

United Nations Economic Commission for Africa

African Centre for Women

**Gender Training Needs
Assessment Mission
(29 September- 9 October 1997)**

Draft Report

**Ms Nalini Burn
Consultant**

8 October 1997

Financial Report

1. Needs Assessment Consultancy (30 Sep.- 9 Oct. 1998)	
The consultant was Nalini Burn	US\$
Fee: 1 consultant for 8 days @\$350	2800.00
Subsistence: 1 consultant for 10 days @\$105	1050.00
Travel: 1 consultant	904.65
Sub-total	4754.65
2. Preparation	
Fees : 2 trainers for 6 days independent preparation @\$300	3600.00
2 trainers for 4 days in country preparation @\$300	2400.00
Subsistence: 2 trainers for 4 days @ \$105	840.00
Sub-total	6840.00
3. Module 1 Workshop (18-19 November 1997)	
The trainers were Ms Burn & Dr Kabira	
Training Fee: 2 trainers for 2 days @ \$300	1200.00
Debriefing : 2 trainers for 1 day @ \$ 300	600.00
Subsistence : Ms Burn for 6 days @ \$105	630.00
Dr W. Kabira for 5 days @ \$105	525.00
Travel: 2 trainers Ms Burn	733.50
Dr.Kabira	415.65
Sub- total	4104.05
4. Module 1: Workshops 2+3 (9-10 & 12-13 February 1998)	
The trainers were Ms Burn& Ms Mutukwa	
Workshop 2 Training Fee : 2 trainers for 2 days @ \$300	1200.00
Debriefing : 2 trainers for 1 day @ \$300	600.00
workshop 3 Trainers Fee: 2 Trainers for 2 days @ \$300	1200.00
Debriefing : 2 trainers for 1 day @ \$300	600.00
Subsistence: Ms Burn for 10 ½ day @ \$105	1102.50
Ms Mutukwa 9 ½ days @ \$105	997.50
Travel : 2 trainers Ms Burn	832.93
Ms Mutukwa	450.00
Sub-total	6,982.93
5. Training Manual preparation	6,000.00
6. Report	
Lead trainer for 3 days @ \$300	900.00
7. Management fee	4,456.50
TOTAL	34,038.23

Settlement of Fees	US \$
1) Settlement of first installment per PO: 72409231A GSS memo: PV/528/97 date: 10/11/97	8,883.00
2) Settlement of second installment per PO: 72409231A GSS memo: PV/018/98 date: 20/01/98	8,883.00
3) Settlement of third installment Inv. No. per PO No 72010242/ACW RIR No 97-485 GSS memo: Ref. PV/L&M/092/98	8,883.00
Total	26,649.00
Balance to be payed	7517.50

**United Nation Economic Commission for Africa
African Centre for Women
Gender Training Workshop Report**

The British Council was one of a number of organizations formally invited by the African Centre for Women (ACW) to provide a proposal for the Gender Training for ECA Staff. On 5 August 1997 the Council brought out Ms Rosemary Arnott, Gender Expert in Manchester, to discuss the proposal and carry out a preliminary Needs Assessment.

Based on the meetings held between 5-9 August 1997 a training technical proposal document was prepared and submitted on 25 August 1997. It was a three-phase project to meet the needs of gender training for the whole ECA staff located both in Addis Ababa and in the five sub-regional offices. The strategy was to provide customized training for the specific application of the participants, ensuring that the training had immediate practical benefit to trainees and long term impact within ECA. This report covers the first phase.

The first activity was to conduct a more in-depth Needs Assessment. The British Council contracted the consultant Ms Nalini Burn and it was conducted from 29 September-9 October 1997. The report was discussed with the ACW and based on the findings of Ms Burn, the three two-day workshops for policy-level managers would have to be tailor made following the strategy developed.

Ms Burn was contracted as the Lead Facilitator. In the first workshop she was assisted by Dr Wanjiku Kabira, from Kenya and in the second and third workshops by Ms Gladys Mutukwa, from Zambia.

The first workshop, for Gender Focal Points in the Addis Ababa office and in the SRDCs, and the Cabinet Office staff, took place 18-19 November 1997. There were 30 participants

The second and third workshops for Division Chiefs, Programme Managers and for Senior Managers and Professional Staff took place on the 9th- 10th February and 12th -13th February respectively. In the second workshop there were 19 participants while 28 participants took part in the third workshop.

At the end of the three workshops the lead trainer was contracted to prepare a Training Manual. This has now been completed and is submitted with this report. Comprehensive reports on the three components of this project were prepared by the lead facilitator and submitted to the ECA, ACW Office at the end of each workshop. Following is a summary of the financial report.

1. Background

The Economic Commission for Africa [ECA] is currently undertaking a process of substantive and management reforms. This strategic reorientation and restructuring follows a period of self-evaluation to identify how ECA must change in order to help accelerate Africa's socio-economic development in the face of critical challenges and potential opportunities.

ECA's priorities for its activities and operations are to

- focus resources on critical issues,
- enhance technical competence and expertise within ECA,
- engage in internal reform and
- form partnerships and pool efforts with other development institutions.

The critical programme areas identified for ECA are

- Economic and Social Policy Analysis
- Food Security and Sustainable Development
- Development Management
- Information for Development
- Regional Cooperation and Integration
- Gender mainstreaming and gender equality, as a major cross-cutting concern.

The African Centre for Women has in this context identified two new strategic areas, the Economic Empowerment of Women and Gender Mainstreaming across all activities and operations at ECA, in addition to its up till then core mission, Assistance to Member States in the Implementation of the Regional and African Platforms for Action.

