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GENDER ANALYSIS IN DEVELOPMENT COOPERATION:
FROM POLICY TO PARTICIPATION
OECD DEVELOPMENT ASSISTANCE COMMITTEE
TRAINING NEEDS ASSESSMENT

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GENESYS

TABLE OF CONTENTS

1. Objectives and Target Audience
2. Methodology and Work Content
3. Needs Assessment Findings
 - A. Demand for Training
 - B. WID Knowledge Base
 - C. Implications for Training Program Design
4. Proposed Training Strategy
 - A. Objectives and Target Audience
 - B. Linkage to DAC Priorities
 - C. Training Content Options
 - D. Training Staff Considerations
 - E. Logistical Issues
5. Action Steps and Timing

ANNEXES

- A. Persons Contacted

1. OBJECTIVES AND TARGET AUDIENCE

The Office of Women in Development of A.I.D. requested the GENESYS project and Management Systems International to conduct a training needs assessment of the DAC Secretariat of the OECD during May 1990. This fact-finding visit was timed to correspond with meetings of the DAC Expert Group on Women in Development which was also meeting at the same time. The objectives of the needs assessment were to:

1. Obtain background information from DAC Secretariat staff, the Development Centre and a sampling of delegations on the most appropriate content for training to assist the DAC in integrating gender considerations in all aspects of its development activities.

2. Prepare a proposed plan for training to be conducted at the DAC in early 1991 based on the needs assessment findings. This would include assessment of demand for training, a brief description of the existing knowledge base on gender issues and strategies, proposed training objectives, content options for the training itself and administrative considerations.

The results of the needs assessment and its accompanying training plan will be used to determine the content of the seminar to be held in early 1991. This report is intended for use by the DAC secretariat Expert Group on Women in Development and interested delegations in examining the options for a gender related training program and the resources needed to implement it.

2. Methodology and Work Context

MSI was assisted in obtaining written and oral data by the Aid Management Division of the DAC Secretariat; in particular, the office of support to the Expert Group on Women in Development. The assistance of all the DAC secretariat staff interviewed, the staff of the Development Centre and the delegates is gratefully acknowledged.

Interviews were held at OECD headquarters in Paris May 14 - 18, 1990 to coincide with the meeting of the WID expert group. Twenty-five persons from the DAC staff, delegations and the Development Centre were consulted, and who provided their views on the current state of knowledge on gender issues within the target groups as well as their suggestions for the most appropriate training content and pedagogy.

In addition to formal interviews, working papers, agenda and other DAC prepared documents were consulted to provide a more complete view on both the nature of the DAC's ongoing work and the opportunities for integrating gender considerations into a broader range of analysis, discussion and country programs.

The major findings of the needs assessment are summarized below.

3. Needs Assessment Findings

A. Demand for Training

When asked if gender related training would be useful in expanding the Secretariat's ability to incorporate attention to the role of women in its analytical work, all of those interviewed felt that such training would be beneficial. A few of those consulted were able to go to the next steps of suggesting specific training content which they would like to see included in a training program. These suggestions are incorporated into the training strategy described below.

Many of those interviewed would like to move beyond the current practice of inserting paragraphs on women's participation in a given sector in selected documents to a more sophisticated use of strategies and concepts related to women. They also felt that they were not currently equipped to do so. The presence of a DAC staff member responsible for assisting the WID expert group serves as a catalyst for attention to WID issues but also allows other secretariat members to refer most women's or gender related issues to her instead of concentrating on how to integrate them into their area of responsibility.

People were supportive of the idea of gender related training and stated that they thought that attending a workshop which would allow them to increase their knowledge of both the current state of gender analysis and its application in development settings would be worthwhile. This view was especially noteworthy given the heavy work loads of the secretariat staff and the fact that even a short training program involves a trade-off in terms of volume of work waiting to be completed at any given moment.

B. DAC Knowledge Base

It was striking to note that the work of the secretariat and the Development Centre calls for a much different set of skills and experience than those usually encountered in donor field offices or headquarters. By nature the DAC work is reactive in that it takes what donors are doing and compares and analyzes it at a higher policy level. The issue of the integration of women into this analysis becomes particularly problematic when the

discussion of human related variables has not been undertaken. As an example, many of the policy related discussions in working group meetings and their subsequent proceedings focus on the impact on prices, markets, national accounts and all the major elements of macroeconomic policy. The relationship of these policies to individuals or groups is not made. If people are not being discussed it becomes artificial to add a paragraph on the role of women.

