginalised groups, such as women and children.
(*Adaptation from the article*)

Keywords

Children	Indicators	Power
Empowerment	Latin America	Women
Monitoring and Evaluation	Poverty reduction	

David, R. and Owusu, C. (2001) "Measuring Empowerment within ActionAid: A Partial View" in *Evaluating Empowerment: Reviewing the Concept and Practice,* Oakley P. (ed.) INTRAC NGO, Oxford, pp. 79-87.

Given the unclear meaning of the term 'empowerment' and its wide use by International NGOs promoting development, this paper aims to clarify ActionAid's understanding of the term. It explains how the organisation has developed systems to facilitate a broader understanding of the development process. The text presents Action Aid's monitoring and evaluation (M&E) systems and its limitations. With two case studies in Nepal and Bangladesh they show that the analysis of these methods throws light on empowerment processes.

The paper concludes, however, that Action Aid's understanding of empowerment is still partial and their methods still do not reflect processes of social change. Despite the efforts to develop more participatory techniques, the organisation still finds itself caught up by the upward demands of the ActionAid's Planning and Reporting System. Unfortunately, institutional demands hinder the initiative and creative processes developed on the ground. The authors urge the organisation to transform its internal structure in order to avoid centralist attitudes and disempowering restructuring processes from the part of the head offices. However, institutional change does not happen overnight.

Keywords

Case study	Monitoring and Evaluation	Social
Development	NGO	
Empowerment	Participatory	

Davies, R. (2001) "Does Empowerment Start at Home? And if so how will we recognize it?" in *Evaluating Empowerment: Reviewing the Concept and Practice*, P. Oakley, ed., INTRAC NGO, Oxford, pp. 128-137.

This paper argues for a self-critical examination of organisational behaviour to identify the effects of empowerment. The most effective way to evaluate successes of empowerment is in the organisation (NGO) itself that attempts to empower others (NGO). An important starting point would be to focus on NGO's immediate relationships with the populations they seek to empower, and the organisation's relations with donors. The author proposes to look at proximate qualitative indicators to measure empowerment. Based on the identification of differences, the paper sets three main qualitative indicators, which are differences of opinion, activities undertaken and differences in organisational structures. Difference is taken as an indicator based on the assumption that it reflects the availability of a wide range of choices, and therefore empowerment.

Keywords

Empowerment	Differences	Measurement
Indicators	Choices	
Qualitative	NGO	

Holland, J. & Brook, S. (2005) "Measuring empowerment: country indicators," in *Power, Rights and Poverty: Concepts and Connections*, R. Alsop, ed., World Bank, pp. 93-110

http://siteresources.worldbank.org/INTEMPOWERMENT/Resources/PPFinalText.pdf

The World Development Report 2000/2001 prioritises poverty reduction strategies in developing countries based on the promotion of opportunity, facilitating empowerment and enhancing security. Empowerment is considered to play a critical role in reducing poverty. However, measuring and monitoring empowerment is a very difficult task. The intangible and non-material nature of empowerment makes it necessary to establish a set of standard indicators that would allow measuring progress made by a country on empowerment issues.
The purpose of this paper is to identify a set of country indicators that would help to measure changes in empowerment levels and associate them with changes in poverty status within a country. Effective measurements would help to draw conclusions about the correlation between empowerment and poverty reduction, as well as to generate comparable information across populations over time.
(*Extracts from author's introduction*)

Keywords
Development
Empowerment
Indicators
Measurement
Poverty reduction
Monitoring

Kabeer, N. (2006) "Resources, Agency, Achievements: Reflections on the Measurement of Women's Empowerment", in *Discussing Women's Empowerment- Theory and Practice*, Swedish International Development Cooperation Agency, Stockholm, Sweden, pp. 17-59.

http://sida.org/shared/jsp/download.jsp?f=SidaStudies+No3.pdf&a=2080

This paper constitutes a critical assessment of the measures of women's empowerment that prevail in development literature. It analyses the implications of attempting to measure what is hardly measurable and the risks of transforming empowerment into an instrumentalist goal. The basis for the analysis is the conceptualisation of empowerment as the ability to make strategic life choices. The paper explores three key dimensions required to achieve empowerment, which are resources, agency and achievements. It points out that the ability to choose is affected by contextual aspects and circumstances where it takes place. Therefore, it is important to incorporate the structural dimensions of choice as well as cultural values shaping women's choices and notions of empowerment. It argues for a process understanding of social change that would acknowledge the unpredictability of human agency as well as the diverse circumstances in which it is exercised. The paper concludes that indicators should only 'indicate' the direction of change rather than attempt to give an accurate measurement. Single measures disembedded from their context can convey different meanings. There is no single linear model of change, therefore, implementing empowerment policies without taking into account the context and what is valued by women would tend to make empowerment a prescriptive process, hindering women's capacity for self-determination.