Developing gender competence across all operations and programme activities at ECA is thus a key element of the need to enhance technical competence and upgrade the quality and relevance of ECA's services to its constituencies in the continent. This capacity building is to enable ECA to establish and affirm its comparative advantage in

- establishing a clearing-house of African development information
- offering a programme of advisory services to members
- serving as a catalyst for African development activities
- serving as a policy advocate on critical development issues
- building capacity in Member states
- facilitating research

The nature, scope and level of gender analysis skills and competence required within ECA are determined by the above agenda. It sets the framework and the objectives for developing capacity in gender analysis within ECA and particularly, the African Centre for Women[ACW]. Broadly, given this agenda, there is a need to establish the issue of gender as a critical development issue as well as to promote gender-responsive policy and programming as a strategy to address critical development challenges.

2 The Training Needs Assessment

A preliminary appraisal of the existing level of awareness and skill within ECA indicated a widespread need for training to realise ECA's objectives. The formulation and implementation of the training approach and modalities were developed by ECA, based on a proposal submitted by the British Council. This proposal elaborated a phased approach to developing gender capacity at ECA through a series of workshops, customised to the specific operational responsibilities of participants and using participatory methodologies to create a learner - centered environment.

2.1 Objectives

To establish more clearly the training agenda and objectives and to ensure that the training is of immediate and long term practical benefit to ECA staff, a needs assessment exercise was designed in two parts, as part of the participatory process of mainstreaming a gender approach in ECA as an organisation. The preliminary assessment, conducted in August 1997, served to establish contact with participants, assess expectations, attitudes and awareness of a gender approach to development and define the training strategy. This present mission, conducted by the facilitation/training team leader in the second part of the exercise, is to continue this process and delineate more clearly the design, content and process of the training workshops in phase 1, with the participation of the target group of workshop participants.

The Terms of Reference of the mission are in the Annex of the Report.

2.2 Methodology

The Mission's activities were organised by ECA through the close collaboration of the Consultant for Gender Mainstreaming and later the Regional Gender Adviser, with the consultant for the mission.

In keeping with the participatory approach, a series of individual interviews, group interviews as well as semi-structured discussions in focus groups were made with the potential participants. There were two such discussions by the staff of ACW and by the Gender Focal Points of the various divisions.

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In addition, a wide range of documentation was obtained to be able to prepare the interviews and group discussions. Some had already been obtained as part of the Gender Mainstreaming consultancy and some were obtained as a result of the meetings with the participants, and are to be used as training materials and background documentation.

There have been ongoing discussions and informal debriefings between the consultants and the Regional Gender Adviser during the Mission, which served to review the schedule of meetings and the course of the Needs Assessment in the light of feedback obtained.

The Schedule of Meetings and Working Sessions and the list of persons interviewed are in the Annex.

3 Main Findings: The Need for a Specific ECA Training Framework

The Strategy developed by ECA with the support of the British Council is to run Module 1 in Phase 1, consisting of three two-day workshops for policy-level managers. The first workshop would include ACW staff, staff of the Cabinet Office and the Gender Focal Points, while the two subsequent ones would target policy-level managers from the various divisions in cross-sectoral teams.

Module 2 would then consist of 3-day sector specific courses for all ECA staff and would run in Phase 2, which would include both Module 1 and 2.

Module 1 would concentrate on Gender Sensitisation to develop commitment, to establish the rationale for gender mainstreaming and develop knowledge about gender as a cross-cutting issue. It would assist in the development of Module 2

Module 2 would further develop knowledge, introduce skills and develop competence in applying substantive and process skills operationally. The latter are the advocacy and implementation skills required to undertake the process of mainstreaming gender in organisational procedures, mechanisms and programme areas.

Mission Findings and Recommendations:

3.1 A different design for Workshops 1 and 2/3, Module 1, Phase 1.

Based on the analysis of participants' responses, it is clear that workshop 1 of phase 1 would have to be designed differently from Workshops 2 and 3. The target groups are different between workshops 1 and 2&3.

3.2 Workshop 1 for ACW, Cabinet Office and Gender Focal Points

3.2.1 The Participants.

Workshop 1 has a mix of participants in terms of divisions but also functions and levels of responsibility. Not all the participants are at the policy level but they are involved in gender policy development and in implementing, monitoring the mainstreaming of gender policy and programmes at the organisational level, as staff with already designated specific responsibilities for gender mainstreaming (except for Cabinet Office staff)

3.2.2 The institutional context of gender mainstreaming at ECA.

As section 1 on the Background indicates, the policy commitment to gender mainstreaming as a strategy to achieve gender equality was made in the context of the restructuring and reorientation at ECA.

There have already been many other policy measures implemented such as

- the promotion and appointment of women in positions of responsibility,
- the designation of Gender Focal Points,
- the adoption of a strategy to incorporate gender analysis in all phases of the policy cycle and
- the economic empowerment of women as well as gender as a cross-cutting concern within ECA activities and operations.

3.2.3 The issues and concerns raised during the discussions and working sessions.

Responses to established policy commitments and practices. The feedbacks from various discussions indicate that there are already perceptions, attitudes and practices which have developed within ECA in response to these newer institutional measures as well as the wider UN System-Wide initiatives and African and Global Platforms of Action activities. These are influenced by a fairly complex mixture of gender as well as professional positions on the issues.

It is clear that the workshops 1,2/3 cannot assume that the process of developing a policy statement on gender mainstreaming has already created commitment and understanding to this policy among participants.

Integrating Women in Development Approach. In addition, the older prescription of integrating women in development and the long standing existence and mission of the African Centre for Women has entrenched an approach and a practice of women-specific programmes and the inclusion of a women and gender component, usually small and adhoc rather than systematic, in mainstream programmes. This self-assessment is supported by an examination of the available documents and products of ECA.

