UNITED NATIONS DEVELOPMENT PROGRAMME

GENDER IN DEVELOPMENT PROGRAMME

LEARNING & INFORMATION PACK
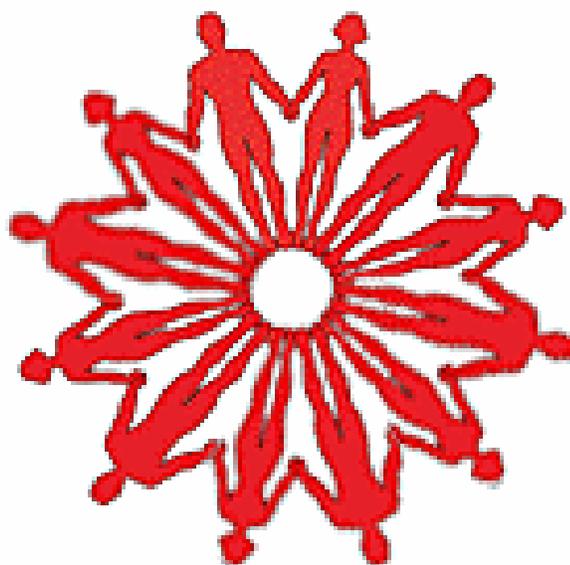
GENDER MAINSTREAMING

DRAFT

September, 2000

Explanatory Note

This Information Pack is intended for use both as a basic resource on gender mainstreaming for the interested reader or for use in a training setting. It has been developed to reflect UNDP's needs in particular, especially those of gender focal points in UNDP country offices, but we hope that it will have wider utility. It has been designed to be readily adaptable to different needs.

The first section consists of four sets of slides with a brief commentary on each. The slides set out key points for the reader. The accompanying commentary expands on these key points and provides links to resources that are included in the Resources section of this Information Pack. (There are also some references to further resources available through the internet.) Full size slides, which can be used for presentations, are in the back of the manual.

The slides and resources included in this Information Pack cover four sets of points:

- **What is gender mainstreaming?** This covers a series of questions about the concept of gender mainstreaming and what it implies for UNDP.

- **Why are we doing gender mainstreaming?** These are concerned with the rationale for gender mainstreaming as a strategy.

- **What is the policy context for gender mainstreaming?** These refer to the policy commitments for mainstreaming strategies by UNDP and its sister agencies as well as programme countries.

- **Who is responsible for gender mainstreaming at UNDP?** These refer to UNDP's guidelines for mainstreaming by staff and country offices, to the terms of reference for UNDP gender focal points.

There is some overlap among these questions and the discussion. This has been done because different users will be approaching the subject from different angles.

The final section of this Information Pack lists internet and other resources to assist in understanding gender mainstreaming and gender mainstreaming strategies.

This Information Pack provides an introduction to points that are covered in more detail in the other Information Packs:

- [Programme and Project Entry Points for Gender Mainstreaming](#)
- [Developing Strategies for Gender Mainstreaming](#)
- [Gender Analysis](#)
- [Process and Advocacy Skills](#)
- [Information, Communication and Knowledge-Sharing](#)

Note on <u>hyperlinks</u> (underlined blue text)…

The reader will note underlined text throughout the Pack. These indicate electronic links (hyperlinks) to related information within this particular Pack as well as directly to internet resources (the URL or address of the resource in question). For example, clicking on a link may bring the reader to the related title of the handout or background reading attached to the report, **or** (if the reader is connected to the internet at the time of reading the document) may bring the reader directly to the web site of the resource in question. Once you have clicked on a hyperlink it will turn purple. The colours may vary if your computer has different default settings.

You can return to place where you hyperlinked from by clicking on the Back ($\Leftarrow$) arrow on the hyperlink toolbar. Each item in the Table of Contents is hyperlinked to the appropriate slides and resources in the document.

Note on crediting handouts and reproducing materials from this Pack

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Symbols used in this pack

Speakers Notes

Training Ideas

Handout available within the pack

Background Reading

Internet Resource

Recommended additional reading

Table of Contents – Gender Mainstreaming

Resources included in this pack

On the concept of mainstreaming and the rationale for this strategy

Internet and other resources

Slide 1   What is gender mainstreaming?

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WHAT IS "GENDER MAINSTREAMING"?

- **What is the mainstream?**

- **What is being mainstreamed?**

- **What does it mean to be part of the mainstream?**

- **What is the target of mainstreaming?**

- **What is the goal of mainstreaming?**

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This is a set of questions often asked about gender mainstreaming. Slides 2-5 take up these questions and can be used as a basis for thinking through the concept or for a presentation. For a workshop or discussion session, it may be useful to begin with a short brainstorming session on these questions as a small group activity before using the slides that follow. For a good wrap-up to this discussion, use Slide 6, which looks at the implications of the discussion for UNDP.

The questions and the notes accompanying them are drawn from: J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men.* (Stockholm: Sida, 1996).

Also see in the Resources section of this Information Pack several short extracts on the concept of mainstreaming:

Resource 1   **"Mainstreaming: integrationist and agenda-setting."** Extract from Rounaq Jahan, *The Elusive Agenda: Mainstreaming Women in Development.* London, Zed, 1995.

Resource 2   **Integration and mainstreaming.** Extract from A. T. Lotherington et. al., *Implementation of Women-in-Development Policy.* Forut, Oslo, 1991.

Resource 3   **Mainstreaming and equality.** Extract from Mary Anderson, *Focusing on Women: UNIFEM's Experience in Mainstreaming.* UNIFEM, 1993.

Slide 2   What is the mainstream?

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WHAT IS THE MAINSTREAM?

- **Inter-related set of dominant ideas and development directions, and the decisions or actions taken in accordance with those**

  Two aspects:
  - o **Ideas (theories and assumptions)**
  - o **Practices (decisions and actions)**

- **Mainstream ideas and practices:**

  - o **Determine who gets what**
  - o **Provide a rationale for allocation of resources**

Example: Girls are discouraged from taking scientific and technical education (by parents and teachers), because these are believed to be fields more suited to boys and men

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This is a definition of the development mainstream that emphasises the inter-relationship between an ideological component (key theories and assumptions about development) and an institutional component (organisations and people making key decisions). That is, ideas and practices, which tend to reinforce and reflect each other.

The mainstream has been targeted because it is the ideas and practices in the mainstream that determine who gets what and that provide a rationale for the allocations of societal resources and opportunities. Scientific education for girls provides a good example: ideas about what is suitable for girls are reinforced by practices that result in few girls entering the field; as a result the field remains dominated by men, which serves to reinforce the idea that it is a "man's" field for which women are unsuited, or uninterested, or incapable – and the cycle continues.

Adapted from: J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men.* (Stockholm: Sida, 1996).

WHAT IS BEING MAINSTREAMED?

- **The legitimacy of gender equality as a fundamental value that should be reflected in development choices and institutional practices**

  - **Gender equality is recognised as not just a "women's issue" but a societal one**
  - **Gender equality goals influence mainstream economic and social policies that deliver major resources**
  - **Gender equality pursued from the centre rather than from the margins**

- **Women as decision-makers about social values and development directions.**

  - **Women as well as men in a position to influence the entire agenda and basic priorities**
  - **Collective efforts by women to redefine the development agenda**

"What is being brought into the mainstream? One concern is to strengthen the legitimacy of gender equality as a fundamental value that should be reflected in development choices and institutional practices. When gender equality is recognized as a strategic objective of development, gender equality goals influence broad economic and social policies and the programmes that deliver major resources. Efforts to achieve gender equality are thus brought into the mainstream decision-making criteria and processes and are pursued from the centre rather than the margins.

"An important aspect of this process is the increased involvement of women in decision-making processes (formal and informal) about social values, development directions and resource allocations. This goes beyond the participation of women in equal numbers as beneficiaries of initiatives to a form of participation that enable women a well as men to influence the entire agenda and basic priorities. This has been called 'agenda-setting.' (Jaha,n 1995)."

Quoted from: J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men.* (Stockholm: Sida, 1996). For reference to Jahan, see **Resource 1.**

Slide 4   What does it mean to be part of the mainstream?

WHAT DOES IT MEAN TO BE PART OF THE MAINSTREAM?

- **having equitable access to society's resources, including socially-valued goods, rewards and opportunities**

- **equal participation in influencing what is valued, shaping development directions, and distributing opportunities**

A concern that some have raised about mainstreaming strategies is – do we want to be part of the mainstream, given concerns about mainstream values and development directions? But a mainstreaming strategy seeks to bring women into a position where they can take part on an equitable basis with men in determining values, development directions and the allocation of resources. It also seeks to ensure that women benefit equitably with men from access to society's resources (including for example, recognition and respect, secure and rewarding employment, education, health, leisure and personal security). That is, "mainstreaming is a strategy to transform the mainstream".

Adapted from J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men*. (Stockholm: Sida, 1996.)

WHO OR WHAT ARE WE TRYING TO CHANGE?

With a mainstreaming strategy, who or what are we trying to change?

- **The developing country (government programmes and the general society)**
- **Development cooperation programmes**
- **Development cooperation agencies themselves**

WHAT IS THE GOAL OF MAINSTREAMING?

Main result or primary goal	$\Rightarrow$	**progress towards gender equality in programme countries**

Mainstreaming is a process or a strategy to work toward the goal of gender equality – it is not an end in itself.

As UNDP is a development cooperation agency (not a national government or national institution), its contributions to progress toward gender equality in a programme country are made through the development cooperation programme it negotiates with national governments. A mainstreaming strategy therefore targets the development cooperation programme, and does this through targeting the policies and practices of UNDP, particularly the policy and practices of UNDP Country Offices.

Of course, gender equality and the situation of women in a particular country will be influenced by many factors. Most of these are outside the influence of the UNDP and development cooperation generally. However, UNDP can take many actions to support the movement to gender equality in partner countries by both specific initiatives and by ensuring that all of its programmes and initiatives support gender equality objectives.

See next slide (**Slide 6**) for a summary of implications for UNDP.

Adapted from J. Schalkwyk, H. Thomas and B. Woroniuk, *Mainstreaming: A Strategy for Achieving Equality between Women and Men.* (Stockholm: Sida, 1996).

FOR UNDP, A MAINSTREAMING STRATEGY IMPLIES:

Partner Government

UNDP Country Office

Country Programme

Civil Society

Changes in processes ⟶

to achieve changes in programmes ⟶

Situation of women & men

in order *to* achieve change at the country level ⟶
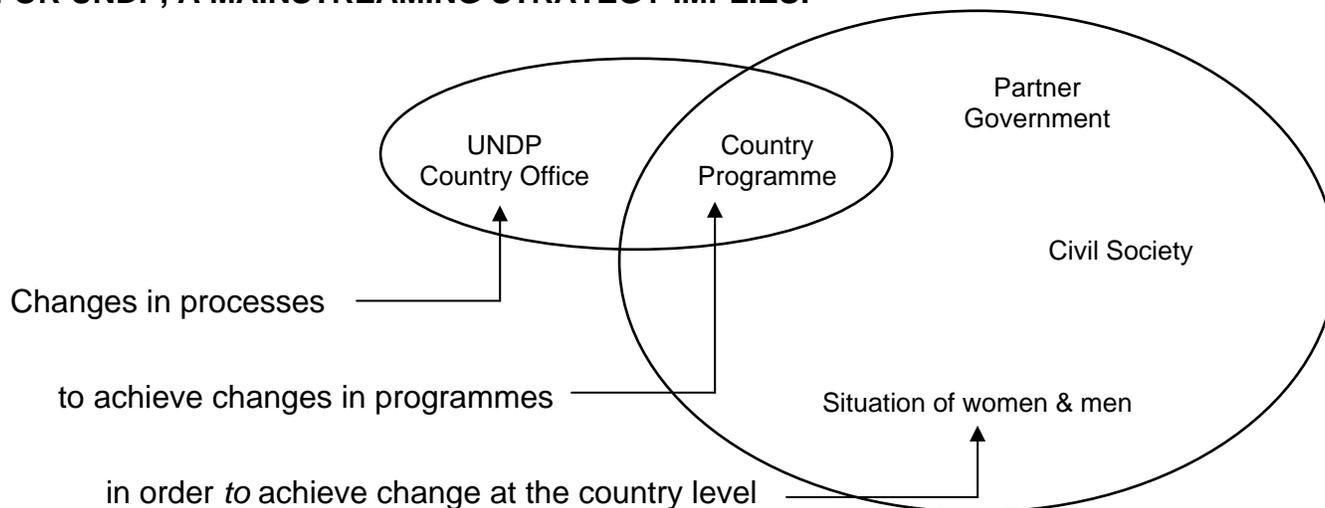
"Gender mainstreaming is the strategy adopted by UNDP to strengthen its impact on the situation of women and on gender equality. The term "gender mainstreaming" came into widespread use with the adoption of the Beijing Platform for Action in 1995. The term serves to highlight a major lesson derived from slow progress in achieving real change in the situation of women despite efforts over two decades – that *significant change cannot be achieved by adding marginal programmes for women.* Rather, what is required is changes in mainstream policies and resource allocations to reflect the interests and views of women as well as men. *A mainstreaming strategy therefore emphasises systematic attention to gender equality issues in organization practices, policies and programmes with the goal of progress toward gender equality."*

This diagram summarizes the approach – while a mainstreaming strategy is initially concerned with changing internal processes, this is in order to achieve change in organization outputs (the programme planned jointly with partner countries) with the objective of advancing the position of women and gender equality. As partner countries have also made commitments to gender mainstreaming, UNDP mainstreaming initiatives should serve to complement and reinforce national processes.