Keywords

Agency	Empowerment	Measurement	Women
Choices	Gender	Power	
Development	Indicators	Social	

See also gender

Mayoux, L. (2001) "Participatory Learning for Women's Empowerment in Micro-finance Programmes: Negotiating Complexity, conflict and Change" in *Evaluating Empowerment: reviewing the concept and practice*, P. Oakley, ed., INTRAC NGO, Oxford, pp. 152-167.

Given the popularity of micro-finance programmes for empowering women and some critiques on whether they are empowering or not, this paper proposes a method for evaluating the impact of micro-finance programmes to ensure that they are accomplishing their empowerment purposes. The author proposes use of a participatory approach to integrate women's empowerment into programme learning. She discusses

some problems in policy-relevant research on women's empowerment and outlines a framework for analysing the interrelationship between different aspects of empowerment and policy. Applying participatory techniques is not easy but well done and documented methods are means of rapidly collecting information by pooling the knowledge of participants and clarifying different points of view between individuals and groups.

Keywords

Participatory	Learning
Women	Monitoring
Empowerment	

Mosedale, S. 2003, "Towards a framework for assessing empowerment", Paper presented for the international conference, New Directions in Impact Assessment for Development: Methods and Practice, Manchester, 25, 25 November 2003.

http://www.enterprise-impact.org.uk/pdf/Mosedale.pdf

When policymakers and practitioners decide that "empowerment" -usually of women or the poor- is a development goal what do they mean? And how do they determine the extent to which it has been achieved? Despite empowerment having come a widely used term in this context there is no accepted method for measuring and tracking changes. Presumably if we want to see people empowered we consider them to be currently dis-empowered i.e. disadvantaged by the way power relations presently shape their choices, opportunities and well-being. If this is what we mean then we would benefit from being better informed about the debates which have shaped and refined the concept of power and its operation. Many sociologists, political scientists and anthropologists have discussed power but little of this debate appears to have percolated into development studies. This paper briefly reviews how the concept of power was debated and refined during the second half of the twentieth century and discusses how power relations might be described and evaluated in a particular context. Finally it is considered how the empowerment of women has been discussed within development studies and some suggestions are made as to how it might be assessed.
(*Abstract adapted from author*)

Keywords

Choices	Political
Development	Power
Empowerment	Women

See also Power

Oakley, P and Clayton, J. (2000) The Monitoring and Evaluation of Empowerment. INTRAC report. Oxford, UK.

http://www.intrac.org/docs/OPS26final.pdf

This paper forms a general introduction to the complex issue of the monitoring and evaluation of empowerment. It reviews the common approaches to empowerment and sets out the key methods and instruments for its evaluation. The paper begins with a discussion of the concept of empowerment and provides an overview of the various approaches to its study. Three case studies of NGO projects concerned with empowerment are presented and some basic guidelines for monitoring and evaluating are laid out. In the final section a practical exercise on the M&E of empowerment is outlined, based upon the case studies presented.
(*Abstract adapted from author*).

Key words

Learning	Measurement	Participation
Monitoring	Indicators	
Indicators	Empowerment	

Pradhan, B. (2003) "Measuring Empowerment: A Methodological Approach", *Society for International Development*, 2003, vol. 46, no. 2, pp. 51-57

http://www.siyanda.org/search/summary.cfm?NN=2234&ST=SS&Keywords=&Subject=Empowerment&donor=0&langu=E&StartRow=1&Ref=Adv

How do we decide how empowered a woman or a group of women are? Do frequently used socio-economic indicators such as education, income, and labour force participation adequately capture the concept of empowerment? This paper argues that while these quantitative socio-economic measures of empowerment are useful indicators as a first approximation, they are not sensitive enough to capture the nuances of gender power relations. This is because quantitative methods alone are unable to capture the interactive processes through which those in a weaker position strategise ways of gaining from the unequal relationship. Therefore in order to understand the socio-cultural context within which women's behaviour in social interaction and gender relationships takes place, an in-depth anthropological method is essential.
(*Abstract adapted from author*).

Keywords

Women	Gender	Indicators
Education	Power	Empowerment
Participation	Social	

Ramalingam, B. (2006) *Tools for Knowledge and Learning: A guide for Development and Humanitarian Organisations*, Overseas Development Institute, London, UK.

http://www.odi.org.uk/RAPID/Publications/Documents/KM_toolkit_web.pdf

This paper is a guide for staff working in NGOs, multilateral organisations, research institutes and national governments, among others working in development. It presents 30 tools and techniques to facilitate learning and knowledge-based strategies aiming to improve development and humanitarian work. These techniques are divided into five categories:

1) Strategy development
2) Management techniques
3) Collaboration mechanisms
4) Knowledge sharing and learning process and
5) Knowledge capture and storage.