The Rationale for Gender Focal Points. In this context, the institutional strategy of designating gender focal points has posed a variety of problems as well as some opportunities. These have been forcefully and vigorously articulated specially by the Gender Focal Points and ACW staff, less so by the other programme managers. The strategy of designating focal points is the subject of much unresolved controversy. As a result, there is no clear training brief for Gender Focal Points[GFPs]. The training process itself will have to provide the platform for exploring further the rationale and for defining the role, status, function and responsibilities of GFPs, as well as the degree of professional gender competence required.

The ACW as institutional gender focal point as well as Focal Point for Women's Empowerment. Policy measures and programme areas have been developed without a clear understanding of what a gender approach to development means and without a thorough strategic planning exercise to establish ACW's clear role as the Institutional Gender Focal Point and the means, process and mechanisms of coordination with other divisions to integrate a gender approach across ECA.

Again, the same training issues analysed for individual GFPs in divisions apply to ACW as institutional focal point. For ACW, however, the issue of the **content** of training is structurally different.

- How much of gender skills, know-how and competence must ACW staff be able to deploy in the specific specialist areas of expertise of other divisions, in order to be able to lead, advise and coordinate the gender mainstreaming activities in collaboration with other divisions?

The training for ACW staff must address all three strategic areas. In particular, the Assistance to Member States to implement the Platforms of Action means that ACA needs to be enabled it to develop its partnerships with a diversity of development organisations and external constituencies. The latter have been exposed to and trained through a variety of gender training frameworks currently in use in Africa in a wide range of settings, such as the Harvard Framework, the one used by UNICEF, the Development Planning Unit framework, the FAO's SEAGA framework etc,etc. These frameworks have not been effective with economists, planners and economic policy-makers. With respect to gender mainstreaming at ECA, therefore, and to establish bases for collaboration with mainstream divisions, a common training framework for ECA would be developed, based on its mission for socio-economic development and the specific core areas of focus.

It would be advisable that the first module concentrate on the latter strategic area.

3.2.4 Recommendations for Workshop 1

The Workshop should enable the participants to

- clarify the concept of gender
- clarify the distinction between a women in development approach and a gender approach as a policy approach
- distinguish between mainstreaming women in organisations and mainstreaming a gender approach in policies, programmes and organisational processes as a strategy to achieving gender equality and realising development objectives
- develop the rationale for and commitment to a gender approach to African development
- build an understanding of gender as a cross-cutting issue in the core programme areas of ECA and a critical issue of economic development
- develop practical awareness of gender analysis as a professional development tool
- build an understanding of the link between applying a gender approach in their own work and the institutional context in which this work is performed, in particular,
- clarify issues relating to the strategy of Gender Focal Points, and the need for GFPs
- develop recommendations concerning GFPs as outputs of the workshop to be considered by the decision-makers at ECA.
- identify priorities for phase 2.

The agenda for workshop 1 is more clearly concerned with gender policy and gender mainstreaming at ECA. This link between the organisational process of change and the engendering of ECA's substantive areas of work is a key concern and responsibility of what can be termed the administrative and managerial, rather than the substantive divisions of ECA, such as the Programme Planning, Finance and Evaluation Division and the Human Resources and Systems Management Division.

It is recommended that professional staff from these two divisions be participants in the Workshop, in addition to the participation of Division Directors in Workshops 2/3.

3.2.4 Recommendations for Phase 2

1. Phase 2 for the participants would depend on the strategic review of the role of individual and institutional gender focal points, as a follow-up to the process initiated in workshop 1.
2. It is recommended also that ACW undertakes a strategic planning exercise at the end of the training session to apply the know-how gained to its immediate workplan, and engage in this exercise on an on-going basis. The needs assessment exercise has generated a momentum of participatory dialogue. The purpose would be to develop ACW's vision and mechanisms for engendering. The consideration of the issue of gender focal points in the workshop, using a strategic planning approach, would provide the opportunity to gain exposure and experience in this activity.

3. At this stage, it is clear that the ACW staff will need further intensive training, longer than the three day envisaged for Module 2, as a first priority, in order to develop the capacity to become the institutional focal point for gender skills and know-how, in particular in the core areas of ECA, in the first instance. This training would have to be on the basis of the common economic training framework outlined in section 3.3.

4. Some/all of the staff will have to become conversant with other training frameworks to be able to network with development partners on a basis of shared gender policy and programme approaches, while eventually disseminating the (best) practices and training frameworks developed at ECA for engendering economic development.

5. The agenda of workshop 1&3 in January 1998, the International Concertation on the Occasion of the 40th anniversary of ECA in April 1998, in which gender perspectives on African development is a central theme and economic development is a sub-theme would need to be considered in developing phase 2, as indeed in phase 1. It is important that the training becomes immediately effective in informing major work programmes and activities, as well as in establishing ECA and ACW's credibility along the lines indicated in section 1. The training process needs to be integrated with other activities, rather than be treated as generating a dynamism of its own, separate from other activities.

6. The ongoing consultancy to mainstream gender in conferences, workshops seminars of ECA is intended to produce guidelines in the form of a kit. This kit will not be ready as training material for Module 1 but it could possibly be tested in Workshop 2/3 of Module 1 but also in Module 2 for participants of Workshop 1. This would made it accessible as a tool for working on the 40th Anniversary International Concertation.