 Quote and diagram from J.Schalkwyk, *Building Capacity for Gender Mainstreaming: UNDP's Experience.* New York: GIDP, UNDP December, 1998. Available on-line: http://www.undp.org/gender/capacity/mid-term_review.html

Slide 7   Why gender mainstreaming?

> ## WHY GENDER MAINSTREAMING?
>
> - **shift in understanding of the problem**
>
> - **recognition that gender equality is integral to development goals**
>
> - **realization that previous approaches were not resulting in real change in the position of women and gender equality**

This series of slides complements the first set on what is gender mainstreaming *(the concept)* by considering why gender mainstreaming has been identified as a strategy *(the rationale).*

Gender mainstreaming is not a radically new approach, but it does build on the experience gained over the last two decades of efforts to understand and improve the position of women. Three points taken from this experience are noted in the summary above; these are further discussed under Slides 8-10.

Also see in the Resources Section of this Information Pack several short readings that make points about why gender mainstreaming is being pursued.

Resource 4   **"Mainstreaming women's development" & "Components of WID capacity."** Extracts from Final Report: Mainstreaming Women's Development. Institutional Review of WID Capability of the Government of Bangladesh, Vol. 1. Ministry of Women and Children Affairs, Government of Bangladesh. 1998.

Resource 5   **"Gender mainstreaming: the concept.***" Extract from: Kalyani Menon-Sen, *Moving from Policy to Practice: A Mainstreaming Strategy for UNDP India.* UNDP, 1998.

Resource 6   **"Gender mainstreaming: a UNDP mandate".** Extract from: Kalyani Menon-Sen, *Moving from Policy to Practice: A Mainstreaming Strategy for UNDP India.* UNDP, 1998.

Slide 8   Shift in understanding of the problem

SHIFT IN UNDERSTANDING OF THE PROBLEM	
EARLY APPROACHES	**CURRENT THINKING**

<u>Analysis:</u>
 women left out
 women lack:
   ► **education**
   ► **training**
   ► **credit self-esteem**
	<u>Analysis:</u>
	 social structures and processes recreate inequalities between women and men in:
	   ► **resources**
	   ► **opportunities**
	   ► **decision-making**

<u>Problem:</u> **women**	<u>Problem:</u> **inequality between women and men**
<u>Approach:</u> **women must change their attributes to be integrated into development**	<u>Approach:</u> **society and institutions must change ideas and practices in support of equal choices and opportunities**

As summarized above, early approaches to addressing the disadvantaged position of women focused on what women lacked – the implicit assumption here is that the problem rested with women, and thus women needed to change to benefit from development. Also associated with this approach was the idea that women were "left out" of development and needed to be "integrated" into it.

However, equality activists and researchers argued and demonstrated that women were not "left out" of development – they were fully integrated into society and development, and indeed their work (in both the market place and the household) were critical to sustaining the economy. The problem was not lack of integration into development, but inequality between women and men in the reward, incentives and terms of integration – and the social process and institutions that recreated that inequality. Rather than consider women in isolation, we must take account of from the broader context of their lives in the family, economy and society and the way in which society and institutions through their values and practices reinforce and recreate inequality between women and men.

GENDER EQUALITY AS A DEVELOPMENT GOAL

UNDP Human Development Report (1995):

" … the basic objective of development [is to] enlarge people's choices. At the heart of this concept are three essential components:

- **equality of opportunity for all people in society;**

- **sustainability of such opportunities from one generation to the next;**

- **empowerment of people so that they participate in – and benefit from – development processes."**

"Human development, if not engendered, is endangered."

The HDR's three principles for engendering human development:

- **equality of rights between women and men**

- **women must be regarded as agents and beneficiaries of change**

- **wider choices for both women and men, and equal opportunities by women and men to make those choices.**

The consensus of UN members – as expressed in the series of conferences on population, human rights, environment and women – is that *gender equality is critical to development, and that development is critical to gender equality.*

The UNDP Human Development Reports have been an important influence in refocusing attention on the human dimensions of development – on the way that development challenges are understood and the way in which progress and achievements are assessed. When considered from the human perspective -- which includes human rights and social justice – equality is clearly fundamental to development. It has also been recognized that gender equality is critical to achieving goals such as poverty reduction and sustainable economies.

An overview and highlights from the *1995 Human Development Report* (which focused on Gender and Human Development) is available on-line: http://www.undp.org/hdro/95.htm.

A useful resource that emphasises gender equality as a goal of development is: *DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation* (Paris*:* OECD, 1998). http://www.oecd.org/dac/Gender/htm/guidelines.htm

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**MAINSTREAMING STRATEGIES AIM TO MAKE
DEVELOPMENT COOPERATION MORE EFFECTIVE
THROUGH:**

- **emphasis on reshaping the mainstream rather than
  adding activities for women at the margin**

- **focus on gender equality as an objective, rather than
  women as a target group**

- **ensure that initiatives not only respond to gender
  differences but seek to reduce gender inequality**

- **more attention to women's organizations and the
  momentum for change in partner countries**

- **more attention to men and their role in creating a
  more equal society**

The mainstreaming strategy has been adopted as an approach in order to strengthen the
effectiveness of development cooperation in addressing the situation of women and achieving
progress toward gender equality. For UNDP this means:

- **emphasis on reshaping the mainstream rather than adding activities for women at
  the margin:** a consistent approach to incorporating gender perspectives in situation
  analyses, policy and programme development, programme appraisal, and monitoring.

- **Focus on gender equality as an objective, rather than women as a target group.**
  This means going beyond the question: "how many women participated?" to ask: "how
  can this policy or initiative reduce disparities between women and men?"

- **Ensure that initiatives not only respond to gender differences but seek to reduce
  gender inequality.** Gender differences relevant to an initiative should be identified,
  not only to improve project efficiency but also to identify the inequalities that constrain
  women from benefiting on an equal basis with men.

- **More attention to women's organizations and the momentum for change in
  partner countries.** In almost all programme countries, women's organizations have
  been active in assessing issues and seeking for solutions.

- **More attention to men and their role in creating a more equal society.** Gender
  equality is not a "women's issue" but a societal issue. It has implications for men as
  well as women – and more men need to be engaged in the search for solutions.

> **Mainstreaming paragraphs of the
> Beijing *Platform for Action***
>
> **"….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."**
> **see paragraphs:**
>
> **79   education**
>
> **105   health**
>
> **123   violence against women**
>
> **141   conflict**
>
> **189   power and decision-making**
>
> **202   institutional mechanisms**
>
> **229   human rights**
>
> **238   media**
>
> **252   management of natural resources**
>
> **273   children and youth**
>
> ***Platform for Action,* Fourth World Conference on Women, Beijing, 1995**

Beijing *Platform for Action*: mainstreaming paragraphs

The mainstreaming paragraph constitutes a commitment by the national governments that endorsed the *Platform for Action* and a strong policy mandate for UNDP in its work with partner governments.

For a discussion of how this paragraph could be interpreted in relation to the responsibilities of the various agencies of national governments, see the Resources Section of this Information Pack. (Note that the paragraph can be similarly interpreted for the bureaux and country offices of UNDP):

Resource 4   "Mainstreaming women's development" & "Components of WID capacity." Extracts from Final Report: Mainstreaming Women's Development. Institutional Review of WID Capability of the Government of Bangladesh, Vol. 1. Ministry of Women and Children Affairs, Government of Bangladesh. 1998.

The text of the *Platform for Action* and selected national action plans are available on-line: see http://www.un.org/womenwatch/followup/.

UNDP DEFINITION OF GENDER MAINSTREAMING

Putting policy into practice.

Taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation.

⇓

In practical terms, this means ….

Ensuring that staff fully understand the relevant policy and its context, and have the capacity to implement it; in order that they can:

Bring the outcomes of policy analysis including socio-economic analysis, into the core decision-making processes of the organisation,

Note: This includes both the core policy decisions of the organisation, and the small every-day decisions of implementation.

The UNDP definition of gender mainstreaming evolved during detailed consultations with many UNDP staff and development partners. This definition draws on the commitments made by UNDP and partner governments in the Beijing *Platform for Action*, and contributed directly to the definition of gender mainstreaming adopted by ECOSOC in July 1997.

The definition emphasizes implementation of organizational policies on gender equality: Two major policy documents that outline the approach to be followed in programme development and by country offices are: *Direct Line 11* (November 1996) and *Guidance Note on Gender Mainstreaming* (March 1997). A third document, *Gender Balance in Management Policy* (1994), complements this approach by promoting a more balanced representation of women and men in management and decision-making positions. All these documents are available on-line at the GIDP website: http://www.undp.org/gender/policies/.

Also see: Slide 14 Gender mainstreaming in UNDP Country Offices

Resource 12   Decision-Making (Analytic) Skills for Gender Mainstreaming

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ECOSOC DEFINITION OF GENDER MAINSTREAMING

"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 any area 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 the 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."

E.1997.L.30.Para.4. Adopted by ECOSOC 17.7.97

This definition was adopted by ECOSOC after the Fourth World Conference on Women guide all agencies in the UN system. It restates the need for systematic attention to gender equality perspectives in decision-making and emphasises that this is a *strategy to achieve gender equality.*

For the section of the official ECOSOC document that contains this definition and further discusses responsibilities and implications, see in the Resources Section of this Information Pack:

Resource 8   **ECOSOC on gender mainstreaming**. From the *Report of the Economic and Social Council for 1997* (A/52/3, 18 September, 1997). (Note that the full document is available on-line: http://www.undp.org/gender/capacity/gm_intro.html#main)

Resource 7   UN System Mission Statement on Gender Mainstreaming. Statement adopted by the United Nations Advisory Committee on Coordination, March, 1998.

GENDER MAINSTREAMING IN UNDP COUNTRY OFFICES

WHO IS RESPONSIBLE?	• **all staff, including the Resident Representative and professional staff working in every sector**
WHAT ACTIVITIES ARE OF CONCERN?	• **Country programmes** • **Programme & project formulation** • **Programme & project implementation** • **Programme & project evaluation** • **Policy advice and dialogue** • **Resource mobilisation** • **Internal, inter-agency & NGO meetings** • **Training and briefing sessions** • **Staff recruitment** • **Budget allocations**

An important message of the UNDP *Guidance Note on Gender Mainstreaming* (http://www.undp.org/gender/policies/) is that mainstreaming gender equality considerations is the responsibility of *all staff,* beginning with senior management. Key points from the *Guidance Note* include:

- "The Resident Coordinator must take an inter-agency lead in mainstreaming gender equality considerations."

- "The Resident Representative's active advocacy and support is a requirement for progress in mainstreaming gender equality."

- "We need systematic and consistent attention to gender equality objectives throughout the programming cycle."

(Gender focal points have been given specific responsibilities to coordinate and support the above – but this is in the context of the above. The specific role of gender focal points is discussed further in the Information Pack on Developing Strategies for Gender Mainstreaming.)