The topic of women is included as part of the agenda for regional meetings in which groups of country programs or special regional issues are discussed but only if the participating countries raise them. Otherwise, the issue of gender would not be discussed formally. The present method of setting agenda for these and other topical meetings sponsored by the DAC calls for a priority ranking exercise to determine final topics. This procedure is less conducive to a regular inclusion of gender related issues since a significant number of countries consulted would have to select a topic for it to make the final agenda. Whether there is a critical mass at all times of delegations of DAC secretariat staff who would choose it or raise it is not certain. In the same vein, the relationship of gender to the technical topic which would be the subject of other meetings may not regularly appear in the background paper.

Country program reviews are opportunities to raise gender issues and these are included when it is reflected in either the country program under analysis or the issues raised by the examining delegations. The challenge is to get beyond a "checklist" approach (Do they have WID or not?) to an orientation which carefully examines women's participation in economic activity and role in the sectors which donors target. The examination on a gender level would therefore include reflecting on what countries and donors take into account as they develop their programs. As long as these are basically subject to the interest which has already been expressed by the donor, the quality of the discussion may be dependent on each person's knowledge of some of the individual country settings where the programs are being implemented. This country specific knowledge is sometimes quite limited.

The comparative statistical analysis of gender reporting by donors is in its incipient stage. The DAC secretariat office responsible for collating the data and reporting it is currently preparing a preliminary data set to see if there should be definitional changes in the way that information is requested. Exposure to more models of how gender data are handled would be of interest to them as well as more understanding of the context in which such data are used.

The information needs of the Development Centre are slightly different than those of the DAC secretariat and the delegations.

The focus is on research to influence the development agenda and may vary significantly in each two year period. Currently the topics on governance and entrepreneurship, coping with environmental threats and developing country agriculture and international economic trends have potential to include gender disaggregated analysis in them. The latter topic which may develop a rural population focus could include analysis of women's roles in production and health. This possibility is currently being discussed in the Centre. To date, gender related data are considered on an ad hoc basis and are subject to the individual researcher's orientation or interest.

The permanent delegation members consulted were supportive of the idea of gender related training for DAC Secretariat staff, Development Centre personnel and delegations. Some were interested in sharing individual country WID related experience and materials, others stated that they would like to participate in any workshop which might be held in order to learn more about current practice and experience in other countries and to participate in the discussion.

C. Implications for Training Program Design

People at the DAC secretariat, Development Centre and in the delegations vary considerably in their exposure to gender issues, their field experience, and their use of gender related information in their ongoing work. Many would be happy to increase the integration of these issues into their analysis if they are provided with relevant approaches and a greater understanding of its utility and importance in current development planning and policy as well as world events.

Any training program developed for them should be sophisticated, incorporate the latest information available and be focused on direct applicability to their regular work as well as the potential new directions which the delegations are taking.

This finding indicates that a seminar or workshop which mixes Secretariat, Development Centre and delegations staffs would be the most appropriate. Many persons consulted indicated their interest in learning from their colleagues on the integration of a gender perspective in the work as well as from outside facilitators who might be brought in to conduct the training.

The challenge in the workshop design is to develop a format which permits a basic orientation to terms and concepts used in gender analysis and then a rapid transition into working sessions and discussions which would focus on applications currently being implemented in the field. To be relevant beyond the short

training time, the sessions should also include the opportunity for participants to plan the application of the concepts and methods introduced into their work. The proposed current working title for the seminar is "Gender Analysis in Development Cooperation: From Policy to Participation."

4. Proposed Training Strategy

A. Objectives and Target Audience

After assessing both the felt needs and the functions of the target audiences for the WID training; it became clear that there would be great benefit in having the delegations, DAC secretariat staff and the Development Centre participate together in the workshop. The most pertinent objectives for the training appear to be:

1. Increase the awareness of the target groups on current themes and issues in WID policy and gender analysis as it is currently practiced in developing countries and among donor planners, implementors and evaluators.
2. Present examples of successful and unsuccessful programs and show the linkages with gender issues in their success.
3. Expose target groups to methods and data sources currently being used in WID program development so that they can more readily identify these in analyzing individual programs and discussion agenda.
4. Stimulate interest in making an application plan for all participants so that concepts learned can begin to be applied to the work of the delegations, secretariat and the Development Centre.

A workshop which includes up to 50 people could be considered with all attending the first three or four hours of training where basic frameworks and applications are discussed. A smaller group of persons who are most likely to be using the techniques and methods presented would continue for the rest of the time.

Slots for the training should include approximately 10 for the delegations, 3 or 4 for the Development Centre and the rest allocated to the DAC secretariat. A group of no more than 30

persons should be considered for the more focused sessions with 25 persons being the ideal.