3.3 Workshop 2/3 for senior policy level and programme managers.

3.3.1 Findings.

Awareness and skill levels. The different divisions, different staff within the divisions are at different levels of awareness of what constitutes a gender approach to development in general. There is little gender know-how and skills in specific areas of expertise and there is a certain amount of scepticism about the applicability of a gender approach in these areas as a conceptual, methodological tool. This means that awareness-raising and commitment will have to be established from the onset with the practical demonstration of its relevance, usefulness to programme formulation, implementation, research, policy analysis, and in particular economic policy analysis.

Gender as an issue of economic development. Gender is seen as an equity, - thus social - issue rather than an efficiency -thus economic- issue and there is a widespread perception that women's empowerment and gender mainstreaming

are equivalent, just as women and gender are equivalent terms, the latter being newer and more politically correct. This perception is reinforced by the two policy commitments mentioned above, which in policy documents are also mentioned in an interchangeable way. Where there is awareness that gender analysis is a valuable tool of analysis exists, the need to learn how to apply these tools to the actual work programme and in the disciplinary and thematic areas, how to develop and use indicators, has been clearly expressed

Women's issues in development. In this context, policy prescriptions to integrate gender concerns in all activities and programmes have resulted in a practice at ECA, of women-specific programmes and the inclusion of a women and gender component, usually small and adhoc rather than systematic, in mainstream programmes. This self-assessment by numerous persons interviewed, is supported by an examination of the available documents and products of ECA, as indicated in section 2.2.2.

Token measures and the need to learn to apply gender analysis tools. The policy prescription is generating token gestures, lip service but also an honest appraisal of lack of knowledge and skills in the area as well as cases of openly-admitted "deliberate gender blindness". This situation, a self-assessment of many participants as well as the observation of the mission, in regard to perception and attitudes, clearly needs to be addressed in the training, using relevant examples and case studies.

The need to develop an economic training framework to engender ECA activities and operations. The, at times extended, discussion sessions in divisions have provided a deliberate sounding board for using language, disciplinary and thematic frameworks familiar to economists, planners and sociologists, rather than the language and approach of conventional gender training frameworks. The feedback from these discussions suggest a method for engendering the economic development work of ECA staff using interactive workshops. The discussions reinforce the original custom-driven training strategy and the premise of this mission that an economic training framework needs to be developed and used, which would also create the common ground for collaboration among ACW staff and professionals from other divisions.

3.3.2 Recommendations for Workshop 2/3

By the end of the workshop, participants should be able to

- clarify the distinction between gender as a concept and women as a category
- understand the richness and relevance of the concept of gender as an analytical tool for economic and social science analysis
- clarify the distinction between a women in development approach and a gender approach as a policy approach

- distinguish between mainstreaming women in organisations and mainstreaming a gender approach as a strategy to achieving gender equality and development objectives in policies, programmes and organisational processes
- evaluate the need for having gender focal points
- develop the rationale for and commitment to a gender approach to African development
- build an understanding of gender as a cross-cutting issue in the core programme areas of ECA and a critical issue of economic development
- develop practical awareness of gender analysis as a professional development tool
- develop priorities for phase 2

The emphases among the various themes, where they are similar for Workshop 1, would however be different and require different methodologies and training tools

Training Framework. The training framework would be based on a model of economic structures and processes and its gendered dimensions at both the macro, meso and micro level of the economy. It is a framework from which all the core areas of ECA's work can be analysed using conventional economic tools and know-how as well as gender analysis tools and know-how. Such a framework is currently being developed using concepts and tools from the expanding area of gender and economic analysis. Such intellectual production is currently taking place in the academe as well as some sections of intergovernmental and bilateral organisations, including UNDP, the World Bank, the Commonwealth Secretariat. It is being disseminated in initiatives such as Gender and Economic Reform in Africa.

The framework can then be applied to specific work programmes of the different divisions, notably the nexus areas of the Food Security and Sustainable Development Division, poverty analysis and other aspects of economic and social policy analysis, trade, energy etc as well as development management. An overview of this framework, its integrative, cross-cutting nature across divisions and thematic areas will be presented in Workshop 2/3, and a more elaborate, practical version developed for the training of professional in Phase 2.

Participants of Workshop 2/3.

As ECA has shifted to a flatter management structure and a team-based, theme-based cross-disciplinary approach, the participants for workshops 2 and 3 can cut across divisions and programme areas and be allocated to different workshops according to a cluster of themes. This clustering of themes would then be able to avoid the divide between economic and social spheres and provide the opportunity to reinforce the interdisciplinary stance of ECA's work.

Workshops 2 and 3 would share an overview of the Economic Training Framework, consideration of gender mainstreaming issues across policies,

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programmes and organisational processes, the examination of the outputs of Workshop 1 concerning the Gender Focal Points.

Workshop 2 and 3 would differ according to practical applications of the Economic Training Framework to a different cluster of themes, straddling economic, social and governance domains, organised around two dominant programme areas for each workshop. To the extent that divisions would send at least two people to these two workshops, they would be able to cover all programme areas and the themes under the programme areas. The detailed design would be sent well in advance to enable participants to choose between Workshops, which would be held in the same week.

It is important to emphasise at this stage, that in order to correct for some possible misinterpretation that Workshop 2 is the "harder" economic option and that Workshop 3 is the "softer" gender-specific option, that the themes would be organised in a coherent way to compensate for economic and social biases.

Workshop 2

Dominant Programme area: Regional Cooperation and Integration.

Other programme areas: Economic and Social Policy Analysis
Development Management
Information for Development.

Workshop 3

Dominant Programme area: Food Security and Sustainable Development.

Other Programme areas: Economic and Social Policy Analysis
Development Management
Information for Development.