Another message of the *Guidance Note* is that gender mainstreaming requires action in all sectors and in all types of country office activity. The Resources Section of this Information Pack

includes a checklist based on the *Guidance Note* that expands on all the activities listed in the slide. See: Resource 9 **UNDP Guideline/Checklist on Gender Mainstreaming.**

SOME INDICATORS OF ACTION ON GENDER MAINSTREAMING IN COUNTRY OFFICES

- **A gender mainstreaming strategy in place and used, reported upon regularly**

- **A gender mainstreaming briefing kit prepared on an inter-agency basis, and updated regularly**

- **A gender profile for the country in place, developed consultatively**

- **Gender mainstreaming training and capacity building activities, planned and completed**

- **Responses to the Five Main Challenges in Direct Line 11 recorded, with tracking commitments**

- **Programme(s) to support the national programme to implement the Beijing Platform for Action operational**

- **Programme(s) to support national efforts in one or more of the strategic priorities for the achievement of gender equality set out in the Human Development Report, 1995, operational**

- **A mechanism for regular consultation with women's and gender-sensitive organisations in place**

- **Country specific sets of indicators for tracking progress on gender equality, gender-sensitive policies and changes in gender relations over time, in place and in use**

This is list draws from UNDP policy guidance and the gender mainstreaming planning tools and serves to illustrate the kinds of activities that might be included in a gender mainstreaming strategy. See also Information Packs on Strategy Development for Gender Mainstreaming and Programme and Project Entry Points for Gender Mainstreaming.

Resource 1   "Mainstreaming: integrationist and agenda-setting."

Extract from: Rounaq Jahan, The Elusive Agenda: Mainstreaming Women in Development. London, Zed Books, 1995. (page 13)

Mainstreaming: Integrationist and agenda-setting
What does mainstreaming mean? How is it different from the earlier goal of integration? English-only dictionaries variously define 'mainstreaming' as the 'prevailing current, direction of activity/influence' or 'the principal, dominant course, tendency or trend'. Mainstreaming as a concept obviously reflects a desire for women to be at centre-stage, part of the mainstream. But how would women become part of the mainstream? In a paper commissioned by the OECD/DAC's Expert Group on WID to elaborate the concept of mainstreaming, I identified two broad approaches. The first, 'integrationist', approach builds gender issues within existing development paradigms. Widening women-and-gender concerns across a broad spectrum of sectors is the key strategy within this concept: the overall development agenda is not transformed, but each issue is adapted to take into account women-and-gender concerns. A good example of the 'integrationist' approach is the practice of designing WID 'components' in major sectoral programmes and projects. Women are 'fitted' into as many sectors and programmes as possible, but sector and programme priorities do not change because of gender considerations.

The second approach, which I call 'agenda-setting', implies the transformation of the existing development agenda with a gender perspective. The participation of women as decision-makers in determining development priorities is the key strategy here: women participate in all development decisions, and through this process bring about a fundamental change in the existing development paradigm. Women not only become part of the mainstream, they also reorient the nature of the mainstream. It is not simply women as individuals but women's 'agenda' which gets recognition from the mainstream. An example of an agenda-setting approach is the prioritizing of women's empowerment in population sector programmes.

Resource 2   Integration and mainstreaming

Extract from: Lotherington, A.T., M. Haug, and A.B. Flemmen. *Implementation of Women-in-Development Policy*. *Forut*, Oslo, 1991. (pages 55-56)

To integrate women's questions *fully* into the technical assistance programmes of the FAO and the ILO is the overall aim of the two organisations' plans of action. There are two main strategies for fulfilling this objective. One is to give women the opportunity to participate and benefit from the technical assistance programme as it appears today, what we will call *integration of women*. The other is to change the technical assistance programme so that it from the start will benefit women as well as men. That means giving the programme a gender profile, or what we will call *mainstreaming* the technical assistance programme. *Integration* and *mainstreaming* are also terms used by the FAO and the ILO personnel, but it has been difficult to grasp how the organisations interpret them. The following is, therefore, *our* interpretation based on general WID documents and discussions with FAO, ILO and other UN personnel.

The point about *integration of women* is to include women on an equal footing with men in all projects. However, basic changes in the characteristics of the project will not occur. The technical assistance programme as such will remain largely unaltered, covering the same sectors as now, and with the same basic focus as now. Efforts are, however, made to increase women's participation in training courses as well as in employment and other activities. It is a question of numerical equality.

Integration of women implies that *all* staff members have to take women into consideration and start perceiving the target population as gendered. They must find ways to increase women's participation in their projects as well as finding gender differences are relevant to their projects. Beyond that, there is no substantial discrepancy between the new and the old policy. On the other hand, this approach in itself involves changes large enough to cause conflicts and to encounter resistance from personnel: It represents additional work to an already heavy workload. It also implies a new way of working and thinking that the personnel are not used to; they don't know how to do it; they may find women's participation irrelevant; or they may be against women's increased participation for one reason or another.

Mainstreaming implies re-evaluation of current policy. Inquiries have to be made as to what types of projects will benefit women as well as men. The technical assistance policy has to be scrutinised: what kind of development is promoted today; and does it respond to the wishes, needs and interests of women? It should not be taken for granted that women and men have common interests. Mainstreaming presupposes that any programme or any project is initiated with the awareness that we live in a gendered world, and that the concept of gender is relational, pointing at male-female relations in production and reproduction. This implies that changes for women will consequently require changes for men. The norm for mainstream-planning is gender responsiveness, and it should be performed by regular staff. In addition, gender must become a constituent category in the implementation and evaluation of technical assistance.

Resource 3   Mainstreaming and equality

Extracts from: Mary Anderson, Focusing on Women: UNIFEM's Experience in
Mainstreaming (UNIFEM, 1993).

"The mainstream usually is defined as the place where choices are considered and decisions made that affect the economic, social and political options of large numbers of people. It is where the action is. It is where things happen. This mainstream largely has been occupied and controlled by men. Men predominate in positions of political power. They hold more offices, sit on more legislative councils and direct more government agencies than women. Men also predominate in positions of economic power. They direct more companies, sit on more boards, have access to a broader spectrum of jobs and earn more income in every occupational level than women.

"Thus, **the idea of mainstreaming women is fundamentally about equality**. It is about power as much as it is about projects; it is about policies as much as programmes." (page 5)

....

"In 1993, almost a decade after the term mainstreaming first entered the discussions on women and development, a clearer and more cohesive consensus about its meaning appears to be emerging. Whereas the discussions about separation versus integration and integration versus agenda-setting were couched in either/or terms, it is now more common to hear WID workers talk about inclusive, both/and strategies. Mainstreaming is now more often used to refer to a comprehensive strategy, involving both women-oriented programming and integrating women into existing programmes, both agenda-setting activities and activities to incorporate women into existing mainstream structures.

"Behind this new consensus is the fact that attention has been refocused on the **purpose of mainstreaming. This purpose is the achievement of both equality and development**. It is no surprise that this was also the original goal of the WID movement. In fact... it was the failure of early WID efforts to achieve equality and development that promoted the concept of mainstreaming.

"It has become clear that **mainstreaming is a process rather than a goal**. Though UNIFEM's mandate is to mainstream women, the mainstreaming is for something else -- equality and development." (pages 10-11)

Resource 4   "Mainstreaming women's development" & "Components of WID capacity."

Extracts from: Final Report: Mainstreaming Women's Development. Institutional Review of WID Capability of the Government of Bangladesh, Vol. 1. Ministry of Women and Children Affairs, Government of Bangladesh. 1998.

Mainstreaming women's development

"Mainstreaming women and women's development" is a strategy that is strongly emphasised in the Beijing *Platform for Action.* The long-term goal of this approach is to achieve equality between women and men in their enjoyment of social, economic and political rights and opportunities. This goal cannot be achieved by government alone. Achieving it will entail changes in attitudes, social institutions, and private sector practices. Individuals, communities, and non-governmental organisations all have their part to play.

But government does have a significant role. The government makes legislation and regulations that affect rights and opportunities, and it has a major impact on communities through its policies and programmes. The formulation of approaches to ensure that these policies, programmes and projects are oriented to both women and men as targets and clients is the major concern of the strategy of mainstreaming women's development set out in the Beijing *Platform for Action.*

The mainstreaming strategy was emphasised in Beijing because of the lessons that had been learned from previous efforts to improve the position of women. These efforts too often took the form of isolated and marginal programmes for women. These benefited only the limited number of women who participated directly, and did not affect the way in which larger or mainstream policies and projects distributed resources and services. As a result, the bulk of the resources and opportunities provided through government programmes continued to bypass women and the disparities between women and men continued to increase.

By contrast, a mainstreaming approach focuses on the institutions, policies and programmes that have a broad impact in setting the conditions under which communities, households and individuals function. It seeks to ensure that these institutions, policies and programmes respond to the needs and interests of women as well as men, and distribute benefits equitably between women and men. Overall, it seeks to reduce existing disparities between women and men in incomes, resources and opportunities.

> " 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."
>
> *Beijing Platform for Action. (See paragraphs 79, 105, 123, 141, 189, 202, 229, 238, 252, 273.*

The Institutional Review on which this report is based was undertaken in response to concerns that the type of systematic approach described above was not in place. This was confirmed by the studies

done for the Institutional Review. Attention to women's development is largely compartmentalised in the "women's development sector." Women's development issues are not a standard aspect of the process of formulating, implementing and evaluating development programmes across all sectors. There is some recognition of the need to consider women's participation in projects, but concerns about women's development are generally not recognised in sectoral policies. Women-focused initiatives are designed and implemented in isolation, and not linked to the broad trends and objectives of development planning. The task of the Institutional Review was therefore to identify the steps required to build the capacity of different types of government agencies to integrate issues of women's equality and development into their plans, policies and programmes.

The analysis and recommendations of the Institutional Review are based on the premise that *all* ministries and agencies of government have a responsibility for women's development because women are a major part of the public that each agency exists to serve. This shared responsibility for women's development is strongly emphasised in the Beijing *Platform for Action*. …

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Components of WID capability

A basic step in the implementation of a mainstreaming approach is to recognise that women as well as men need to be taken into account in the formulation of all government initiatives that have direct and indirect impacts on the population. That is, attention to issues of women's equality and development cannot be confined to a sector called "women's development" but must be considered across all sectors, and at the level of broad development policies as well as particular programmes and projects.

The Institutional Review investigated various aspects of capacity for implementing a mainstreaming approach. The main components of capacity analysed in the various studies include:

- **understanding and commitment:** clarity about the goal of women's equality and development at both senior decision-making and working levels of government, and commitment to pursuing this goal on the part of both institutions and individuals;

- **structures and mechanisms**: to ensure that women's development issues are raised within government planning and decision-making processes, to make inter-sectoral linkages, to monitor progress, and to hold agencies accountable on issues of women's development;

- **information, data and research:** the availability of necessary inputs, such as research on women's situation and adequate gender-disaggregated data to support policy and programme formulation;

- **analytic, planning and management skills:** to identify and respond to issues of women's development relevant to the agency's mandate;

- **participatory mechanisms:** through which women and women's development advocates can participate in decision-making about policy and programme formulation and evaluation.

Different types of agencies require a different mix or a different application of the above components, in accordance with their overall mandates. In the Institutional Review, therefore, different questions about capacities were asked of different agencies. For example:

- **national focal point for women's development:** is it able to provide effective leadership on women's development issues, and to motivate and support other agencies in fulfilling their responsibilities in integrating women's development issues into ongoing planning and programmes?

- **central planning authorities:** are they able to incorporate issues of women's development in the formulation of national policy frameworks and in their guidance to line ministries in planning sectoral strategies and projects?

- **line ministries:** are they able to take up issues of women's development at the sectoral level and ensure that sectoral strategies and programmes serve women and men equitably?

- **local government bodies:** are women equitably represented in local decision-making bodies? and are these bodies able to respond to the priorities and needs of women in programme planning?

- **training institutes:** are they able to support government officials in increasing their awareness and skill on women's development issues?

Resource 5   " Gender mainstreaming: the concept"

| *Extract from:* | Kalyani Menon-Sen, *Moving from Policy to Practice: A Mainstreaming Strategy for UNDP India.* UNDP, October 1998. The full text of this document is available on-line: http://www.undp.org.in/Report/Gstrat/ |

GENDER MAINSTREAMING: THE CONCEPT

The term **'gender'** is used to describe a set of qualities and behaviours expected from men and women by their societies. A person's social identity is formed by these expectations. These expectations stem from the idea that certain qualities, behaviour, characteristics, needs and roles are 'natural' for men, while certain other qualities and roles are 'natural' for women.

