FACILITATOR'S MANUAL
COMPETENCE DEVELOPMENT PROGRAMME ON PROGRAMME ON
GENDER MAINSTREAMING

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Explanatory Note

Part One of the *Manual* has been formatted to assist users by using different types of boxes to highlight particular points:

EXAMPLE OF PROGRAMME STRUCTURE – DESA COMPETENCE DEVELOPMENT	
Major programme elements	**Planning considerations**
Boxes in this form focus on the structure of the overall programme or particular programme elements such as working sessions or workshops.	

SCENARIO BASED ON CURRENT WORK ASSIGNMENTS – EXAMPLE 1

Boxes in this form give examples of exercises.

Lessons learned – using small groups

Boxes in this form highlight lessons learned through experience in implementing a competence development programme (about programme structure, designing exercises, handling participant groups, etc.)

FACILITATOR'S MANUAL
COMPETENCE DEVELOPMENT
PROGRAMME
ON GENDER MAINSTREAMING

PART ONE

INTRODUCTION TO THE APPROACH

1.   <u>INTRODUCTION</u>

This *Manual* is based on the approach to gender mainstreaming competence development in the United Nations developed by Office of the Special Adviser on Gender Issues (OSAGI), the Division for the Advancement of Women (DAW) within the Department of Economic and Social Affairs, the Office of Human Resources Management (OHRM) in 1999 and tested in a number of competence development initiatives since then. [1]

The *Manual* is intended as the framework for a continuing "work in progress." That is, it is intended to serve as a resource for facilitators of competence development initiatives for gender mainstreaming, but also to expand and be enriched as facilitators contribute their reflections as well as the case study materials or exercises used.

What is "gender mainstreaming"?

The mandates to mainstream gender perspectives into all United Nations policy and programme activities are the 1997 Economic and Social Council (ECOSOC) Agreed Conclusions on gender mainstreaming and the Secretary-General's letter of October 1997 to all heads of departments, fund, specialized agencies, programmes and regional commissions. Both documents are based on the Beijing Declaration and *Platform for Action* and specify the roles and responsibilities of the United Nations Secretariat and United Nations entities.

Gender mainstreaming was defined by ECOSOC in the 1997 Agreed Conclusions as follows:

> *Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.*

The Agreed Conclusions emphasize the need to incorporate gender perspectives into the mainstream of all areas of the United Nations' work, including macroeconomic questions, operational activities for development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security and legal affairs.

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[1] The framework was subsequently tested in the competence development programme in the Department of Economic and Social Development (DESA) (200-2002), with a number of consultants – Johanna Schalkwyk (overall facilitator), Sara Curran, Bonnie Kettel, Francesca Perucci, Marilyn Marks Rubin and Bernard Walters, as well as inputs from United Nations Personnel in this Department). It incorporated some ideas from previous experience of the United Nations in training for gender mainstreaming, including the competence development initiative in the Department of Political Affairs (DPA) (1998), LED BY Aruna Rao and David Kelleher). Subsequent initiatives that drew on the DESA experience include the programme with the United Nations Office in Vienna (UNOV) (2001-2002, for which the facilitators were Una Murray and Julian Walker), and a programme in ESCAP (2001-2002, for which the facilitators were Julian Walker and Bernard Walters). Part One of this *Manual* draws from the DESA experience, but Part Two includes examples drawn from the UNOV and ESCAP programmes

In his letter of October 1997, the Secretary-General wrote that *"this process is the responsibility of us all, and not just gender experts or isolated units."* The letter included concrete directives:

- analytical reports and recommendations on policy and operational issues within each area of responsibility should take gender differences and disparities fully into account;

- specific strategies should be formulated for gender mainstreaming; priorities should be established;

- systematic use of gender analysis, sex disaggregation of data, and commissioning of sector-specific gender studies and surveys is required;

- medium-term plans and budgets should be prepared in such a manner that gender perspectives and gender equality issues are explicit.

It is clear from the mandates cited above that the implementation of a gender mainstreaming approach requires attention to various aspects of the work of United Nations entities:

- *analytic approaches* – ensuring that gender differences and inequalities are among the factors considered in assessing trends, problems, and possible policy outcomes;

- *procedures and work processes* – ensuring that there is attention to gender equality issues at critical decision-making steps of normal work routines, such as those related to preparing parliamentary documentation, establishing expert groups, commissioning research, planning technical assistance activities, etc.

- *management leadership* – ensuring that management takes an active role in providing guidance to staff about objectives and responsibilities for gender mainstreaming, and a supportive environment for staff to explore issues and approaches.

What is meant by "competence development"?

"Competence development" refers to the efforts to assist staff to *understand* how gender perspectives are relevant to their responsibilities and to *identify practical ways* that individuals and divisions can act on that understanding. Competence development aims to clarify concepts and analytic approaches, but also to result in some concrete outputs.
The approach to competence development formulated by OSAGI, DAW and OHRM draws on the lessons of experience from the last decade of "gender training." In particular, the approach centres on the mandate and professional responsibilities of particular work units, considering the issues they dealt with and the practical opportunities for strengthening their outputs and impacts through the incorporation of gender perspectives. The target group for this approach to competence development is all staff with responsibility for analysis, decision-making procedures, and management. The focus of this *Manual* is therefore on programmes and *substantive issues*.

Why a *Manual*?

The approach pursued imposes different requirements than a more conventional training programme in which a standard package is prepared and then offered to different groups. The aim of stimulating dialogue on gender equality within a work unit, of engaging participants in a process tailored to their specific subject and work methods, and identifying feasible next steps by individuals and their work unit has practical implications. There are practical implications for the structure of the programme, the composition of the facilitation team, the time allocated to the team to prepare materials and feedback, and the demands on the facilitation team in shaping the programme and responding to participants.

The *Manual* is intended to alert organizers and facilitators to these requirements, and to provide facilitators with ideas about the programme components and exercises that could be adapted for different contexts.

Section 2 provides an overview of the approach to competence development. Section 3 focuses on the implications of this approach for programme sponsors, including points related to planning, budgeting and scheduling. Sections 4 to 7 are intended as resources for facilitators of a competence development initiative. Section 4 sets out points about the relation between various steps in a programme and the subsequent sections consider each of the steps in more detail.

2.   MAIN ELEMENTS OF THE APPROACH

This section provides an overview of the approach to competence development formulated by OSAGI, DAW and OHRM, highlighting the characteristics considered particularly important to a programme aimed at increasing capacity for gender mainstreaming. It also notes some of the broader lessons gained through testing the approach (drawing particularly on the experience in DESA). The two following sections follow-up by providing more detail on the planning implications of this approach: Section 3 focuses on the planning considerations for programme sponsors and Section 4 outlines considerations for facilitators planning the programme content.

(Note: the term "division" is used to refer to the organizational unit for which a particular programme is prepared. For example, in DESA, where the approach was piloted, the programme for the department consisted of ten programmes prepared separately for each of the divisions that make up the department.)

Main characteristics of a competence development initiative

There are four major characteristics of the approach developed.

- *Practical and work-related, focusing on issues and work processes rather than teaching of techniques*. The point of departure is the day-to-day work of participants rather than analytical frameworks. This approach was adopted because the lessons of experience from gender training in other organizations. Most people have difficulties translating general analytical frameworks (such as the Harvard method, or social roles) for use in their own work, particularly for analytic work related to policy analysis and formulation. For participants who have not worked with gender perspectives, or are sceptical of their value to their work, such analytical frameworks are not a useful or persuasive starting point for discussion. Thus the approach to competence development described in this *Manual* is to use discussions and exercises based on the issues and tasks on which participants currently work as a means of generating insights about "how and why" gender inequalities and differences are relevant in their current work.

- *Specifically tailored to the issues and needs of each participating group.* The way in which gender perspectives are relevant will vary with the particular role and subject matter of a particular work unit and the professional responsibilities of participants. Discussion sessions and problem-solving exercises that are situated in the particular context in which participants find their current work challenges is more likely to engage the participants and stimulate thinking on practical follow-up possible than a more generic programme. This requires a programme structure in which there is a preliminary step that allows for discussion between facilitators and each participating division to clarify the nature of the work done, experience in incorporating gender perspectives, gaps and constraints, etc. in order to prepare appropriate materials for a constructive workshop.

- *Uses participatory methods to draw on the experience of participants.* A participatory approach that engages participants in thinking through issues and opportunities is

particularly important for adult learning. This requires the preparation of discussion sessions and problem-solving exercises that allow participants to work through the meaning of new concepts and their practical implications (rather the use of lectures). The programme must allow time for discussion among participants, and the use of mechanisms such as small groups to encourage the exchange of ideas on issues and problem-solving.

- *Conceived as a "process" rather than an "event."* Training and staff development are often approached as an event – an activity is scheduled and a programme delivered. By contrast, the approach here is to develop a programme that consists of several steps – a preliminary step to begin the discussion and develop a relationship with a division, follow-up with a workshop specifically designed to address the issues, gaps and concerns identified, and then feedback that the division can use in its own follow-up efforts. An important element of the programme with each division is that participants identify the follow-up steps that the division will take to further explore issues and opportunities and to implement the insights gained. Management and staff must take this further for there to be tangible results, and therefore the competence development programme must be seen as a step in an internal process of capacity development. This means that internal leadership for the programme and for follow-up must be considered when planning the programme itself.

Two other important features are highlighted below.

- *Targeted to staff working on substantive issues.* As the aim of competence development is to strengthen analytic approaches to gender equality issues in the professional work of the United Nations, the target group is working on substantive programme. The approach deliberately excludes general services staff. Achieving results through the approach outlined above requires discussions among colleagues engaged in similar types of analyses and doing similar types of work. Addressing the role and contributions of support staff would require different discussions and exercises, which would be most productively pursued in separate activities, at least at the initial stages of competence development for gender mainstreaming.

- *Does not address issues of gender balance*. The programme is concerned with the outputs for which an organization is responsible, and not equal opportunities or gender balance among staff. It also does not deal with issues of organizational change or management culture. While these may be important issues in themselves, and relevant to the environment for gender mainstreaming, they must be dealt with separately.

Expected results of a competence development initiative

Competence development seeks to enhance capacity and performance on gender mainstreaming. The expected results could be stated as follows:

- greater clarity about the concepts ("gender", "gender perspectives") and the analysis involved in applying gender perspectives in the substantive subject matter addressed by the participants;

- increased common understanding among staff of the ways in which gender perspectives are relevant to the subjects they address and the ways in which they work;

- greater awareness among staff ways in which they can proceed to incorporate gender perspectives in their work, and the resources to draw on to do so;

- specification of a number of feasible and achievable next steps that the division can take in the medium-term to strengthen performance in gender mainstreaming.

The programme may also be able to support follow-up action through generating further outputs in the following areas:

- documentation on what is already being done to mainstream gender perspectives;

- case studies or other resource materials that could provide a basis for future work;

- identifying resources (research, organizations and individuals) that could assist participants to work with gender perspectives.

It is important to be realistic about the specific results that can be achieved through competence development initiatives. The programme delivered must start from existing understanding and practice in incorporating gender equality perspectives and seek a reasonable enhancement of both in the time available to work with participants. What is achieved will depend not only on the programme delivered but on the knowledge and attitudes participants bring to the discussion as well as the environment for subsequent implementation. That is, incremental advances should be valued, even where significant gaps remain. This also underlines the need to plan the programme in the context of other institutional activities to support learning and action on gender equality commitments.

Programme structure for competence development

The key steps in implementing the approach to competence development outlined here are (for each division participating in a programme):

- An *event or process to engage management* in the programme-senior management involvement is important as a means of signalling commitment to the competence development programme and more generally to gender mainstreaming as an institutional responsibility. In addition to preliminary consultations with management about the aims of the programme and the concerns to be addressed, senior management can also be involved in launching the programme in some way, e.g., through an introductory meeting chaired by the director to introduce the programme to staff of a division.

- An *initial activity to identify what the division does* – both WHAT it focuses on and HOW it does that, as well as the experience, opportunities and constraints for incorporating gender perspectives in this context. Shorter working groups with units within the division provide a means to begin the discussion of gender mainstreaming with staff, to clarify the nature of their work, and to assess their understanding of opportunities and constraints.

- A *workshop to deepen understanding and identify follow-up steps* – involving all professional staff of the division (including senior management), with a programme planned in response to the issues, gaps and opportunities identified through the initial working groups. The workshop plan needs to be specific to the mandate, subject matter and professional responsibilities of the division and provide for discussion of both analytical approaches and work procedures. It also needs to provide an opportunity to identify specific next steps that the division will take to implement the insights gained.

- *Feedback reports to each participating division -* Feedback reports are an important part of the process as they serve several programme objectives. Feedback reports following the workshop are a means of documenting the specific implementation steps proposed by the participants and thus provide a stimulus for action by participants and a basis for monitoring progress by the department and the in-house gender mainstreaming unit or adviser. These reports also provide an opportunity for facilitators to comment further on the issues raised and to identify additional opportunities to move forward.

Lessons learned – overall approach

- ❑ *The time and effort invested in tailoring the programme (in understanding each work-unit's work and outputs and formulating exercises to respond to particular opportunities and constraints revealed in the discussions) proved to be justified, as it allowed the development of a programme that the participants could recognize as relevant to their work. It was also appreciated by participants and increased their respect for the facilitators. All of these factors are important to real engagement of participants in the discussions and the likelihood that they will take away ideas for follow up.*

- ❑ *People say they want "answers" from the facilitators, but they are actually more receptive to insights from their colleagues. According to participants, one of the most useful aspects of the sessions in DESA was the opportunity to exchange views with colleagues.*

- ❑ *Lectures may be requested when people are consulted about their needs, but in the few instances in which the programme included a short "lecture", neither the facilitators nor the participants found it satisfactory. The more effective approach was to structure exercises and discussion sessions so that they built on what participants do and on what they know.*

DESA Competence Development (2000-2002)

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3. PLANNING THE OVERALL PROGRAMME (BY THE SPONSORS)

This section reviews several general issues related to planning, budgeting and scheduling a competence development programme for an agency or a department of a UN entity or a department of an entity, and is directed primarily at the institutional sponsors of a competence development programme (those responsible within the organization for planning, budgeting and contracting for a competence development programme involving the divisions of a department). Subsequent sections are directed toward those facilitating the programme (those responsible for planning the programme content and for programme delivery).

General considerations in setting up a programme

The approach set out in Section 2 has a number of practical implications for overall programme planning. These are highlighted below.

- *Need for an internal anchor and facilitator for the programme*. It was noted in Section 2 that the involvement of senior management of a division targeted for competence development is important for both the motivation of staff and practical follow-up. However, gaining the attention and participation of senior management is a task that cannot be done effectively by an outside facilitator or a training coordinator – planning must therefore include attention to the role of the in-house unit or adviser for gender mainstreaming. This is not merely an administrative task, as the occasion of inviting participation in the programme is also an opportunity for advocacy for gender mainstreaming.

- *Programme budgeting and scheduling must allow for some type of two-step process with an interval between the two steps*. Tailoring the workshop to the specific subject matter and working style of a particular division requires an approach that allows for at least two separate steps (in addition to any launching event). An initial activity is required to enable the facilitators to meet with the participating division to clarify the nature of its work, experience in incorporating gender perspectives, the gaps and constraints, etc. When this is done in the form of working groups with staff, it is also an opportunity to begin the discussion on gender equality and to build a foundation for the subsequent workshop. A sufficient interval between these preliminary discussions and the workshop is required to allow the facilitator(s) to use the inputs to construct an approach and exercises for a workshop.

- Scheduling of activities must take account of ongoing work schedules of the participants as well as the specific requirements of the programme. For this type of programme, which aims to result in some changes to the way in which a division approaches its work, it is important to gain the active participation of as many staff as possible. This means that scheduling must take account of their other responsibilities, such as major events on the unit's calendar and deadlines faced by staff. Scheduling must also take account of the two-step process outlined above and the need for preparation time between the two steps. Scheduling will therefore not be easy to deal with, although it is an important component of programme success.

- ***Reporting is an important part of the process and must be built into budgeting and contracting.*** As noted in Section 2, Feedback Reports to participating divisions serve a number of programme objectives. Other notes and reports produced during and after the programme have also been found to be useful. Feedback notes to participants following initial working group sessions that provide a bridge between those discussions and the workshop. Another type of report is for programme sponsors: reports by the facilitators documenting the activities and exercises in the programme and providing their comments and assessment are useful inputs into the planning for further sessions and other programmes. Budgeting and contracting need to take account of the time required to prepare adequate reports.

Role and requirements of the facilitator(s)

The credibility of the facilitator(s) is an important component of the credibility of the overall exercise. The credibility of the facilitator(s) is based on a number of elements: the overall programme (a structure that allows facilitators to build a relationship with the division); the standing of the facilitators (evidence of experience and expertise); and the working style of the facilitators (who must have sufficient experience to respond sympathetically to the particular concerns and working approaches of the group, and to offer constructive advice on both process and substantive issues).

Planning and delivery of a competence development programme for gender mainstreaming requires skills and experience in the following areas:

- structuring and facilitating group discussions;

- identifying opportunities and strategies to apply gender equality perspectives in different organizational contexts; and

- incorporating gender equality perspectives in the analysis of substantive issues addressed by the division.

The approach taken in the DESA competence development programme was to seek to have a two-person team. The team consisted of an "overall facilitator" (a gender equality specialist and experienced trainer) who coordinated and led the process with every division and a "subject matter specialist" to support the facilitator in a particular divisions. The subject matter specialists were generally external consultants selected in consultation with the participating division (although in some cases supporting resources were recruited from within the division itself).

In a two-person facilitation team, the tasks could be assigned as follows:

Role and tasks of overall facilitator:

The role of the overall facilitator is to provide leadership to the team in preparing the programme, delivering the programme, preparing reports, and liaison with programme sponsors. Specific tasks:

- identify materials about the division and examples of its outputs for review by facilitator and subject matter specialist;

- review the above materials and relevant documentation/research on gender issues in the substantive area (as identified by the subject matter specialist);

- prepare materials for circulation to staff in advance of sessions (e.g., background notes, questions to be considered in advance, as appropriate to the particular session);

- design a process for the sessions that reflects the methodology outlined (i.e., is participatory, practical and work-related, and tailored to the group, incremental), and lead in preparing exercises and materials;

- lead the facilitation in delivering the sessions (working groups, workshops, etc.);

- prepare reports for each division involved in the programme, including a feedback report to participants and a report to the programme sponsor;

- prepare the overall reports on the programme for senior management and for the programme sponsor once the programme has been completed in all divisions in a department or agency.

Role and tasks of subject matter specialist:

The role of the subject matter specialist is to contribute a leading-edge analysis of the linkages between gender equality issues and the substantive issues of a particular division. Although the facilitator is assigned lead responsibility for the design of various sessions, the subject matter specialists should play a significant role throughout the process (and therefore previous training or facilitation experience would be a strong asset). The subject matter specialist should work collaboratively with the facilitator (reading all relevant documentation, brainstorming on initial ideas, responding to drafts provided by the facilitator, etc.) and assume primary responsibility for specific components (designing and delivering specific exercises, preparing resource materials, etc.). Specific tasks include:

- review documentation identified by the facilitator;

- identify relevant literature (recent, high-quality, within the specializations of the staff involved);

- provide suggestions for content and approach based on previous training/facilitation experience;

- provide substantial input into the specific segments of the sessions and the preparation of exercises and materials;

- review and provide constructive comments on any advance materials prepared and the reports prepared by the facilitator (and possibly draft sections of the reports).

> ### *Lessons learned – facilitation teams*
>
> ❑ *The most effective facilitation teams were those that included both a "facilitator" and a "subject matter specialist." This was because of the need for different types of expertise and because a two-person team is better able to maintain a lively discussion and respond to issues than a single facilitator (facilitation is demanding).*
>
> ❑ *While there is a benefit to involving work-units in selecting subject matter specialists, some guidance may be required to ensure that this results in the selection of someone with appropriate expertise. Work-units that have limited experience in working with gender equality perspectives may not have a clear idea about what is involved. They may not have regular working relationships with individuals with experience in addressing gender equality issues in the substantive addressed by the work-unit and may have rather limited or inappropriate ideas about the criteria for identifying a "subject matter specialist." (For example, they may believe that any women working in the subject area will be experienced in working with gender perspectives.)*
>
> ❑ *Individuals with expertise in applying gender equality perspectives in a field do not necessarily have experience in participatory processes for competence development. An important role for the facilitator is therefore to develop an approach that draws on the expertise of the subject matter specialist in both designing exercises and delivering the programme. (This also has implications for work sharing and time demands.)*
>
> DESA Competence Development (2000-2002)

Role of the internal gender equality advisor

Given the considerations outlined at the beginning of this section, and particularly the need for negotiation with senior management to ensure their commitment and involvement and thus

provide a foundation for follow-up, the in-house unit or adviser on gender equality issues has a critical role in a competence development programme.

This role can consist of:

- consultations with the in-house training or staff development unit to develop the overall framework or terms of reference for the programme, the selection of the facilitator(s), budgets, etc.

- preparing the groundwork with divisions invited to participate through meetings with management to promote the programme, secure their commitment, discuss the selection of subject matter specialists, identify and confirm appropriate schedules;

- providing feedback on the programmes proposed by the facilitator(s), and formally transmitting agendas and other materials prepared by facilitator(s) to participants;

- participation in the sessions delivered, thus providing the link between the external facilitator(s) and institutional expertise on gender equality issues;

- providing feedback on the draft reports prepared by the facilitator(s), and formally transmitting reports;

- promoting follow-up on the steps proposed for further action to integrate gender equality perspectives in the work of participating divisions.

Lessons learned – participation by in-house gender advisor

❑ *Participation by the gender equality unit/adviser in the sessions with staff is time-consuming but also provides useful background for follow-up with staff and management, as it provides an invaluable perspective on the strengths and gaps in the approaches taken, insights into opportunities that can be seized or links that can be pursued between various work-units, and indications of where allies (and resistance) can be found.*

DESA Competence Development (2000-2001)

Role of the in-house training unit

The in-house training unit also has a critical role. This includes but goes beyond the logistics of delivering the competence development programme.

The logistical side of training delivery plays an important role in its success. In particular, this includes assistance in planning and management, including assistance in budgeting, contracting, travel arrangements (if required); and ensuring training venues that are appropriate to participatory discussion sessions. More broadly, the in-house training unit has an important role

in supporting the in-house gender mainstreaming unit or adviser and the facilitator(s) in planning and implementing approaches that reflect principles of adult learning. They also have a role in assessing and documenting the experience gained so that it can inform future approaches.

Budgeting and scheduling

All the points above have implications for budgeting and scheduling for a competence development programme. In summary, these are:

- time estimates for facilitator(s) must allow for the two step exercise, preparation time for each, and report writing;

- where appropriate venues are unavailable in-house, a budget allocation for appropriate outside venues would be a sound investment;

- schedules and contracts must allow for some flexibility to accommodate the inevitable changes.

Lessons learned – good training venues

❑ *The training venue has an important influence on the success of a participatory discussion session. The key element of a good venue is adequate space for break-out groups (for groups to talk separately without being drowned by too much noise). Also useful is wall space to put up flipchart paper with the outcome of particular discussions (so that they can be referred to later).*

DESA Competence Development (2000-2002)

Lessons learned – scheduling challenges

❑ *In the DESA programme scheduling was much more difficult than anticipated due to the workloads and commitments of participating work-units. A number of activities had to be rescheduled several times in response to emerging events. This suggests that, to the extent possible, it is useful to build some room for manoeuvre into contracts and schedules.*

DESA Competence Development (2000-2002)

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4.   STRUCTURING THE PROGRAMME (BY THE FACILITATORS)

This section (and subsequent sections) are intended as resources for facilitators. This section provides a brief introduction, reviewing general planning considerations, preparatory steps for each participating division, and issues related to participant responses. The following two sections take up the three major aspects of the programme - section 5 focuses on initial working groups, section 6 on preparing workshops, and section 7 on providing feedback through reports.