Schedule of Training Needs Assessment Mission, 30 September - 9 October 1997

Monday 29 September:	Depart from Heathrow Airport, England
Tuesday 30 September:	Arrive in Addis Abeba Briefing Meeting at British Council Working Session with co-facilitator Wanjiku Kibera.
Wednesday 1 October:	Briefing Meeting, Director, African Centre for Women and ACW staff Working Session between co-facilitators Working Lunch ACW Reading Work Programmes of Substantive divisions. Meeting Director, Food Security and Sustainable Development Division
Thursday 2 October	Working Session with consultant Gender Mainstreaming, Working Session, Cabinet Office Working Session, Development Management Division, Public Sector Management Team Working Session, Economic and Social Policy Division
Friday 3 October	Working on ECA documentation Brainstorming Session, African Centre for Women staff
Saturday 4 October	Working Session, Director, African Centre for Women
Monday 6 October	Meeting, Director, Economic and Social Policy Division. Working Session, Development Management Division, Civil Society Team Briefing Session with Regional Adviser, African Centre for Women Working Session Team Leaders, Economic and Social Policy Analysis Division.
Tuesday 7 October	Working Session Gender Focal Points of Divisions- Working Session Development Information Services Division Working Session Economic Cooperation and Integration Division Working Session, Programme Planning, Finance and Evaluation Division Working Session, Director, African Centre for Women.
Wednesday 8 October	Report Writing for Debriefing Session
Thursday 9 October	Debriefing Session and finalisation of collection of training material.
Friday 10 October	Departure from Addis Abeba.

List of Persons met

British Council:

Michael Sargent, Director
Simon Ingram-Hill, Deputy Director
Ms Rachel Mukuria, Gender and Development Officer

Economic Commission for Africa

African Centre for Women

Ms Josephine Ouedraogo, Director, ACW
Ms Hilda Tadia, Regional Adviser
Ms Zennabwork, Tadesse, consultant Gender Mainstreaming
Ms Françoise Wege, Social Affairs Officer
Ms Souad Abdennebi, Regional Adviser, Promotion of Women's Rights
Ms Beverly Jones, Social Affairs Officer
Alemayehu Haile, Project Administrative Officer
Amare Bekele, Research Assistant
Ms Paule Koki, Consultant

Cabinet Office

Mr Peter da Costa, Regional Adviser, Communication for Development
Mme Mamou Ehui, Special Assistant to the Executive Secretary

Economic and Social Policy Division

Ali A.G Ali, Director
Ms Wambui Karanja, Social Policy and Poverty Analysis
Ms Elisabeth Woldemariam., Social Policy and Poverty Analysis
Cornelius Mwalwanda, Senior Economic Affairs Officer, Team Leader Trade and Debt
Mohamed El-Egaily, Team Leader, Macroeconomic Imbalances

Food Security and Sustainable Development Division

Ms Paulina Makinwa-Adebusoye, Director
Maurice Tankou, Economic Affairs Officer, Gender Focal Point

Development Management Division

Asmelash Beyene, Regional Adviser
Demeke Getachew, Civil Society Team
Christophe Bandaogo, Economic Affairs Officer, Gender Focal Point

GENDER TRAINING AT THE ECONOMIC COMMISSION FOR AFRICA.

Needs analysis Mission

Background: The African Centre for Women (ACW) of the Economic Commission for Africa (ECA) is launching a programme of training in gender sensitisation, in gender analysis skills and for gender competence for the whole of ECA staff located both in Addis Abeba and the five regional sub-offices.

The strategy is to customise training to the specific operational responsibilities of the participants, using a learner-centred approach. The programme is on three phases. Phase I involves the design and conduct of three 2-day training workshops, including the production of training materials, as well as evaluation of the training. The first activity under phase I is a planning and needs analysis exercise for the design of phase I, bearing in mind the subsequent phases' emphasis on sector-specific courses.

For this first activity, a planning needs mission is envisaged in early October for the preparation of Phase I Workshops during the latter half of November 1997, to clarify and refine the workshop objectives, methodology and content.

The Terms of Reference of the Mission are to

- Appraise, in collaboration with ACW, the existing situation in relation to gender policy, gender competence in ECA,

- Determine the expectations of ACW, potential ECA participants as regards training outcomes,

- Brief ACW staff on gender and gender mainstreaming to facilitate the process of developing consensus on realisable outcomes, to clarify the purpose and scope of the training programme,

- Gather information about the mission, mandate, organisational structure, planning process and programme areas of ECA across the eight divisions, in order to ensure that the training content and the production of training materials is appropriate to the gender mainstreaming focus of the course.

- Appraise and discuss training facilities and implementation arrangements, tasks and responsibilities for the preparation, conduct of and follow-up to the phase I workshops.

- Debrief ACW on the outcome of the mission and on a training framework based on the results of the needs assessment

- Conduct individual interviews, group discussions, briefing meetings and participate in planning meetings, necessary for a participatory process of needs assessment.

Duration and Location : 8 working days, Addis Abeba

Economic Cooperation and Integration Division

H Koumaré, Officer in Charge, Senior Transport Economist.
Pierre Adama Traoré, Mineral and Energy Programme
N. Blayo, Multilateral Trade Programme
Ms Rawda Omar Clinton, Economic affairs Officer, Gender Focal Point

Development Information Services Division

D. Muzumara, Officer in Charge, Theme 1, Data collection, processing, analysis and dissemination
Ms Jennifer Kargbo, Gender Focal Point.

Programme Planning, Finance and Evaluation Division

E. Otobo, Officer-in -Charge, Senior Programme Analyst
Bamidele Olowu., Expert Governance and Capacity Building, Gender Focal Point

**United Nations Economic Commission for
Africa**

African Centre for Women

Gender Training Workshop

February 1998

Draft Report

Ms Nalini Burn
Lead Facilitator

27 February 1998

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1 The Workshop Process and Activities

The Training Workshop as part of the process of institutionalising gender at ECA.