Gender is not biological – girls and boys are not born knowing how they should look, dress, speak, behave, think or react. Their "gendered" masculine and feminine identities are constructed through the process of **socialisation,** which prepares them for the social roles they are expected to play**.** These social roles and expectations differ from culture to culture and at different periods in history. They can and do change.

Gender relations in India (as everywhere else) are **patriarchal** – that is, they reflect and perpetuate a hierarchy where women are subordinate to men. Women's subordination is reflected in inequality and differences between women and men within the family and community, as well as in all social, economic, cultural and political interactions and relationships between people.

Patriarchal social structures and institutions are sustained and strengthened by value-systems and cultural rules which propagate the notion of women's inferiority. Every culture has its example of customs which reflect the low value placed on women.

Patriarchy makes women powerless in many ways – by convincing them of their own inferiority to men; by demanding that they conform to certain stereotyped 'appropriate' roles and behaviour; by denying them control over their own bodies, lives and labour; by limiting their access to resources and by restricting their opportunities to participate in decisions which affect their own lives.

These different forms of control often operate to strengthen each other, and have resulted in the exclusion and marginalisation of women from social, economic and political processes. Women's subordination is reflected both in women's socio-economic **condition** (like their levels of health, income and education), as well as in their **position**, or degree of autonomy and control over their own lives.

Gender equality cannot come about only through changes in women's condition – it requires transformation of the structures and systems which lie at the root of women's subordination and gender inequality . This transformation cannot be induced by external interventions. Women must themselves become **active agents** of change.

Gender equality therefore demands **women's empowerment,** a process that leads to greater participation in social and political processes, greater decision-making power and to conscious action for social transformation.

The process of empowerment is not sectoral – it encompasses women's multiple roles and interests, and addresses the inter-relationships between them, leading to women gaining greater control over their own lives. Empowerment thus has many dimensions.

- Building a critical understanding of the causes and processes of disempowerment.

- Enhancing self-esteem and altering self-image.

- Gaining increased access to natural, financial and intellectual resources.

- Acquiring the confidence, knowledge, information and skills to understand and intervene in social, economic and political structures and processes.

- Increasing participation in and control of decision-making processes within and outside the family and community.

- Moving into new roles and spaces, which were hitherto seen as exclusively male domains.

- Coming together to question, challenge   and change unjust and inequitous beliefs, practices, structures and institutions which perpetuate gender inequality .

- The process of women's empowerment challenges the basic assumptions which govern age-old social institutions, systems and values. It is, therefore, inevitable that it should encounter resistance from existing power structures. It is easier for **collectives** of women, rather than individual women, to take the process of empowerment forward in the face of this resistance.

- Development efforts in the last forty years have by and large not addressed the root causes of women's subordination, and have therefore failed to impact gender inequality in a significant way. Most mainstream approaches to women's development have not been based on analyses of the overall reality of women's lives, but have focused either on their roles as mothers and housewives, or as economic agents. The development of women was seen as an issue of "letting them participate" in projects which they were not involved in determining, on terms decided by others.

- The emphasis later shifted to targeting women through separate women-only projects. While many of these were innovative and catalytic, most were small, isolated and under-funded initiatives which had very little lasting impact. Where women's components have been included in large mainstream projects, the objectives and priorities of these projects were seldom influenced or informed by women's needs and concerns.

- It is now widely accepted that gender inequality is not a result of women's integration or lack of integration in development, or their lack of skills, credit and resources. The root cause of the problem lies in the social structures, institutions, values and beliefs which create and perpetuate women's subordination. The issue is not merely one of "adding on" women to various processes, but of reshaping these processes to create the space for women's involvement not only in implementing the development agenda, but also in agenda-setting.

- The global crisis of rapidly increasing ecological degradation and poverty in the 1990s led to a growing acceptance of the critiques of the dominant ideology and conceptual framework of development being voiced by people's movements and NGOs in both the South and the North. Dominant models of industry-based and export-led economic growth are now acknowledged to have resulted in large scale exploitation of both natural and human resources. Women have been the worst affected. Women's work and the environment have been compared to invisible

"subsidies which support all societies. Both are undervalued or perceived as free even as others continue to profit from them".[1]

- A major cause for this crisis of development is the dominant world view which sees only polarised realities – which marginalises and renders invisible not only women's realities, but also the realities and priorities of all powerless groups - the poor, children, tribal communities and the oppressed castes.

- The need is therefore to move from **integrating** women into existing development approaches – giving them "a larger slice of the poisoned pie"[2] - to a framework of **equitable and sustainable development.** This involves reshaping development to reflect the visions, interests and needs of those who have been rendered invisible and powerless by mainstream processes.

- Women and the poor together form the majority of the world's population. The perspectives and experiences of poor women can be a major source of transformation of the way in which we understand development. **Gender mainstreaming is therefore a strategy for addressing and reversing the current global crisis of development**

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[1] Joan Martin Brown, quoted in Vivienne Wee and Noeleen Heyzer, "Gender, Poverty and Sustainable Development", UNDP, 1995.

[2] Devaki Jain, quoted in Vivienne Wee and Noeleen Heyzer op.cit

Resource 6   "Gender mainstreaming: A UNDP mandate."

Extract from: Menon-Sen, Kalyani, *Moving from Policy to Practice: A Mainstreaming Strategy for UNDP India.* UNDP, October 1998. The full text of this document is available on-line: http://www.undp.org.in/Report/Gstrat/

GENDER MAINSTREAMING : A UNDP MANDATE

UNDP defines gender mainstreaming as "Taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to organisational transformation".

Specifically, gender mainstreaming implies bringing the outcome of gendered socio-economic and policy analysis into all decision-making processes of the organisation. This includes core policy decisions as well as the small everyday decisions of programme implementation.

Gender mainstreaming is not a process which begins and ends with women. It does not mean only having an equal number of women and men in the organisation or supporting programmes exclusively for women, although it includes these aspects. Gender mainstreaming implies including women, but does not imply excluding men.

UNDP sees gender mainstreaming as a strategy for bringing about gender equality through creating space for everyone – women and men in the organisation as well as in communities – to contribute to the process of articulating a shared vision of sustainable human development and translating it into reality.

Gender mainstreaming cannot take place in an organisation which is closed, inflexible and does not value people. Because gender mainstreaming demands a caring, flexible and empowering environment, it creates opportunities for women and men at every level within the organisation. Each individual stands to benefit, and therefore each individual must share the responsibility.

Mainstreaming of gender equality goals

➢ **is part of the reorientation of methods to ensure holistic approaches to the empowerment and well-being of people;**
➢ **is part of the processes of change in UNDP;**
➢ **is not an end in itself but a strategy for bringing about gender equality within countries as well as within the organisation;**
➢ **has policy, programme, human resource, financial and administration dimensions, and**
➢ **is mandated by the Platform of Action from Beijing, which has been agreed to by all countries.**

UNDP must work with governments to take these commitments forward into policy and implementation.

                              Guidance Note on Gender Mainstreaming, UNDP, 1997

Resource 7   UN system mission statement on gender mainstreaming

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**ACC Statement on
Gender Equality and Mainstreaming
in the Work of the United Nations System:
A Commitment for Action**

1. **The United Nations Charter affirms "...faith in fundamental human rights, in the dignity and worth of the human person, in the equal rights of men and women..."**

2. **We reiterate our commitment to working with all members of the international community to uphold these principles of the Charter by promoting gender equality.**

3. **We are firmly convinced that the overriding United Nations goals of peace, sustainable development and human rights cannot be achieved without the elimination of all forms of gender discrimination. The United Nations system is uniquely placed to bring about change and provides a platform for the effective realisation of gender equality.**

4. **Gender equality is a major strategic objective of the international community. The global United Nations conferences, in particular the Nairobi and Beijing Conferences on Women, have set out a comprehensive global agenda for achieving this goal.**

5. **We commit ourselves to giving strong support to national, regional and international efforts to implement the Beijing Platform for Action and other global agreements.**

6. **The United Nations system has to date made considerable progress in advancing the status of women and their human rights. We are determined to accelerate these efforts and pledge to mainstream a gender perspective in all of our institutions, policies and programmes by implementing the specific recommendations on gender mainstreaming as elaborated in the 1997 ECOSOC Agreed Conclusions.**

7. **We shall be accountable to ensure that institutional culture is both gender-sensitive, and that our staff policies, programme budgets and resource allocations reflect our commitment to gender equality goals.**

Adopted by the United Nations Advisory Committee on Coordination on 27 March 1998.

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Resource 8   ECOSOC on gender mainstreaming

Extract from: *Report of the Economic and Social Council for 1997* (A/52/3, 18 September 1997, pages 27-34.).

REPORT OF THE ECONOMIC AND SOCIAL COUNCIL FOR 1997
General Assembly: Fifty-second session
18 September 1997

The present report is a preliminary version of those sections of the report of the Economic and Social Council relating to the organizational and resumed organizational sessions for 1997 and the substantive session of 1997. The section relating to the resumed substantive session will be issued as an addendum to the present report. The entire report will be issued in final form as Official Records of the General Assembly, Fifty-second Session, Supplement No. 3 (A/52/3/Rev.1).

The resolutions and decisions adopted by the Council at the organizational and resumed organizational sessions for 1997 and the substantive session of 1997 are being issued initially in documents E/1997/INF/3 and Add.1. Those adopted at the resumed substantive session will be issued in document E/1997/INF/3/Add.2. The resolutions and decisions will be issued in final form as Official Records of the Economic and Social Council, 1997, Supplement No. 1 (E/1997/97).)

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CHAPTER IV
COORDINATION SEGMENT

COORDINATION OF THE POLICIES AND ACTIVITIES OF THE SPECIALIZED
AGENCIES AND OTHER BODIES OF
THE UNITED NATIONS SYSTEM

A. Mainstreaming the gender perspective into all policies programmes in the United Nations system

1. At its substantive session, the Council held a panel discussion on mainstreaming the gender perspective into all policies and programmes in the United Nations system (agenda item 4 (a) at its 20th meeting on 9 July 1997. The participants included the United Nations High Commissioner for Refugees, the Associate Administrator of the United Nations Development Programme, the Executive Director of the World Food Programme, the Deputy Executive Director of the United Nations Population Fund and the Deputy Director-General of the International Labour Organization. The Special Adviser on Gender Issues and Advancement of Women served as moderator. An account of the discussion is contained in the relevant summary record (E/1997/SR.20).

2. The Council continued its consideration of the item at its 21st, 22nd, 31st and 33rd meetings, on 9, 10, 17 and 18 July. An account of the discussion is contained in the relevant summary records (E/1997/SR.21, 22, 31 and 33). The Council had before it the following documents:

Report of the Secretary-General on mainstreaming the gender perspective into all policies and programmes in the United Nations system (E/1997/66);
"(a) Note by the Secretariat containing Commission on the Status of Women resolution 41/6, entitled "Mainstreaming the gender perspective into all policies and programmes in the United Nations system" (E/1997/94);
"(b) Statement submitted by the Inter-Parliamentary Union, a non-governmental organization in general consultative status with the Economic and Social Council (E/1997/NGO/1).

ACTION TAKEN BY THE COUNCIL
3. At the 31st meeting, on 17 July, the Vice-President of the Council, Mr. Gerhard Henze (Germany), introduced the draft agreed conclusions (E/1997/L.30) on mainstreaming the gender perspective into all policies and programmes in the United Nations system.

4. At the 33rd meeting, on 18 July, the Council adopted the draft agreed conclusions. The text read as follows:

Agreed conclusions 1997/2
"The Economic and Social Council takes note with appreciation of the report of the Secretary-General on the coordination of United Nations system activities for mainstreaming a gender perspective into all policies and programmes of the United Nations system (E/1997/66).

"States unanimously agreed at the Fourth World Conference on Women, held at Beijing in 1995, that it was essential to design, implement and monitor, with the full participation of women, effective, efficient and mutually reinforcing gender-sensitive policies and programmes, including

development policies and programmes at all levels, to foster the empowerment and advancement of women. In order to ensure effective implementation of the strategic objectives of the Beijing Platform for Action,1/ the United Nations system should promote an active and visible policy of mainstreaming a gender perspective.