General planning considerations

Section 1 highlights three major aspects of the work of United Nations entities that require attention for the implementation of the United Nations mandates on gender mainstreaming (analytic approaches, procedures or work processes, and management leadership) and defines "competence development." Section 2 outlines the main elements of the approach formulated, the expected results, and the steps in the programme structure.

In implementing this approach, scheduling considerations from the facilitators viewpoint needs to take account of the time required to prepare for each step, including:

- adequate briefing about the division's subject matter and activities (both locating it and reviewing it),

- preparation of programme and exercises for each activity (working groups and workshops);

- preparation of advance notes for each activity and feedback materials (in time for circulation so that it can be effectively used);

- final report preparation, both a substantive report for the division and process documentation for programme sponsors.

The chart on the next page summarizes the programme structure followed in the DESA competence development programme and notes some planning considerations for facilitators in relation to each step. This is done here to provide an overview; with further discussion of each element in subsequent sections.

Preparatory steps for each division

The preparations for the substantive discussions and the formulation of exercises and questions could include the following:

- *Review of the division's mandate and work programme*. One source of information is the formal programme budgets that outline the main categories of work (generally available in published form). Organizational websites are also useful sources as they tend to provide a less bureaucratic statement of objectives, and often include links to major committees served and recent publications.

EXAMPLE OF PROGRAMME STRUCTURE – DESA COMPETENCE DEVELOPMENT	
Major programme elements	**Planning considerations**

Introductory meeting of all professional staff of the work-unit.
 	
A brief meeting (1/2-1 hour) led by the work-unit director that served to introduce the programme (objectives, structure, expected staff participation) and to signal senior management commitment to the programme and more generally gender mainstreaming as a responsibility of the work-unit.
	‣ The introductory meeting was generally immediately before the working sessions (or combined with it in small work-units where there was only one working session).
	‣ These meetings also allowed for:
	  – a statement by a senior official on UN commitments gender mainstreaming (to give further weight to the programme);
	  – a statement of commitment by director;
	  – a brief overview by the in-house gender equality advisor about the focus and objectives of the programme, highlighting points about the way in which gender perspectives can strengthen the quality and effectiveness of the unit's work;
	  – introduction of the facilitator(s) and a brief overview of the approach.

Working sessions with staff. A series of two-hour sessions with groups of 5-10 participants that aimed to begin the discussion on gender equality and gender mainstreaming through reviewing the work of the group (including past work on gender equality issues, current work tasks, day-to-day challenges, etc.).	‣ This worked best when it was done in groups based on the organizational structure of the work-unit so as to have a group with similar experience and work assignments. ‣ The working sessions required considerable preparation as they were also an opportunity for facilitators to establish their credibility with the group and to engage the participants. ‣ Feedback notes from these discussions were a useful bridge to workshop discussions.
One-day workshop. A full day session with all professional staff that aimed to deepen understanding of the issues through exercises and discussions and to identify concrete entry points and next steps.	‣ An interval of at least two weeks between the working sessions and the workshop were required to prepare a workshop agenda and exercises that addressed issues identified in working sessions. ‣ The programme needed to cover both HOW and WHY. Staff are unlikely to engage in considering HOW unless they are further persuaded of WHY it make a difference, but the HOW must be addressed if there is to be a useful basis for discussing next steps to take.
Wrap-up and reporting Reports to each participating work-unit and to programme sponsors, intended to support implementation and monitoring. A wrap-up event such as a "town-hall" meeting with senior management and all involved in the programme	‣ Feedback Reports to each work-unit were an important part of the programme. ‣ The need to document processes with each work-unit also needs to be considered from the outset. ‣ A final "town-hall" meeting was planned as a wrap-up event, but was not practical in this instance because of the many work-units involved and the long interval between programme delivery in the first and last ones that participated.

- ***Review of some examples of the division's documents and publications***. More recent documents are often available on websites. There is often too much information rather than too little given preparation time available and it may be difficult to select representative documents for review. However, reviewing at least a selection gives an idea of the types of documents produced, the level of the analysis, the scope for incorporating gender perspectives, the way in which gender equality issues are raised (if at all), etc.

- ***Review of gender equality literature relevant to the above***. As the idea of the programme is to clarify concepts and push forward the analysis, facilitators must be aware of current debates and research in the subject area addressed by a division in order to have a context for considering the division's outputs. An important question to consider is – how could inputs from the gender equality literature contribute to improving the quality of their analyses of issues or discussions of policy approaches?

It is useful to do some of the above before meeting with a division – even if there are initial working groups that serve in part as a means to identify more precisely what it does – as advance preparation allows the facilitators to understand what they are told in the working groups and to provide more constructive inputs to the discussions.

> ### *Lessons learned – importance of preparation*
>
> ❑ *Where the facilitators came to the discussions briefed about the priorities, activities and outputs of a work-unit, participants had greater confidence in the facilitators and were more willing to engage in the discussion.*
>
> ❑ *Advance preparation also allows the facilitators to understand what they are told in the working sessions and to provide more constructive inputs to the discussions.*
>
> DESA Competence Development (2000-2002)

Anticipating participant responses

Discussions about gender equality issues tend to provoke considerable heat. Both women and men tend to have preconceived ideas about what is meant by "gender perspectives" and/or an emotional response. Every group is likely to include at least one person who has a deep antipathy to a "gender approach" and is determined to state this at least once. Each group is also likely to include individuals who have devoted thought or efforts to gender equality issues, and others who are open to doing so if they have further inputs to work with.

Resistance to engaging with gender equality objectives as substantive professional concerns arises for a range of reasons and is manifested in different ways. A complicating factor is the tendency of many to confuse gender mainstreaming with issues of gender balance among staff, which in many organizations has resulted in much anxiety, particularly when efforts to achieve

better gender balance have coincide with restructuring and downsizing, and this seems to colour assessments of the need for and relevance of gender equality to substantive professional responsibilities. Some of the arguments that can be anticipated include:

- undermines excellence – the view that gender mainstreaming is concerned with women's participation and efforts to increase the representation of women as experts and committee members, and that such efforts will result in a lowering of standards (without considering the potential to identify qualified women);

- not as important as other issues – the view that attention to gender equality is a luxury in view of the urgent development issues such as poverty (thus failing to consider the linkages between gender inequality and poverty);

- "western imposition" of cultural values – the view that gender equality issues have been put on the agenda by "western" countries, who are defining the issues and the solutions (thus ignoring commitments made by governments in developing countries and the efforts of the women's movements in there);

- weakness of scholarship on the issue in this field – scepticism about the scholarship in the area (which may be maintained even where the literature has not been consulted – the critique may be related to the concerns cited earlier rather than the professional standards of the discipline);

- it has already been done – the view that the issue has already been adequately addressed through steps already taken, such as an initiative focused on women or an equality concern, or the inclusion of references to women and gender equality in publications (perhaps complacency rather than resistance, but still constraining the willingness to consider ways in which a broader and more significant impact can be achieved).

Also important to consider are the ***differing needs of those who are seeking further guidance and support for taking constructive action***. For some, this may be a clearer grasp of the rationale for incorporating gender perspectives – i.e., inputs that would allow them to explain more clearly to themselves (and others) the objectives sought and the ways in which they are relevant to the substantive issues addressed (e.g., how gender inequality is linked with poverty, and the difference this makes in designing poverty alleviation strategies). Others may be more concerned with the specific steps involved in incorporating gender perspectives into their work – they need inputs to assist with the practical analysis (e.g., what it means to incorporate gender perspectives in the analysis of policy issues raised by new information technologies, or the design of technical assistance for government decentralization).

The challenge in managing the discussions is being prepared to deal with resistance in a way that allows concerns and issues to be aired but not to overwhelm those who seek more constructive discussions about ways forward.

> ### *Lessons learned – dealing with resistance*
>
> ❑ *In dealing with resistance, it is important to avoid a session becoming a non-constructive exchange between facilitators and resistors. A more productive approach is to stimulate a discussion on these concerns among participants and then to move on.*
>
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5.   PLANNING WORKING GROUPS

Working groups allow facilitators to gain a better understanding of the work of an division in order to plan a useful workshop. However, their primary function is to begin the discussion about how and why gender equality is relevant to the work of the division and the extent to which staff apply gender equality perspectives.

Working group objectives and basic elements

The objectives for the working groups could be stated follows:

- to stimulate discussion and thinking on gender equality and gender mainstreaming and how they relate to the work of the division;

- to discuss the division's experience in applying gender perspectives and the ways in which it has approached gender issues;

- to enable staff to identify concerns, constraints and dilemmas faced in mainstreaming gender equality perspectives in the work of the division,

- to enable the facilitators to gain a better understanding of the division's work – its priorities, current work tasks and assignments, past work on gender equality issues, day-to-day challenges.

While two hours for a session is an appropriate time allocation on the part of participants, this is a short time for facilitators to cover the necessary ground and generate the interest required to engage participants in the next step. It is therefore important for facilitators to have a clear idea of what they expect to achieve in the session, and to formulate an approach that allows them to keep up momentum during the discussion.

Example of a plan and exercises for working groups

The chart below outlines the approach used in the DESA competence development programme. The boxes that follow provide further details on the exercises.

EXAMPLE OF WORKING SESSION PLAN – DESA COMPETENCE DEVELOPMENT	
Basic elements	**Planning considerations**
Welcome/introductions (15 minutes) Quick round.	‣ This is useful even if name cards are used, as it requires everyone to break the first barrier to participating in the session.
"Gender"/"gender mainstreaming" exercise (15-30 minutes) Participatory exercise that gets input from participants about how they understand these terms	‣ This can serve as both a "warm-up" for the participants and a "diagnostic" for facilitators. ‣ A preliminary participatory exercise or discussion also allows the facilitator to make a few points about these concepts through a responding to inputs from participants rather than through a more static presentation.
"Taking stock" exercise (balance of time). An exercise to structure the discussion of the work-unit's work, e.g., a "questionnaire" that highlights the main elements of the work-unit's work, as suggested below.	‣ The "questionnaire" format gets participants involved and challenges them to think about the practical side of gender mainstreaming. ‣ The form and content of the questionnaire can also convey two further messages: 1) that the work-unit has various different opportunities to support gender equality objectives; and 2) that such steps are not ends in themselves but intended to contribute to gender equality.

Lessons learned – approach by facilitators

❑ *It is important to structure the discussion so that it engages participants and gives them confidence that the facilitators grasp the unit's work and can provide practical insights.*

❑ *The way in which the working sessions are managed is also important to setting the tone of the discussions – to demonstrate to participants the facilitators are open to all views, that there will be a constructive approach to the concerns and constraints they raise, etc.*

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PROCESS NOTES – "GENDER"/"GENDER MAINSTREAMING" EXERCISE

Method: ask participants what first comes to mind when they consider the term "gender." Try to get quick responses, note them on a flip-chart, and use these responses as a basis for a short overview of definitions and rationale. Note that this exercise requires a snappy pace: the objective is to get participants to respond without thinking too much, and to use the responses as a basis for discussion.

Discussion: the types of points that might be made (building on participant comments):

– differences between women and men on range of activities, indicators – the issue is not difference as such but inequality; not just about "women" but about women and men and the relations between them;
– gender equality is a development goal adopted by UN Member States, not a "foreign" or "western" agenda – gender equality is a goal in its own right, but it has also been recognized as relevant to other development goals (growth, poverty eradication, etc.);
– the importance of questioning assumptions (often implicit) about gender roles and family structures that are often made in research, analysis and policy (e.g., households as equitable units);
– "gender" and "women" are not interchangeable terms – and the focus of the programme is not on women as a target group – the concern is with the expectations, rights and practices associated with being a man or a woman, and how this structures opportunities for both, and relations between them, and what this means for the analysis of problems, issues, trends, policies, etc.;
– gender mainstreaming is a strategy and not a goal;
– this is not about gender balance among staff, but gender mainstreaming in the substantive work and outputs of the unit.

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– gender mainstreaming is a strategy and not a goal;
– this is not about gender balance among staff, but gender mainstreaming in the substantive work and outputs of the unit.

PROCESS NOTES – "TAKING STOCK" EXERCISE

Preparation. Make questionnaire (see two examples in the box on the next page) into a large wall-chart (using Kraft wrapping paper) and post on the wall.

Responses. Give each participant a set of sticky coloured spots (the same number of spots as the number of questions) and ask them to use these spots on the wall-chart to mark their responses to the questionnaire. Say that this is not an evaluation, but an exercise to help structure the discussion. Try to get them to do it quickly, and avoid getting bogged down in redefining the questions or calibrating the responses – the exercise is meant to provide a quick visual indication of where they think they have been active or not in applying gender perspectives, and to serve as a starting point for further discussion. (This takes about 10 minutes.)

Discussion. Take each of the questions in turn (taking note of the time available, also the indications on relative importance from questions above, if done). Here the idea is to get participants to discuss what they have done or not done, as well as the quality or appropriateness of what they are describing as gender-related analysis or initiatives. It can be an opportunity to expand their thinking about what is meant by "incorporating gender perspectives" (e.g., not only a women's chapter but an integrated analysis; not only women experts but experts on gender equality, etc.). One way of proceeding is:

- where there are YES answers, ask for details on the types of issues in which they have addressed gender issues, and how; ask if this is generally in response to specific directives or mandates to consider gender or if the work-unit itself take a pro-active approach

- for NO answers, ask for explanation

- for SOMETIMES, ask what would be required to move forward? what are the constraints? are these related to the nature of the issues addressed or the processes by which the UN works?

Wrap-up. Ask participants if they have had any second thoughts about the points about "gender" etc that were made earlier in the sessions (in a number of occasions, participants who began the session thinking that ad hoc activities for or about women constituted "gender mainstreaming" pointed out that they had a much broader understanding of possibilities and requirements). Also refer to the "checklist" at the end of the gender mainstreaming exercise to see if any of these points should be reinforced.

TAKING STOCK" EXERCISE – EXAMPLE 1			
Division for Development Policy Analysis (DDPA)			
Does DDPA incorporate gender perspectives in	YES	SOMEWHAT	NO
1. In the analysis of trends, issues and policy options in parliamentary documentation			
2. In its flagship report and other publications.			
3. In its support to the deliberations of the Committee for Development Policy			
4. In setting up panel discussions, expert group meetings, technical meetings			
5. In briefings for delegations on issues before ECOSOC and the GA.			

"TAKING STOCK" EXERCISE – EXAMPLE 2			
Office of the Special Coordinator for Africa (OSCAL)			
	YES	SOMEWHAT	NO
1. There is a common understanding among staff about what OSCAL should be seeking to achieve on gender equality issues.			
2. Within OSCAL, follow-up on gender equality issues is seen as a professional responsibility shared by all staff.			
3. Management demands attention to the global gender equality commitments (in e.g. the Beijing PFA, UN-NADAF, Agenda 21).			
4. OSCAL staff are knowledgeable about the gender equality issues relevant to their work.			
5. Recent parliamentary documentation, expert group meetings, and intergovernmental forums have incorporated gender perspectives.			
6. Recurrent and special publications include informative discussions on gender equality issues.			
7. In coordination and liaison activities, OSCAL encourages other agencies to consider the gender aspects of issues on the agenda.			
8. Through all of the above OSCAL is contributing to progress toward equality between women and men in Africa and LDCs.			

Communications before and after the working groups

Communications with the division are also important in getting participants to start thinking in advance, and to bridge the gap between activities. Consideration could be given to the following:

- *Circulating a note in advance of the session*. Such a note can serve to inform participants about the objectives of the working groups and to present them with some questions to organize their thoughts in advance of the meeting. An example of such a note is included in **Part Two** of this *Manual*.

- *Preparing a follow-up note to the working groups*. This can be a useful bridging device between the working groups and the workshop, particularly where there are several such groups. Such a note can, for example, serve as a means of summarizing the discussion, addressing concerns that arose in the discussions in order to clarify the issues in advance of the workshop, suggesting possible opportunities for action on gender equality to promote more practical thinking, etc. Examples are included in **Part Two** of the *Manual*.

6. PREPARING THE WORKSHOP

Given the aim of developing a workshop tailored to the specific needs and work of each division, the challenge in developing a programme is two-fold:

1) to respond to concerns raised in the earlier working group sessions and

2) to address gaps in the ability to work with gender perspectives that the facilitators have identified through the working group discussions and the review of divisional documents, including gaps related to the analysis of substantive issues and gaps related to work processes.

Workshop objectives and basic elements

The *workshop objectives* can be stated for participants in the following form:

By the end of the workshop, participants should:

- have a better understanding of why gender perspectives are relevant for their specific areas of work and how they can practically act on that understanding;

- be aware of practical steps and useful resources to follow up;

- have identified a number of specific steps the division will take to further incorporate gender perspectives into its work.

EXAMPLE OF WORKSHOP PLAN – DESA COMPETENCE DEVELOPMENT	
Basic elements	**Planning considerations**
Introductions/agenda/ icebreaker	‣ The icebreaker could be a short exercise to get everyone participating, but related to the day's agenda.
Small group exercises on substantive issues, followed by debrief and discussion in plenary	‣ As many as three exercises, two in the morning session, and one in the afternoon. ‣ It is important to address the analytical dimension of the unit's work as well as the practical or work process side. The analytical element is a critical starting point as participants are unlikely to follow-up to identify where and how to apply gender perspectives unless they see that gender perspectives are relevant to the substantive subject matter they address or contribute to the quality or effectiveness of the work-unit's outputs.
Small group work to identify next steps, followed by a report and discussion in plenary	‣ Last step of the day, to provide an immediate opportunity to consider the practical application of the ideas discussed. ‣ It is important to ensure sufficient time for discussion in these groups.

Possible options for substantive exercises

Four possible options for the substantive exercises, drawing on the experience with DESA, are outlined below to assist in generating ideas for approaches to exercises for other workshops. They are:

- *discussion of issues raised by a text circulated in advance* – this is listed first even though it is not necessarily the most promising approach, as it is a means to tackle the links between gender equality issues in the substantive field of the group before turning to the more specific assignments they face;

- *scenario based on current work assignments* – for groups participating in the DESA programme, this was probably the most successful type of exercise, as it answered the participants' desire for the workshop to be practical and concrete;

- *brief hypothetical problem statements* – a variation on the above, but presented in a more schematic way; and

- *case study using an assignment or output of the division* – can be useful but requires considerable care to ensure that a substantive discussion is not diverted by explanations of why the assignment or output took the form it did.

1. Discussion of issues raised by a text circulated in advance

This may be useful with divisions or work units in which there is a clear disciplinary identity (e.g., demographers or macroeconomists). This could take the form of a recent article reporting research results that is selected on the basis of both its relevance to the issues addressed by the

division and its effectiveness in illustrating the relevance of attention to gender (in)equality to an analysis of these issues.

The text can be circulated with the workshop agenda and a request that participants read it in preparation for the workshop. The exercise can then consist of specific discussion questions tackled by participants in small groups, followed by a debriefing d discussion in plenary.

Facilitators can prepare by trying to anticipate participant response to the discussion questions, and by identifying further "prompt questions" to use in the plenary debriefing to promote understanding of the gender equality aspects of the issue.

DISCUSSION OF ISSUES RAISED BY A TEXT – EXAMPLE

In this case there was a fairly long text about the relationship between gender inequality and economic growth (this was for a group of macroeconomists). The text was circulated in advance.

The first discussion question quoted the text on the six possible linkages between gender bias in education and economic growth, and asked – "Do you find these to be plausible linkages? Why? Why not?'

The second question quoted an argument from the text and asked – "Do you agree with the argument that 'any finding f the impact of gender inequality on economic growth may understate the true relation'? Why? Why not?"

Lessons learned – using texts as a basis for discussion

❑ *If an article is used as the basis for a discussion, great care must be taken in selecting it, particularly where the group is dubious about the relevance of gender perspectives. Considerations include the credibility of the author and the publication in the eyes of the participants. (For example, the academic culture of some participant groups means that articles that do not come from refereed journals are disparaged.)*

❑ *The momentum of the day and energy of the group are dissipated if people spend discussion time reading. To avoid this, ensure that the article is circulated sufficiently in advance; give short resume of main arguments before breaking into groups for the benefit of those who did not read; and avoid lengthy questions that cause additional reading in the groups.*

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2. Scenario based on current work assignments

This type of exercise can be based on an upcoming work, such as a response to a directive from a committee the division serves. An exercise is given realism when it is possible to quote from such a directive or other authoritative document. The small groups can each be given the same task, which can have interesting results as different groups often focus on different approaches. Or, each small group can be given a different task, which can result in a more interesting debrief as it will raise a completely different set of issues. If the second option is selected, more time is required for the debrief and discussion in plenary.

While such exercises may seem simple to prepare, care is required to ensure that:

- the subject matter and assignment are reasonably realistic, given the work of the division;

- the exercise provokes discussion on how to include gender perspectives in relation to an issue in which gender perspectives are clearly relevant;

- the exercise provides a good base for a plenary discussion in which the facilitators can highlight the gender equality issues and linkages.

Facilitators can prepare for the discussion by trying to anticipate participant responses, including not only the points they would make, but the points they would likely miss and the "prompt questions" to get them there in the plenary discussion.

SCENARIO BASED ON CURRENT WORK ASSIGNMENTS – EXAMPLE 1

The Director has formed a working group to consider the approach to take in response to this request from the General Assembly:

> "*Requests* the Secretary-General to prepare, in close collaboration with the United Nations Conference on Trade and Development and other relevant organizations, an analytical report on the effect of increasing linkages and interdependencies among trade, finance, knowledge, technology and investment on growth and development in the context of globalization, containing action-oriented recommendations, including on appropriate development strategies at both the national and international levels, and to submit it to the General Assembly at its fifty-sixth session."
>
> (From A/55/587, Draft Resolution II: Role of the United Nations in promoting development in the context of globalization and interdependence.)

The Director has specifically asked the group to consider the steps that need to be taken to ensure that gender perspectives are incorporated into the analytic report requested. You have decided to use your meeting to brainstorm about:

1. why or how is gender equality relevant to this theme (are there ways in which gender difference/inequality is related to outcomes for individuals? for development?)
2. the steps you will take to follow-up on these issues in the preparation of the paper.

3. Brief hypothetical problem statements

This is a variation on the above, but set out in a more schematic form although still based on the issues and working methods of the group. The planning and preparatory considerations are similar to those discussed for the scenarios above: time is needed in plenary for a debriefing and discussion to ensure that the key analytic points have been addressed; facilitators can prepare by anticipating how participants would respond and the types of prompts and information they could use to stimulate the discussion.

> **BRIEF HYPOTHETICAL PROBLEM STATEMENTS – EXAMPLE 2**
>
> In this scenario, there is some resistance coming from some staff of your work-unit involved in a technical cooperation activity (they say that gender equality is not relevant to their field of work, that they couldn't raise this issue with their partners as that would contradict the responsive nature of the technical cooperation offered and the right of countries to set their own priorities). How would you respond?
>
> If it helps to work with a more concrete situation, consider the following hypothetical example.
>
> An adviser in your work-unit is involved in the implementation of a technical cooperation initiative with the Ministry of Foreign Economic Relations in a south-east Asian country. The initiative aims to strengthen the ministry's expertise in trade and investment policy, particularly the capacity to analyse policy options and impacts.
>
> As the chief officer for technical cooperation in your work-unit, you are responsible for reviewing the work undertaken, and you have been particularly asked by the USG to ensure that all initiatives pay appropriate attention to gender equality objectives. You suggest to the adviser that you would like to see attention to gender equality issues in this project.
>
> The adviser responds by saying that gender equality issues are not relevant in this case. Trade policy is trade policy and he doesn't see how women fit into that. Besides it would be tricky to raise this issue with the government partner. After all, isn't this programme to respond to their needs? To date, none of their partners has mentioned any desire to include this type of issue in the project.
>
> What do you do?