The Second and Third Gender Training Workshops for Division Chiefs, Programme Managers and for Senior Managers and Professional Staff of the United Nations Economic Commission for Africa took place between the 9th and 10th February and 12th and 13th February, respectively. The training is an integral part of the ongoing process of mainstreaming gender across ECA themes and areas of focus as well as within the institutional mechanisms and procedures of ECA as an organisation. This process is spearheaded by the African Centre for Women as the institutional focal point for gender across ECA.

Participatory Needs Assessments .

Planned activity. This workshop was based on two Needs Assessment Exercises during September and October 1997. The purpose of the first exercise, facilitated by Rosemary Amott of the British Council, was for the training design to meet the goals and strategies of ECA as an institution. The training philosophy strongly espoused a participatory approach and a hands-on practical approach. It thus emphasised the need for further participatory assessment and formulation of the capacity building workshop. The purpose of the second needs assessment exercise, carried out by Nalini Bum, the lead facilitator identified for the workshop, was to help the facilitators create a participatory learning environment, to plan the actual contents and methodology to match the needs and expectations, knowledge, skills and capacity of the participants.

Actual outcome

The methodology used was a series of individual, small group, large Focus Group Discussions and dialogue over the challenges of incorporating gender analysis into all substantive areas of ECA. This process continued further the institutional dialogue on gender and addressed aspects of knowledge, attitudes, skills and capacity.

The key finding of the Participatory Needs Assessment Exercise was that the training would have to be customised to the economic development mandate of ECA and adopt an gender and economic development conceptual framework. An integrative framework for gender-responsive economic development interventions was developed for the workshop.

The workshop agenda closely adheres to the recommendations developed as a result of the Needs Assessment Exercise. (See Annex 1 and the Needs Assessment Report)

Facilitation team.

Planned activity. According to the modalities of the training design developed by ACW and the British Council, there would be a two-person team of facilitators, with the lead facilitator undertaking the second Needs Assessment Exercise. The facilitation team would then have two days immediately prior to the workshop to work out in detail the session format, content and methodologies as well as attend to the logistic aspects of the workshop.

Actual outcome. The second facilitator from Kenya, Dr Wanjiku Kabira, withdrew from the facilitation team two weeks before the workshops were scheduled. Gladys

Mutukwa, from Zambia, a lawyer with considerable gender training expertise replaced her, but was unable to come for the full two days preparation. The facilitators had not worked together before and Ms Mutukwa, was unfamiliar with the training framework being developed for ECA. The substantive aspect of the training framework could not be addressed by the facilitators as a team in a tightly designed manner, especially as economic development is not a specialist area for Ms Mutukwa. However, despite the short period of joint preparation, the concept of gender, approaches to gender analysis, the gender mainstreaming aspect at the institutional level were developed and facilitated as a team by both facilitators.

Logistics and training support.

Planned activity

Venue. The initial venue recommended was for a site remote from ECA to discourage participants from taking time off the workshop to attend to other professional matters. The reason for this is that the training is a spiral learning process, with a building block approach, which is negated by participants dropping in and out, as in seminars.

Logistics and supplies. The equipment and supplies requirements for the workshop were sent in advance to ECA through the British Council (See Annex 2)

Actual outcome

The workshop took place in the ECA Conference Centre, which has new workshop equipment and furniture. The venue was very comfortable and conducive to an informal relaxed learning environment.

While the rationale for having workshops at ECA is the availability of workshop facilities, participants are sometimes absent from sessions to attend to other tasks. This is something they would not be able to do if they were away on mission in a remote location.

Recommendation

Many participants have themselves suggested that training takes place in a remote location. This would be highly desirable. If it is not feasible, then clear directives would have to be given that learning time needs to be protected and staff not expected to turn up for meetings in their divisions during workshops because they happen to be on-site.

Participation.

Planned activity The first workshop was intended for gender focal points in ECA in Addis, in the SRDCs and for the Cabinet Office, according to the initial training design. In addition, the second Needs Assessment Exercise emphasised the need for this workshop to focus on the challenges, strategies and methodologies of institutionalising gender mainstreaming at ECA. It also recommended that the Human Resources and System Management Division and the Programme Planning, Finance and Evaluation Division, which are managerial and administrative rather than substantive divisions, participate at that first workshop to optimise the learning process and the expected impacts from workshop recommendations.

Actual outcome.

The level of participation at the workshops was very high, both in terms of attendance and in terms of the engagement in discussions and working group sessions.

The recommendation regarding the participation of the Policy, Planning and Finance Division and Human Resource and General Services Division were not implemented as regards the First Workshop. These two divisions, particularly PPFD, are crucial for developing the procedures and mechanisms for capacity building, resource mobilisation and accountability for gender mainstreaming at ECA and were not able to participate as fully however, as they were expected to, in Workshops 2 and 3, especially in the Day 2 sessions on Gender Mainstreaming at ECA.. This is unfortunate, in view of the number of recommendations made in all the workshops by participants from other divisions, more involved in substantive work about the process of gender mainstreaming within ECA as an organisation.

2 Outcomes (Third Workshop)

The Workshop process for identifying and evaluating outcomes was as follows:

1. The participants were, in the first session, asked about their expectations and to validate the objectives that had been developed as a result of the participatory assessment.
2. The learner- centered approach of the workshop was then emphasised by following the Objectives Session with criteria and guidelines for evaluating learning outcomes, along the four dimensions of learning:
 - knowledge
 - skills
 - attitudes
 - capacity
3. At the end of the workshop, an evaluation questionnaire was filled in by all participants of the Third Workshop only. The time constraints at the end of the second workshop did not permit a formal evaluation questionnaire . There was numerous occasions for feedback on the workshop content and methodology.