The paper aims to provide a comprehensive account of how to apply these techniques focusing on the requirements of potential facilitators. RAPID research experience at ODI has proved that if effectively applied, these techniques of knowledge and learning tools have the potential to transform the effectiveness and efficiency of development and humanitarian agencies. However these techniques are not sufficient if they are not applied in a holistic approach to organisational change.
(*Extracts from author's introduction*)

Keywords

Development	Learning
Humanitarian work	NGO
Knowledge-based strategies	Toolkit

Smulovitz, C. & Walton, M. (2003), "Evaluating Empowerment", in *Paper presented at the workshop on 'Measuring Empowerment: Cross-disciplinary perspectives' World Bank, 4-5 February*, Washington D.C.

http://scholar.google.com/scholar?hl=en&lr=&q=cache:oC1PnrlTGr8J:www.worldbank.org/poverty/empowerment/events/feb03/pdf/walton.pdf+

The paper examines how to go about evaluating the effect of empowerment on development outcomes. Empowerment is understood in terms of the capacity of poor or subordinate groups to influence development

processes, and consequentially achieve greater well being. The paper argues that evaluation requires two distinct elements. The first is an explicit causal framework for empowerment itself. This is treated as the joint product of influences on (a) the agency capacities of poor or subordinate groups, and (b) the formal and informal institutional context that determines the opportunities for the exercise of agency. These are affected by economic, legal and socio-cultural influences, as well as the power and behaviour of other groups. The second element is a causal framework for how empowerment influences development. Here it is key to take account the multiple forces at work -or, in other words, to seek to identify the specific effects of empowerment. This is a classic problem in evaluation. Because of the complexity of interactions, actual or quasi-experiments with treatment and control groups are particularly attractive. Where this is not feasible (that is often) it will be important to apply the mix of quantitative and qualitative techniques available in ways that seek, however imperfectly, to assess the effect of an empowerment-related change relative to the counterfactual of no such change.
(*Author's abstract*)

Keywords

Development	Evaluation
Economic	Power
Empowerment	

Waddington, M. (2006) "Grasping the Monitoring and Evaluation Framework as a Tool for Empowerment," in *Evaluating Empowerment: Reviewing the Concept and Practice*, Oakley Peter, ed., INTRAC NGO, Oxford, pp. 137-151.

Accountability is considered vital in the functioning and integrity of organisations working in development. Ideally it is also a structural element of empowerment, and it is desirable and positive to demonstrate it in relation with donors and within organisations. However in the process of being accountable to donors, stakeholders are often ignored. This is why in practice accountability often becomes an obstacle to empowerment. M&E techniques designed to measure the progress of empowerment are often designed with a linear logic that present it as an end instead of as process. Therefore, empowerment becomes a prescriptive activity that does not reflect its changing and transformative character. The author argues for a new method that would hand over M&E activities to stakeholders. This would be achieved by incorporating participatory techniques such as role playing, floor mapping and so on that would make M&E an empowerment activity on its own right. By doing so, organisations would be able to involve stakeholders in the process of planning and finally in making accountability process more transparent.

Keywords

Accountability	Monitoring and evaluation
Donor	Participatory
Empowerment	

Wils Frits (2001) "Empowerment and its Evaluation: A Framework of Analysis and Application" in *Evaluating Empowerment: Reviewing the concept and practice*, Oakley Peter, ed., INTRAC NGO, Oxford, pp. 55-73

This paper offers a framework for the evaluation of empowerment. NGDOs are often not so strong at thinking about and explicitly formulating their development strategies. Nor are they very clear on what they are trying to achieve, and how, with particular target groups. This is predominantly common in areas such as empowerment, where there is a lack of clarity on the definitions and objectives. The paper aims to sharpen awareness on what organisations seek in the field of empowerment in order to develop a better Planning Monitoring and Evaluation (PME) system for empowerment.
The presentation is divided into three sections. First, the author clarifies the concepts that integrate PME systems. Second, he clarifies the distinction between empowerment as a means and as an end in itself. This differentiation is considered to be an important part of the framework because it constitutes the guide for the strategy followed by the organisation. Thirdly, he explains in detail how monitoring and evaluation can be implemented.

Some important points raised throughout the text are:

• Empowerment is achieved in practice thorough a process of learning with the group of stakeholders. Thus monitoring and evaluation play a central role in the learning process, and provide the required feedback on the validity and viability of working hypothesis and adjustments needed.
• Monitoring refers to a regular collection of information; it examines whether the anticipated outcomes are being achieved or not, in other words it refers to programme implementation.
• Evaluation examines the objectives of an NGDO and the reality of the beneficiaries whose conditions it is trying to change. It refers to the achievement of the objectives - whether the interventions have brought about the changes that were intended to bring.
• In this process it is key to be clear about how empowerment is problematised, whether it is considered as a means or as an end and the possible objectives sought from an empowerment strategy (social, economical, political or cultural). It is also important to take into account the underlying theories of change that each organisation uses in their approaches to empowerment, either Marxist, Freirean or feminist.

The author recommends using participatory methods to problematise empowerment and formulate the PME system. Participation in planning, monitoring and evaluation would contribute to making PME a basic vehicle of empowerment for the target group. It would ensure mutual accountability and guarantee the sustainability of the projects.

Keywords

Accountability	Evaluation	NGO
Development	Learning	Participation
Empowerment	Monitoring and evaluation	Planning