4. *"Case study" using a more difficult assignment or output of the division*

This approach is a bit trickier. It responds to the frequent request that workshops focus on ongoing work, or that the process points out how gender perspectives would make a difference to a particular document. However, a document or output is inevitably identified with the person who was principally responsible for it, who will be sensitive to implied criticism in a workshop with colleagues.

One possibility is to select a relatively recent document or event and approach it as a "case study" for purposes of joint review. The "case study" frame provides a certain distance. Participants can be asked to discuss what was done, what was achieved, and what were the constraints in applying gender perspectives, first generally and subsequently in relation to specific issues.

An example of a series of exercises based on a "case study" is outlined on the next page.

"CASE STUDY" USING AN ACTUAL ASSIGNMENT – EXAMPLE

Several step exercise taking about 3 hours with a small group who all participated in preparing a document for an upcoming high-level discussion.

Step 1. Reviewing the experience: buzz groups of 3 persons for 10 minutes to reflect on the experience in preparing the document and to discuss:

– *what steps were taken to incorporate gender perspectives in the preparation of the paper?*

– *what did you want to see in the document with respect to gender equality issues?*

– *what were the constraints?*

Get each group's input, ask others if they have the same perspective, note points on flipchart – say to the group that at this stage we are just "setting down the data" for the case study, and then will discuss. In the discussion, focus on "what did you want to see in the document" – if gender perspectives were included, what would this look like? what would it add? how is it useful? Then discuss steps taken and constraints in this context. (This could take up to an hour.)

Step 2. Reviewing a section or theme of the document. Introduce by noting the points made in the selected section of the document (in this case, this was on food security and agricultural productivity) and the purpose of the discussion – to consider the issues covered, the rationale for including gender perspectives, and the practicalities of doing this. Provide some brief but to-the-point additional background reading, allowing a maximum of 10 minutes for reading (IFPR 4 page note on key findings from empirical research, and a statement by the Uganda minister of agriculture). Then group work on the following task:

1) *consider what these short notes suggest about why attention to gender might improve knowledge of the problems (analysis of the situation) and strengthen initiatives taken (analysis of options) regarding food security and agricultural productivity*

2) *discuss/debate – if you accept the points made in these short briefing notes – could you develop effective strategies for increased food security and agricultural productivity if you ignored gender differences and particular barriers women face? Why? Why not?*

In plenary, get inputs from each group, then turn to the implications for the document – how are the points made in the discussion relevant to the issues covered in the document? What points about gender equality and agricultural productivity would it be useful to highlight (what type of a conclusion statement would it be useful to seek from the high-level meeting the document was prepared for)? What steps could be taken to ensure such issues are addressed? (This step can take 1½ hours.)

Step 3. Drawing conclusions from this about gender mainstreaming. Follow-up on the above by considering what general conclusions could be drawn about what is meant by gender mainstreaming as an analytic task and the processes or practical steps entailed. Possibly "test" these conclusions on another issue area in the document or on the work-unit's list of priorities.

Workshop discussions of next steps in gender mainstreaming

The identification of next steps by a division also benefits from small-group discussions, followed by a report back and some further discussion in plenary to consolidate the proposals, ensure that they are sufficiently clear to be actionable, and address points that some find to be problematic so that the resulting list can be viewed as recommendations of the whole group.

As this exercise is concerned with follow-up action, it is likely to be more effective if the small groups are organized in accordance with the structure of the division, so that people who work together are collectively involved in identifying next steps. Where a feedback note has been circulated after the preliminary working groups, and contains suggestions about potential opportunities in relation to major areas of their work, participants could be asked to refer to note in their discussions. It may be useful to give the group a hand-out that specifies the task, as in the example below.

GUIDANCE FOR EXERCISE ON NEXT STEPS – EXAMPLE

TASK: Consider what the discussion during the day implies for the work of the work-unit. Specify 3-4 specific actions for the work-unit to take in the medium-term, either:
–   steps in relation to a specific initiative (e.g., incorporate gender perspectives in the upcoming initiative on X by doing Y), or
–   a change in process (e.g., review the relevance of gender perspectives at the stage of preparing an outline for a study or the agenda of an expert group).

Also consider the role of management in supporting staff in implementing these steps.

Logistical preparations for the workshops

In addition to preparing the substantive content of the programme, facilitators should also consider:

-   back-up materials such as a resource list, citing articles, websites, etc. that could be consulted for guidance on issues addressed by the division (for use as a handout);

-   preparation of a formal agenda for circulation in advance of the meeting. See example provided in **Part Two** of this *Manual*. Even if stated in rather general terms, an agenda serves as another reminder of the workshop and the ground it will cover. A formal agenda with some explanation of what is intended also boosts the confidence of the group in the care that has been taken in preparing an agenda for them.

-   preparation of evaluation form – see sample format in **Part Two** of this *Manual*;

-   consideration of arrangements for coffee breaks. This saves time and creates good will if these can be provided).

7.   WRAPPING-UP THROUGH REPORTS

Reports are discussed in this *Manual* because they are considered part of the process, not simply an administrative requirement. This section discusses two wrap-up reports that serve separate purposes. (These are in addition to the interim feedback note discussed in section 5.)

1. *Feedback to each participating division.* Such a report can assist the director and staff to implement or improve their gender mainstreaming performance following the workshop by providing, for example, a summary and comments on issues raised by participants at the working groups sessions or workshop(s); the next steps for the division identified by workshop participants; and comments or suggestions on additional steps that could be considered.

2. *Reflection and documentation on activities implemented.* This report is for the sponsors of the competence development programme rather than the participants. It provides the opportunity for the facilitation team to reflect on what was achieved and the factors affecting achievements, and to provide full documentation of the process. This can serve as a reference in further work on gender mainstreaming with the division and as a reference for planning of further workshops.

Feedback reports to participating divisions

If this takes the form of a report from the facilitators rather than a report on the workshop, it can draw on the analyses and conclusions reached by the facilitators in their preparatory reading as well as their interactions with staff in the various stages of the programme. The report can then aim to be a resource for follow-up by the director and staff of the division that participated in the programme.

Possible sections to include, depending on the needs or concerns revealed by the discussions in the working groups or workshop, are suggested below.

- *Introduction* – brief statement of the context for the preparation of the report.

- *Experience with gender mainstreaming* – summary of strengths, or good examples of gender mainstreaming in the division's work, and of the gaps or weaknesses.

- *Questions/issues about gender and gender mainstreaming* – restatement of major points on the basic concepts, or comments on major questions raised about these concepts.

- *Analytic issues/approaches* – further discussion that relates these concepts to the substantive analysis of the division.

- *Opportunities and possible further steps* – avenues that could be further explored by the director and staff to strengthen gender mainstreaming in the division's work, including the specific next steps identified at the workshop. (It may be useful to set out the next steps proposed in the workshop in the form of a box and to use the text of the section to

provide further comments and suggestions – that is, to use some device to separate the "voice" of the participants from that of the facilitators.)

- *Annexes* – key documents distributed in the workshop or working groups or subsequently prepared by the facilitators that would serve as resources for follow-up by participants.

Note, however, that such a report should be relatively short (8-12 pages of text), given time pressures on staff and the probability that a longer report will not be read.

> ### *Lessons learned – "voice" of the report*
>
> ❑ *After some experimentation, it became evident that a report that took the form of a workshop report (an account of what was discussed and concluded) was too constraining as it did not allow for additional comments by the facilitators on how concepts could be understood in relation to the work of the work-unit, or further comments and suggestions about avenues to follow. That is, it is a report that speaks in the voice of the facilitator (rather than only the participants) is important maximizing the benefits to be gained from the investment of resources in the programme.*
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Comprehensive reports for programme sponsors and facilitators

This report serves several purposes, including feedback to the sponsors on the programme delivered, a reference for the sponsors for further work on gender mainstreaming with the division and a reference for facilitators in the planning of further workshops.

The reports prepared for the delivery of the competence development programme in DESA may be a useful model and is outlined below.

Part 1. Feedback report to the division (as described above).

Part 2. Process documentation. This consisted of two major sections:

Comments and Assessment – three subsections (with perhaps 5-6 pages of text in total):

1. Programme overview. An outline of the components of the programme delivered (number of working groups, workshops, dates, etc.); brief summary of approach taken in the working groups and workshop; comment on participation.

2. Assessment by participants. Summary comments on the responses to the evaluation questionnaire.

3. Comments and assessment by the facilitator. For example, comments on, for example, what was achieved, or not achieved; what worked particularly well and what could have been done differently; particular challenges faced; lessons learned for further sessions; points that could be followed-up by OSAGI or OHRM.

Attachments – all the documents and materials prepared; for example:

1. Advance note for division meeting and working groups.

2. Plan and facilitator's notes for working groups.

3. Workshop agenda and feedback from working groups circulated with the agenda.

4. Plan and facilitator's notes for workshop.

5. Workshop exercises.

6. Participation summary (in division meeting, working groups, workshops)

7. Collated evaluations

8. Materials distributed at the workshop (list of the materials, inclusion of any that are not included in feedback report to Division or not readily available).

> ### Lessons learned – process documentation
>
> ❑ *Even for (or perhaps especially for) facilitators doing several workshops in a row, the memory of the processes and exercises used fades rapidly, as does the memory of what worked and what did not. The comprehensive reports prepared for each work-unit were therefore a useful resource for the facilitators when preparing for subsequent workshops..*
>
> DESA Competence Development (2000-2002)

Final reports on the programme

As the final part of the process, two reports for the overall programme should also be prepared: ?

‣ ***Report for the department head***, focusing on the main substantive findings about current capacity and performance on gender mainstreaming, the next steps or commitments made by participating divisions, and some of the further steps that could be taken given the nature of the department's work. Also useful to include is a short overall assessment of what was achieved through the programme. The intent of such a report is not only to inform the department head of what has been done and proposed, but to enable the department head to encourage and monitor progress on gender mainstreaming within the department (and to

provide the internal gender mainstreaming advisor with a tool for further discussions on gender mainstreaming with senior management).

‣ ***Report to the programme sponsors***, providing an overview of the activities, an assessment of the results achieved, and identifying the lessons learned for future competence development initiatives. This report completes the "comprehensive documentation" on the programme described above.

FACILITATOR'S MANUAL COMPETENCE DEVELOPMENT PROGRAMME ON GENDER MAINSTREAMING

PART TWO
EXAMPLES OF TRAINING MATERIALS

INTRODUCTION

Part Two of the Facilitators *Manual* supplements **Part One** by providing examples of materials used in various United Nations programmes for competence development on gender mainstreaming. The intention is to assist facilitators by providing a base to work from. However, some of the materials included extracts from reports presented without facilitator notes on objectives and process. The exercises were included to give an idea of the types of materials that can be prepared for use in different contexts.

It is expected that further resources developed for or used in United Nations competence development programmes will be added to these sections to improve the *Manual* as a resource for facilitators. These materials are grouped under the headings below.

Section 1.   OSAGI/DAW background materials on gender mainstreaming

Section 2.   Example of introductory/background note for initial meeting

Section 3.   Examples of exercises prepared for working groups

Section 4.   Examples of feedback notes after initial working groups

Section 5.   Examples of workshop agendas

Section 6.   Examples of workshop exercises

Section 7.   Sample evaluation form

Section 8.   Example of report for programme sponsors

Section 9.   Examples of feedback reports on the programme to participants

SECTION 1

<u>**OSAGI/DAW BACKGROUND MATERIALS
ON GENDER MAINSTREAMING**</u>

GENDER MAINSTREAMING: STRATEGY FOR PROMOTING GENDER EQUALITY

Mainstreaming gender perspectives in all types of activities (referred to as gender mainstreaming) is a globally accepted strategy for promoting gender equality. Mainstreaming is not an end in itself but a means to the goal of gender equality. Mainstreaming involves ensuring that gender perspectives and attention to the goal of gender equality are central to all activities - policy development, research, advocacy/dialogue, legislation, resource allocation, planning, and implementation and monitoring of programmes and projects. Development of an adequate understanding of mainstreaming requires clarity on the related concepts of gender and equality.

> **Equality between women and men (gender equality):** refers to the equal rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that women's and men's rights, responsibilities and opportunities will not depend on whether they are born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration – recognizing the diversity of different groups of women and men. Gender equality is not a 'women's issue' but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

> **Gender:** refers to the social attributes and opportunities associated with being male and female and the relationships between women and men and girls and boys, as well as the relations between women and those between men. These attributes, opportunities and relationships are socially constructed and are learned through socialization processes. They are context/time-specific and changeable. Gender determines what is expected, allowed and valued in a women or a man in a given context. In most societies there are differences and inequalities between women and men in responsibilities assigned, activities undertaken, access to and control over resources, as well as decision-making opportunities. Gender is part of the broader socio-cultural context. Other important criteria for socio-cultural analysis include class, race, poverty level, ethnic group and age.

Mainstreaming was clearly established as the global strategy for promoting gender equality through the Platform for Action at the United Nations Fourth World Conference on Women in Beijing in 1995. The need to ensure that attention to gender perspectives is an integral part of interventions in all areas of societal development was made clear in that document. For each of the strategic objectives identified in Beijing specific reference was made to the importance of the mainstreaming strategy. For example, in the chapter on Women in power and decision-making, paragraph 189 specifically addresses mainstreaming: *"In addressing the inequality between men and women in the sharing of power and decision-making at all levels, Governments and other actors should promote an active and visible policy of mainstreaming a gender perspective in all policies and programmes so that before decisions are taken, an analysis is made of the effects on women and men, respectively."*

The strategy of mainstreaming is defined in the ECOSOC Agreed Conclusions, 1997/2, as *" the process of assessing the implications for women and men of any planned action, including*

legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality."

Mainstreaming is not about adding on a "women's component", or even a "gender equality component", to an existing activity. It involves more than increasing women's participation. Mainstreaming situates gender equality issues at the centre of policy decisions, medium-term plans, programme budgets, and institutional structures and processes. Mainstreaming entails bringing the perceptions, experience, knowledge and interests of women as well as men to bear on policy-making, planning and decision-making. Mainstreaming can reveal a need for changes in goals, strategies and actions to ensure that both women and men can influence, participate in and benefit from development processes. It can require changes in organizations – structures, procedures and cultures – to create organizational environments which are conducive to the promotion of gender equality.

The mainstreaming mandate within the United Nations was reinforced within the United Nations system in three important documents.

ECOSOC Agreed Conclusions 1997/2:
The Agreed Conclusions established some basic overall principles of mainstreaming:

- Responsibility for implementing the mainstreaming strategy is system wide, and rests at the highest levels within agencies, departments, funds, and commissions; and adequate accountability mechanisms for monitoring progress need to be established.

- The initial definitions of issues/problems across all areas of activity should be done in such a manner that gender differences and disparities can be diagnosed – assumptions that issues/problems are neutral from a gender equality perspective should never be made. Gender analysis should always be carried out, separately or as part of existing analyses.

- Clear political will and allocation of adequate resources for mainstreaming, including if necessary additional financial and human resources, are important for translation of the concept into reality.

- Gender mainstreaming requires that efforts are made to broaden women's equitable participation at all levels of decision-making.

- Mainstreaming does not replace the need for targeted, women-specific policies and programmes, and positive legislation; nor does it do away with the need for gender units or focal points.

The Secretary General's communication on gender mainstreaming, 13 October 1997
More concrete directives were provided with the Secretary-General's communication in October 1997, with the following guidance to heads of departments, programmes, funds and regional commissions:

- Analytical reports and recommendations on policy or operational issues within each area of responsibility should take gender differences and disparities fully into account.

- Specific strategies should be formulated for gender mainstreaming; priorities should be established.

- Systematic use of gender analysis, sex-disaggregation of data, and commissioning of sector-specific gender studies and surveys is required.

- Medium-term plans and budgets should be prepared in such a manner that gender perspectives and gender equality issues are explicit.

The Outcome Document from the twenty-third special session of the General Assembly, June 2000
The twenty-third special session of the General Assembly entitled "Women 2000: Gender equality, development and peace for the twenty-first century," following-up on the first five years of implementation of the Platform for Action specifically requested the United Nations to ensure gender mainstreaming through:

- Allocation of sufficient resources and maintenance of gender units and focal points;

- Provision of training to all personnel at headquarters and in the field as well as appropriate follow-up; and

- Promotion of full participation of women at all levels in decision-making in development activities and peace processes.

SECTION 2

EXAMPLES OF INTRODUCTORY/BACKGROUND NOTE
FOR INITIAL MEETINGS

EXAMPLE

Competence Development on Gender Mainstreaming:
Division for Development Policy Analysis (DDPA)
Division Meeting, 26 June 2001, 3pm, DC2-2330

Agenda

1. Welcome, introductory remarks
- Ian Kinniburgh, Director, Division for Development Policy Analysis

2. UN commitments on gender mainstreaming
- Angela King, Assistant Secretary-General and Special Adviser Gender Issues and Advancement of Women

3. DESA Competence Development Programme: focus and objectives
- Carolyn Hannan, Office of the Special Adviser on Gender Issues and Advancement of Women
- Laura Layton, Office of Human Resources Management

4. Approach and expectations for working groups and workshop
- Johanna Schalkwyk, Facilitator, Competence Development Programme
- Bernard Walters, Co-facilitator, Senior Lecturer in Economics, School of Economic Studies, University of Manchester

5. Closing comments
- Ian Kinniburgh, Director, Division for Development Policy Analysis

Background

The division meeting and working groups on gender mainstreaming on 26-27 June 2001 are part of a DESA-wide competence development programme sponsored jointly by the Office of the Special Adviser on Gender Mainstreaming and Advancement of Women (OSAGI) and the Office of Human Resources Management (OHRM). They will be followed by a workshop on 12 July2001 for all professional staff of the Division.

The purpose of the competence development programme is to assist each division to incorporate gender perspectives in their day-to-day work. The incorporation of gender perspectives in all UN policy and programme activities was mandated by the ECOSOC agreed conclusions of 1997. The agreed conclusions provide a concise statement of *what* is to be done, and *why*:

Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality.

[See attached note on gender mainstreaming for a concise outline of key concepts and mandates.]

What is the aim of the initial working groups?

The working group sessions aim to:

- stimulate discussion and thinking on gender equality and gender mainstreaming and how they relate to the work of the Division;

- discuss the Division's experience in applying gender perspectives and ways in which it has approached gender issues;

- enable Division staff to identify concerns, constraints and dilemmas faced in mainstreaming gender equality perspectives;

- enable the facilitators to gain a better understanding of the work of the division – priorities, current work tasks and assignments, past work on gender equality issues, day-to-day challenges.

The discussions are intended to be informal and participatory so that they benefit from the experience and views of all participants. The facilitators will prepare a workshop that builds on these discussions and the Division's experience and aims to assist the Division in moving forward in applying gender equality perspectives in its.

Who will facilitate the process?

Two consultants will facilitate this process. Johanna Schalkwyk, the overall facilitator for the competence development programme, is participating in the sessions with all DESA divisions. Johanna has worked on gender issues for a number of international organizations, providing policy inputs, evaluating programmes, facilitating workshops, developing tools and helping staff to make the links between gender issues and their specific areas of work.

The second consultant is Bernard Walters, who is a Senior Lecturer in economics at the University of Manchester. Bernard studied economics at Cambridge and Manchester. His PhD research was on applied macroeconomic disequilibrium models. As well as publishing on the links between gender and macroeconomics, his recent research interests include the South East Asian crisis and its aftermath and the experience of the Asian transition economies.

How can participants prepare for the working groups?

To help us make the most productive use of the time we have, participants are asked to prepare by reading the attached short note on gender mainstreaming and by giving some thought to current practices, opportunities and constraints in incorporating gender perspectives in their work. A number of questions to stimulate this thinking are set out below.

1) In what ways is your Branch currently addressing gender equality issues? How have gender perspectives been incorporated into situation and policy analyses?

2) What inputs and resources does the Branch draw on to address gender equality issues (organizations, experts, networks, studies, databases)?

3) Are there aspects of the Branch's work in which you think the gender perspective could be strengthened? Are there subjects or types of activity that pose particular difficulties?

Participants are also asked to identify and bring documents that would assist the facilitator to understand the nature of DDPA's work and its experience in gender mainstreaming.

Where and when are the working groups?

27 June 2001	10:00 a.m.-12:00 p.m.	DC2-2330	**Economic Assessment Branch and Office of the Director**
27 June 2001	3:00-5:00 p.m.	DC2-2330	**Development Perspectives Branch and Finance for Development Branch**

SECTION 3

EXAMPLES OF EXERCISES PREPARED FOR WORKING GROUPS

EXAMPLE

"TAKING STOCK" EXERCISE: Three different approaches to the "taking stock" exercise used in the competence development programme in DESA are set out below; the approach to using them is discussed in **Part One** of the *Manual*.

Social Integration Branch, Division for Social Policy and Development (DESA)	YES	SOMEWHAT	NO
1. There is a common understanding within the Branch about what the Branch should be seeking to achieve with respect to gender equality issues.			
2. Within the Branch, follow-up on gender equality issues is seen as a professional responsibility shared by all staff.			
3. Management demands attention to the gender equality commitments of the Social Summit and other intergovernmental agreements in the work of the Branch.			
4. Branch staff are knowledgeable about the gender equality issues relevant to their work.			
5. Recent parliamentary documentation, topical meetings, and publications have incorporated a gender perspective.			
6. The Branch assists the Commission and other intergovernmental bodies to identify and address the gender equality aspects of issues on the agenda.			
7. Project or field activities (including training courses, workshops, activities supported by trust funds) are planned and evaluated in light of gender equality objectives.			
8. Through all of the above the Branch is contributing to progress toward equality between women and men.			

Division for ECOSOC Support and Coordination (DESA)	YES, regular practice	TO SOME EXTENT, but room for improvement	NO, but we should
1. Preparing parliamentary documentation – DESC **stimulates discussion by governments and decision-makers on gender equality issues** in topics chosen by the Council for consideration.			
2. Coordination and liaison for UN system-wide initiatives – DESC promotes the formulation of **initiatives that result in equitable benefits for women and men**.			
3. Panel discussions, expert group meetings, technical meetings (intergovernmental and with the private sector/civil society) – DESC **advances innovative thinking and the exchange of experience** on gender equality issues.			
4. Internal DESC deliberations (on work programme, policy directions, advice to intergovernmental bodies) – **internal discussions consider gender equality issues.**			
5. Selecting experts, consultants and researchers – **experience or expertise on gender equality** issues is a factor in selection (where DESC has an influence in invitation or selection).			
6. Selecting experts, consultants, and researchers – **gender balance i**s a factor in selection of experts, consultants (where DESC has an influence in invitation or selection).			

Economic Statistics Branch (DESA) **Inputs to national and international discussion, methods, standards and capacity on economic statistics**	Have opportunities been taken to explore the gender dimensions of the issues addressed?		
	Important initiatives have been taken	**More could be done**	**Limited scope for further action**
1. Technical and methods development, through staff work, expert groups, collaboration with other international organizations.			
2. Setting normative standards, through support to the work of the Statistical Commission.			
3. Providing information to the statistical community, through publications such as SNA News.			
4. Providing guidance and assistance to statistics agencies, through handbooks, manuals and technical cooperation.			

SECTION 4

EXAMPLES OF FEEDBACK NOTES AFTER
INITIAL WORKING GROUPS

EXAMPLE

Feedback Note to DDPA on Working Group Discussions on 28 June 2001

This note provides some feedback to DDPA on the issues raised in one or both of the working group sessions on 27 June. The working groups allowed for a useful review of the views of staff about gender equality objectives and the relation between these objectives and the work of the Division. A wide range of concerns were aired, including concerns related to the focus and objectives of a gender mainstreaming strategy, the relation between gender issues and economic theory, the relevance of gender equality to economic policy, and the extent to which the Division was in a position to address gender issues given the specific nature of its work.

The questions below highlight some of the major concerns raised. In each case, the *paragraph in italics* provides more detail on the nature of the concern, and this is followed by comments by the facilitators. The chart that follows summarizes points made about different types of work of the Division, again with comments by the facilitators.