Outcomes relate to

- **The level of participant satisfaction**

From an analysis of the evaluation, it is evident that the level of satisfaction was very high. Many stressed that the learning was stimulating, fun and relaxed.

- **The increase in participants' skills, knowledge and enhancement of positive attitudes**
- **Attitudes** The workshop deliberately provided the space for participants to critically review their attitudes and perceptions regarding the ECA policy of gender equality as a goal and the practice of gender mainstreaming at ECA. This exercise helped to clear misconceptions about gender mainstreaming, make the distinction between mainstreaming women in organisations and gender mainstreaming. The workshop has gone some way in developing a sense of ownership and involvement in the process, with participants making suggestions about refining both the goal and the processes of gender mainstreaming.
- **Knowledge and skills** There have been increases in knowledge, as well as a practical awareness of gender analysis as a practical tool in programme formulation and implementation

The participants' own assessment of Workshop 3 is reproduced below

Participants were asked to evaluate the overall workshop in terms of meeting their expectations, the workshop objectives, and for each main component, on the following qualitative rating; Fully, Mostly, Only Partly, Not at all.

Results of Participants' Evaluation, Third Workshop, February 12-13

	Fully	Mostly	Only Partly	Not at all
Overall Expectations	7	6	2	
Overall Objectives	5	6	2	
Clarity in the concept of gender	11	2	2	
Distinction WID and Gender in Development approach	9	5	1	
Awareness of gender analysis	4	10	1	
Pertinence of gender approach to African Development	4	9	3	
Gender as a cross-cutting issue	4	8	5	
Understanding of concept and practice of gender mainstreaming	2	13	1	
Strategies and Recommendations for gender mainstreaming at UNECA	1	9	2	
Total responses.	51	68	20	

Note: The numbers in the cells refer to the number responses for each question. Not all participants answered for every question.

The most important point that participants have learned: Some responses:

- Gender analysis requires conceptual framework encompassing economic and social development
- Gender relations can affect success of policies and programmes
- The issue of gender is over-emphasised
- Need to create awareness to strong African men in my region
- Gender as a development issue
- Need for greater consultations in addressing all development issues
- Gender has practical cross-cutting implications in ECA work programmes
- The complexity of gender mainstreaming and of the issue of gender in development
- A real need for a built-in mechanism aimed at mainstreaming the gender dimension in the work of ECA
- The distinction between WID and GAD
- Concepts and strategies
- The need for gender analysis

The changes that the participants would like to see were

- More time for training, more in-depth training
- More specialist training
- More participation of OAU ECA and ADB in joint training programmes
- More emphasis on how to avoid gender-based conflict
- Include a component on resource mobilisation
- Include a component on indicators
- Linking training with parameters on development
- More time for techniques and tools to integrate gender analysis in areas of work
- More case studies

- More professional presentations
- Shorter lectures, more audio-visual material, better preparation of training material
- Hold courses away from ECA
- More documentation to facilitate
- More practical training and examples
- Gender balance on gender issues in terms of resource persons, materials, displays
- Better conception of gender analysis at macro-economic level
- More emphasis on 20/20 integrative approach to gender issues in development

3 Learning Points.

- Many of the changes the participants would like to see relate more to the contents and approach of further training than a two-day sensitisation course. It would perhaps, with hindsight, have been useful to emphasise more to the participants the objectives of this first round of workshops. It was meant to be a sensitisation rather than training workshop as well as the hands-on participatory needs assessment exercise to refine further the training framework and to design future modules.
- The numerous interesting suggestions made about the contents and method of the training over the three workshops in this first phase of capacity building over the 1997-1999 programme, will be valuable inputs to refine further the development of training modules and packages over the next few months
- Different participants have different ways of learning, for example structured project analysis versus interactive discussions and this indicates a menu of learning moments and approaches that need to be devised.
- The training for senior managers and Division Directors need to be structured more around short case studies and presentations followed by seminar-type discussions. The discussions around the "Bumpy Roads Case Study", the Issue of Gender Equality v/s Gender Equity provide good examples.
- It would be necessary to take into account the language of training in future workshops after the experience of the three workshops.
- The considerable interest generated by the Mali Case Study about the introduction of a village-based basic infrastructure for electrical and mechanical energy indicates the need for in-depth treatment of major programme areas in further training of professional staff

- Training modules need to include both specialist areas, such as on the information economy, as suggested by one participant, as well as cross-cutting modules.
- There is a need to consider capacity building as a continuous process leading to progressively higher levels of competence, rather than a one-off "course". Skills and knowledge are perishable, if not continually applied.
- The participatory methodology was good
- More audio visual learning technologies could have been used for instance on gender issues in African development or for developing conceptual clarity.

4. Consolidated Findings and Recommendations made by Workshop 2 and 3: Division Directors , Programme Managers , Senior Professional Staff

The workshop provided the opportunity for focused discussions and debates on ECA's strategic reorientation, the challenges of engendering the development discourse and practices.

1 The goal of Gender Equality

1. It is not clear that ECA staff both understand and agree with the goal. There is a lack of awareness and a clear definition of gender equality. The concept of gender equity rather than equality deserves serious consideration, as it is broader in scope and considers issues of distributive justice rather than achieving parity in numbers.
2. The emphasis on achieving parity in numbers has led to a feeling of frustration and misconception about the scope, nature and process of mainstreaming gender.