"In recognition of the fact that a gender perspective has not yet been fully integrated into the mainstream of United Nations activities, the Council wishes to promote a coordinated and coherent policy of gender mainstreaming by further clarifying the concept of mainstreaming and the central principles associated with it as well as by addressing specific recommendations to all actors within the United Nations system.

"I. CONCEPTS AND PRINCIPLES

"A. Definition of the concept of gender mainstreaming

"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.

"B. Principles for mainstreaming a gender perspective the United Nations system

"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.

"Responsibility for translating gender mainstreaming into practice is system-wide and rests at the highest levels. Accountability for outcomes needs to be monitored constantly.

"Gender mainstreaming also requires that every effort be made to broaden women's participation at all levels of decision-making.

"Gender mainstreaming must be institutionalized through concrete steps, mechanisms and processes in all parts of the United Nations system.

"Gender mainstreaming does not replace the need for targeted, women-specific policies and programmes or positive legislation, nor does it substitute for gender units or focal points.

"Clear political will and the allocation of adequate and, if need be, additional human and financial resources for gender mainstreaming from all available funding sources are important for the successful translation of the concept into practice.

"II. SPECIFIC RECOMMENDATIONS FOR GENDER MAINSTREAMING IN THE UNITED NATIONS SYSTEM

"The Economic and Social Council highlights the importance of undertaking immediate and concrete steps to mainstream a gender perspective, including the implementation of the present recommendations as a matter of urgency and at the latest by the time of the five-year review of the Beijing Platform for Action in 2000.

"A. The intergovernmental process of the United Nations

"The Council encourages the General Assembly to direct all of its committees and bodies and draw the attention of other bodies of the United Nations system to the need to mainstream a gender perspective systematically into all areas of their work, in particular in such areas as macroeconomic questions, operational activities for development, poverty eradication, human rights, humanitarian assistance, budgeting, disarmament, peace and security, and legal and political matters, taking full advantage of the outcome of the work of the Commission on the Status of Women.

"All bodies that deal with programme and budgetary matters, including the Committee for Programme and Coordination, should ensure that all programmes visibly mainstream a gender perspective.

"Other intergovernmental bodies with similar responsibilities in the United Nations system - for instance, the governing bodies of the United Nations Development Programme/United Nations Population Fund, the United Nations Conference on Trade and Development, the World Food Programme, the United Nations Children's Fund, the Programme of the United Nations High Commissioner for Refugees and the specialized agencies - are encouraged to monitor the way in which the concerned agencies, funds and programmes implement gender mainstreaming in their respective medium-term plans and programme budgets, including at the field level.

"The Council will take steps to strengthen its harmonization and coordination of the work programmes of the functional commissions, as well as the interaction between the Council, the functional commissions and other subsidiary bodies, to accelerate gender mainstreaming. To this end, the Council entrusts its bureau with establishing or strengthening a dialogue with the chairpersons and bureaux of those bodies, as well as a dialogue between them, with the active support of the chairperson and bureau of the Commission on the Status of Women.

"The Council calls upon all of its functional commissions and subsidiary bodies to mainstream a gender perspective in their work, and in this regard:

"(a)   To adopt, as a first step, an explicit decision on mainstreaming a gender perspective in their work;

"(b)   To make maximum use of the agreed conclusions of the Commission on the Status of Women on the 12 critical areas of concern when monitoring implementation of global conferences with regard to related topics at the national and international levels;

"(c)   To take into account the work of the Commission on the Status of Women and the Commission on Human Rights in the area of enjoyment of human rights by women.

"The Commission on the Status of Women is urged:

"(a)   To provide suggestions to other functional commissions and the Council on gender mainstreaming;

"(b)   To use the work of other functional commissions as it relates to the 12 critical areas of concern in the Beijing Platform for Action - for example, in 1998, that of the Commission on Human Rights and, in 1999, that of the Commission on Population and Development - in dealing with priority themes.

"Regional commissions are requested to assume a catalytic role in exchanging experiences and best practices as well as promoting cooperation in gender mainstreaming on a regional level.

"The Secretariat is requested to present issues and approaches in a gender-sensitive manner when preparing reports so as to provide the intergovernmental machinery with an analytical basis for gender-responsive policy formulation and to ensure that the intergovernmental machinery is made aware of the decisions and recommendations of other relevant bodies in relation to gender mainstreaming.

"Under an item entitled 'Integrated follow-up of major United Nations conferences', the Council will monitor annually the way in which its functional commissions and subsidiary bodies mainstream a gender perspective on the basis of the report on the follow-up to the Fourth World Conference on Women.

"B. Institutional requirements for gender mainstreaming in all policies and programmes

"The Council welcomes the Secretary-General's commitment to mainstreaming a gender perspective and encourages him to demand accountability from senior managers for gender mainstreaming; in this regard, the Special Adviser on Gender Issues and Advancement of Women is encouraged to continue to fulfil her important role.

"In the ongoing reform process within the United Nations system, inter alia, in the work of the executive committees, the systemic integration of a gender perspective should be ensured.

"The Council encourages the efforts of the Administrative Committee on Coordination (ACC) to develop a mission statement on gender mainstreaming and trusts that such a statement will send a clear and concrete message to the system and will be applicable system-wide.

"The heads of the specialized agencies are encouraged to establish accountability of senior managers for gender mainstreaming.

"All entities of the United Nations system, making full use of the expertise and support of gender units or focal points - the Division for the Advancement of Women of the Secretariat, the United Nations Development Fund for Women (UNIFEM), the International Research and Training Institute for the Advancement of Women (INSTRAW) and the Inter-Agency Committee on Women and Gender Equality - should institutionalize mainstreaming of a gender perspective at all levels through specific steps, including:

"(a) The adoption of gender mainstreaming policies and the formulation of specific mainstreaming strategies for sectoral areas;

"(b) The use of institutional directives rather than discretionary guidelines for gender mainstreaming;

"(c) The improvement of tools for gender mainstreaming, such as gender analysis, the use of data disaggregated by sex and age and sector-specific gender surveys, as well as gender-sensitive studies, guidelines and checklists for programming;

"(d) The establishment of instruments and mechanisms for monitoring and evaluation, such as gender-impact analysis methodologies;

"(e) The creation of accountability mechanisms for gender mainstreaming.

"United Nations funds and programmes and specialized agencies should ensure that, on the basis of gender analysis, gender concerns are addressed in all planning activities when setting priorities, allocating resources and identifying actions and activities. The funds, programmes and agencies should also be requested to include an assessment of the steps taken to translate gender

mainstreaming into country programmes and projects in their reports to the Council at its operational activities segment.

"All entities of the United Nations system should institute mechanisms for gender mainstreaming in their planning and programming, for example, through participation of gender specialists in these processes. Administrative procedures should be adapted to include accountability mechanisms, ensuring that a gender analysis has been conducted and its results reflected in the respective activity.

"The Council will assess the extent to which a gender perspective is being applied through institutional directives for planning and programming, in preparation of the comprehensive review of the system-wide medium-term plan for the advancement of women, 1996-2001.

"The Inter-Agency Committee on Women and Gender Equality, the Division for the Advancement of Women, INSTRAW and UNIFEM, in their advocacy and advisory roles, should better coordinate their support and catalytic activities for gender mainstreaming and should identify and develop joint activities and work plans in appropriate areas. The annual reports of INSTRAW and UNIFEM should be made available to the Commission on the Status of Women for information.

"C. The role of gender units and focal points in gender mainstreaming

"The location, seniority level, resources and participation of gender units/focal points in all policy-making and programming processes and support at the most senior management and decision-making levels are also crucial in translating the gender mainstreaming mandate into practical reality. The role of such gender specialists in all areas, including the economic and social fields, human rights and the political, humanitarian, peace and security areas, should be strengthened.

"The responsibilities of gender units and focal points should include:

"(a)   Support for the development of gender-sensitive policies and programme strategies;

"(b)   Advice and support of staff in applying a gender perspective, in particular in the follow-up to United Nations conferences;

"(c)   Development of tools and methodologies for gender mainstreaming;

"(d)   Collection and dissemination of information on gender issues and on best practices;

"(e)   Assistance in monitoring and evaluating progress in gender mainstreaming in policy, programme and budgetary terms.

"At the field level, United Nations gender units and focal points should:

"(a)   Provide guidance to the entities of the United Nations system on gender mainstreaming in the integrated follow-up to conferences across different sectoral areas;

"(b)   In this regard, network with national machinery for the advancement of women and with all non-governmental organizations, in particular women's non-governmental organizations.

"D. Capacity-building for gender mainstreaming

"To enhance system-wide gender sensitivity and gender expertise through training as a priority for gender mainstreaming, all entities of the United Nations system should:

"(f)   Integrate a gender perspective into all training programmes;

"(g)   Provide continuous gender training for all staff, including those at the highest levels;

"(h)   Provide special training for gender experts to enhance their skills;

"(i)   Ensure that specialized gender expertise is available to them;

"(j)   Coordinate their training efforts through a system-wide evaluation of the impact of gender-training.

"The relevant agencies, funds and programmes of the United Nations system should consider making arrangements and, if necessary, drawing up additional protocols to existing memoranda of understanding in order to mainstream a gender perspective in inter-agency partnerships and in cooperation agreements with intergovernmental organizations.

"To strengthen capacities for the collection, evaluation and exchange of gender-related information, a coordinated, system-wide effort under the leadership of the main coordinators for specific areas is needed for the development and systematic usage of, inter alia:

"(k)   Gender-disaggregated statistics and indicators;

"(l)   Proposals for treaty bodies and States on how to use statistics, including gender-disaggregated data, in reporting on and monitoring all relevant treaties in order to integrate a gender perspective;

"(m)   Non-numerical indicators to monitor gender mainstreaming;

"(n)   Electronic networks for information exchange on gender mainstreaming, such as WomenWatch;

"(o)   Gender-sensitive public information activities and materials in all thematic areas.

"Gender balance is another central goal. It is recommended that the General Assembly and the Commission on the Status of Women be regularly provided with statistics on the number and percentage of women at all levels throughout the whole United Nations system. The Council reaffirms the goal of a 50/50 gender distribution by the year 2000 within the United Nations system, especially at the D-1 level and above, with full respect for the principle of equitable geographical distribution, in conformity with Article 101 of the Charter of the United Nations, also taking into account the lack of representation or the under-representation of certain countries. The ACC Consultative Committee on Administrative Questions and the International Civil Service Commission should monitor progress in staffing policies aimed at achieving gender balance.

"Capacity-building also requires the collection and sharing of best practices and lessons learned within the United Nations system and at the national level, including successful national initiatives:

"(p)   The Inter-Agency Committee on Women and Gender Equality is encouraged to develop a standardized format for documenting and assessing gender-mainstreaming experiences in all areas of work, such as social and economic development, macroeconomic questions, operational activities for development, poverty eradication,

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human rights, humanitarian assistance, budgeting, disarmament, peace and security, and legal and political matters, including training and capacity-building;

"(q)   The practice of the Committee on the Elimination of Discrimination against Women, in cooperating and collaborating with other treaty-monitoring bodies, should serve as a good example of the mainstreaming of a gender perspective throughout the United Nations system;

"(r)   At the field level, United Nations operational entities, with support from gender experts and coordinated by inter-agency committees, should develop and share memoranda of understanding on gender equality goals in programme development and project implementation.

"The Division for the Advancement of Women, acting as the secretariat of the Commission on the Status of Women, should play an especially active role in generating new ideas, proposing practical suggestions and promoting constructive implementation of gender mainstreaming.

"Capacity-building further requires recognizing the importance of working with national commissions, national institutions for the advancement of women and non-governmental organizations, in particular women's non-governmental organizations, and developing partnerships with them.

"Accountability structures for gender mainstreaming need to be introduced or strengthened through institutional mechanisms and management culture. In this regard, the Inter-Agency Committee on Women and Gender Equality is encouraged:

"(s)   To prepare a catalogue of accountability measures, including performance indicators, to monitor and evaluate progress in gender mainstreaming on both the programmatic and resource side;

"(t)   To establish a baseline for gender mainstreaming performance by identifying a number of core indicators to be used in all departments and entities;

"(u)   To report regularly thereon, inter alia, to the Commission on the Status of Women.