- *Is gender inequality a problem? What about the progress made? In one of the sessions, it was suggested that inequality between women and men was a problem [2] limited to specific geographic areas and cultures. It was also noted that progress had been made – the situation was not all "doom and gloom."*

  There has indeed been progress in addressing particular aspects of inequality between women and men in many parts of the world, and this is recognized in the documents prepared for the Beijing+5 discussions by the General Assembly. But equality has clearly not been achieved, and Member States have agreed on further steps that are needed to implement the commitments to gender equality that they and the UN made at the conferences of the 1990s, including the conferences on education for all, population, environment, human rights and social development as well as the conference on women.

  The statement in the 1995 *Human Development Report* still holds – "in no society do women enjoy the same opportunities as men." While disparities are greater and more obvious in some countries than others, even countries with the highest ranking on the Human Development Index have not fully resolved the problems of inequality. In a number of the countries in transition to market economies, inequalities between women and men have increased sharply. In the least developed countries, action for gender equality is increasingly

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[2] See the Outcome Document of the twenty-third special session of the General Assembly, which reviewed progress since the 1995 Beijing Conference (A/S-23/10/Rev.1, July 2000, online at: www.un.org/womenwatch/daw/followup/as2310rev1.pdf); also *The World's Women 2000: Trends and Statistics. Social Statistics and Indicators* UN/DESA, 2000 (ST/ESA/STAT/SER.K/16), and UNIFEM's *Progress of the World's Women 2000*, (UNIFEM Biennial Report, http://www.unifem.undp.org/progressww/).

recognized as necessary to effective strategies for increasing economic productivity, reducing poverty and achieving sustainable resource management.

The commitments to action for gender equality made by Member States and the UN reflect the recognition that gender equality is both a pre-requisite and indicator of development. The importance of gender equality in combating poverty is stated in the Millennium Declaration by Heads of State and Government in September 2000. Member States of all regions and cultures also reaffirmed the commitments to gender equality in 2000 at the Beijing+5 special session of the General Assembly.

- *Why use the term "gender" rather than "women"? It was noted that "gender" and "women" are often used interchangeably. Another source of confusion was that people referred to the "gender equality strategy" or "gender mainstreaming" and then ended up focusing on women.*

  "Gender" and "women" are not interchangeable terms (just as "race" and "Asian" are not interchangeable). "Gender" refers to the ideas and expectations associated with being male or female in a given society, and the ways these shape relations between women and men and the allocation of rights, resources and opportunities. Incorporating a gender perspective is an *analytic task.* It requires an assessment of the way in which gender (among other factors) contributes to shaping a particular trend, problem or potential policy outcome. It requires the use of *gender as a category of analysis.*

  The reason that such assessments result in relatively more discussion of the constraints faced by women is because *the problem is gender inequality* (not differences as such). Gender inequalities may manifest themselves in different ways in different countries or sectors, but there are clear patterns of lesser access by women to resources, opportunities and decision-making. These inequalities are a constraint on development because they limit the ability of women to develop and exercise their full capabilities, for their own benefit and that of society as a whole. The mainstreaming strategy thus focuses on identifying and reducing gaps and inequalities between women and men.

- *Why "mainstreaming" rather than specific measures in support of women or equality? Mainstreaming was seen by several as an awkward term and it was not clear whether or how it differed from policies or initiatives focused on women.*

  The mainstreaming strategy is a response to the lessons of experience – that "mainstream" programmes have a broader effect on the conditions of life of women and on progress toward equality than any number of women-specific programmes. For example, various initiatives may be undertaken to promote understanding among parents of the value of sending daughters as well as sons to school, despite what may be perceived as greater costs of educating girls (such as the opportunity cost of their time) and the lower returns on education for girls (due to discrimination in the labour force, and perhaps the loss of those returns on marriage of the daughter). However, shifts in "mainstream" policies such as a reduction of the overall investment in the education sector that diminishes the number of school places, or

the introduction of user fees, are likely to have a much stronger impact on the costs and the likelihood of sending girls to school.

A major aim of a gender mainstreaming strategy is to lift the analysis up to the policy level. It considers the major policies that shape the conditions under which the population lives and seeks to ensure that the major levers for economic and social management are used in ways that are consistent with gender equality commitments. That is, a mainstreaming strategy seeks to ensure that general or mainstream policies have the effect of narrowing gender gaps (and at a minimum do not exacerbate them).

- *Why should gender be so prominent? Where gender issues are highlighted, shouldn't DAW or CSW take the lead? Several participants felt that they were being asked to make gender the predominant theme in their work. It was also suggested that efforts to incorporate gender perspectives into analysis and policy discussions would be more appropriately dealt with by DAW or CSW than by other UN entities such as DDPA. participants*

  A gender mainstreaming strategy *does not* require that gender equality become the predominant theme, nor does it imply that gender is the only category of analysis. Instead the strategy seeks to ensure that gender is *one* of the relevant variables along with, for example, income and class, in assessing development problems and policy options. The gender mainstreaming strategy aims to ensure that there is attention to gender equality – not because it is *the* most important consideration but because it is *an important consideration that is frequently omitted* from consideration.

  The evidence from the last two decades is that policies will generally have different impacts by gender because women and men tend to have different responsibilities, rights and resources. Even if gender equality is not explicitly considered, policies are likely to have an impact on gender relations and gender equality. Where a gender perspective is included in the analysis, these potential impacts can be identified and taken into account (among other factors) in decision-making. Given that women are half the population affected by the policies issues addressed by the UN and Member States, every UN entity must take responsibility for considering impacts on women and gender equality in the policy issues it deals with. This responsibility cannot be delegated to CSW and DAW, which have separate functions in highlighting particular aspects of inequality, but cannot serve as a separate UN for women.

- *But what if intergovernmental requests to DDPA do not request the inclusion of gender perspectives? Participants noted that intergovernmental instructions generally do not ask them to consider gender aspects, and therefore they had no scope to act.*

  Member States have called for further attention to gender equality issues in policy analyses in all sectors. The implications for the work of the UN Secretariat was considered by ECOSOC, which stated that: "Issues across all areas of activity should be defined in such a manner that gender differences can be diagnosed – that is, an assumption of gender-neutrality should not be made" (ECOSOC Agreed Conclusions 1997/2). These instructions were reinforced by the Secretary-General in his communication to Heads of Department in October 1997, which

stated that analytical reports and recommendations on policy or operational issues within each area of responsibility should take gender differences and disparities into account, and that gender analysis should be done systematically by all divisions.

These are general mandates that refer to all analytic and policy work done by the Secretariat, even when a particular intergovernmental mandate does not explicitly refer to gender equality concerns.

- ***Isn't gender equality more a micro than a macro issue? Is there sufficient proof of the importance of gender equality to economic outcomes to justify attention to the issue?***

It is true that the human dimension (and the gender dimension) of policy decisions is more obvious for policies with a direct impact on the population, such as job creation initiatives or minimum wage laws. However, policies aimed at economic growth, including policies related to trade liberalization or domestic resource mobilization, for example, also have a human dimension that must be considered when assessing policy impacts or appropriateness. The literature on the links between poverty and growth suggests that growth is necessary but not sufficient for poverty reduction – achieving pro-poor growth requires attention to existing inequality and to the distributional consequences of policies when assessing policy options. Gender is a major axis of inequality, and affects the risk of poverty and the capacity to exit from poverty.

While it is a challenge to develop methods to assess the impacts of macroeconomic policies on poverty or by gender, the growing literature suggests that economists are taking up this challenge. There is considerable evidence of the importance of gender to a number of macroeconomic relationships. At the same time, there remains considerable uncertainty about all the relationships that affect productivity and growth and policy effectiveness, which underlines the need for further research.

Comments by DDPA staff on current practice, issues, concerns etc. related to gender	Comments by facilitators about points for further consideration
Analysis of trends, issues and policy options for parliamentary documentation	
▸ Gender factors are discussed only when specifically requested or clearly relevant. For example, it has come up in the appraisals of the international development strategy; also in some of the preparatory work for the SG report to the FFD PrepCom. ▸ Various characteristics of the Division's work in this area were identified as constraints to incorporating gender perspectives – the level of aggregation of the analysis, the space constraints in concise reports, the lack of specific directions to include gender in documents that DDPA is requested to produce. ▸ Analytical/conceptual constraints were also noted by staff – it was not clear that gender issues or gender analysis were relevant to the issues they dealt with, or whether this would make a difference to policy choices. ▸ Further practical constraints included the lack of data and the need to rely on existing research.	▸ Lack of specific mandates — parliamentary documentation is prepared in response to requests from intergovernmental bodies. However, these requests are often made in very general terms, and thus the Division must interpret the mandate and decide how to approach the topic and the types of analyses to be done. This provides the opportunity to consider how to incorporate gender perspectives (which is also required by decisions of ECOSOC and the SG). ▸ Aggregation and space constraints – the Division likely undertakes a broader analysis to achieve the depth of understanding of the issues required to produce a concise report. A major objective of the gender mainstreaming strategy is that gender perspectives are included in that broader analysis and are taken into account in the conclusions drawn. One suggestion made by participants was the possibility of addressing gender issues in a working paper (to get around space constraints). This is a good means of further exploring a set of issues and disseminating the analysis. However, given that the objective of parliamentary documentation is to provide inputs to intergovernmental discussions, it is also important to reflect or at least flag the relevance of gender equality in the main documents before these bodies. ▸ Relevance of gender issues and the existence of research to draw on – there is a growing literature on gender and macroeconomics, both theoretical and empirical, that could be drawn on by the Division. ▸ Availability of data – while data may be thin, it must be demanded by users if producers are to make it available; as pointed out by one of the participants, the Division has a role in identifying what is required and requesting it.
Short – term monitoring and forecasts	
▸ In short-term forecasts, there is some difficulty in including gender perspectives as gender equality issues tend to be long-term rather than short-term. However, the prospects for including gender in macroeconomic models was considered at the 1998 fall meeting for Project LINK (3 papers presented by experts). ▸ In short-term monitoring and monthly notes, there has been consideration of gender equality in transition countries – in CEE for example, gender has been considered in relation to privatization and changes in property patterns and their effects on	▸ Gender and macroeconomic models – the 1998 discussions suggest that there has been interest among Project LINK colleagues and experts in exploring the methodological aspects and the insights generated by incorporating gender in macroeconomic models. Has this been followed up by other Project LINK members? Is there potential for follow-up by DDPA? ▸ Inputs for monthly notes – does DDPA provide guidance to those providing the input information for these monthly notes? Could this include a specific request for sex-disaggregated information?

Comments by DDPA staff on current practice, issues, concerns etc. related to gender	Comments by facilitators about points for further consideration
income distribution and inequality (while perhaps not sufficiently reflected in the outputs, it has been part of the analysis). One constraint is that the necessary information is not included in the inputs received.	

Preparation of flagship report, World Economic and Social Survey (WESS):	
‣ Examples of the inclusion of gender perspectives cited by staff included the WESS of 15 years ago (at the time of the 3rd UN conference on women) and the 2000 WESS chapters on escaping the poverty trap. ‣ There are more opportunities in Part 2, which has a different thematic focus every year, generally a theme related to the problems of the south and transition economies. The theme is determined by the Division. ‣ In drafting the text for Part 2, staff place emphasis on sending the most important message, to which gender issues may not be relevant. For example, the education chapter of the 2000 WESS focused on the need for universal education. ‣ Given that the theme changes every year, it is not possible to remain on top of the research in any particular area. The chapters are generally written by staff and are a synthesis findings of existing research. Literature search is the main mechanism to identify current research; the Division generally does not convene expert group meetings in preparation for the WESS.	‣ As the WESS is a high-profile UN document on key development themes, it is important that its analyses reflect the commitments of the UN and Member States to development goals such as gender equality. ‣ General comments about the mandates and sources are similar to those for parliamentary documentation above. ‣ There is considerable scope for a more substantive consideration of gender issues in the WESS. For example, in the discussion in the 2000 WESS on the need to increase education levels to achieve sustained economic growth there is no discussion of gender inequalities in access to education or gender biases as a barrier to achieving higher levels of literacy and education. This is a subject on which there is ample data and much research that points to the critical need to address gender factors if higher levels of literacy and education are to be achieved. The inclusion of this perspective would have provided a more accurate and informative review of the challenge of increasing education levels as a pre-requisite for sustained growth and poverty reduction.

Support to the Committee for Development Policy (CDP):	
‣ Annual meetings of the CDP address 1-2 topics set by ECOSOC, plus one that the CDP is free to choose. The April 1999 meeting addressed "the role of employment and work, particularly of women, in poverty eradication" ‣ DDPA helps to write the report, organizes a preliminary expert group (with some of the CDP and some others) to develop some substantive inputs for the CDP discussion. ‣ DDPA also advises the Bureau, and responds to concerns they raise. The Bureau has raised questions about, for example, the environment, Sub-Saharan Africa, but has never spontaneously raised gender equality issues. ‣ DDPA advises SG on nominations of experts to the CDP and has made concerted efforts to increase the representation of women.	‣ Even if DDPA's role is to "assemble" information and documents for CDP meetings, drawing on the expertise and documents of other division, there seems to be scope for further consideration work within the UN system on gender equality issues. For example, the April 2000 CDP meeting considered information technologies as one of its themes; the report included only a passing reference to gender equality in the conclusions and none in the analysis, which suggests there was little or no discussion of this by the CDP and that their deliberations had not been informed by work under way on gender equality issues related to the use of information technologies for development (by e.g. ITU, UNDP, ECOSOC high-level panel on ICTs). ‣ Has the Division considered consulting with CDP members who have experience and expertise on gender equality issues (e.g., Lourdes Beneria) on how they think gender equality issues should be addressed by CDP and how the Division could support the CDP to do this?

Comments by DDPA staff on current practice, issues, concerns etc. related to gender	Comments by facilitators about points for further consideration
Setting up panel discussions, expert group meetings, technical meetings	
- Expert group and technical meetings are generally in support of the activities above. - Gender perspectives have been included in: - Project LINK discussion on gender and macroeconomic models - expert group meeting held after the Asian economic crisis on the domestic financial sector (with the UN university) - Efforts have also been made in e.g. the meeting on the domestic financial sector to invite women as speakers.	- There is a need to distinguish between - women's participation in such events - whether analytic work for the meeting and the discussion at the meeting includes a consideration of gender issues - whether any of the participants (male or female) have expertise on gender equality issues that could inform the discussion . All three are important, but the objective of increasing women's representation is largely independent of the incorporation of a gender perspective in a discussion. .Women should have an equal opportunity with men to represent their views on all issues. There are men as well as women who have expertise on gender equality issues (and it cannot be assumed that women will necessarily have such expertise). - Other UN organizations and offices can be consulted for assistance in identifying experts (both female experts and gender equality experts). These include the gender equality units of the funds and specialized agencies (e.g., FAO, UNFPA, ITU, etc.) as well as OSAGI (Office of the Special Advisor on Gender and the Advancement of Women) and DAW (Division for the Advancement of Women).

EXAMPLE

COMPETENCE DEVELOPMENT PROGRAMME, DESC: FEEDBACK FROM WORKING GROUP SESSIONS	
Comments by DESC staff on current practice, issues, concerns etc. related to gender mainstreaming	**Comments and suggestions by facilitator about points for further consideration**
General	

‣ The issues DESC deals with could be divided into three categories:
  – Gender obviously relevant
  – gender clearly irrelevant
  – ambiguous as to gender relevance
 	
The last category is the most difficult – the challenge is to identify where or how gender is relevant, and which gender issues to pursue. Staff need analytic aids for this, also guidance about the expectations.
‣ The nature of the Division's work means that it deals with a wide-ranging and constantly-changing list of issues, thus staff are generalists rather than subject specialists. This makes it more difficult to maintain knowledge about the developments, research, expertise on gender in these areas.
	‣ There is clearly a need for judgment, as not all issues offer the same scope for positive impact on gender equality. It is important not to be too hasty in deciding that gender issues are not relevant (many exa mples could be cited in which lack of interest or information resulted in unjustified conclusions that gender equality objectives were not relevant to a particular topic such as for example, local water supply). At the same time, it is clear that decisions about fiscal policy or trade barriers will have a greater impact on the distribution of opportunities and resources between women and men than decisions about the technical standards for international airports. In order to take a sensible approach to identifying whether gender equality is relevant, attention must be given to the *human dimension* of the problem or policy issue under consideration and the *potential impact on well-being and the distribution of resources and opportunities.*
	‣ While staff are not required to be gender experts, their knowledge of the substantive work of ECOSOC and subsidiary machinery, and of intergovernmental mandates and policies, should allow them to highlight linkages between issues and be a source of ideas for others.
	‣ OSAGI (Office of the Special Advisor on Gender and the Advancement of Women) and DAW (Division for the Advancement of Women) can be consulted for assistance – but DESC should avoid the "delegation of responsibility" to these offices.

Parliamentary documentation	

‣ Current practice: the inclusion of gender issues depends on the topic; gender is addressed where it is clearly relevant.
‣ For TCPR follow-up, a management plan is developed by DESC after UNGA discussions, and it is at this stage that follow-up on gender aspects can be identified.
‣ Examples of "good practice":
  – triennial policy review of operational activities (includes a gender section)
  – consolidated reports on work of functional commissions (human rights and gender as themes for analysis)
‣ Staff need guidance on how to identify the relevant issues. They also need examples of good practices and materials that focus on the "what" and "how" of the intersection of gender and other issues. It is important to go beyond the superficial addition of references to women and gender in documents and to address the issues in a substantive way.
‣ DESC is often dependent on inputs from other UN entities, and these inputs may omit to include gender
	‣ While the inclusion of a gender section in documents is often a good start, the challenge is to incorporate gender considerations as one of the elements of the analysis throughout.
	‣ Inputs from other agencies are prepared in response to requests as stated by DESC. How DESC formulates the questions to these agencies will likely influence the extent to which they include a gender perspective in the inputs provided. Senior management has a role in encouraging staff to take more integrative approaches to the issues to be addressed – to move from compartmentalized to more holistic approaches in developing the framework for a paper and in formulating questions for other agencies.
	‣ Note that most (if not all) UN entities providing inputs to documents have gender equality units and gender equality strategies for their policy, research and technical cooperation activities. Thus the agencies that DESC works with should have some experience and resources to draw on to respond to requests to take account of gender issues (e.g., FAO on gender issues in agriculture and forestry; WHO on gender equality issues in health; ITU

issues in the analysis, information, recommendations, etc. ▸ Staff want greater clarity on what is expected, on what standard they are to meet (perhaps a "yardstick" on gender mainstreaming – how to tell when it is done).	on ICTs, etc.).

Panel discussions, expert group meetings, technical meetings	

▸ Current practice: inclusion of the gender aspect depends on the issue.
▸ Examples of recent "good practice":
  – ICT expert group (April 2000) had a good representation of women and the outcomes reflected discussion of gender issues
  – Panel with Rome-based agencies on food security.
▸ Women experts, and experts on the gender equality aspects of issues addressed by panels and meetings, seem to be a short supply (or perhaps DESC lacks of knowledge/contacts to identify existing experts).
	▸ There is a need to distinguish between
	  – women's participation in such events
	  – whether analytic work at the meetings and the discussion at the meetings includes a consideration of gender issues
	  – whether any of the participants or experts have experience or expertise on gender equality issues that could inform the discussion (these could be either male or female).
	
	All three are important, but the objective of increasing women's representation is largely independent of the incorporation of a gender perspective in a discussion. Women should have an equal opportunity with men to represent their views. There are men as well as women who have expertise on gender equality issues (and it cannot be assumed that women will necessarily have such expertise).
	▸ Other UN organizations and offices can be consulted for assistance in identifying experts (both female experts and gender equality experts). These include the gender equality units of the funds and specialized agencies (e.g., FAO, UNFPA, ITU, etc.) as well as OSAGI (Office of the Special Advisor on Gender and the Advancement of Women) and DAW (Division for the Advancement of Women).

Cooperation/liaison on UN system-wide initiatives	

▸ Current practice: generally attention to gender equality issues depends on the nature of the issue being addressed. Generally DAW is consulted as staff of DESC are not experts on gender issues.
▸ Examples of recent "good practice":
  – Promoting girls' education;
  – follow-up on TCPR recommendations on e.g. thematic groups on gender at the country level.
▸ Generally DESC is not the driving force, but acts as the focal point for the UN to bring issues addressed by various bodies to ECOSOC. Attention to gender equality concerns depends on the nature of the issue being addressed.
	▸ Even when others have lead responsibility, DESC most likely can influence their approach/input by suggesting (on the basis of ECOSOC's work) areas that might require particular attention. DESC's knowledge of ECOSOC's work and output over the cours e of years gives DESC an opportunity to flag existing intergovernmental mandates and policies. Attention can be drawn to specific resolutions, agreed conclusions, etc, where the Council called for gender mainstreaming in general, or to relevant references on gender mainstreaming in sectoral resolutions, or agreed conclusions. When other entities organize, for example, a panel, DESC could informally encourage the organizing entity to seek the input of their gender units.

SECTION 5

EXAMPLES OF WORKSHOP AGENDAS

EXAMPLE

Competence Development on Gender Mainstreaming
Division for ECOSOC Support and Coordination (DESC)
31 May, 9:30-5:30, DC-1, 12th Floor Conference Room

Workshop programme

1.   Introduction and agenda.
Brief review of objectives and agenda, group introduction.

2.   "Integrating a gender perspective" – recap of explanations
Exercise and discussion.

3.   Practical applications
Discussion in groups, with each group given a scenario or issue related to an aspect of DESC's work and specific discussion questions.

4.   Discussion of issues and conclusions from group work
Discussion in plenary of the conclusions reached by each working group, followed by general discussion of insights gained.

Lunch: 1:00 p.m.-2:00 p.m.

5.   Expectations in relation to gender mainstreaming
Follow-up to the morning's discussion to consider what is expected of staff and of the Division in incorporating gender perspectives into the Division's work.

6.   Identification of next steps for DESC
Discussion in small groups of next steps to be taken by DESC to incorporate a gender perspective in its main areas of work, using the attached feedback from the working group sessions as a starting point for discussion.

7.   Consolidation of next steps proposed
Review by full Division of proposals made in small-group discussions..

8.   Wrap-up/Close

Attachment:
Feedback chart from discussions in working group sessions, 14 February, for use in workshop sessions 6 and 7.

Competence Development on Gender Mainstreaming
Centre for International Crime Prevention (CICP)
19 February, 9:00 a.m. - 5:30 p.m., Room C0343

Workshop objectives

By the end of this workshop participants should:

- Have a better understanding of why a gender perspective is relevant to an area of the Division's work which staff noted during the working group sessions as an area in which gender issues are difficult to identify.

- Have examined how gender can be mainstreamed into one of the routine procedures of Divisional work

- Be aware of useful resources to follow up

- Have identified a number of specific steps the Division will take to further incorporate gender perspectives into their work.

Workshop agenda

1. Introduction. Review of workshop agenda and objectives and introduction of participants

2. Group work: Analysis of literature extracts on gender and racial profiling.

3. Presentation of group work, feedback and discussion of issues raised

4. Introduction to gender related questions for the logical framework.

5. Group work. Integrating gender into CICP procedures. Engendering a CICP logframe

6. Feedback from group work and discussion of issues raised

Lunch – 12:30 p.m.– 2:00 p.m.

7. Introduction to the 'Web of institutionalization' – a practical tool for planning strategies to mainstream gender.

8. Group work. Using the 'Web' to identify problems and potentials in mainstreaming gender in your work

9. Group work. Using the 'Web' to plan a strategic route to move forward gender mainstreaming in your work.

10. Consolidation of next steps proposed. A presentation and plenary review of next steps proposed by small groups.

11. Wrap up and close

SECTION 6

EXAMPLES OF WORKSHOP EXERCISES

EXAMPLE

Exercise used with macroeconomists in the Division for Development Policy Analysis (DDPA) in DESA, after two earlier working groups with exercises designed to stimulate discussion on linkages between gender inequality in education and economic growth. The intent of this exercise was to broaden the discussion beyond education to other linkages, and to shift attention to identifying how the participants could keep informed.