2 Gender Mainstreaming as a strategy for achieving gender equality

1. While the goal has been identified, the strategy has yet to be fully developed. A strategic plan for gender mainstreaming has to be developed after a thorough institutional assessment, to identify roles, strategies and develop institutional capacity for mainstreaming.
2. There is a need for a programme approach to substantively mainstream gender.

3 SRDCs

1. There are high expectations among member states about SRDCs and the gender programme needs to be implemented quickly to fulfill both ECA and ACWs mandate
2. There needs to be more involvement of SRDCs in programming.
3. There needs to be more clarity about the linkages between the SRDCs, ACW in mainstreaming gender.

4 The role, responsibilities and functions of Gender Focal Points[GFPs]

1. There is a need to clarify the Terms of Reference of Gender Focal Points, who seem to be expected to coordinate gender issues, be substantive experts who communicate state of the art developments in the field of gender analysis, play a monitoring ,advocacy role on top of other regular duties.
2. Gender Focal Points may be defeating the purpose of gender mainstreaming and developing competence in gender analysis as well as responsibility for gendered programmes among all staff.
3. There is a need to institutionalise processes and functions rather than rely on individual attributes and designating individual as GFPs. There is still however a need to identify the right person for the right job. In this regard, men need to be increasingly designated as GFPs
4. Gender Focal Points need to be substantively trained
5. The Gender Advisors at SRDCs can be sent to ACW for substantive training over a period of 1-2 months

5 Gender mainstreaming in the context of institutional reform

1. The context of institutional reform provides an opportunity for gender mainstreaming but the existing constraints reduce this potential. Gender as a cross cutting tool provides an entry point for developing a team-based interdisciplinary approach. Institutional processes of reform need to be strengthened to provide a more conducive environment for gender mainstreaming
2. The Inter-Divisional Programming Committee needs to be developed further a key nucleus discussing policy formulation and implementation
3. There are skill as well a attitude related weaknesses in implementation capacity of the policy
4. PPF needs to be substantially trained in gender mainstreaming as a priority
5. There is a need to develop broad guidelines on mainstreaming gender in programmes
6. The programming process needs to be tackled and programming committees reviewed. There can be gender-specific sub-programme components, within an overall mainstream programme.
7. There should be regular coordination meetings.

6 The development context

1. ECA needs to be involved in broadening the concept of development, in a context of severe development crises in Africa, which include crises in development thinking and practice.
2. There is a need to challenge assumptions and possibly reconcile divergent development paradigms.

3. The economic efficiency argument should perhaps be emphasised in policy advocacy for gender equality, provided the concept of efficiency is broadened.
4. There is a need to develop an integrative framework across social, economic, environmental dimensions of development.
5. The workshop has highlighted huge data gaps in the unpaid and informal sectors in Africa. The role of ECA in promoting relevant information for engendered development needs a strategic decision.
6. The workshop has raised awareness of a large agenda for empirical research as well as conceptual, analytical and methodological tool development. ECA's role in this arena needs to be clarified, perhaps in the forthcoming 40th Anniversary International Conference.
7. ECA needs to develop credibility in advocating for gender equality, but at the same time its real focus should be on development outcomes in Africa, while giving itself the institutional capacity to do so.
8. Strategic choices should be made for effective channeling of efforts and resources.
9. There is a need to mobilise partnerships and develop institutional mechanisms to support the mainstreaming process.

7 The role of ACW as institutional Gender Focal Point

1. The ACW should be renamed Gender Policy Division.
2. There is a need for a women-specific focus in Africa and a rationale for the ACW as a Centre for women-focused activities. Such a Centre could be within the Gender Policy Division, in a similar manner to the Civil Society one.
3. The role of ACW should be clarified as regards gender mainstreaming
4. It should be the team leader, provide leadership
5. As an interim strategy before gender mainstreaming competence spreads and deepens in-house, there needs to be core specialists at ACW, as well as specialists in Divisions and SRDCs
6. Clear lines of communication between ACW, the Divisions, SRDCs should be established
7. Men should be more involved in ACW
8. There are serious weaknesses in staffing and there is a need for developing capacity for gender in development rather than women-in development interventions.

8 Resource Mobilisation

1. ACW is struggling to mobilise resources to implement the gender mainstreaming objectives and has to negotiate finance for each detailed activity. There is a lack of in-house capacity and external expertise has to be mobilised. Apart from a shortage of financial resources, time is a limiting factor for engaging in critical, strategic thinking and develop a strategic plan.

2. In the context of programme budgeting at ECA, a mechanism is needed to ensure a gender dimension in daily operations.
3. Many SRDCs use extra-budgetary resources for gender mainstreaming activities.

Next Steps

- Following the workshops, supporting documentation, literature, information on contact persons need to be made available, in particular the full project document for the Mali Project.
- The economic modelling, conceptual and analytical frameworks for economic and gender analysis need to be developed further.
- Economic and social policy analysis workshops need to be conducted in-house, as a follow-up.
- The material of the three workshops will be consolidated in a manual, together with supporting references for use by participants. This will be ready by the end of March.
- A strategic planning exercise needs to take place as a next step, which takes into account the analyses and recommendations of the three workshops.
- A training plan needs to be developed as an integral part of this strategic plan. This training plan could build on the experiences and knowledge of the facilitation team following the three workshops.
- After the Strategic Plan has been developed, a training package needs to be developed, with appropriate modules and methodological tools, using the experiences of the three workshops. Some of these modules need to be short in-house discussion briefs for facilitating the ongoing institutional dialogue on gender mainstreaming.
- Training workshops can be conducted only after the lessons of the three sensitisation/needs assessment workshops have been distilled in a strategic plan and training packages, possibly by September 1998.