B. Linkage to DAC Priorities

In order to get maximum benefit and applicability from the training program, the willingness of Secretariat or Development Centre staff to let their current workload serve as inspiration for the application sessions would be preferable. The conclusions drawn by the work done in the training session would of course be subject to change but could serve as a model for how to integrate these issues. The selection of one research topic area and one working group, regional meeting or other expert group as a live case would greatly enhance the value of the training for both the participants and the trainers by challenging all concerned to face the practical dimensions immediately.

These DAC specific cases would be used as starting points in the application portions of the workshop or seminar.

C. Training Content Options

Based on the consultations, the following training content seems the most relevant for the target group and the proposed objectives. The most logical order for treatment of the topics and the exact pedagogy to be used will be worked out once agreement is reached on the objectives of the sessions and the outcomes to be achieved.

1. Basic orientation to terms and concepts being used in gender analysis with use of a video case showing an applicable or illustrative field example. If possible, a case showing the relevance to the current concern on the impact of structural adjustment and the mitigation of its effects would be preferable. (3 hours)
2. Analysis of cases which show positive effects of gender consideration as well as negative effects of ignoring these variables in design and implementation of programs. (3 hours)
3. Presentation of basic information on women and gender information sources worldwide, as well as directories of experts and resources who are experienced in WID issues. Practical exercises on use of the information. (1 hour)
4. Strategies for developing gender considerations in national and donor programs. What are the trade-offs between a specially focused versus an integrated approach? How should decisions be made on which strategy is appropriate for what conditions or objectives? How have specific countries or donors dealt with this dilemma? What is the record so far? Interactive workshop with

group work, presentations and use of cases as starting point. (4 hours)

5. Discussion and planning for wider use of gender analysis at the DAC. Groups form according to interest areas: meeting and expert group session planning, research agenda, country program analysis, other topics. Conclusions are presented and form basis of written report from training session to Secretariat and Expert group on Women. (2 hours)

All of these options would be considered for a 12 hour workshop to be held two consecutive days. The actual cases to be used would be developed with assistance from individual delegations, members of the expert group on women and secretariat staff.

D. Training Staff Considerations

Because of the very high level of professional competency demonstrated by the target audience for the training, the training team should consist of 2 or 3 senior development professionals with significant experience in planning and developing donor and country programs, a wide range of experience worldwide, and familiarity with the kinds of decisions and settings within which the target group is working. Good knowledge of the field is important, but understanding of donor decision-making is also needed. Sufficient lead time should make the selection of such a team feasible.

E. Logistical Issues

Training will be held at headquarters in Paris with the close collaboration of the Training centre. The seminar or workshop will require one large room equipped with tables, flipchart stands, and overhead projector for the plenary sessions and at least 4 or 5 smaller rooms or areas for group discussions and exercises. The training team would be responsible for bringing training materials and workshop notebooks for use by the participants.

5. Action Steps and Timing

Once a decision is made to proceed with the development of the training program, the following steps should be taken:

--Consultation with the WID expert group for appropriate case material selection and resource information for notebooks and handouts.

--Selection of dates and time for the training.

--Approval of the training team by the DAC secretariat.

--Development of the actual training content and list of participants.

--Additional brief visit to DAC headquarters to finalize content and make logistical arrangements.

ANNEX A
Persons Contacted

Delegations

Mr. Wolfgang Buch, West Germany
Mme. Suzanne Laporte, Canada
Mr. Yasuo Matsui, Japan
Mr. Martin Dagatta, United States
Mr. Marvin Schwarz, United States

Development Center

Dr. Christian Morrison
Dr. W. Weekes-Vagliani
Dr. Carliene Brenner

DAC Secretariat

Mr. Helmut Führer, Director (Interviewed in U.S.)
Mr. Bernhard Fischer, Economic Relations
Mr. Dorte Kabell, Economic Relations
Ms. Ruth Stock, DAC non-member donors
Mr. Roman Bernaut, A.I.D. examining division
Ms. Joanne Fox-Prezworski, Environment
Mr. Carl Wahren, A.I.D. management division
Ms. Nicole Massignon, Technical Assistance, urban development and agriculture
Ms. Elena Borghese, NGO cooperation
Mr. Hans Lundgren, Evaluation expert group
Ms. Stephanie Baile, WID expert group
Mr. Bevan Stein, Statistical Systems
Ms. Ashilde Hauge, Consultant, A.I.D. management division

Expert Group on Women

Ms. Bjorj Liete, Norway, Chairperson
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