Discussion Groups, Session 4: Gender and macro-economic analysis

The attached note[3] suggests that gender inequality has efficiency consequences for:

- agricultural productivity

- education

- the labour market

- future economic growth

- agricultural supply responses

1. To what degree do any, or all of these, suggest that gender inequality may contribute to a poverty trap? How convincing are the gains claimed for integrating these gender equality concerns (p.13) into macroeconomic policy? Why?

2. What do you see as the issues or relationships that are most important for the analyses and policy issues you are working on? How can the Division keep informed about theoretical developments and empirical work in these areas?

Use the flip chart to record points of agreement and debate that you will bring back to the larger group.

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[3] Attached note was an extract from a document citing research on the link between gender equality and economic efficiency, from Diane Elson, "Integrating gender issues into national budgetary policies and procedures within the context of economic reform: some policy options," in *Background papers, Gender Budget Initiative*, London, Commonwealth Secretariat, 1999 (pp.12-15). See: http://www.thecommonwealth.org/gender/htm/publications/gms_pdf/Brochure1.pdf

EXAMPLE

Exercise used with the Division for Operations and Analysis (DOA) in UNOV as the first discussion session in a workshop.

DOA Workshop
Group work 1: Gender impacts of drug law enforcement regimes in the USA

1. Read the attached article.

   Make notes to indicate, where relevant, any information which does not appear in the article that you would need to fully understand the implications of the legal policies and law enforcement regimes on gender equality

2. In groups, discuss the following questions.

   • Why does the article suggest that an apparently 'gender neutral' set of laws/law enforcement policies has had a disproportionate impact on women's sentencing for drug offences? Are you convinced by these arguments? (What additional information would you need to know to be sure?)

   • Are the trends outlined necessarily a problem in terms of impacts on gender equality, or do they simply represent increased efficiency of a law enforcement regimes? (What missing information would you need to know for sure?)

   • What are the implications of national trends such as these for DOA demand reduction and law enforcement programmes? Which specific DOA activities could be used to influence national trends such as these?

3. In your groups, use flip charts to write up a brief presentation the issues raised in your discussion, including a summary of the 'missing information' that you need.

4. Plenary discussion of groups' findings.

Drug law enforcement and gender[4]

Since 1980 the number of women in prison in the USA has increased at nearly double the rate for men. Nationally, there are now nearly seven times as many women in state and federal prisons as in 1980, an increase from 12,300 in 1980 to 82,800 by 1997, or a rise of 573%. This compares to an increase of 294% in the male prison population during this period.

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[4] Adapted from: Mauer, M.; Potler, C.; Wolf, R. "Gender and justice: Women, drugs and sentencing policy" The Sentencing Project, November 1999.
Available at: http://www.lindesmith.org/library/subject.html

The dramatic rise in the women's prison population in the USA has called attention to the consequences of imprisoning ever-larger numbers of women. The social impact of higher rates of women's imprisonment is different from men in several regards. The most significant of these relates to women's roles as mothers and caregivers. While many incarcerated women previously had parenting difficulties due to their involvement in drugs or crime, imprisonment often exacerbates problems with their children. Other consequences of incarceration also affect women more than men. Programming is often inadequate or inappropriate, leaving women ill prepared to re-enter the community with enhanced work or life skills. Recent policy changes further raise the prospect of the denial of welfare and education benefits that can result as a consequence of a felony conviction.

Factors leading to increases in the number of women's prison sentences

A key factor in the rise of the women's prison population in recent years has been the impact of the "war on drugs." The set of law enforcement and sentencing policies and practices that have been enshrined under this approach have had a disproportionate
impact on women. This has been due to a variety of factors relating both to the circumstances in which women use and abuse drugs, and the impact, whether intended or not, of criminal justice policies.

Drug offences accounted for half (49%) of the rise in the number of women incarcerated in state prisons from 1986 to 1996, compared to one-third (32%) of the increase for men. The number of women incarcerated in state prisons for a drug offence rose by 888% from 1986 to 1996, in contrast of a rise of 129% for non-drug offences (see table 1 below). Furthermore, the increase in prison sentences for women's drug offences far outpaced the increase in drug convictions. For example, in New York State and Minnesota, in contrast to a rise in women's drug convictions of 256% and 177% in each state respectively, the increase in women's prison sentences for drug offences was considerably higher (487% in New York and 400% in Minnesota).

Table 1: Increase in state prison populations by sex and offence 1986-1995

	% Increase	Offence % of total increase
Men		
Offence		
Drugs	522%	32%
Total non- drugs	96%	68%
Violent	102%	43%
Property	67%	16%
Public order	212%	8%
Women		
Offence		
Drugs	888%	49%
Total non drugs	129%	51%
Violent	116%	22%
Property	116%	22%
Public order	340%	8%

The national increase in the number of women in prison results from a confluence of circumstances that emerged in the 1980s. The introduction of crack cocaine in urban areas in the

mid-1980s resulted in a cheap source of addiction, new drug markets, and associated violence. For low-income women in particular, this coincided with limited or declining economic opportunities. Women who became addicted to crack or other drugs often became involved in prostitution, leading to increased risk of HIV infection and increased exposure to violence and abuse. For those women who sought help for their addictions, treatment programs were all too often in short supply. A 1990 study, for example, found that while women constituted 33% of the addicted population, only 20.6% of treatment resources were used for women.

Drug law enforcement in three US states

Rather than addressing the sources of the problems outlined above, the policy response in many respects exacerbated an already developing crisis. Throughout the 1980s legislators at the state and federal level passed a series of harsh mandatory sentencing laws as part of a sustained effort initiated under the rubric of the "war on drugs." The 1986 and 1988 laws passed by Congress in relation to crack cocaine provided for punishment of a mandatory five-year term for possession or sale of as little as five grams of the drug.

However, the national policy and crime trends outlined above should be seen in the context of variations among individual US states in crime data and policy responses to crime. For example the proportional increase of women's prison sentences deriving from drug offences from 1986 – 1995 varied widely in New York (91%), California (55%) and Minnesota (26%). Some examination of sentencing policy around drugs in these three states may shed some light on this.

In New York, the "Rockefeller Drug Laws," enacted in 1973, have long been regarded as among the nation's harshest. They eliminate most judicial discretion in sentencing by requiring lengthy mandatory minimum sentences for many first-time offenders, and are augmented by other provisions that call for enhanced mandatory minimum sentences for second and persistent offenders. For example, sale of two ounces or possession of four ounces of a narcotic drug are felonies subject to a mandatory minimum sentence of fifteen years. This penalty applies regardless of an offender's role in the drug trade or any other extenuating circumstances.

Under California's determinate sentencing format, adopted in 1976, judges have limited discretion. The legislature has set three fixed-term sentence-length options for each offence. The presumptive sentence is the mid-length term, but judges may impose either the higher or lower option upon finding aggravating or mitigating circumstances. In 1994, California adopted a "three strikes and you're out" law which is the broadest and harshest such policy in the nation. Under its provisions, conviction on any felony following two prior serious felony convictions can result in a sentence of 25 years to life. The law also requires that conviction of a second felony results in a doubling of the prison term. The U.S. Supreme Court recently declined to review a California three strikes case of an offender serving 25 years to life for the theft of a $20 bottle of vitamins from a grocery store. Although most of the data analysed in this report reflect cases brought prior to the adoption of the three strikes law, the law is now having a substantial impact on sentencing patterns and inmate populations.

In 1980, Minnesota established a sentencing guidelines system under which sentences are determined through a sentencing "grid" based upon the severity of the offence and the offender's

prior record. Designed to enable the state to control the growth of the prison system, the guidelines system restricts judicial discretion but does not eliminate it. Judges may depart from the presumptive sentence for an offender if they can document the aggravating or mitigating factors giving rise to the departure.

In general, an examination of drug law enforcement in these three states highlight various trends.

- Rising Incarceration of Women Offenders. The rate of arrest and imposition of prison terms for women in New York, California, and Minnesota has increased at a significantly faster rate than for men during the period 1986-95, as seen in table 2 below.

Table 2: Increase in total arrests and prison sentences 1986-1995

	Arrests			Prison Sentences		
	1986	1995	Increase	1986	1995	Increase
New York						
Women	21302	27948	31%	716	1830	156%
Men	151362	170777	13%	14136	20864	48%
California						
Women	66682	93350	40%	2409	5992	149%
Men	403300	457614	14%	28856	59947	108%
Minnesota						
Women	21056	33675	60%	66	158	139%
Men	94133	129162	37%	1132	1978	75%

- **Disproportionate Impact of Drug Offences**. Women sentenced to prison in New York and California in 1995 were considerably more likely than men to have been convicted of a drug offence, a phenomenon not found in Minnesota. Furthermore, as noted above, in New York, virtually the entire increase in the women's prison population over the ten-year period was driven by drug arrests and prosecutions. Virtually all (91%) of the women incarcerated for these offences were black or Hispanic. The increases in women's drug offences in California and Minnesota are substantial as well, but not nearly as overwhelming as in New York.

- **Increasingly Harsher Punishments for Women**. While arrests and convictions of women for drug offences increased considerably in each of these states, the increase in prison sentences far outpaces these trends. In New York, the rate of increase for prison sentences was nearly double that of the convictions increase, in California the differential was ten times, and in Minnesota, one and a half times (though, again, with modest numbers). These changes may reflect a greater punitive climate in regard to law enforcement or criminal justice policy as well as limited treatment options that result in re-offending.

Impact of Mandatory Sentences

When women in New York are sentenced to prison for drug offences under mandatory sentencing laws, judges are not permitted to consider the range of facts that would ordinarily be considered relevant at sentencing - role in the offence, culpability, impact of a prison term on a woman's children, etc. Despite strict mandatory sentencing laws in New York, the majority of women's drug convictions in fact do not lead to a prison term. This finding illustrates the complexity of these laws but does not diminish their significance in the system. Women not

sentenced to prison on a drug conviction generally avoid this through plea agreements with prosecutors to charges that do not carry mandatory terms. Prosecutors may use their discretion to avoid mandatory sentences for a variety of reasons - the need to move cases through the system, the evidence in the case may be weak, or because imprisonment is not necessary in a particular case.

The problem with this from a public policy perspective is that individual prosecutors, rather than judges, are essentially empowered to decide what is in the best interest of justice in a particular case. While many prosecutors no doubt take this responsibility seriously, they exercise this discretion behind closed doors where it is essentially immune from public review. If prosecutors elect to charge an offender with an offence carrying a mandatory penalty, a conviction then renders a judge essentially powerless to alter the presumptive sentence in any way.

Although drug offences have played an increasing role in the arrest and incarceration of women in Minnesota, the scale of the change in imprisonment is considerably less than in New York State and California. As of 1995, 19% of the women sentenced to prison in Minnesota had been convicted of a drug offence, as compared to 67% in New York. While patterns of drug use and sales may affect state variations in this regard, it is also clear that the relative increase of prison sentences in proportion to arrests in Minnesota is less than in the other states. While the state has increasingly adopted mandatory sentencing policies in recent years, its sentencing guidelines system that attempts to both control the growth of the prison population and prioritize the use of prison space for violent offenders is likely to have been a factor in this moderating influence.

EXAMPLE

Exercise used in workshop with the Division for ECOSOC Support and Coordination (DESC) in DESA. The exercise was early in the workshop, after an initial discussion about what was meant by "gender mainstreaming," and was intended to allow some time to consider with colleagues how to approach the issue. There were two different tasks, with two groups working on one and two on the other, in order to bring a range of points back to the plenary for discussion.

TASK #2
The newly-established ICT Task Force has asked DESC for an informal briefing to assist Task Force members to think further about how gender equality issues are relevant to the concerns of the Task Force. You are preparing this briefing and have brought together a group of your colleagues to assist you in planning how to proceed. You begin by considering the following paragraphs for the SG's report on the ICT Task Force:

> "10. The Group of High-level Advisers on ICT identified a number of key elements of the role that the Task Force should play in harnessing ICT for development. These are summarized below.
> 11. New information and communication technologies are creating a New Economy and a new global information society. The challenge before us is to enable the currently excluded 4 billion of the world's population to participate in and benefit from the information revolution. ICT is not an end in itself but a means to an end. The Task Force should aim to harness ICT to bridge the social and economic gaps that divide the world — not as a substitute for broad development efforts, but to complement them as a leveraging factor that can empower the poor with the knowledge and skills they need in order to grow out of poverty. The Task Force should serve as a strategic instrument for developing bold, new and innovative approaches and for thinking "outside the box" to devise technological solutions that can help poor countries and people to leapfrog traditional technologies and stages of development. It should seek, embrace and encourage best practice and programmes. It should help bridge the "generation gap" by using children, boys and girls alike, as a "leading edge" and an accelerator for development. It should help develop balanced approaches that can address issues of promoting access, development of skills, and of local content, and the desire and capacity to use ICT for development."[5]

With your colleagues you decide to use the meeting to brainstorm about:

1. how and why gender equality issues are relevant (are there ways in which gender difference/inequality is related to seizing the development potential of ICTs?)

2. what you could do to further inform yourself to prepare for the briefing (what resources, contacts, etc. could you draw on?)

Use the flip chart to record the points you will make in reporting back to the whole group on the discussion questions.

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[5] From E/2001/7 Information and Communication Technologies Task Force, Report of the Secretary General

EXAMPLE

Discussion group exercise used in session with the Intergovernmental Policy Branch of the Division for Social Policy and Development (DSPD) of DESA, and intended to stimulate discussion of the types of issues to be addressed and what staff could be doing to address them.

Each group is to do ONE of the following tasks.

Use the flip chart to record the points you will make in reporting back to the whole group on the discussion questions.

Task #1

You are a divisional working group that has assigned to prepare for an upcoming expert group meeting on social policies in countries with economies in transition. It has been suggested that this expert group meeting focus on social insurance policies, and on the issues and choices facing those countries in transition that have sufficiently stabilized to move toward insurance-based social protection. Your working group is brainstorming about key issues to be addressed by the working group and the related question of identifying experts who would contribute to the discussion.

The Director has specifically requested you to ensure that a gender perspective is incorporated into the deliberations and recommendations of the expert group. Today you are having a brainstorming session in order to:

1. Identify gender equality issues in social protection – why is gender equality an issue? what impact does gender have on the types of risk faced by women and men? how is this relevant to the structure of a social insurance system?

2. What steps should be taken to ensure that these issues are addressed by the expert group meeting?

Task #2

Under the priority theme for the CAD meeting in 2002 – "integration of social and economic policy" – one of the sub-themes is "expenditures in the social sector as a productive factor."

You have been asked by the Director for a short briefing note on how gender equality issues will be addressed under this item. You have brought together a group of your colleagues to brainstorm about several questions to assist you in preparing the note:

1. How would gender equality issues be relevant to this theme? Are there areas of social sector expenditures that have different implications for women and men? How/why?

2. Is the Division aware of any innovative work on gender issues in this area? What sources could it tap for inputs and advice? What further steps should be taken?

EXAMPLE

Exercise used in workshop with Division for Operations and Analysis (DOA) in UNOV, as the second discussion session in the workshop.

**Terms of reference for external evaluators
including gender specific questions**

Guidelines are provided to assist the offices concerned in the preparation of terms of reference for project evaluations3. Below is a summary of these guidelines.

In your headquarters backstopping project role, you have responsibility for elaborating the terms of reference for project evaluations.[6]

1. Discuss and include gender relevant questions to the criteria in the un-shaded sections of the guidelines.

2. What steps can you take to ensure that these questions are addressed by the project evaluator(s). Record points of agreement and debate that you will bring back to the larger group

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[6] These guidelines are available at: https://www.undcp.org:444/field/prog/eval/terms_ref.htm

Recommended outline/format for an evaluation TOR[7]	Ideas for inclusion in guidelines to help to ensure that evaluation is gender sensitive (for those drafting TORs)
BACKGROUND 1. Project concept/design (in detail below) 2. Aim of project (in detail below) 3. Main events in project history and current status (in detail below) 4. Why evaluation now?	
EVALUATION PURPOSE (core of the TOR)	
Project concept and design 1.Crime prevention problem addressed 2. Strategy to address problem 3. Appropriateness of objectives 4. Attainability of objectives 5. Outputs/activities/inputs 6. Baseline studies 7. Achievement indicators	
Implementation 1. Quality and timeliness of inputs 2. Effectiveness of activities carried out 3. Quality and timeless of monitoring/backstopping	
Project outputs, outcomes and impact 1. Achievement of immediate objective(s) 2. Contribution to attaining crime prevention objective 3. Significant unexpected +/- effects	
Recommendations 1. Concrete actions to improve/rectify outcomes	
Lessons learned 1. Lessons learned that are valid beyond the project itself	

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[7] These guidelines are available at: https://www.undcp.org:444/field/prog/eval/terms_ref.htm

DOCUMENTATION	
Project summary Project document and substantial revisions Summary records of review meetings Project performance evaluation reports Main technical reports Evaluation reports Relevant mission reports	
EVALUATION METHODOLOGY	
Study of documents Interviews with key persons	
RESPONSIBILITY FOR EVALUATION	
Expertise required for evaluation team	
BRIEFINGS, CONSULTATION AND ADMINISTRATIVE SUPPORT	
Identify official responsible for briefing evaluator(s) Framework for liaison visits Administrative support	

EXAMPLE

Exercise prepared for a workshop with the External Relations Unit (ERU) and the Fund Raising Unit (FRU) of UNOV.

Reviewing consultant's work
Gender mainstreaming in information services, and external relations

Task

You form a divisional working group which has been assigned to review the work of a consultant who has written a report with some suggestions for raising the profile of gender issues in external relations and fundraising work on behalf of the UNDCP.

The outsider consultant is not totally familiar with the work of your Division, so modifications are required for his/her suggestions.

The Director has specifically asked you to eliminate the suggestions/actions that could not feasibly be undertaken, and to concentrate on those that could, and based on the suggestions to develop some concrete steps that would ensure that a gender perspective is incorporated into the work of ERU/FRU.

You are holding a meeting to brainstorm on the report below and to finalize it. Use a table similar to the one below to summarize your thoughts. For each suggestion, list:

- the constraints that would make this suggestion difficult to carry out; and/or

- the potentials (e.g. link-ins with existing activities, clear benefits) which would make this suggestion desirable/or realistic to carry out.

Suggestions	Potentials	Constraints
Sources of information **Suggestion:** **1.** **2.** **3.**		
Communicating news about UNDCP to different target audiences. **Suggestion:** **1.** **2.** **3.** **3.** **4. etc.. 10**		

Extracts from Consultants report

The main questions are:

- How to focus public and donor attention on gender issues in UNDCP activities

- How to promote a more positive image of women and promote a favourable environment for the allocation of resources to 'gender' related programmes, particularly those pertaining to UNDCP.

Objectives:

- to educate a much broader audience about gender aspects of development and UNDCP's work on gender related issues.

- to sensitize UNDCP donors to the importance of gender sensitive approaches for drug control and crime prevention programmes.

- to gain support/resources for UNDCP activities

Outputs:

- Knowledge of problems and achievements of gender issues in UNDCP's work and in developing countries are improved.

- More funding is allocated by specific donors to gender focused programmes

Sources of information

The main sources of information should be good practice on gender from within UNDCP and project evaluations that demonstrate that by taking into account beneficiaries as individuals (both women and men) who have different roles, needs and interests in the design and implementation of technical cooperation, there will be more guarantee of the relevance, feasibility and ultimately sustainability of projects.

It is important to acknowledge that the extent to which gender concerns have been mainstreamed in UNDCP's work depends largely on the technical unit with which ERU/FRU is collaborating. A major issue is how to provide easy access to documents and materials on gender issues in UNDCP, when such materials are dispersed and isolated within each technical Division. In addition, it is difficult to demonstrate that projects incorporated a gender analysis, when project evaluations do not explicitly evaluate gender aspects.

Suggestion:

1. Create a focal point for the collection of such resources and materials from each Division, convert them into electronic format in order to maximize the possibility of their dissemination.

2. Appoint someone to act as a catalyst for achieving synergy among all UNDCP Divisions in information sharing

3. Use special occasions within UNDCP to publicize gender related information products/reports and raise awareness of their availability

4. Try to ensure that evaluation on gender aspects of projects is included in terms of reference for proposed evaluators and included in UNDCP format and guidelines for project evaluation, and subsequently included in future evaluation reports.

Communicating news about UNDCP to different target audiences.

Suggestions:

1. Prepare an information pack on gender, crime and drugs that can be used for donors, and the wider public

2. Collect/collage fact sheets on gender in specific areas

3. Prepare and issue press releases carrying news of immediate impact targeted at news agencies and daily newspapers and prepare news features and stories of wider interest and length for publication in periodicals and special sections of daily press

4. Brief journalists (at seminars and briefings) on the gender issues in UNDCP activities.

5. Build up a video archive on gender issues consisting of previously shot material from UNDCP programmes and other video footage gathered during field missions

6. Emphasize in all information products the crucial role that both men *and* women play in drug crop production, trafficking, drug abuse, science, etc and their overall role in economic and social progress of development countries

7. Prepare visual presentation set on gender issues with sets of graphics, photographs as slides, overheads etc.. that UNDCP staff can use when making presentations to donors and other key audiences about work that UNDCP is doing on gender mainstreaming

8. Ensure that all promotional posters, standard display panels, speakers kits, web sites include 'gender' related messages where relevant

9. Highlight in any training activities issues around the fact that women are also experts and scientists, female farmers, policymakers and they should also be routinely included in interviews, photographs, audio and videotaping, and consequently became more visible.

10. In donor meetings, use arguments from the DAC/OECD 1995 high level meeting where gender equality was endorsed as a vital goal for development and development assistance efforts, and arguments in the 'gender dimension of development cooperation' studies by

UNIFEM for the forthcoming 'International Conference on Financing for Development' – http://www.unifem.undp.org/ffd/ffd_brpaper2.html

Note:
Programmes and publications focusing on gender issues or targeting female audiences are most easily placed when there is a news 'peg'. Ask UNDCP divisions to also provide innovative 'news pegs'. While the mainstream news media may not always pick up features and releases on women, other outlets will be extremely interested in such issues.

EXAMPLE

Exercise prepared for a workshop with the External Relations Unit (ERU) and the Fund Raising Unit (FRU) of UNOV.

Case studies:
Gender Mainstreaming in UN Public Information Divisions
FAO, Rome and DPI, New York

Read the attached report from the UN Dept. of Public Information New York and the extract from the FAO Information Division (GI), from the FAO Plan for gender mainstreaming. These reports will be used as the basis for discussions about approaches, possibilities and constraints for gender mainstreaming.

Reviewing what other UN information divisions are doing

In groups, discuss what DPI *has done* to incorporating gender perspectives in the period 1998 to 2000 and what FAO *is planning* to do between 2002 and 2007

List the DPI's or FAO's activities which you consider to be important steps towards gender mainstreaming, explaining why? Discuss if any ideas may be feasible for ERU.

Gender mainstreaming activities	Feasible for ERU
FAO **1.** **2.** **3. etc..**	
DPI **1.** **2.** **3. etc..**	

ABSTRACT

What the Information Division (GI) of FAO
has planned to do in terms of gender mainstreaming
Part of the FAO Gender and Development Plan of Action (2002-2007)[8]

In its information and communication work, the Information Division of the General Affairs and Information Department in FAO will pay special attention to gender representation and gender issues in producing high-quality information products, and in communicating news about FAO to its target audiences. To this end, the Division will develop a series of tools: a gender sensitivity checklist for public information materials and Web pages; gender sensitivity guidelines for photographers, photo editors, and video cameramen/women, as well as for audio production; guidelines on gender in language - notably the use of pronouns - and gender sensitivity guidelines for photo selection/editing to be incorporated into FAO's publishing guidelines.