"E. Gender mainstreaming in the integrated follow-up to global United Nations conferences

"In order to facilitate gender mainstreaming in the integrated follow-up, review and appraisal of global United Nations conferences, the Council urges all entities of the United Nations system to:

"(v)   Apply a gender perspective to all conference follow-up and, where appropriate, adjust their implementation activities accordingly, including through targeted, women-specific projects;

"(w)   To utilize gender analysis effectively to identify the differential impact of implementation on women and men and to guide implementation towards gender equality.

"The resident coordinator should play a primary role in developing a coherent approach to gender mainstreaming in United Nations activities on conference follow-up at the field level, inter alia, through country strategy notes where these exist. Close cooperation between the resident coordinator, UNIFEM regional programme advisers, UNDP gender focal points and other United Nations agencies, funds and programmes should be ensured.

"All United Nations gender experts/focal points at the field level, including the UNIFEM regional programme advisers, should:

"(a)   Establish a policy dialogue within sectoral areas to identify areas of commonality and complementarity between the critical areas of concern identified in the Beijing Platform for Action and the results of other United Nations conferences;

"(b)   Facilitate linkages between national machineries for the advancement of women and all non-governmental organizations, in particular women's non-governmental organizations, and the institutions and processes engaged in implementation of United Nations conferences.

"Enhanced interaction among the Division for the Advancement of Women, INSTRAW, UNIFEM and national machineries for the advancement of women, such as national commissions, national institutions and all non-governmental organizations, in particular women's non-governmental organizations and relevant research institutes, should be pursued."

Resource 9   UNDP Guideline/Checklist on Gender Mainstreaming

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Guideline/Checklist

Mainstreaming Gender Equality Considerations
into UNDP Country Office Activities

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The following Guideline/checklist can be used both as a guide to the activities that may be considered in order to mainstream gender equality considerations in UNDP country office activities and as a tool to assist in monitoring and reporting upon gender mainstreaming activities.

The Guideline/checklist is complementary to the *Guidance Note on Gender Mainstreaming* (UNDP 1997) and the Terms of Reference for the UNDP Country Office gender focal point function (UNDP 1998).

Programme

A.   Country programming, including priority-setting.
1. Has relevant gender information, especially socio-economic information been identified and collated in such a way as to be included in country programming planning discussions?

2. Is background data/situation analyses disaggregated by age, sex and ethnic origin?

3. How far have gender specialists and representatives of women at all levels been consulted throughout the process?

4. How far have programming missions been briefed on gender issues?

5. Has attention been paid to the inclusion gender equality concerns in macro-economic and public administration programming in particular, including the linkages between micro, meso and macro levels of analysis and policy-making?

B.   Project and programme formulation.
1. Have gender issues relevant to each project/programme, including gender impact and anticipated outcomes, been systematically identified, and updated as appropriate?

2. How far have UNDP staff members informed themselves substantively of the gender dimensions of the development problem(s) to be solved?

3. How far have individuals and women's NGOs with knowledge and experience of gender mainstreaming participated in project identification, formulation and appraisal?

4. Do the terms of reference of project/programme formulation missions reflect a requirement of relevant gender knowledge and experience?

5. Have women been consulted equally with men during the formulation process, especially female beneficiaries?

6. Have mission members been briefed on gender issues?

7. Has the proportion of TRAC allocated to the attainment the advancement of women been clearly indicated?

8. Have gender-related linkages with other projects and programmes been identified and incorporated in documentation?

9. Has all background information been disaggregated by age, sex, and ethnic origin?

10. Have relevant gender issues been raised at project appraisal meetings, ensuring discussion of the impact of the project on gender equality in the programme country?

C. **Project and programme implementation**

1. Have all possible steps been taken to ensure gender balance in project staff (including full briefing of UN Office of Project Services on gender balance priorities)?

2. Has gender balance in project training been ensured?

3. How far has gender balance among participants in all project meetings been attained?

4. Do UNDP staff raise relevant gender issues in project monitoring meetings and Tri-partite Review meetings?

5. Do Programme and Project Evaluation Reports (PPERs) reflect gender issues, and is all information disaggregated by sex?

6. Do programme staff include gender knowledge and experience as a requirement for all mission terms of reference?

7. Are all backstopping missions briefed on gender issues?

8. Do final project reports systematically identify gender gaps and gender-related project successes?

9. Do programme staff monitor project disbursements to ensure that inputs are used in such a way as to ensure equality of outcome for both women and men project/programme beneficiaries?

D. **Gender sensitive project/programme evaluation.**

1. Do evaluation mission terms of reference require relevant gender expertise and experience?

2. Are evaluation mission members briefed on relevant gender issues and provided with documentation?

3. Do programme staff review the draft evaluation report to ensure that gender-related omissions and successes in the project/programme are reflected?

4. Do programme staff understand and apply process indicators of success?

E. **Policy advice and dialogue.**

1. Is Country Office documentation reflecting UNDP core messages on gender equality issues and analysing local gender-related priorities available to contribute to policy dialogue?

2. Has all information used in policy dialogue been disaggregated by age, sex and ethnic origin?

3. Do UNDP staff participate actively in policy dialogue meetings as requested, raising gender equality concerns as appropriate?

4. Has a strong collaborative relationship with the Government regarding gender equality considerations been established, including with, but not limited to, the national machinery for the advancement of women?

F.   Country Office resource mobilisation activities.

1. Has specific information on the gender equality policies of Government and donors been identified and shared, particularly in the context of follow-up to global conferences?

2. Is summary information on the gender dimensions of UNDP activities, systematically prepared and distributed as appropriate?

3. Are governments and donors informed on UNDP's core messages on gender equality?

4. Do all project/programme briefs and summaries reflect the relevant gender equality dimensions?

5. Do UNDP staff members actively interact with government and donor personnel, including gender equality dimensions appropriately in all discussions?

G.   Country Office meetings of all kinds, and inter-agency and NGO meetings.

1. Are UNDP staff members consistently aware of the relevant gender issues when attending meetings of all kinds?

2. Do UNDP staff members consistently raise the relevant gender issues at meetings in a concise, effective and relevant manner?

3. Do UNDP staff members consistently support colleagues when they raise gender issues at meetings?

4. Do UNDP staff members, especially senior management, seek to ensure gender balance in all committees, sub-committees and decision-making fora?

5. Do UNDP staff members systematically network and get briefed on gender equality issues prior to a key meeting in order to facilitate the positive outcome of the meeting with regard to these issues?

6. Do official responsibilities at meetings (chair, agenda setting, minutes, rapporteur) rotate among staff on a systematic basis?

H.   Gender training and briefing sessions for Country Office staff.

1. Have the needs of UNDP staff members for training or information on gender mainstreaming been identified?

2. Have these needs been analysed so as to identify the most effective means of meeting them (training, briefing, weekly consultation, one-on-one discussion, etc.)?

3. Has training or capacity building been provided to meet these needs?

4. Have relevant documentation and training materials been identified and provided?

5. Is gender equality information systematically prepared and presented at meetings, in order to ensure productive discussion of gender issues and learning by participants?

6. Have appropriate monitoring mechanisms to measure the impact of training on improved performance been established?

I.   UNDP-convened special events (workshops, seminars, press conferences, launchings, receptions, etc.)

1. Have gender equality priorities been reflected in the selection of topics and agendas for special events?

2. Are there consistent mechanisms in place to ensure that women and men participate equally in special events as speakers, chairpersons, decision-makers etc. and are equally consulted during preparations and follow-up?

3. Are all participants made aware of the gender dimensions of the special event, through background documentation, presentations, agenda-setting and through the discussions at the meeting?

4. Is the press routinely informed of the gender dimensions of UNDP special events?

J.   Representation of UNDP gender equality activities in the public arena, especially in the local media.

1. Have contacts with members of the local press corps who are sympathetic to gender equality been systematically built up?

2. Has the press been fully briefed on UNDP's gender equality priorities and gender-related activities?

3. Has a briefing note or brochure on the Country Offices gender mainstreaming priorities and activities been prepared and distributed to the press?

Administration

K.   Gender balance in Country Office and in programme/project national staff recruitment.

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1. Do the terms of reference for all posts include require gender sensitivity and/or gender expertise?

2. Do all staffing advertisements indicate that UNDP is an equal opportunity employer?

3. Do recruitment, promotion and Management Review Group meetings, and the training committee, include the appropriate gender concerns in their discussions, especially with regard to the career development and promotion of female staff members?

L. **Gender equality in Country Office administration budget allocations.**

4. Does the annual Country Office budget exercise take into account the relevant gender equality considerations in planning for staff training, both with regard to gender balance among staff trained, and the substantive content of training provided?

5. Are gender equality issues taken into account in local procurement of goods and services? Examples include: procuring only from firms that practice gender equality, that apply ILO conventions with regard to the employment of women and children, that have maternity leave policies in place or provide crèches for their employees?

6. Do DSS disbursements, and those of other facilities controlled by the Resident Representative/Resident Co-ordinator, reflect gender equality and gender balance in terms of both issues supported and the consultants recruited?

Resource 10   UNDP Country Office Gender Focal Point Function
TERMS OF REFERENCE

Background

Since 1986, following the Nairobi Conference on Women, UNDP has had a system of gender focal points in all of its country offices[3]. Each Resident Representative is requested to nominate two staff members to share this function: one in the senior management to ensure the consideration of gender issues in all policy, programme, administration and financial decision-making in the office, and one from the programme staff with operational responsibility to act as catalyst on gender issues. The gender focal point function is therefore a team function, comprising both management and operational dimensions.

If a gender focal point is seen as having sole responsibility for ensuring that gender issues are fully reflected in country office activities, gender mainstreaming by definition will not take place[4]. Working in a gender-informed and gender-committed manner is the professional responsibility of all staff, and all must assume that responsibility, with the full and active support of management[5]. The task of the gender focal point function is to provide support and guidance to colleagues, in the case of management, and act as catalyst and a clearinghouse on gender-related information in the case of the operational gender focal point.

The Resident Representative has ultimate responsibility and accountability for the extent of gender mainstreaming in country office activities and programming, as indicated in the *Guidance Note on Gender Mainstreaming* (UNDP, 1997). The kinds of activities that must be undertaken in order to fulfill this responsibility (together with the specific responsibilities of the Resident Coordinator) are set out in the *Guidance Note*.

Many country offices now have UNV Gender Specialists in addition to UNDP gender focal points. The precise division of labour between these two staff members is to be decided by the Resident Representative, based on local circumstances. As a rule of thumb the function of the gender specialist is to strengthen the gender dimensions of inter-agency activities, supporting the Resident Coordinator Function, and to provide specific support to the Beijing follow-up process, while the gender focal points retain the responsibility of mainstreaming gender considerations into UNDP activities.

UNV Gender Specialists are assigned to countries where there is no direct UNIFEM representation. Their responsibilities are intended to be directly supportive of UNIFEM activities. Care should be taken to identify points of synergy and complementarity between the UNDP and UNIFEM programmes, and establish an appropriate division of labour to achieve the shared goals of the two organisations.

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[3] Administrator's Memorandum 1996

[4] *Guidance Note on Gender Mainstreaming*. UNDP February 1997. Page 1

[5] See the *UNDP Staff Competency Profile for Gender Mainstreaming*, Januray 1999.

Gender Mainstreaming

In July 1997 the Economic and Social Council of the General Assembly (ECOSOC)[6], adopted gender mainstreaming as the methodology by which the entire United Nations system would work towards the advancement of women and gender equality goals[7].

Gender mainstreaming is defined by UNDP as taking account of gender concerns in all policy, programme, administrative and financial activities, and in organisational procedures, in order to contribute to organisational change. Specifically it involves bringing the outcome of gender informed socio-economic and policy analysis into all the decision-making processes at all levels of the organisation. Gender mainstreaming therefore comprises two main processes:

7. being informed about the relevant gender issues; and

8. incorporating this information into the work of the organisation through policy advice, networking, advocacy and teamwork.

Based on this definition, it is clear that gender mainstreaming requires professional capacity in socio-economic and policy analysis, in advocacy and in decision-making, in various forms and combinations, as appropriate to the level of the staff member concerned. These are exactly the same capacities that are needed to mainstream any other thematic concern into UNDP activities. However, in the case of a Gender Focal Point, the capacity for socio-economic analysis must be specifically for gendered analysis, and skill development in this area must be provided if necessary.

Gender Focal Point Responsibilities
General

It is suggested that the gender focal points take a lead role in preparing the following documents:

1. **A Gender Mainstreaming Strategy document**; setting out policy and strategy to guide country office staff, and as an instrument for resource mobilisation.