Furthermore, the Division will arrange an in-service training opportunity for information officers, in cooperation with the gender unit (SDW), on mainstreaming gender issues in FAO's corporate communication work. As part of this initiative, SDW or experts identified by the gender unit will critique the public information output of FAO from a gender perspective. Depending on demand, the training may be extended to colleagues elsewhere in the Information Department, or to information officers working with the various technical units.

With the aim to strengthen FAO's information resources, the Library and Documentation Division (GIL, part of the General Affairs and Information Department) will develop the WAICENT Resource Finder - a system that will serve as a global search engine for organizing and linking information pertinent to FAO's work on food security and sustainable agricultural development - that will include links to gender-sensitive information and data in agriculture and will allow gender-specific searches.

In order to achieve faster, more efficient searching among FAO documents containing gender-sensitive information and improved services to users worldwide, the Library and Documentation Division will provide more sophisticated and user-friendly query interfaces that will include a gender category to enable searches and retrievals through thematic subject categories. To facilitate indexing and cataloguing of agricultural information material, techniques of categorizing will be developed that will take into account gender-related issues; these will be incorporated in documentation tools conducive to greater awareness of gender themes in the research/education/capacity building areas.

With the aim to build the Organization's capacity to document its information products more efficiently, the Division will equip catalogues, encompassing FAO information materials with cross-referencing tools, that will include gender keywords to enable searches and retrievals through thematic subject categories. In order to increase efficiency in the use of information and expertise for building national capacity, the Library and Documentation Division will take into account gender issues in the development of methodologies for assessing information needs of systems and users; in the development of training materials for distance learning and software tools for applying FAO information management methodologies to national information and research systems.

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[8] Source: http://www.fao.org/DOCREP/MEETING/003/Y1521E.HTM. 92.

Case study: Progress made in gender mainstreaming by the UN Department of Public Information, New York, 1998-2000

ASSESSING PROGRESS IN GENDER MAINSTREAMING, 1998-2000

A. INSTITUTIONAL MANDATE FOR GENDER MAINSTREAMING

DPI designated a Departmental Focal Point for Women, and three Gender Focal Points.

DPI publicized and disseminated the conclusions of United Nations expert group meetings and workshops on gender issues

DPI publicized the launch of UN publications on gender issues, such as the 1999 World Survey on the Role of Women in Development

The Department's homepage on the Internet was linked to both the DAW homepage and the WomenWatch website, as well as to other UN websites which contain information on gender issues.

The DPI website for "The UN Works" campaign contained a section on women

B. INCORPORATING GENDER PERSPECTIVES IN SUBSTANTIVE WORK

The Department generated media coverage of women's issues and events, at Headquarters and in the field, from its press coverage and promotion of intergovernmental bodies, including the Commission on the Status of Women and the Committee on the Elimination of Discrimination against Women. The UN News Service focused on women's issues regularly in its coverage of the work of relevant UN bodies and various other events and activities devoted to the promotion of women's rights.

DPI issued and disseminated publications and organized events on women and gender issues. It carried out a media strategy for the General Assembly special session "Women 2000". The issue of advancement of women was routinely addressed as a regular output of DPI's Video Section. The UN Radio programme "Women" was instrumental in getting women's issues on the air all over the world. Cross-cutting issues relevant to women were given high priority in both coverage and in-depth production of UN radio programmes in multiple languages. The Department ensured the inclusion of women's issues in special events organized at Headquarters and in the field.

In addition to its work on the thematic area of women, DPI mainstreamed the issue of the advancement of women into its many other thematic programmes and activities, such as ageing, disabled persons, the economy, crime prevention and criminal justice, drugs, human rights, poverty eradication, peacekeeping, environment, sustainable development, youth and indigenous people.

DPI's network of Information Centres and Services continued to mainstream women's issues in events, briefings and panel discussions related to special observances.

DPI collaborated with governmental agencies in the promotion of special events on women's issues organized at Headquarters, for example with the U.S. Department of Justice, in publicizing the Meeting of Women Justice Ministers in New York in 1999.

The Department covered meetings of intergovernmental bodies when country reports on gender mainstreaming were being discussed.

A poster produced for DPI's promotional campaign "The UN Works" highlighted the subject of women's

illiteracy and UN efforts to combat it.

DPI's network of field offices: UN Information Centres (UNICs) , Information Services (UNISs) and UN Offices (UNOs) mainstreamed the issue of the advancement of women through the whole UN system represented at the local level. Activities included the provision of up-to-date information materials on UN efforts for the advancement of women to all segments of society, including local media, NGOs, academics and government institutions.

C. MONITORING AND EVALUATION OF PROGRESS TOWARDS GENDER MAINSTREAMING

DPI issued press releases, organized press briefings and produced and disseminated background articles on the results of UN studies and surveys as well as surveys by other intergovernmental bodies.

D. COLLABORATION AND EXCHANGE OF IDEAS

DPI collaborated extensively with the Division for the Advancement of Women.

DPI participated actively in several inter-agency mechanisms: the Inter-Agency Committee on Women and Gender Equality; the Inter-Agency Task Force on the GA special session "Women 2000"; the JUNIC Working Group on the Information Campaign Leading to the GA Special Session; and a member of the Inter-Agency Working Group to organize special events to mark International Women's Day.

DPI collaborated with UNIFEM on the launch of the publication *Women at the Peace Table: Making a Difference.*

DPI collaborated with the Inter-Parliamentary Union to promote the launch of the publication *Politics: Women's Insight*, and to publicize and disseminate a world map *Women in Politics 2000.*

DPI collaborated with DAW and the OECD DAC Working Party on Gender Equality in publicizing and disseminating the conclusions of a Workshop on a Rights-Based Approach to Women's Empowerment and Advancement; and with DAW and WHO to promote the Expert Group Meeting on Women and Health - Mainstreaming the Gender Perspective into the Health Sector.

DPI collaborated with educational institutions, such as the Council of Women World Leaders, Harvard University, John F. Kennedy School of Government, to promote the Meeting of Women Ministers of Justice held at Headquarters.

All activities at Headquarters to promote UN efforts for the advancement of women were also carried out at the field level by UN information centres, services and offices, which continued to work with civil society in generating local debates on the advancement of women, through seminars, lectures, special events, newsletters and Internet websites.

DPI's NGO Section continued to incorporate the theme of the advancement of women in all of its work, including the annual DPI/NGO Conference and the weekly DPI/NGO briefings held at Headquarters, as well as in its website.

DPI attempted to maintain gender parity of participants and speakers at its annual broadcasters and journalists programme, and the DPI/NGO conference and other special events.

SECTION 7

SAMPLE EVALUATION FORM

Learning Service, SSD, Office of Human Resources Management
Participant Evaluation Form
Competence Development Programme on Gender Mainstreaming for DESA

Division : _____

Date & time: _____

Facilitators : _____

We value your feedback and will use it to improve and to evaluate the programme. Please write comments in the spaces provided in addition to marking your ratings in the boxes. Thank you.

1. Participation

Circle "YES" in the box for the activities you participated in.	
1. Introductory meeting with all division staff (26 June)	YES
2. Consultation sessions with facilitator (27 June)	YES
3. One-day workshop for the division (12 July)	YES

2. Based on your participation in the programme, please rank the following statements:

A. Contribution to building competence on gender mainstreaming:	5= YES	4=	3=	2=	1= NO
a) I gained knowledge and/or insights that I can apply to my daily work.	5	4	3	2	1
b) I have a better understanding of what is meant by gender mainstreaming.	5	4	3	2	1
c) I have a better understanding of the way in which gender equality issues are relevant to subjects that the Division addresses.	5	4	3	2	1
d) I gained some practical ideas about how to apply gender perspectives in my work.	5	4	3	2	1
e) My colleagues and I have a better common understanding about areas for follow-up.	5	4	3	2	1
B. Programme planning and structure:	5= YES	4=	3=	2=	1= NO
a) The programme addressed issues relevant to the	5	4	3	2	1

Division' work.					
b) The time in initial working groups (June 27) was well spent.	5	4	3	2	1
c) Useful materials were prepared for the discussions and exercises at the workshop (on May 31).	5	4	3	2	1
d) The facilitators were well-prepared and knowledgeable.	5	4	3	2	1

3. What aspect of the programme did you find the *most* valuable? Why?

4. What part of the programme did you find *least* valuable? Why?

5. What will you do differently as a result of your participation in the programme?

6. What could we change to make this programme better?

7. What follow-up steps should be taken within DESA or by OHRM to support the Division in applying gender equality perspectives in its professional activities?

8. Please write any other comments. (Please feel free to continue on a separate sheet.)

SECTION 8

EXAMPLES OF FEEDBACK REPORTS ON
THE PROGRAMME TO PARTICIPANTS

EXAMPLE

COMPETENCE DEVELOPMENT ON GENDER MAINSTREAMING
OFFICE OF THE SPECIAL COORDINATOR FOR
AFRICA AND THE LEAST DEVELOPED COUNTRIES (OSCAL)

FEEDBACK REPORT TO OSCAL

CONTENTS

1. INTRODUCTION

2. ISSUES ARISING IN THE DISCUSSIONS

3. OPPORTUNITIES IN OSCAL WORK

4. BUILDING CAPACITY TO INCORPORATE GENDER PESEPCTIVES

5. NEXT STEPS PROPOSED

1. INTRODUCTION

This report is a follow-up to the discussions with the Office of the Special Coordinator for Africa and the Least Developed Countries (OSCAL) in the competence development programme, including the working group on 11 May and the workshop on 12 November. The report reviews some of the issues raised, considers possible approaches to gender mainstreaming by OSCAL, and sets out the steps proposed by participants in the workshop.

The working group and workshop with OSCAL were part of a DESA-wide programme sponsored jointly by the Office of the Special Adviser on Gender Mainstreaming and Advancement of Women (OSAGI) and the Office of Human Resources Management (OHRM). The purpose of the programme is to assist each division to further incorporate gender perspectives in its day-to-day work. When all divisions have participated in the programme, the Under Secretary-General for DESA will chair a meeting of all division heads and staff to review and discuss the steps they are taking in this area. This meeting is expected to take place in early 2002.

The competence development programme aimed to build on OSCAL's experience and current approaches in gender mainstreaming. It thus began with a working group in May that was designed to stimulate discussion and thinking about gender equality and gender mainstreaming and how these apply to OSCAL's work. The working group also provided the opportunity to identify concerns or constraints faced by staff in applying gender perspectives to their work. The

workshop in November aimed to deepen understanding of the relevance of gender perspectives to the work of the division through guided discussions and problem-solving exercises. A final session focused on identifying steps that OSCAL could take to further incorporate gender perspectives in its work.

The purpose of this report is to highlight some issues and options with respect to gender mainstreaming in the work of OSCAL and to serve as an input to further efforts by staff and management to incorporate gender perspectives in activities and outputs.

2. ISSUES ARISING IN THE DISCUSSIONS

The competence development programme (including both the working group and the workshop) provided a useful opportunity for an exchange of views among staff about gender equality objectives and how these are reflected in the work of the division.

OSCAL can point to a number of ways in which gender equality issues have been addressed in activities and outputs, particularly in relation to work on issues such as micro-credit and the informal sector. However, staff noted that they faced a number of constraints in achieving a substantive and satisfactory way of incorporating gender perspectives. These included some uncertainty about appropriate approaches to the analysis of issues as well as constraints related to the processes shaping their work.

Regarding the *analysis of issues*, staff noted that it was often difficult to formulate gender issues or grasp the gender dimension in relation to "macro" nature of documents prepared. It was often not clear how gender equality was relevant to the discussion, and attempts to include it therefore tended to "stick out like a sore thumb" and added little to analysis and understanding. This set of concerns suggests that a number of points about gender mainstreaming require clarification.

- *Gender mainstreaming in UN work is intended to have an impact on the lives of women and men through the way it informs policy discussions at the intergovernmental and national levels.* ECOSOC and the Secretary-General have directed that all UN entities should take account of gender differences and disparities in analytical reports and recommendations. The inclusion of gender perspectives in documents is not an end in itself but a means of achieving an impact. It is intended to result in more informed discussion of the policy issue in question in order to influence the policy conclusions reached in intergovernmental forums and to influence actions by national governments. So, for example, in the documents prepared for the ECOSOC High Level Segment on Africa, the aim would be to incorporate gender perspectives in a way that would inform and influence the conclusions drawn by ministers.

- *The scope for substantive discussions of gender equality will vary with the issue, but also with the way an issue is defined.* Clearly, not all issues offer the same scope for positive impact on gender equality, and there is therefore a need for informed judgment about the appropriate level of attention and effort. For example, decisions about fiscal policy or employment strategies will have a greater impact on the distribution of resources and opportunities between women and men than decisions about the technical

standards for airport safety. However, the scope for taking account of gender equality issues is also influenced by the questions asked, or the way in which an issue is defined. An example suggested by one of the participants at the workshop related to foreign direct investment – the gender equality impacts can be assessed if the analysis includes questions such as, "who benefits from certain patterns of investment?"

- ***Taking a gender perspective is not the same as a focus on women.*** "Incorporating a gender perspective" requires an assessment of the way in which gender differences and disparities contribute (along with other factors) to shaping a particular trend, problem or policy outcome. This is an approach that recognizes gender as a key basis for social differentiation, and that seeks to analyse the way in which gender affects the distribution of work, rewards, rights, etc. across the population. It is therefore not simply an effort to focus attention on women as a social group (although it is motivated by a commitment to achieve greater equality between women and men) but an approach to analysis.

- ***A gender perspective requires an integrative approach, not the addition of yet another topic to a lengthy list.*** A gender perspective requires a more dynamic approach than adding "gender dimensions" to the list of topics to be covered – it requires a more integrative approach in conceptualizing the issues. The result should be a more informed analysis and a better basis for discussions of policy options that aim to achieve development goals, including goals related to poverty eradication, sustainable development, education for all, etc. as well as gender equality. This was illustrated in the statement by the Uganda Minister of Agriculture that was circulated at the workshop – he argued that gender differences in access to resources and access to government services need to be addressed to achieve food security objectives.

- ***Gender equality issues should be considered at the outset, not as an afterthought.*** The inclusion of gender issues in a document can seem superficial or forced where this takes the form of a separate box in the text or where the phrase "with special attention to women" is sprinkled throughout a document. Such approaches suggest that the inclusion of gender issues was an afterthought when the draft was near completion. A more substantive and satisfactory approach would be achieved by considering gender equality issues from the outset, before the main work of analysis is done.

Several aspects of ***OSCAL work processes*** were also noted as resulting in constraints. These included collaboration with other divisions in preparing documents, so that OSCAL did not necessarily control the definition of the exercise; the dependence on inputs from other UN entities for the substance of the document; and the requirement for concise documents. These processes are similar for the range of issues that OSCAL deals with. However, as all DESA divisions have been instructed by ECOSOC and the Secretary-General to take account of gender differences and disparities in analyses and outputs, and other UN entities have similar policies, there is a good basis for constructive discussions about appropriate approaches in collaborative work. Thus, in working with other divisions or UN entities, OSCAL can serve a useful function in reminding them of the UN mandates on gender equality in the preliminary discussions about how to approach a task or document, and also when requesting inputs from them. And, as suggested by some participants, where page limits do not allow for adequate discussion of

particular issues, other mechanisms such as annexes or room documents have been used. This approach could also be taken to allow for a fuller exploration of gender perspectives.

3. POSSIBLE OPPORTUNITIES IN OSCAL WORK

Opportunities to incorporate gender perspectives and to support gender equality objectives can be identified in various areas of OSCAL's work, as suggested by the outline below. Many of these were referred to by staff in the discussions and are noted here for as an input to further consideration of ways to incorporate gender perspectives in OSCAL's work.

- *Parliamentary documentation.* The parliamentary documentation prepared by OSCAL informs discussions of policy issues and can play a useful role in providing legitimacy for gender equality objectives and indicating the framework within which they can be pursued. When preparing parliamentary documentation, it is important to consider how gender differences and disparities are relevant to the issues addressed, even when this is not specifically mandated or when the gender dimensions are not immediately obvious. OSCAL can take several steps at the initial stage of document preparation to support this process.

  o Use preliminary document outline stage to indicate how gender perspectives will be integrated and use this as basis for consultations with colleagues.

  o Share outlines broadly to obtain feedback from UN entities with gender equality expertise, such as DAW and OSAGI, particularly when early discussions to clarify issues and approaches would be helpful.

  o In requests for inputs from other UN agencies, clearly state what OSCAL requires regarding the incorporation of gender perspectives and encourage these agencies to draw on their own gender expertise in preparing inputs (including expertise they may have in gender units).

  o When contracting with experts and consultants, use terms of reference to specify a responsibility to include a gender perspective.

- *Liaison function on UN support to Africa and LDCs.* OSCAL staff must function as generalists as they are a small number covering a wide range of issues, but they are likely to be more informed about Africa and about gender issues in Africa than other divisions. When liaising with or preparing papers with other divisions with sectoral responsibilities, OSCAL can play a useful role by contributing its knowledge about the gender differences and disparities in Africa that are important to understanding issues such as, for example, agricultural productivity. (It was evident in certain discussions with other UN divisions that many are not aware of gender differences in African agricultural production that have been well-established through research and that OSCAL staff assumed everyone knew). OSCAL can strengthen the UN's approach to gender issues in these discussions in several ways.

o Assist other UN entities participating in the discussions by bringing the intergovernmental mandates on gender equality objectives to their attention, particularly the mandates from African leaders (e.g., the Ministerial Declaration of the 2001 ECOSOC High-Level Segment).

o Advise other UN entities through the liaison function of the resources available on gender equality issues from OSCAL (including the OSCAL gender website and its links to resources within and outside the UN).

o Invite UN entities with interest and expertise on gender equality issue to discussions to participate in discussions so that their views are also reflected.

- *Expert groups, technical meetings, catalytic activities.* As these activities provide opportunities to explore emerging issues or to do initial work on critical areas to get them on the agenda, they are also opportunities to explore gender dimensions at the time that issues are defined. OSCAL can promote the inclusion of gender perspectives in a number of ways.

o Use the initial outline or proposal for the expert group, technical meeting or catalytic or activity to set out how gender perspectives will be integrated.

o Consult with UN entities with expertise in gender issues to identify questions and approaches that could be relevant, as well as individuals with expertise in these areas who could contribute to the discussions.

o Prepare terms of reference for experts or consultants that highlight the requirement to incorporate a gender perspective into the analysis.

- *Publications and websites.* OSCAL has a substantial publications list as well as several websites that serve as means of stimulating discussion about priority and emerging issues and of disseminating information about OSCAL's activities. The incorporation of gender perspectives in these outputs is another means to build knowledge and awareness of how to approach gender equality objectives. Consideration could be given to the suggestions below.

o Continue to use of OSCAL's websites as a means of communicating OSCAL's interest in gender equality objectives and the outputs related to this.

o Review proposals for publications and initial outlines to ensure that opportunities to identify gender perspectives are identified and that the necessary expertise is brought on board.

4. BUILDING CAPACITY TO INCORPORATE GENDER PERSPECTIVES

The working group and workshop together were a substantial allocation of time by OSCAL, and a useful opportunity to discuss past experience in addressing gender equality as well as further

steps that could be taken. The discussions also indicated the need for a continuing internal process to clarify concepts and approaches and to build capacity within OSCAL to apply gender perspectives in a more consistent and substantive way in its ongoing work programme. All staff should also develop a good knowledge of the gender equality situation in Africa. Avenues that OSCAL could pursue are suggested below.

- ***Continue to develop the website's gender section as a resource for staff*** on the gender dimensions of the various issues with which OSCAL is concerned, including the approach suggested of alerting staff by e-mail of significant developments in their particular areas.

- ***Strengthen linkages with African women's equality advocates***, both inside and outside government, and in regional as well as national organizations, as a means of keeping updated on emerging issues and policy developments.

- ***Develop networks with consultants with expertise on gender equality issues in Africa*** that can be drawn on for advice and used as consultants in the division's work.

- ***Create opportunities for the exchange of ideas and information within OSCAL,*** to both strengthen performance and to nurture a common understanding of how gender perspectives can be applied to the concerns addressed.

- ***Seek occasions for interchanges with other divisions or other UN entities about gender equality issues,*** based on, for example, the publications or technical assistance activities they undertake.

5. NEXT STEPS AGREED AT THE WORKSHOP

In a discussion of approaches that OSCAL could take to further include gender perspectives in its work, participants agreed that the steps listed below were feasible and achievable.

- ***Evaluation of UN NADAF.*** Provide inputs to evaluators so they pay attention to gender in the various topic areas (education, agriculture, food security, health, diversification of the economy, etc.) and so that they reflect this in their reports. This would include advising or guiding the evaluators (as the terms of reference for this evaluation have already been signed) and providing feedback on draft reports. The areas for attention include: reporting on actions taken to influence the situation of women; assessment of impacts achieved; identification of lessons learned and recommendations.

- ***New Partnership for African Development (NPAD).*** Provide input from the UN NADAF evaluation into the planning and implementation of NPAD (lessons learned, recommendations).

- ***Follow-up on the conflict prevention initiative.*** Ensure that the gender equality dimension is included in progress report next year on the Secretary-General's initiative (on the causes of conflict and the promotion of durable peace and sustainable

development in Africa). In the regular updates of the matrix of decisions and implementation on the internet, include information on the gender dimensions. There are also opportunities to reinforce the gender equality issues in the report of the Ad Hoc Working Group in the Secretary-General's Task Force on this theme. This would include, for example, when monitoring the protection of civilians, attention to the particular types of gender-based violence faced by women.

- ***Tokyo International Conference on African Development.*** OSCAL's emphasis has been on the education action plan, where they have tried to highlight two issues: enhancing enrolments of girls, and decreasing drop-out rate of girls. Further action proposed is to follow-up to ensure adequate reporting and analysis of these aspects.

- ***Ministerial Declaration from ECOSOC High-Level Segment on Africa (E/2001/L.20).*** Ensure that reporting on this declaration includes agency activities with respect to the role of women. This will include: proactive steps by OSCAL in requests to the agencies who are reporting – for both information on gender mainstreaming in initiatives undertaken, and assessment of impact on women and gender equality.

- ***Flagship report – Overview of African Development.*** The thematic discussions in this report should include gender perspectives.

- ***Advice/support to the intergovernmental process.*** In this advisory and support role, OSCAL can take opportunities to reinforce resolutions and commitments on gender equality.

- ***Follow-up to the LDC conference discussions on energy and technology.*** Follow-up to the conference includes several ***"deliverables"*** by OSCAL, although this is dependent on additional funds becoming available. These would be south-south exchanges of experience on issues such as information technologies (IT) for small business, that have gender dimensions that should be identified and be addressed in the exchanges.

- ***Take advantage of opportunities available to enrich discussion and understanding.*** This could include taking advantage of visits to New York by experts on gender equality issues to have a discussion session.

Finally, in wrapping up the discussion, the Director stated her "firm commitment" and that follow-up efforts would include the recognition of both efforts and gaps through the performance appraisal system.

COMPETENCE DEVELOPMENT PROGRAMME IN GENDER MAINSTREAMING FEEDBACK REPORT FOR THE OFFICE FOR OUTER SPACE AFFAIRS (OOSA)

TABLE OF CONTENTS

1. Summary

Apart from examining the benefits of space applications for different groups, the (global) level and (technical) nature of the work of OOSA staff makes it difficult for staff to identify gender related links in their present day-to-day tasks. However, OOSA do have a role to play in encouraging groups to take an interest in the peaceful uses of outer space by examining the benefits to society as a whole, and in the area of encouraging young women as well as young men to reach their full potential in space science education. Although the number of women pursuing careers in science worldwide has increased dramatically, there are still lower numbers of women in senior scientific and leadership positions and in space science in particular.

OOSA publications could address such issues when appropriate, and at the least ensure that they do not perpetuate gender stereotypes. Furthermore, when encouraging the use of space applications for peaceful uses, it is important to ensure that ideas and potential benefits reflect both men's and women's priorities. UNISPACE III (1999) has provided a mandate to encourage young females in space related activities, and OOSA staff have identified work through their

implementing partners on activities such as World Space Week as an opportunity to ensure that gender equality issues are highlighted in access to space science.

In addition, while the human and gender dimensions of outer space activities are not currently assessed in any detail, the up-coming theme on 'Space and Society' could provide an entry point for looking at gender issues in the benefits reaped from space activities (although lack of data on the benefits of space activities is a major constraint for this) and for looking at the extent to which men's and women's priorities are reflected in the design of space programmes and activities.

2. Introduction

In 1997 ECOSOC adopted agreed conclusions on mainstreaming a gender perspective into all policies and programmes in the United Nations system. Gender mainstreaming was defined by ECOSOC[9]. The Council emphasized the need to incorporate a gender perspective into all areas of the United Nations' work, including macroeconomic questions, operational activities for development, budgeting, and legal affairs.

The United Nations has been called upon to continue to implement, evaluate and follow-up on the mandated work of mainstreaming gender perspectives into all policy making, planning processes and programmes; ensure the allocation of sufficient resources, including training on gender mainstreaming and appropriate follow-up to all staff.

This report is written within the context of the Competence Development Programme that was developed to create greater awareness, commitment and capacity for the UN gender mainstreaming mandate. The Competence Development Programme consisted of the following steps:

1. *Introductory meeting with the Division's director* (6 November. 2001) that served to introduce the programme (objectives, structure, expected staff participation) to management;

2. *Working group sessions with staff.* Two meetings held on 4 December 2001 with the Space Applications Programme and the Committee Services and Research Section that began the discussion on gender equality and gender mainstreaming through discussing the work of the group (including past work on gender equality issues, current work tasks, day-to-day challenges, etc.).

3. *A one-day workshop* (13 February 2001) Half-day workshop with professional staff from OOSA which aimed to deepen understanding of the issues through exercises and discussions and to identify concrete entry points and next steps.

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[9] Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality

This report aims to assist OOSA staff to review the issues that arose following the working groups sessions that took place in December 2001 and the one-day workshop that took place in February 2002.

3. OOSA's experience with gender mainstreaming

The working group sessions in December 2001 and the half-day workshop in 2002 gave space for reviewing OOSA's existing good practices and strengths in taking account of gender issues in their work, as well as the Office's constraints and weaknesses in dealing with gender issues.

One overarching caveat raised during these discussions was that the technical nature of much of OOSA's work and the (global) level of analysis means that for many areas of their work gender issues are not relevant or not visible (due to the high level of aggregation in analysis). However, despite this caveat, it was also clear that there are a number of areas in OOSA's work where gender issues are already taken account of, or are potentially relevant. The extent to which these are being dealt with in relation to the broad activities of the Division are explored below.

3.1 Addressing relevant gender issues in publications

Few publications produced by OOSA deal with gender issues. This is firstly because the publications produced by OOSA are largely led by the discussions of COPUOS and other relevant meetings, and where the Committee Services and Research Section support the production of committee reports they can only reflect discussions undertaken in meetings and cannot introduce discussions on gender where they were not raised. Secondly, as a result of the technical nature of the majority of issues covered and the global level of impacts (which are difficult to link to particular groups of men and women), few publications use gender disaggregated language and data or raise gender issues.

However, some publications, notably those addressing space science as an educational or professional sphere do distinguish between opportunities for boys and girls – for example, the UNISPACE report included recommendations to encourage 'young people' and ' young females' to attend events

OOSA staff are also responsible for other publications over which they have more editorial control, and through which there would be more scope to address gender issues where they are deemed relevant. However, once again, gender equality issues are rarely included as they are not seen as a priority area in terms of OOSA's work remit. However, as discussed during the workshop, there is perhaps more scope for looking at human aspects of space science (e.g. space applications and development, or peaceful uses of outer space) and the issue of inequalities in access to the benefits of space applications and of access to space science as a professional and educational sphere. Clearly in this instance gender should be addressed as one variable of inequality, where relevant, along with other features determining access (e.g. differences between rural/urban populations, developed/developing countries etc.). However, as was noted during the workshop, initiating such discussions of inequality is made difficult by the fact that there is a lack of disaggregated data about, for example, the populations benefiting from the use of different space technologies.

Although it may be difficult for staff to reflect inequalities in the benefits of space applications between different groups of men and women where there is no data to reflect these inequalities, there is still scope for use of disaggregated language to work as a reminder that not all people are the same in terms of roles/access and impacts of activities and thereby helps to raise the profile of inequalities. Thus, for example, the consistent use of the term 'humans' in OOSA documents (rather than 'men and women') can make the differences between 'humans' disappear.

Another issue which could be addressed around OOSA's publications is the extent to which they are accessible by different groups of men and women. Some staff assumed that publications are accessible to all as they are openly available and posted on the internet, and further that their technical orientation means that their tone is neutral and thereby equally approachable for men and women. It was noted that there could be some scope for considering issues around where publications are distributed (e.g. if distributed through universities, through which faculties?) and which languages they use (as in many countries some groups of women and men are unlikely to understand 'international' UN languages). Furthermore, although OOSA publications are posted on their website, internet access is different for developing countries and there are sharp differences in users by sex. There may therefore be a need to consider issues of access to OOSA publications.

3.2 Reflecting gender issues in the preparation of parliamentary documentation

As noted above, the Committee Services and Research Section have limited influence on agendas for committee meetings as member states nominate speakers and subject material. Further, when staff prepare background studies it was argued that the subject matter is normally too abstract to include discussion of human/gender dimensions (e.g. topics such as disaster monitoring, launching objects in space, or 'where space ends').

However, even if OOSA's role is to assemble information and documents for COPUOS meetings, drawing on the expertise of specialists in space, there may be scope for further consideration of gender equality issues. Requests for background documentation are normally made in fairly general terms and the division must interpret the mandate and decide how to approach the topic and the types of analysis to be done. Thus for example, it was noted that the upcoming theme on 'Space and Society' could offer a broad mandate allowing staff to introduce issues of access to benefits of space technology and thereby gender/human dimensions.

3.3 Highlighting gender inequalities in research/studies

OOSA's focus in research studies is, for the main part, on technological, theoretical or legal issues. Where, for example, staff working on Space Applications deal with applied technologies, they focus more on the potential of these technologies and the considerations about how they can be most efficiently applied, (e.g. disseminating technologies for disaster preparation) than on researching who benefits from these applications. This may nonetheless be a relevant concern in prioritizing which technologies to work on.

In addition to gender issues around who benefits from technologies, there may be issues in terms of the decision-making process around these technical areas. At present public opinion on issues around space technologies/exploration is not sought. However if OOSA's mandate is to highlight the benefits of peaceful uses of outer space, there may be a need to ensure that these benefits reflect men's and women's priorities. In this case gender, and difference in women and men's priorities, is a variable that should be reflected in consultations around the subjects addressed by OOSA.

OOSA's existing priorities for research are led by member states who are lobbied by national interest groups and accredited NGOs (with very specific interests, such as astronaut associations or astronomy groups) and research topics identified have not included studies of who benefits from space applications. However, as noted above, the up-coming theme of 'Space and Society' may give rise to research topics which are more focused on the human impacts of space applications. As yet it was noted that the definition of the space and society theme is uncertain. However OOSA may have a role in defining what space and society means, and, if so, gender issues can be studied when the socio-economic benefits or gender role differences in access between developed and developing countries are relevant. Public awareness of the benefits of space exploration (one of the areas that OOSA is mandated to address) could be built by highlighting decreased workload for certain groups of people as a result of space technologies, or the benefits to different groups.

Some specific applied research does exist which has looked at the impact OOSA activities on men and women in terms of access to training. For example, work undertaken with Swedish SIDA included a survey 10 years after training on remote sensing to examine what support is required to continue to apply the knowledge gained in the training and examining the longer-term impact. This differentiated between male and female responses, and the reasons behind whether individuals are still active in the area. Research of this nature is useful and key in identifying barriers to women's access to space science professions. There would be scope for making this kind of research more routine in the evaluation of OOSA training activities.

3.4 Raising gender issues in inter-agency co-ordination/liaison

OOSA's co-operation activities with other agencies is very specific, and mainly to avoid overlap. Liaison activities are therefore not generally used as a forum for raising gender issues in science, which is more the remit of UNESCO.

However, where interagency activities are focused on gender related initiatives, they may try to include some issues. For example OOSA put forward a discussion of the use of telecommunications for women's education for Beijing+5 but, in the end this was not carried through and taken off the agenda.

Where information is exchanged about space applications, there may be some scope to include information about the different benefits for different groups of space applications/how other bodies have learned lessons on what can be done to improve girls access to space science. This could be especially useful in terms of OOSA's limited resources to do this type of research in-house.

3.5 Taking account of gender issues in technical assistance and training

OOSA is involved in a range of advisory services, workshops and training. These mainly address technical issues (e.g. legal advice for drafting of legislation on the implications of space treaties, global navigation satellite systems) which, staff felt, do not have many openings for gender.

In addition OOSA have a limited influence over the subject matter covered in training and the extent to which it could address gender issues around, for example, the distribution of the benefits of space applications. Experts who facilitate training are often seconded from space agencies so they are limited on specifying their qualifications/guiding them on what to cover. For workshops the funding agency dictates the extent to which a topic such as gender equality issues are considered. The group thought it might be interesting to include a paragraph in their standard guidelines for conducting training on aspects related to the human applications of space technologies.

Further there may be scope to examine whether in certain areas (e.g. space applications) workshops/symposia can be used to raise the human aspects of space and, where relevant, gender issues related to distribution of benefits. OOSA do have some role in determining how applications are used (e.g. not for non-peaceful purposes) and so there may be some scope for raising discussions about equitable distribution of space benefits.

Where cultural issues affect women's attendance of training there may be attempts in training arranged through OOSA to address barriers to groups of qualified women/men who might otherwise not attend training (an example was given of a Libyan woman needing to bring her brother as a chaperone which increased the expense of her attendance of training). Furthermore staff noted that although there is no differentiation between male and female candidates for training, if both have equal qualifications they will encourage females to attend. Generally this means writing on the application form 'applications from female candidates are encouraged'.

Regionally there are big differences in terms of women in space (e.g. Honduras and the Philippines have good representation of women). Some training has been used as a basis for building networks of women in space technology. However, while these activities are undertaken to promote access of women to training, there is no formal/routine policy around promoting equal access to training.

It was argued that symposia organized through OOSA are accessible to both women and men as they are generally open access events, in particular plenary evening sessions. However 'open to all' does not necessarily mean 'accessible by all' – there may be a need, as with training, to consider accessibility issues. It was noted by OOSA staff that sometimes they do not consider the times of public symposia, in terms of when women or men are able to attend, and assume that particular times suit all, and everyone is flexible.

3.6 Raising gender issues in public events, information activities and exhibitions

OOSA already makes efforts to reach a wider public and represent space not only as a male sphere through its public information and awareness raising activities. For example recent posters and public information materials used in 'Space Week' have been designed to include photos of both boys and girls/men and women. In addition, in outreach activities for students, attempts have been made to recruit women scientists/astronauts as role models for girls – although a constraint in this has been the small number and limited availability for such events of women astronauts/space scientists.

World Space Week is one area for which OOSA could use to address human dimensions/gender as this is where they are mandated to build public awareness on the benefits of space exploration. The extent to which this actually happens in Space Week events varies, as activities are largely arranged by member states themselves, but OOSA can guide/influence inputs.

4. Questions/issues about gender and gender mainstreaming

In addition to a review of OOSA's strengths and weaknesses in taking on gender issues in their work programme, a number of questions and discussions about gender mainstreaming more generally were raised during the course of the working group sessions and workshops. A summary of these is outlined below with some responses from the facilitators.

One concern raised around gender mainstreaming is that it implies special measures for women, which are sometimes seen as patronizing, and suggest that girls and women cannot move ahead in areas such as space science without assistance. Furthermore it was argued that women may be under-represented in areas such as science because they choose not to pursue these careers – not because they are discouraged from doing so by cultural and institutional barriers

It would seem that this concern that gender mainstreaming means special measures for women, and treats women as though they are less able, is strongly linked to concerns around the UN special measures for women in their internal staffing policies. However, as some OOSA staff pointed out, it is important to separate the internal staffing policies of the UN from the substantive work that UN Divisions cover. In terms of much of the UN's substantive work, gender mainstreaming requires identifying inequalities in the opportunities available to different groups of men and women and putting in place activities to ensure that these inequalities are combated. In many cases this means combating structures which undermine the opportunities of women – although in some spheres or contexts (such as work around sexual or reproductive health, or the incidence of high male mortality or unemployment in some specific countries) there may be a need for activities designed to combat inequalities faced by men.

In the areas of substantive work covered by OOSA there may therefore be the need for measures to combat barriers to girls and women's access to space science education and employment (areas in which, as examined through case study material and research findings during the workshop, women are under-represented). Such measure need not be patronizing if they focus on more widely promoting information about opportunities for all, and ensuring that information channels reach all groups and not just young males. Particular attention will have to be made to

ensure that barriers that girls and women face are recognized, particularly girls and women from less well off backgrounds and from developing countries.

One concern expressed during the working group sessions and workshop was the idea that, if gender mainstreaming is to be moved forward, all activities and publications should have a gender focus.

It is important to emphasize that the approach of gender mainstreaming is that analysis and research is undertaken which highlights inequalities between groups of men and women and special interest of groups of men and women and reflects these where they are significant or relevant. This means that gender issues need only be reflected in activities or publications where significant difference or inequalities have been identified. However, the important issue is that relevant analysis has been done and including gender issues or not is a strategic choice related to their relevance (rather than gender issues being left out because they have not been considered/ analysed).

Some staff argued that many issues around the under-representation of women and girls in science and technology education and professions are outside the control of OOSA, and relate rather to national education and employment policy. Where there are low levels of women professionals in activities organized by OOSA, this relates to issues that need to be tackled much earlier, i.e. when girls are choosing subjects at school.

Although many areas relating to the representation of women and girls in the field of science and technology are beyond the control of OOSA staff this does not mean that they can have no role in raising these issues. As OOSA staff noted during discussions they do have a key role in representing space applications and science as a field which is open to all rather than a man's domain (which is how it is often perceived). OOSA publications and outreach to educational institutions, as well as their support role for the regional space science centres can play an important role in achieving this. It is clear that OOSA staff are already aware of this as a key area in which they can influence gender inequalities (for example, OOSA have made efforts to engage women astronauts for events to act as positive role models for girls). However this is an area of OOSA's activities which can be built on, particularly in terms of publications which tend to maintain a 'neutral' scientific stance.

It was noted that there is a danger of tokenism in integrating a gender perspective and making occasional mentions of gender simply to be seen to follow UN policy.

Clearly this is a danger, and giving a nod to gender mainstreaming by using the terminology without undertaking real analysis and actions is not constructive. However avoiding paying lip service to gender should not mean going to other extreme and doing nothing at all to develop an understanding of the impacts of policies and actions on both men and women. Furthermore, while paying lip service to the issue does not represent substantial actions to promote gender equality, consistent mention of gender inequalities (e.g. in access to science and technologies) at least raises issues which might otherwise be ignored, and can act as an entry point to ensure gender equality issues are on the agenda.

It was noted that in addition to gender biases in access to space science there are also biases against groups other than women – e.g. against ethnic groups or rural and developing country population

A gender mainstreaming strategy does not require that gender equality become the predominant theme, nor does it imply that gender is the only category of analysis. Instead the strategy seeks to ensure that gender is *one* of the relevant variables along with, for example, income, age, class or ethnicity, in assessing development problems and policy options. The gender mainstreaming strategy aims to ensure that there is attention to gender equality – not because it is the most important consideration but because it is an important consideration that is frequently omitted from consideration.

Given that women are half the population affected by the policies issues addressed by the UN and Member States, every UN entity must take responsibility for considering impacts on women as well as men, and confront gender equality in the policy issues it deals with. Furthermore, by acting as a discipline to assess the particular roles, rights and needs of different groups on men and women on the ground, gender analysis can also act as an entry point for highlighting inequalities relating to other social identities such as class or ethnicity.

Space applications benefit humanity as a whole – the level of activities means that it is not useful to analyse different impacts or benefits for men and women

In some areas of OOSA's work (e.g. drafting legislation on dumping debris in outer space or definitions of the limits of 'space') the level of abstraction, or the remoteness of the impact on women and men means that there is no purpose in undertaking gender analysis and designing and implementing these activities. It is important to note that gender mainstreaming should focusing on taking account of gender in activities where it is relevant.

However (a) it should not be assumed that gender is irrelevant without undertaking broad/background analysis on human impacts of activities to ensure that this is really the case this, and (b) the irrelevance of gender due to the remote level of activities/level of theoretical abstraction does not apply to all areas covered by OOSA – for example the upcoming agenda item on Space and Society could provide an opening for analysing gender issues in the benefits of space applications and, as noted above, OOSA has a key role to play in lobbying for increased access for women and girls to education and employment in space science and technology.

5. Opportunities and possible further steps

During the half day workshop a range of opportunities and constraints for gender mainstreaming in the work of OOSA were discussed. On the basis of these OOSA staff began to think about steps which could usefully be undertaken in their Office. The two main areas which staff identified for which steps to deal with gender issues seemed relevant and feasible (within existing work programmes and resource constraints) were efforts to promote space science education and professions, and the up coming theme on 'Space and Society'. Some of the key areas identified are outlined below.

5.1. Promoting women & men's access to space science education and professions

Two specific areas were discussed with respect to promoting both women and men's access to education include:

- **The need to inculcate an interest in space for (male *and* female) children.** OOSA staff noted that the main potentials for achieving this are the mandate for space and youth activities that came out of Unispace III in 1999 (which also specifies 'young females'), World space week activities, and some scope for special undertaking media campaigns (such as the 1992 competition for children's pictures relating to their imagination about space). Another potential in this area is the opportunity to communicate the need to encourage both girls and boys to be involved with space science to parents through activities such as World Space Week, and the support that OOSA offers to national science museums and planetariums. However it was also noted that targeting activities in this area could be held back by the constraints imposed by OOSA's overall mandate, which limits their human and financial resources which are focused on higher priorities.

- **Using women mentors to build girls' interest in space science.** As noted above this is a tactic that OOSA already pursue. However where attempts have been made to use women as role models in activities such as Space Week this has been a difficult task, as, due to the smaller numbers of women astronauts they are relatively in high demand which means that it is very difficult and expensive to get hold of them.

5.2 Incorporating gender issues into the up-coming theme on Space and Society.

This new area has the potential for raising discussions about human impacts of space exploration and about issues of inequality in access to the benefits of space technologies and the around whose priorities are reflected in identify space programmes. It may therefore be a useful starting point for OOSA to analyse and raise issues around gender inequality where relevant. However the overall problem in pursuing this that for the main part the benefits of space exploration are not documented in a way that shows who actually benefits from these activities which leave OOSA staff with limited data to undertake this analysis.

On the basis of these potentials and constraints OOSA staff identified the steps outlined in the box below.

5.3 Next steps for gender mainstreaming in OOSA identified by OOSA staff

The steps identified principally relate to means by which OOSA staff can influence their partners. OOSA have a range of partners, including a groups of NGOs and the Regional Space Education Centres, who (with guidance and support from OOSA) implement the activities that they are involved in around training/education and awareness raising. As noted above, it was considered that these were the areas of OOSA's work for which gender mainstreaming was most relevant, and also, unlike in house publications/legal support/servicing of committees, areas in which OOSA staff had more 'room for manoeuvre' to address gender issues.

The next steps identified were phrased in fairly unspecific terms, as staff were concerned that otherwise the recommendations could take on a life of their own, and that they might otherwise find themselves committed to actions that are not feasible or appropriate. Clearly actions to concretize these steps will need to be undertaken as appropriate.

For OOSA's role in training activities it was suggested that OOSA could ask co-sponsors/Regional Space Centres to record who attends training (specifying male and females attendants) to track the representation of men and women as trainees, and also to develop means of accommodating women where this is a problem.

For including the message that space science is not a professional/educational sphere that is only open to men, activities around Space Week were identified as the best opening. Space Week has a theme each year which they ask member states to use to promote space week – this year it is 'space in daily life'. For space week they work through an NGO which supports the efforts of member countries, and staff considered that they could work with this NGO to guide member states on how to incorporate gender messages into their Space Week programmes. It was argued that this work with the Space Week NGO to initiate this would be better done on an informal level through discussions, using examples and statistics to illustrate the importance of this approach.

Another step suggested by staff was to raise the issue of women's/girls access to space science as an educational/professional sphere in publications. It was considered by staff that the best way to set about this was to suggest that there is a section on Education and Space Science in Highlights in Space, which is produced by the International Astronomical Federation (IAF). This would be moved forwards by discussions with the IAF in which the topic could be suggested and the issue of barriers of access to opportunities of particular groups of girls/boys raised. This publication has a more open remit than in house OOSA publications and therefore more scope to raise issues such as this.

6. Conclusions and comments by facilitators

The activities carried out through the Competency Development Framework have raised a range of issues faced by OOSA in their efforts to move forward with gender mainstreaming. In particular the work has highlighted the difficulties of addressing gender in the context of the global scale of OOSA's activities which makes it hard to differentiate the impacts of their work on groups of men and women, as well as the technical/legal nature of much of their work and the limitations set on OOSA through their work mandate.

Despite these constraints it is clear that there are some areas of OOSA's work for which gender issues are important and can and should be worked on, and, in some instances, are already being addressed by OOSA. The workshop gave the opportunity to raise the discussion of how these issues could be further addressed, and as a result staff have identified the steps outlined above as the best ways of moving forwards.

Due to the fact that the workshop was only for half a day, and as the staff preferred not to make their suggestions too concrete before there was time to fully assess their feasibility, the next steps have been phrased in fairly broad terms. However, the Competence Development Framework includes a Town Hall Meeting in which UNOV Divisions will have the chance to revisit the steps that they identified and report on the progress that they have made to move forward with gender mainstreaming, as well as to discuss the constraints that they have faced in doing so and the lessons learnt. As yet the timing and structure of a Town Hall Meeting have not been discussed – this is something which should be decided by relevant staff within UNOV.

**COMPETENCE DEVELOPMENT PROGRAMME IN GENDER MAINSTREAMING
FEEDBACK REPORT FOR
INTERNATIONAL TRADE AND INDUSTRY DIVISION (ITID)**

1. Introduction

In 1997 ECOSOC adopted agreed conclusions on mainstreaming a gender perspective into all policies and programmes in the United Nations system. Gender mainstreaming was defined by ECOSOC[10], and the Council emphasized the need to incorporate a gender perspective into all areas of the United Nations' work, including macroeconomic questions, operational activities for development, budgeting, and legal affairs.

The United Nations has been called upon to continue to implement, evaluate and follow up on the mandated work of mainstreaming gender perspectives into all policy making, planning processes and programmes; ensure the allocation of sufficient resources, including training on gender mainstreaming and appropriate follow-up to all staff.

This report is written within the context of the Competence Development Programme that was developed to create greater awareness, commitment and capacity for the UN gender mainstreaming mandate. The Competence Development Programme consisted of the following steps:

1. *Introductory meeting with the Division's director* (December 2001) that served to introduce the programme (objectives, structure, expected staff participation) to management;

2. *Working group sessions with staff.* A series of meetings held in December 2001 with the staff of ITID that began the discussion on gender equality and gender mainstreaming through discussing the work of the group (including past work on gender equality issues, current work tasks, day-to-day challenges, etc.).

3. *A one-day workshop (26 April 2002)* One-day workshop with professional staff from ITID which aimed to deepen understanding of the issues through exercises and discussions and to identify concrete entry points and next steps.

This report aims to assist ITID staff to review the issues that arose following the working groups sessions in December 2001 and the one-day workshop that took place in April 2002.