2. **A Gender Mainstreaming Briefing Kit**; For the orientation of new arrivals and missions. Indicates sources of gender related information and key contacts in the country

   A national gender profile.
3. An analysis of the social, economic, political and cultural structure of the country from a gender perspective, as a basic resource for all programming activities.

In addition, gender focal points should work with local NGOs and experts to ensure that the National Human Development Report reflects a gender perspective in each chapter, and also includes a chapter giving the overall picture with regard to gender relations and the rights of women in the country concerned. The national gender profile would be an important input to a gender-sensitive national Human Development Report.

UNDP has adopted a strategy to ensure the appropriate inclusion of gender issues in major conferences, meetings and workshops. This has been tested effectively at headquarters, and is recommended for programme countries. The strategy involves ensuring that fifty percent of chairpersons, panelists and participants at the meeting are women. In addition, there should be a specific item on the agenda to discuss relevant gender issues. Gender balance should be observed

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[6] ECOSOC Reference

[7] Further information on tools and methods for gender mainstreaming may be obtained from the GIDP *Information Pack on Gender Mainstreaming*.

in the composition of the panel/speaker's list of this session. This strategy has been shown to increase the chances that gender dimensions of each discussion will be raised, and that they will be included in the report of the meeting[8].

The Gender in Development Programme has developed a Guideline/checklist on the actions that may be required to mainstream gender considerations throughout country office activities. This can be used to monitor the extent of gender mainstreaming in the country office. This guideline is also given as an appendix to the *Guidance Note on Gender Mainstreaming*.

Responsibilities of the Management Gender Focal Point

The specific responsibilities of the management gender focal point can be summarised as ensuring the appropriate enabling environment in the office, advocating for the issue, and ensuring staff capacity for gender mainstreaming. The tasks include:

Programme
- ensure that gender issues are raised appropriately and with force in policy dialogue with Government. Here new developments in the gender implications of economic modeling and planning may be especially useful;

- take a lead in promoting inter-agency dialogue on gender equality themes, especially as an opportunity for joint advocacy activities;

- promote and advocate gender equality through speaking at meetings and inaugurations, in senior-level contacts of all kinds, press encounters, mission briefings, etc.;

- ensure that the gender equality dimensions of UNDP activity are consistently included in all periodic reports, including the quarterly Resident Representative report and the Resident Coordinator Report;

- ensure that women are consulted equally with men in setting country programming priorities;

- ensure team-work and appropriate division of labour between UNIFEM and UNDP staff, in accordance with local priorities;

- make clear to all project and programme managers their accountability with regard to gender mainstreaming, providing appropriate guidance if necessary, and the expectation that this accountability will be exercised. Make it clear that projects and programmes must be implemented in a gender-sensitive manner even if these issues are not specifically mentioned in project documentation;

- ensure that the gender dimensions of each project are discussed at monitoring visits, tri-partite review meetings and evaluations, and included in all project and programme reports even where this issue is not included in the agenda, or in reporting forms;

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[8] A strategy to achieve gender balance should involve an incremental approach, setting targets which take the situation closer and closer to full equality. The ultimate objective is the equal (i.e. 50:50) involvement in dialogue and decision making of women and men. However, a lower target may initially be more strategically appropriate, and it has been found that one-third participation of women in meetings and conferences provides a critical mass, which ensures that any distinctive view that they may have can be put with sufficient vigour. This is a challenging area of activity to which there is often much opposition, a fact which signifies its importance. Even where targets are not fully achieved, discussion around this issue can be a significant vehicle for advocacy.

- insist upon gender balance in all training, workshops, conferences and seminars supported by UNDP.

Office Management
- take a lead in ensuring gender-informed decision-making within the country office;

- in addition, seek to ensure that women take part in decision-making equally with men. Where there is no gender balance among the decision-making group explore creative ways to ensure that the views of both women and men are taken into account in decisions;

- appoint an operational gender focal point with the capabilities and commitment to undertake the responsibilities of the assignment effectively, and encourage programme and project managers to do the same;

- provide this staff member with active guidance and support, including capacity development where this is needed;

- recognise that the responsibilities of a gender focal point require extensive networking, and support the staff-member in this aspect of the task;

- require all staff members to mainstream gender considerations into their work: if necessary identify the necessary external expertise to ensure that this takes place, and to build the capacity of UNDP staff;

- contribute to the sustained establishment of a working environment in the country office and all UNDP-funded programme and project offices that promotes mutual respect, support and creativity among the staff, and eliminates fear and intimidation as management tools;

- in particular, be alert to the fact that it may be more difficult for female staff to voice their views freely in meetings and other fora, and provide active encouragement and support to the elimination of any barriers that may inhibit the attainment of their full professional potential;

- be fully aware of UNDP policy with regard to sexual harassment, and management responsibility in this areas, pro-actively ensuring that the country office and all UNDP-funded programmes and projects are completely free from sexual harassment of all kinds, whether expressed towards staff or project beneficiaries or members of the general public;

- ensure that gender considerations are reflected in inter-agency coordination matters, such as staff transport, crèche and nursing facilities and flexitime;

- review gender dimensions of staff performance, especially management staff, in the PAR process, including the MRG;

- encourage a strong staff association, and dialogue regularly with it, specifically ensuring that differences in the views and priorities of male and female staff are identified and addressed;

- set appropriate targets to achieve gender balance in all categories of staff, recognising that an incremental approach, if actively and consistently applied, will in most cases be the most appropriate;

- review the country office administrative budget from the perspective of the impact of local disbursements on gender equality - for example in the recruitment of local consultants, and in procurement from companies that practice gender equality and observe international conventions regarding women's employment;

Responsibilities of the Operational Gender Focal Point

These responsibilities can be summarised as acting as a clearing house for information on women's advancement and gender mainstreaming issues, supporting colleagues in their efforts to include gender equality considerations in their work, supporting senior management in their overall accountability for gender mainstreaming in the office, and advocating for gender equality. The tasks include:

- analyse, collect and disseminate information on gender relations in the country;

- act as catalyst to colleagues as they include gender considerations in their own work. In particular seek to support colleagues before they go to meetings, identifying the gender issues that could usefully be raised. (NB. It is not the responsibility of the gender focal point to review all programme documents for their gender sensitivity: this is the task of the programme officer concerned. However, the Gender Focal Point should be able to provide information, offer guidance on the relevant gender analysis and suggest contacts or consultants who could help).

- network actively to build close professional relationships with all gender focal points in the development assistance community, and, most importantly, with local organisations of women, ideally on the basis of regular systematic meetings;

- identify means to support the formation and strengthening of national networks of women's organisations;

- maintain a roster of regional and national consultants who can provide gender-sensitive expertise on a range of topics to the country office;

- be fully informed as to the gender equality policies and strategies of all members of the development community, and ensure that management is fully informed on these to facilitate policy dialogue and resource mobilisation;

- provide management and colleagues with briefings as appropriate (either written or verbal) on gender-relevant matters in the programme country;

- ensure that UNDP speakers at events such as document launchings, workshop openings, receptions and press conferences are aware of any gender equality points that should be raised;

- ensure that the press corps is regularly provided with concrete stories on how UNDP is supporting the issue of gender equality in national life. Work closely with UN communications/information personnel to encourage dissemination of such information;

- network actively (by electronic means, and to the extent possible at regional and global meetings) with other country office gender focal points, and with headquarters;

Resource 11   Viet Nam Country Office Division Of Responsibilities For Gender Mainstreaming

Agreed Gender Responsibilities of Key Personnel

Hanoi November 1998

GID Specialist Ms. Suzette Mitchell	DRR Programme GFP Mr. Nicholas Rosellini	DRR Operations GFP Mr. Torben Lund	Staff GFP Mr. Trinh Tien Dung
❖ Strengthen gender in UN agency collaboration and mainstreaming initiatives; ❖ Support UNDAF assessments and initiatives; ❖ Support for Beijing Conference follow-up; ❖ Contribute relevant gender assessments to human development assessments; ❖ Support the collection and utilization of sex disaggregated information for policy analysis and programme development; ❖ Document country experiences and best practices, lessons learnt and constraints for women in policy, poverty, governance, environment, health, and violence; ❖ Report on CEDAW ratification and implementation progress; ❖ Ensure inclusion of relevant gender dimensions in interagency and NGO meetings; ❖ Support gender	❖ Ensure women consulted equally with men in setting country programmes; ❖ Ensure gender issues raised appropriately and with force in policy dialogue with Government; ❖ Make clear to all project and programme managers their accountability with regard to gender mainstreaming, providing appropriate guidance if necessary, and the expectation that that this accountability will be exercised; ❖ Ensure that the gender dimensions of each project are discussed at all monitoring visits, TPR review meetings and evaluations, and included in all project and programme reports even where this issue is not included in the agenda, or in reporting forms; ❖ Advocate and promote gender balance in training supported by UNDP; ❖ Take a lead in ensuring gender	❖ Assist in the development of a gender sensitive work environment in the country office; ❖ Ensure the dissemination of gender awareness materials to all UNDP funded project and programme offices; ❖ Be alert to the fact that it may be more difficult for female staff to voice their views freely in meetings and other fora; ❖ Be fully aware of UNDP policy with regard to sexual harassment and management responsibility in these areas, distribute this to all UNDP-funded programmes and projects. Work towards the elimination of sexual harassment, whether expressed towards staff or project beneficiaries; ❖ Review gender dimensions of staff performance in the PAR process, including the MRG; ❖ Encourage a strong staff association, specifically ensuring that the views of male and female	❖ Act as a catalyst to colleagues to include gender considerations in their own work; ❖ Collect and disseminate information on gender relations in the country; ❖ Network with gender Focal Points in the donor community, other country offices and at headquarters; ❖ Liaise with national database manager to ensure inclusion of national and regional consultants with gender expertise; ❖ Be informed of the gender policies and strategies of other donors; ❖ Provide management to colleagues with briefings as appropriate on relevant gender issues in the programme country; ❖ Ensure staff are informed of gender points relevant to public events; ❖ Network actively with other gender focal points in other country offices and at headquarters.

training/briefing sessions for national/regional development partners and work with GFP to prepare and conduct training and briefing sessions for UNDP office staff; ❖ Facilitate gender mainstreaming in UNV activities, and identify ways volunteers can support gender equality; ❖ Draft mainstreaming strategy and policy and ensure press are aware of this policy; ❖ Work closely with the UNDP Operational Gender Focal Point to build mainstreaming capacity; ❖ Provide guidance on the practical application of gender tools for programme formulation, implementation, monitoring and evaluation; ❖ Liaise with the media on issues relating to gender activities; ❖ Ensure the inclusion of gender in UNDP convened events	informed decision making within the country office; ❖ Seek to ensure that women take part in decision making equally with men; ❖ Appoint and provide support to the Staff Gender Focal Point; ❖ Require all staff members to mainstream gender considerations into their work	staff are represented; ❖ Ensure gender balance at all levels of country office recruitment and promotion; ❖ Review the country office administrative budget from the perspective of the impact of local disbursements on gender equality-e.g. in recruitment of local consultants, procurement etc.	

See Information, Communications and Knowledge-Sharing Information Pack: Resource 7: Good Practice Database – Gender Person Connect System in Viet Nam.

Resource 12   Decision-making (Analytic) Skills for Gender Mainstreaming

Problem-solving and decision-making skills are critical for gender mainstreaming. Perceptions guide people's decision and behaviour patterns. Individuals act according to how they imagine a situation, which may correspond more or less closely with reality.

The kind of knowledge needed for efficient gender mainstreaming is not simply an accumulation of facts, nor merely scientific evidence, but rather the capacity to identify and consider the various possible courses of action, bearing in mind different sets of criteria according to the specific situation.

Surveying the Field
Most decisions are probably made by people with little or not direct awareness of the gender equality dimensions of the decision to be taken. They rely heavily on information provided by others through personal communication or the media. But effective decision-making should avoid reliance on images of reality produced by others. Whenever possible, decision-makers should survey the field for themselves and use a variety of sources of information.

Remain open-ended
Decision makers rarely obtain all the information that they need on social, economic environmental or other problems. Something is always missing. Furthermore, they unconsciously give priority to some details that exclude others. Decision-makers should be aware of the hidden "etcetera" attached to each piece of information they obtain, and make open-ended interpretations.