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[10] Mainstreaming a gender perspective is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality

2. ITID's experience with gender mainstreaming

The working group sessions in December 2001 and the one-day workshop in 2002 gave space for reviewing ITID's existing good practices and strengths in taking account of gender issues in their work, as well as the Division's constraints and weaknesses in dealing with gender issues.

ITID already give some thought to gender equality issues and some aspects of their workshops and research address women's access to areas such as trade opportunities and information technologies. However there is a tendency to focus on gender as an issue which relates mainly to balanced representation of men and women in meetings, or to focus on special projects for women, rather than integrating a consideration of barriers to women's or men's access to trade and industry related opportunities and resources across the board. To date, the main efforts of ITID to take on gender issues are through the following activities:

- Efforts are made to ensure a balance of male and female participants in meetings by most sections, although there are not routine procedures to support this effort. This is normally through requests for balanced representation, or a note in the invitation letter to indicate that women participants are encouraged. In some instances the number of men and women experts used are tracked. Some sections have tried approaches such as ensuring that training is given in local languages and in-country as these generally make it more accessible to women. Where requests are made for balanced representation of men and women, they face constraints where (a) they depend on governments to nominate experts or (b) there are a lack of females with appropriate qualifications. Efforts are not made to use experts with gender analysis skills as (a) these skills are not seen as relevant to many areas and (b) they do not have lists of experts with relevant gender and economic skills. Thought about how to better and more routinely promote balanced access of men and women to ITID activities and of how to identify and use the skills of economists with gender expertise were address in the identification of next steps (see section 5, below)

- In activities such as the production of publications, inter-agency liaison, preparation of parliamentary documentation, or training and capacity building activities, gender issues are highlighted *where they are seen as relevant*. Gender issues are addressed in publications if they are highly relevant, which some considered can be assessed on the basis of the TOR for the publication and common sense, and others thought it would be helpful to have some assistance with. There was an attitude that some publications, such as technical manuals, relate to technical issues and are therefore 'gender neutral'. Where gender inequalities are identified as relevant publications and project activities have been developed to address them – for example workshops and training related to women's involvement in SMEs or access to ICTs. There is perhaps, however, a need to develop more rigorous means of identifying where gender is relevant, rather than relying on the intuitive responses of ITID staff, instead of gender analysis.

Staff also noted a number of broad constraints in addressing gender issues in their work. These included the following:

- Some staff noted that there is a lack of guidance on how to incorporate gender issues into publications. Guidelines on background documents for meetings, for example, are generally limited to number of words/pages and layout. Some staff raised the question of whether there is scope for including prompts to ensure relevant gender inequalities are identified.

- For some technical areas (e.g. WTO issues, trade regulations, customs procedures) staff felt that the relevance of gender is marginal and due to lack of resources they have been asked to focus only on core issues. It was suggested therefore, that gender equality issues should be reviewed in background studies/research and only reflected where they are relevant (rather than taking this as a default assumption)

- Even where staff see gender as relevant, they may be limited in addressing it in activities/publications where their remit limits them in what they can include (e.g. with WTO support work) and/or governments/internal superiors do not specifically ask staff to take account of gender issues.

- Where attempts are made to raise issues around gender inequality they are held back by patchy data or data which is not sex-disaggregated. *This is an area where ITID could take an advocacy role with member states and relevant statistical organizations.*

- There are some problems of communication within and outside ESCAP. For example UNCTAD has done work on gender and trade but this has not been shared with them.. *It was suggested however, that the Division could take a more proactive role in building communication links and pursuing such information.*

3. Questions/issues about gender and gender mainstreaming raised during the training

During the workshop and working group sessions a number of issues and discussions about gender issues, and how they are relevant to the Divisions' work were raised. Some of these issues are summarized below.

Staff noted the importance of using (gendered) economic modeling such as that used in the workshop in order to lobby with economists and highlight the significance of gender inequalities for both trade efficiency and equity issues. In doing so, it was seen as key to use mainstream economic approaches and tools to highlight the fact that gender is relevant to economic phenomena, and not a marginal, social factor. There is therefore a need to further explore the research and economic arguments around gender to input into the work of the division.

In doing so, however, staff pointed to the difficulties of taking account of qualitative and difficult to measure issues relating to gender in economic modeling and arguments – one example raised during the workshop was the weighting of some reproductive sector activities for which it is difficult to attribute a market value, or gender relations, which are hard to quantify and model. However, it was pointed out that the there are efforts to attribute values to many such issues, and further that many other economic phenomena are attributed estimated values. It is therefore perhaps better to acknowledge the lack of data/measurability than to ignore gender issues

relating to trade models – at least crude calculations can be useful to raise issues for broader policy discussion and advocacy.

Some staff argued that there are no links between economic efficiency and gender equality, and that the call for sections to adopt gender perspectives is a political imperative rather than a feature which is relevant to their work. However, at the level of simple theory, overall efficiency requires that all agents have access to the same resources at the same relative prices. Evidence that this is not so is *a priori* evidence of inefficiency, independently of any equity issue raised by unequal ownership of resources. This is intuitively obvious: excluding talented and qualified women from the labour force reduces potential output. In addition, however, there is a great deal of evidence to show that many of the major concerns of UNESCAP have a gender dimension. For example, the incidence, impact and evolution of poverty have a very large gender dimension. To exclude gender from such analyses is to fail to apply economics correctly. Similarly, systematic differences in education have impacts on economic growth, both for this and future generations (there is incontrovertible evidence of both the effect of female education on fertility and on the likelihood of children attending school). Female labour supply is a key component in the development of industries such as textiles (for example in Bangladesh) and in export processing zones. In short, the issue is not that there is a political imperative to include gender into the analysis but that the inclusion of gender is necessary for the better analysis of a wide range of economic issues.

An ongoing discussion was the distinction between "gender" and "women", which some participants argued that UN organizations continue to conflate, are not interchangeable terms. It was reiterated during the training that "Gender" refers to the norms and expectations attributed to men and women in different societies, the ways these shape relations between women and men, and the allocation of rights, roles and resources. Incorporating a gender perspective is an analytic task. It requires an assessment of the way in which gender (among other factors) contributes to shaping a particular trend, problem or potential policy outcome. It requires the use of gender as a category of analysis.

Some staff questioned the need to focus on gender rather than other cross cutting issues such as the environment, or other social characteristics (such as ethnicity or class) which are also relate to inequality. In response it was argued that a gender mainstreaming strategy does not require that gender equality become the predominant theme, nor does it imply that gender is the only category of analysis. Instead the strategy seeks to ensure that gender is *one* of the relevant variables along with, for example, income and class, in assessing development problems and policy options. The gender mainstreaming strategy aims to ensure that there is attention to gender equality – not because it is the most important consideration but because it is an important consideration that is frequently omitted from consideration.

Some staff noted that it was difficult to address gender within the mandate of their work which is very technically focused and which does not have clear human impacts. However, although the TOR of work for some sections may not specifically ask staff to address gender issues, member states have called for further attention to gender equality issues in policy analyses in all sectors, as reflected by the ECOSOC conclusions. Nonetheless, despite this broader mandate it must be acknowledged that staff in some sections face significant constraints in taking account of gender

issues due to the parameters of the tasks that they are allocated, which may focus on technical and legal issues and not allow time or resources to explore their human impacts. The challenge in this context, where there *are* clear gender concerns related to an area of work, is to explore the mechanisms through which these concerns can be raised within the existing mandate and resources (perhaps informally in discussions with partners if needs be) in the shorts term and, in the longer term, lobby for changes in work mandates to ensure that they are addressed.

4. Opportunities and possible further steps

As noted above, while ITID as a Division already attempts to tackle gender equality issues in some activities, a range of opportunities and constraints for gender mainstreaming in the work of the Division were discussed during the one-day workshop. On the basis of these ITID staff began to think about steps which could usefully be undertaken in their Division to move forward with addressing gender equality issues more fully.

The main areas identified by staff for moving forward with gender mainstreaming were: (a) making steps to promote a balanced participation of men and women in ITID activities more routine and more effective (b) taking account of barriers to women (and men) in areas such as trade, SMEs and ICTs through core activities on these topics (c) raising discussions around gender equality issues in intergovernmental meetings and (d) further discussing approaches to institutionalize gender into ITID's work during Divisional meetings. These proposed steps are outlined in more detail below.

(a) More routine and effective measure for balanced representation

One goal identified during the workshop was to achieve a more balanced participation of men and women in ITID meetings, both as participants and as resource persons/experts. Staff felt that this could be moved forward through the following steps:

- Requiring staff members to encourage the participation of (equally qualified) woman and men in invitation letters as a routine procedure. *It is suggested by the facilitators that to achieve this, this requirement should be specified as a routine procedure in the appropriate guidelines, and be subject to review.*

- Identifying and selecting a balanced representation of resource persons experts. *Facilitators suggest that to achieve this, work will need to be done to up-date databases to include both male and female experts in the areas covered by ITID.*

- Asking programme assistants to monitor the representation of men and women in meetings and keep and track of the statistics.

- Using these statistics to report on progress on a regular (quarterly) basis and discuss progress in achieving balance access to ITID meetings during Divisional meetings.

(b)   Addressing barriers to women's access to trade and business opportunities

Another goal identified during the workshop was to promote opportunities for women through ESCAP activities around trade, ICTs and SMEs, as this was seen to be an area in which women are under-represented in many countries in the ESCAP region.

It was felt that this could be best achieved through national level workshops, both through ensuring that both men and women are able to attend training and workshops on trade and SME related topics (i.e. gender balance), and through addressing barriers to the access of women in setting up SMEs and engaging in trade during workshops as a part of training activities, to topics covered. This would be distinct from previous initiatives, in which special workshops/training have been held for women in trade/SMEs, in that it would address barriers to particular groups of women and men as part of mainstream meetings/training. Success in moving forward with this should be reflected in progress reports on training activities and workshops.

Facilitators suggest that this is a good approach. However to move forward with it a necessary first step will be for ITID staff running workshops/training to undertake a literature review or research in order to fully understand the barriers faced by particular groups of women and men in engaging in trade/SMEs. This should be the basis for raising these issues and suggesting solutions or responses to such barriers during workshops or training.

(c)   Raising discussions of gender issues in Intergovernmental meetings

A third goal identified by staff during the one-day workshop was to encourage discussion of gender issues in up-coming intergovernmental meetings as well as to raise gender discussion more routinely in ITID documents and reports where relevant.

Facilitators note, again, that this is a good approach but requires a first step of ITID staff undertaking research into relevant gender based inequalities so that they can reflect these in relevant background documentation or discussions (i.e. to encourage discussion of gender issues in meetings, ITID staff first need to identify relevant areas to be raised). One input to this could be to liaise with WID section who have done/commissioned research on some relevant areas around women and trade/ICTs.

(d)   Further discussing ITID's approach to gender mainstreaming during Divisional meetings

The Director of the Division suggested that ITID's response to the gender mainstreaming mandate should be the subject of further discussion during up-coming Divisional meetings. This would be initiated through a review of the gender mainstreaming training and its outcomes. This would give ITID staff more time to reflect on and define specific steps for strategies for gender mainstreaming in their work than was available during the one-day workshop.

In addition, some more informal suggestions were by participants during the workshop. Due to time constraints there was not time to fully discuss or work these out during the workshop.

However, they are recorded below in order that they can be discussed during future divisional meetings as outlined in goal (d), above. These suggestions included the following:

- Staff noted that ITID need to develop a centralized database of experts. As part of this it was suggested that they could both include a section on experts with skills in gender analysis and trade/ICTs, industry development or other relevant subject, and, in addition to gender analysis skills, the database could specify the gender of all experts (which would feed into goal (a), outlined above.

- It was suggested that TISNET, as a very widely distributed publication, would be a very useful vehicle to raise issues about gender equality and disseminate information about gender and trade networks and resources.

5. Conclusions and comments by facilitators

The activities carried out through the Competency Development Framework have raised a range of issues faced by ITID in their efforts to move forward with gender mainstreaming. In particular the work has highlighted the difficulties of addressing gender in the context of the technical remit and specific mandate of much of the Division's work, and as a result of the limited availability of data on gender inequalities related to trade and industry issues in the region.

Despite these constraints it is clear that staff are committed towards addressing gender equality issues and that there are opportunities to further develop ITID's work in addressing gender equality issues in their field. The one-day workshop gave the opportunity to raise the discussion of how these issues could be further addressed, and as a result staff have identified the steps outlined above as the best ways of moving forwards.

Due to the limited time available in the workshop these goals have not all been fully worked out in detail. However, at the suggestion of the Divisional director, they will be revisited during Divisional meetings. In addition, under the Competence Development Framework there are plans for ESCAP Divisions revisit the steps that they identified and report on the progress that they have made to move forward with gender mainstreaming, as well as to discuss the constraints that they have faced in doing so and the lessons learnt.

SECTION 9

EXAMPLE OF REPORT FOR PROGRAMME SPONSORS

EXAMPLE

COMPETENCE DEVELOPMENT ON GENDER MAINSTREAMING DIVISION FOR ECOSOC SUPPORT AND COORDINATION (DESC)

REPORT FOR OSAGI AND OHRM

Contents

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**COMPETENCE DEVELOPMENT ON GENDER MAINSTREAMING
DIVISION FOR ECOSOC SUPPORT AND COORDINATION (DESC)**

COMMENTS AND ASSESSMENT

1. Programme overview

The programme with the Division for ECOSOC Support and Coordination (DESC) had three components:

1. *Introductory meeting with all division staff,* led by the Director (13 February), to introduce the Competence Development Programme (objectives, structure, expected staff participation);

2. *Two working group sessions with staff* (14 February) that aimed to begin the discussion on gender equality and gender mainstreaming and to discuss the work of each branch (including past work on gender equality, current work tasks, day-to-day challenges, etc.). The first session was with the Policy Coordination Branch (PCB) and the second with the remaining two branches, the ECOSOC and Interorganization Cooperation Branch (EICB) and the Development Cooperation Policy Branch (DCPB).

3. *One-day workshop for all DESC professional staff* (31 May) that aimed to deepen understanding of the issues through further exercises and discussions and to identify concrete entry points and next steps.

The working groups were structured around a "diagnostic questionnaire" to provide a format for thinking about gender mainstreaming. This questionnaire highlighted the main ways in which the branch has an impact and asked whether the incorporation of a gender perspective action in each of these areas is done as a matter of regular practice, done to some extent, or not done at all. This was used as a way of structuring discussion about current practices, good examples, constraints, and work processes. (See Attachment 1.)

Feedback from these discussions was provided to DESC in preparation for the workshop. The feedback consisted of a summary of the points raised by participants on experience and issues in gender mainstreaming in various aspects of their work, with comments and suggestions by the facilitator. The aim of circulating this feedback was to consolidate the ideas discussed during the working groups and to promote more practical thinking about questions to be addressed in preparation for the workshop discussions. (See Attachment 2.)

The follow-up workshop consisted of:

- a review of explanations of "gender mainstreaming" through a brief discussion exercise that asked participants to consider the meaning or implications of the phrase "shift from women as a target group to gender equality as a development objective;"

- consideration of practical applications through small group discussions on problems drawn from their upcoming work programme (integration of gender perspectives into initiatives related to globalization and to ICTs), followed by a debrief and discussions by the whole group and a consideration of the more general implications for the work of the division;

- identification of further steps that could be taken, through discussions within branches of practical changes in relation to either specific upcoming events or ongoing work processes.

(See Attachment 3 for the workshop plan and facilitator notes, and Attachment 4 for the exercises.)

There was a long gap between the working group sessions and the workshop due to a scheduling problem (the workshop was initially scheduled for 28 March but was postponed at last minute when it became clear that few would be able to attend). Initially there was skepticism among some members of the management team about the need or value of a full-day workshop, and a reluctance to schedule one until after the working group discussions. In the event the workshop was relatively well-attended: 17 of the 23 professional staff were there for at least part of the day. This included the Director and almost all the senior staff. (See details on attendance in the various aspects of the programme in Attachment 5.)

While the competence development programme has included an external subject matter specialist in its work with several divisions, this would have been difficult with DESC because of the range of subjects addressed by the division. However, in the preparations for the working groups and the workshop, the facilitator benefited from briefings and other inputs from Christina Brautigam, a member of the Division with long experience on gender equality issues.

2. Assessment by participants

The responses to the evaluation questionnaire are collated in Attachment 6. As this questionnaire was distributed at the conclusion of the workshop, and there had been a long delay between the initial working groups and the workshop, the responses presumably relate more to the workshop itself than to the overall competence development programme.

Overall the assessment was relatively positive. In their rating of a series of statements about the contributions made by the programme to building competence in gender mainstreaming, the most positive rankings were given to the statement that "my colleagues and I have a better common understanding about areas for follow-up." This is encouraging as a "better common understanding" should provide a more supportive environment for further exchange of ideas and further efforts on gender equality issues. Participants also gave relatively positive responses (above the mid-point of a 5-point scale) to statements about gaining knowledge or insights applicable to daily work, better understanding of gender mainstreaming, better understanding of the relevance of gender equality issues to the issues addressed by the division, and gaining practical ideas about applying gender perspectives.

Ratings of programme planning and structure fell in the same range. Responses were somewhat more positive about the utility of the workshop than the working groups (but this may be related to the long delay since the working groups, so that recollection of the programme structure and time use have faded). The highest ratings in the evaluation were given to the facilitator being well-prepared and knowledgeable.

Asked what was most valuable and least valuable, and what could be changed, the aspect of the programme most frequently cited as valuable was the opportunity for discussion and particularly the group discussions. Another theme was the importance of practical discussions about what should be done, and there were a number of suggestions about how to further develop this aspect – through discussing problems with specific examples and by providing more actual examples about how a gender mainstreaming could be reflected in reports and panels. On what was least valuable, responses referred to the "non-practical" aspects. One respondent cited the "general, abstract introductory discussion," and another referred to "repetition of what gender mainstreaming is – hopefully by now everyone knows what it is." At the same time, there were participants who valued the discussion of the gender mainstreaming as an objective and the concept of gender equality. There was also at least one participant who recognized some of the cross-currents in the discussion, and how this also affected who spoke and who was silent, in the comment that there was a "need to find ways to get broader participation and also to deal directly and productively with complacency/opposition." These different responses reflect differences among participants in what they wanted from the discussion as well as different views about what was or was not "practical" in relation to the needs of the group.

Will participants do anything differently as a result of their participation? The predominant theme in the responses to this question was the intention to "pay more attention to gender issues" in preparing reports or doing daily work; one respondent noted an intention to do this in future "even where there is no obvious linkage." There were also three notable specific responses:

- "Take up early discussions with staff on how to ensure that gender issues are taken into account up front rather than as an afterthought."

- "Report outlines" [a reference to a proposed strategy to use report outlines that set out intentions to indicate how a gender perspective would be integrated]

- "Greater willingness and confidence to bring up gender issues in tasks assigned to me. Be more supportive of colleagues."

Several participants suggested that OSAGI and OHRM could further support the division by having a shorter workshop or meeting at some point in the future to review progress and follow-up on implementation. One suggested that seminars be organized by substantive expert divisions/agencies on related topics; that is, divisions that deal with particular policy areas rather than coordination could be asked to host seminars on their approach to gender equality issues.

3. Comments and assessment by the facilitator

Each division that has participated in the competence development programme to date has posed its own particular challenges, In this case, the challenges included the initial skepticism about the need for or value of a full-day workshop on the part of some of the management team, which likely contributed to the confusions resulting in the last minute postponement of the workshop initially scheduled for March. This skepticism was also likely known to staff and reflects the types of signals being sent by management about requirements with respect to gender mainstreaming, which would colour the way some staff approached the working groups and workshop. The long delay between the working groups and the workshop meant that the continuity of the dialogue was interrupted and thus there was some repetition of ground already covered. Some repetition also resulted from the determination of a number of senior staff to state their objections and in doing so to obstruct more constructive discussions on issues and approaches. What was difficult in this context was to ensure that the less assertive participants (and particularly more junior women) had an equal opportunity to contribute to the discussions.

Also evident in this workshop was a tendency among some staff who are skeptical or opposed to addressing gender equality issues to expect the competence development programme to provide "answers" and to resist the creative thinking in an area where there are no blueprints to be applied. This problem is exacerbated when participants pop in and out of workshop discussions, as was particularly problematic in this workshop.

On the other hand, DESC is headed by a supportive Director who gave a strong statement on the importance of gender issues and gender mainstreaming at the introductory meetings and made very useful inputs in his participation in both the working groups and the workshops (each of which he attended in part). Most staff also made constructive inputs into the working group sessions in February and generally took a thoughtful and professional approach to their participation in group exercises and more general discussions in the workshop.

The division's experience in addressing gender issues, and its strengths and opportunities, have been discussed in the feedback report to the division. To state this more briefly and directly:

- The division benefits from a director with a good grasp of what gender analysis is and an ability to state the rationale clearly with examples; it also benefits from several senior staff who have also given considerable thought to gender equality issues.

- The division has paid some attention to gender equality issues in its documents, but this has generally been when instructed to do so by an intergovernmental mandate, often in the form of a specific document on a gender equality issue or a section within a document. In other cases, references to gender equality or women have been added in a somewhat perfunctory way, thus meeting what is seen to be a requirement but in a way that staff find unsatisfactory.

- Despite the supportive director, a good understanding among some senior staff, and a stated desire to achieve more substantive discussions in division documents and outputs, there does not seem to be any accountability on this within the division nor any consistent

attempt to raise gender issues in the ongoing work programme, or to encourage staff who would like to explore this further, raise issues, etc.

- The division has the potential to play a catalytic role in encouraging attention to gender equality issues – given its function in supporting ECOSOC, and knowledge of the work of subsidiary bodies and of intergovernmental mandates and policies, means that it is in a key position to highlight linkages among issues and to encourage a more integrated approach to them. However, this potential is not being realized.

Reflecting on the workshop programme, and the extent to which it achieved what was intended, it could have been more challenging for this group. The initial review of gender mainstreaming was required in some form, given both the length of time since the working groups and the number of participants who either had not attended those working groups or still had not grasped the concept. The discussion on "the shift from women as a target group to gender equality as a development objective" was intended to highlight the more analytic and policy-level approaches to gender issues that have been recognized as important to achieving real change. However, this might better have been achieved with a more concrete example and a shorter discussion. The group discussion of practical applications was the most valuable part of the programme. It might have been useful to have two sets of such exercises, with each one somewhat shorter, and the debrief structured to replace the session on expectations for gender mainstreaming. In the session to identify next steps, the most productive discussion came from the group that responded to the suggestions to consider a specific upcoming event. It would be useful to focus on this aspect of the task in future workshops, as the more concrete the commitment the more likely it is to be carried out; at the same time, people may draw lessons from this process that they can apply more widely.

Finally, as pointed out by one respondent in the evaluation, there is a need in these sessions to deal more directly and productively with complacency and opposition. The strategy to date has been to allow some airing of opposition, as people do need a forum to state these views and can sometimes get onto constructive discussions once they have done so. However, despite an effort to ensure that the sessions are not dominated by a few with much to say, allowing opposing views to be aired in some cases has become too much a dialogue with the facilitator; and further thought should be given to ways in which this dialogue is instead among colleagues (again with attention to ensuring that this does not overwhelm the programme).

Regarding what was achieved, the following could be noted:

- an opportunity for a dialogue among staff at different levels and within different branches of what gender equality and gender mainstreaming mean in relation to the work of the division and ECOSOC; there will need to be an ongoing dialogue if the division is to further develop its understanding, but the competence development programme provided a stimulus for this;

- some recognition among the senior staff who are supportive of gender issues, and who perhaps thought the division had it well in hand, that the division needs to allocate some

effort to making its approaches more consistent and substantive and to bringing along (or counteracting the influence of) staff who oppose this;

- some advance in understanding among a number of those who participated, including a broader understanding of what gender mainstreaming was and was not among a number whose resistance was in part due to misconceptions about what was required; and

- increased awareness of when and how to proceed among a reasonable number of participants, judging from the responses to the workshop exercises and responses on the evaluation form, and the identification of a number of specific steps by two of the branches.