Avoid over-generalising
A person who says "women feel…." Or women need…." Is creating stereotypes by implying that all women have a single set of values or goals. This is clearly nonsense. When decision-makers consciously avoid all-inclusiveness, their perceptions will be close to reality.

Describe issues in terms of degree
Individuals have a strong tendency to categorise issues and people in extreme terms, as either wrong or right, polluted or unpolluted, equal or unequal, exploiter and exploited. However, the complexity of reality and respect for the rights and freedoms of all call for a focus on the exact position of an experience between extremes, on the degree of "grey area" that must be taken into account.

Ponder different viewpoints
Individuals cannot assimilate all the available information about an issue. Instead the select information, filtering reality according to their goals, intentions, personal limitations, history, attitudes, etc. When they interpret problems they are saying something not only about the facts, but also about themselves.   Severe interpretive problems can occur when individuals fail to realise that the images they create are personal, and may or may not match those of others, or fit the facts accurately.

Date events
Linking information with its date is often overlooked, yet it is critical for interpretive skills. Dating means noting changes in information over time. Economic, social and environmental information is rarely stable: knowing when it has been gathered can make a big difference to one's analysis.

Think politically

Human development problems are complex. They do not mean the same to different individuals or groups throughout the world, nor within countries or communities or even within the household. In order to find lasting commitments and solutions to often conflicting interest and viewpoints, it is important to understand that nobody – individuals, group or institutions – can dictate "the answer' to problems. Solving problems is a process where solutions are found through free and equitable negotiations and transactions among different people, within the framework of laws and rules to which everybody adheres, but which themselves were agreed at a particular point in history, and may need adjustment according to new perceptions and understandings.

Check locations
The information that individuals acquire and organise about economic, or social situations or problems has much to do with geographic, cultural and environmental contexts. To produce more complete images, individuals need to interpret environmental, economic or social information, not only in terms of their own regions, but also in terms of those of their information sources.

Think in complex ways
In reality, natural and socio-economic phenomena are connected in various ways. While on first analysis it may be convenient to study phenomena through specialised disciplines, lasting and effective solutions to complex problems must rely on a commitment to identifying interconnections and relationships.

Weighting the short and the long term, the practical and the strategic
Ensuring the present without compromising the future is a critical concern raised by short and long-term decision-making. Decisions on the short or long term require a delicate sense of balance, where the central conditions is the conviction that no livable future can be built on the ruins of the present, and that compromises to address practical or short term concerns can undermine strategic and longer term outcomes.

Working cooperatively
Most of today's major concerns, such as poverty, environmental degradation, insecurity, absence of peace and violations of human rights, are interconnected. Handling them properly means developing a sense of solidarity that extends beyond neighbourhoods, communities and countries to embrace the whole world. Human development can only be attained through the co-operative effort of individuals and nations. Experts, decision-makers and citizens are all players in the quest for human development

INTERNET AND OTHER RESOURCES

Resources available through the internet

DAC Guidelines for Gender Equality and Women's Empowerment in Development Co-operation. Guidelines adopted by the Development Assistance Committee, OECD, 1998. http://www.oecd.org/dac/Gender/htm/guidelines.htm

DAC Sourcebook on Concepts and Approaches Linked to Gender Equality. From the Working Party on Gender Equality, Development Assistance Committee, OECD, 1998. (Brief overviews of topics such as accountability, empowerment, monitoring and evaluation). Available in English, French and Spanish. http://www.oecd.org/dac/Gender/htm/sourcebook.htm

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WHAT IS "GENDER MAINSTREAMING"?

- **What is the mainstream?**

- **What is being mainstreamed?**

- **What does it mean to be part of the mainstream?**

- **What is the target of mainstreaming?**

- **What is the goal of mainstreaming?**

WHAT IS THE MAINSTREAM?

- **Inter-related set of dominant ideas and development directions, and the decisions or actions taken in accordance with those**

   Two aspects:
   - **Ideas (theories and assumptions)**

   - **Practices (decisions and actions)**

- **Mainstream ideas and practices:**
   - **Determine who gets what**

   - **Provide a rationale for allocation of resources**

   Example: *Girls are discouraged from taking scientific and technical education (by parents and teachers), because these are believed to be fields more suited to boys and men.*

WHAT IS BEING MAINSTREAMED?

- **The legitimacy of gender equality as a fundamental value that should be reflected in development choices and institutional practices**

    - **Gender equality is recognised as not just a "women's issue" but a societal one**

    - **Gender equality goals influence mainstream economic and social policies that deliver major resources**

    - **Gender equality pursued from the centre rather than from the margins**

- **Women as decision-makers about social values and development directions.**

    - **Women as well as men in a position to influence the entire agenda and basic priorities**

    - **Collective efforts by women to redefine the development agenda**

WHAT DOES IT MEAN TO BE PART OF THE MAINSTREAM?

- **having equitable access to society's resources, including socially-valued goods, rewards and opportunities**

- **equal participation in influencing what is valued, shaping development directions, and distributing opportunities**

WHO OR WHAT ARE WE TRYING TO CHANGE?

With a mainstreaming strategy, who or what are we trying to change?

- **The developing country (government programmes and the general society)**

- **Development cooperation programmes**

- **Development cooperation agencies themselves**

WHAT IS THE GOAL OF MAINSTREAMING?

Main result or primary $\Rightarrow$ **Progress towards gender equality in programme countries**

FOR UNDP, A MAINSTREAMING STRATEGY IMPLIES

FOR UNDP, A MAINSTREAMING STRATEGY IMPLIES:
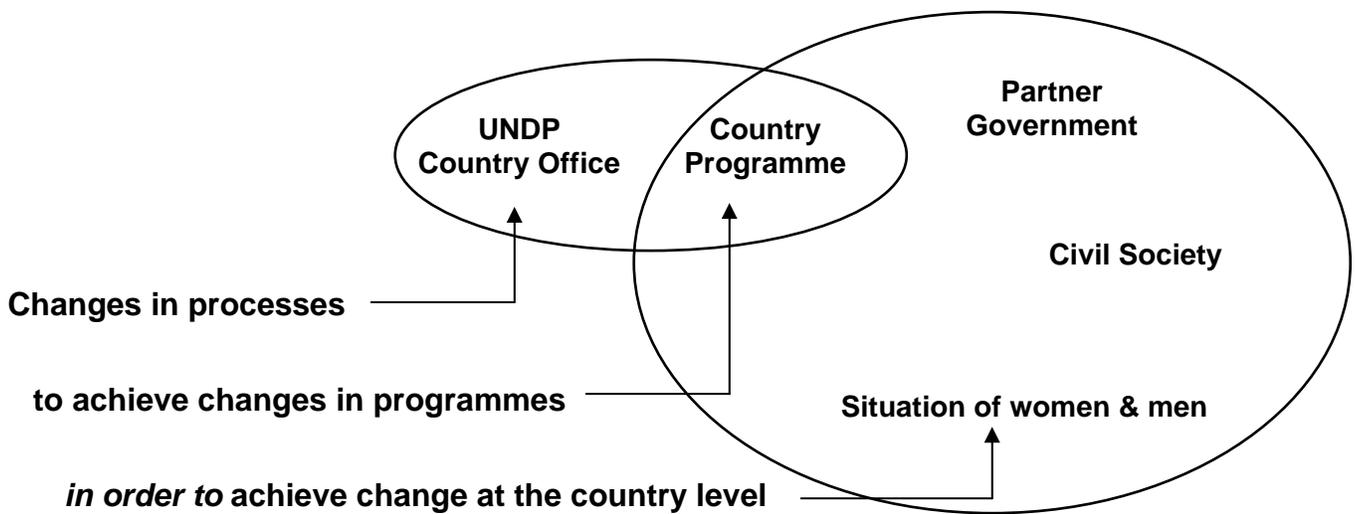
**UNDP
Country Office**

**Country
Programme**

**Partner
Government**

Civil Society

Changes in processes

to achieve changes in programmes

Situation of women & men

in order to **achieve change at the country level**

WHY GENDER MAINSTREAMING?

- **shift in understanding of the problem**

- **recognition that gender equality is integral to development goals**

- **realization that previous approaches were not resulting in real change in the position of women and gender equality**

SHIFT IN UNDERSTANDING OF THE PROBLEM

Early Approaches	Current Thinking
<u>Analysis:</u> **women left out** **women lack:** • **education** • **training** • **credit self-esteem**	<u>Analysis:</u> **social structures and processes recreate inequalities between women and men in:** • **resources** • **opportunities** • **decision-making**
<u>Problem</u>: **women**	<u>Problem</u>: **inequality between women and men**
<u>Approach:</u> **women must change their attributes to be integrated into development**	<u>Approach:</u> **society and institutions must change ideas and practices in support of equal choices and opportunities**

GENDER EQUALITY AS A DEVELOPMENT GOAL

UNDP Human Development Report (1995):

" … the basic objective of development [is to] enlarge people's choices. At the heart of this concept are three essential components:

- **equality of opportunity for all people in society;**

- **sustainability of such opportunities from one generation to the next;**

- **empowerment of people so that they participate in – and benefit from – development processes."**

"Human development, if not engendered, is endangered."

The HDR's three principles for engendering human development:

- **equality of rights between women and men**

- **women must be regarded as agents and beneficiaries of change**

- **wider choices for both women and men, and equal opportunities by women and men to make those choices.**

MAINSTREAMING STRATEGIES AIM TO MAKE DEVELOPMENT COOPERATION MORE EFFECTIVE THROUGH:

- **emphasis on reshaping the mainstream rather than adding activities for women at the margin**

- **focus on gender equality as an objective, rather than women as a target group**

- **ensure that initiatives not only respond to gender differences but seek to reduce gender inequality**

- **more attention to women's organizations and the momentum for change in partner countries**

- **more attention to men and their role in creating a more equal society**

MAINSTREAMING PARAGRAPHS OF THE
BEIJING PLATFORM FOR ACTION

"….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."

see paragraphs:

79	**education**
105	**health**
123	**violence against women**
141	**conflict**
189	**power and decision-making**
202	**institutional mechanisms**
229	**human rights**
238	**media**
252	**management of natural resources**
273	**children and youth**

Platform for Action, **Fourth World Conference on Women, Beijing, 1995**

UNDP DEFINITION OF GENDER MAINSTREAMING

Putting policy into practice.

Taking account of gender equality concerns in all policy, programme, administrative and financial activities, and in organisational procedures, thereby contributing to a profound organisational transformation.
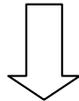
Specifically….

Ensuring that staff fully understand the relevant policy and its context, and have the capacity to implement it; in order that they can:

Bring the outcomes of policy analysis including socio-economic analysis, into the core decision-making processes of the organisation,

This includes both the core policy decisions of the organisation, and the small every-day decisions of implementation.

ECOSOC DEFINITION OF GENDER MAINSTREAMING

"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 any area 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 the 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."

E.1997.L.30.Para.4. Adopted by ECOSOC 17.7.97

GENDER MAINSTREAMING IN
UNDP COUNTRY OFFICES

Who is responsible?	• **all staff, including the Resident Representative and professional staff working in every sector**
What activities are of concern?	• **Country programmes** • **Programme & project formulation** • **Programme & project implementation** • **Programme & project evaluation** • **Policy advice and dialogue** • **Resource mobilisation** • **Internal, inter-agency & NGO meetings** • **Training and briefing sessions** • **Staff recruitment** • **Budget allocations**

SOME INDICATORS OF ACTION ON GENDER MAINSTREAMING IN COUNTRY OFFICES

- ☑ **A gender mainstreaming strategy in place and used, reported upon regularly**
- ☑ **A gender mainstreaming briefing kit prepared on an inter-agency basis, and updated regularly**
- ☑ **A gender profile for the country in place, developed consultatively**
- ☑ **Gender mainstreaming training and capacity building activities, planned and completed**
- ☑ **Responses to the Five Main Challenges in Direct Line 11 recorded, with tracking commitments**
- ☑ **Programme(s) to support the national programme to implement the Beijing Platform for Action operational**
- ☑ **Programme(s) to support national efforts in one or more of the strategic priorities for the achievement of gender equality set out in the Human Development Report, 1995, operational**
- ☑ **A mechanism for regular consultation with women's and gender-sensitive organisations in place**
- ☑ **Country specific sets of indicators for tracking progress on gender equality, gender-sensitive policies and changes in gender relations over time, in place and in use**