Scutum : Annette Jalilova

UNESCO'S Gender Mainstreaming
Implementation Framework (GMIF)
for 2002-2007

UNESCO

> "Gender equity should not be seen narrowly as a women's' issue…, it is an issue that requires men and women to work together in search of solutions that are both practical and based on principle. Increasingly, those solutions will be neither acceptable nor sustainable if the equal rights, dignity and worth of men and women are not respected."
>
> Koïchiro Matsuura, Director-General of UNESCO

*According to UNESCO's Medium-Term Strategy for 2002-2007 (31 C/4) a gender perspective will be integrated in policy planning, programming, implementation and evaluation activities in all areas of UNESCO's competence with a view to promoting empowerment and achieving gender equality. Women's priorities and vision of development goals and approaches will be addressed and promoted through greater participation of women at all levels and in all areas of UNESCO's action. Thus, UNESCO's Gender Mainstreaming Implementation Framework for 2002-2007 provides the Organization with a road map and compass that will allow its personnel to effectively integrate a gender perspective.*

*Broadly distributed to all UNESCO Field Offices, Institutes and Sectors for their comments, the Framework incorporates both lessons learned from UNESCO's past experience in the advancement of gender equality since 1995 and established good practices that take into account new developments in the field. As such, it constitutes a common ground and starting point for future sectoral and regional policies.*

*As the full range of gender-mainstreaming tools could not be included in the document, more specific guidelines, resources and "gender lenses" have been collected in a compendium of UNESCO's Gender Mainstreaming Resources accessible online at*

*http://www.unesco.org/women*

*The Bureau of Strategic Planning would like to thank the many colleagues in Headquarters and in the Field Offices who participated in the development of the framework, notably the members of the 'priority-gender' electronic discussion group, the network of Gender Focal Points and the participants of the gender training workshops held at the UNESCO Institute for Education (UIE, Hamburg) and Bangkok Office, who were the first to test the Framework. The drafting and final texts were prepared by the Section for Women and Gender Equality of the Bureau of Strategic Planning.*

## UNESCO's Gender Mainstreaming Implementation Framework for 2002-2007

## I. INTRODUCTION

The Medium-Term Strategy for 2002-2007 (31 C/4) projects a new vision and a new profile for the Organization, based on concentration, focus and priority settings (See Annex 1). The former priority areas, such as Africa, the least developed countries, **women**[1] and youth, are built into the current strategy as **mainstreaming areas**, meaning that all sectors and programmes must address their **needs and requirements.**

Taking into account UNESCO's new policy context, this Framework seeks to translate UNESCO's commitment to *"integrate a gender perspective in policy planning, programming, implementation and evaluation activities"* (31 C/4) into practical directives that will yield visible and tangible results. This being the most effective approach to address the *"urgent needs of women".(see box 1)*

The starting point is to establish the notion that a gender perspective addresses the distinct needs of both women and men. In most situations, however, the needs of women and girls are the least understood and attended to and therefore warrant specific attention.

*"Women's needs"* include both their immediate practical needs and their so-called strategic needs (or interests). **Practical needs,** refer to what women perceive as immediate necessities for themselves and their families, such as access to water, food, health care, safe shelter and income. On the other hand, **Strategic needs/interests**[2] refer to what women need to overcome their

[1] When 'women and men' are mentioned, the needs/realities/participation of girls and boys, young women and men, should also be explicitly addressed whenever appropriate.

[2] The notion of "strategic gender needs", first coined in 1985 by Maxine Molyneux, helped develop gender planning and policy development tools, such as the Moser Framework, which are currently being used by development institutions around the world. The purpose of introducing such distinctions between needs is to alert the programme specialist to the importance of addressing the structural challenges to empowerment. It is not to lock women's realities and experiences into rigid and pre-set notions of what is a strategic need versus what responds to a practical need. For in many instances, changes in women's practical conditions of life have an effect on power relations between men and women within the community. Men also have basic and strategic needs. The most disadvantaged or marginalized people may be women, men, girls, boys or sub-groups of these.

generally subordinate position to men in society. If women's strategic needs/interests were met, the legal, social, political and economic barriers to their full and equal participation in societies would be lifted. (Baseline definitions of all key concepts can be found in Annex 2)

The concrete definitions of these two categories of needs change over time and vary between sub-groups of women and sub-groups of men because **discrimination does not affect women or men**

Box 1:

Specifically, as regards "Women", the Medium-Term Strategy for 2002-2007 (31 C/4 para 32) states that :

*"UNESCO's programme activities will be targeted at the urgent needs of disadvantaged and excluded groups or geographic regions.* ***The needs of*** *Africa, the least developed countries,* ***women*** *and youth* ***will be mainstreamed throughout all programmes "*** *.*

*"[…] As regards women, a* ***gender perspective*** *will be integrated in policy planning, programming, implementation and evaluation activities in all areas of UNESCO's competence with a view to promoting empowerment and achieving gender equality. Women's priorities and vision of development goals and approaches must be addressed and promoted through greater participation of women at all levels and in all areas of UNESCO's action. Region-specific programmes and activities that benefit girls and women of various ages, including the young and the elderly, will focus on networking, exchange of information, sharing of knowledge and building alliances across borders and cultures in the framework of the United Nations Declaration and Programme of Action on a Culture of Peace. Further promotion and implementation of the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and all other international normative instruments that promote women's human rights, one of the necessary conditions to promote global human security for women and men alike, remains a top priority."*

indiscriminately. Some women or men may experience additional and specific forms of exclusion if, for example, they are living in rural areas or are members of under-privileged social groups, such as ethnic minorities, migrant workers, the disabled, the elderly, etc. Given the potential diversity of situations, **needs should be defined through appropriate participatory approaches.**

In order to address these two dimensions of needs, UNESCO, in accordance with the 1997/2[3] and 2001/41 ECOSOC Agreed Conclusions, is promoting an active and visible policy of gender-mainstreaming.

UNESCO's Gender Mainstreaming Implementation Framework is inspired by current best practices in gender-mainstreaming within the UN system. It offers baseline definitions of key concepts, proposes guiding principles for action and spells out the lines of responsibility within the Organization to mainstream gender throughout its programmes. Finally, as UNESCO shifts towards results-based programming, the Framework furthers the notion that **gender mainstreaming and results-based management policies are mutually reinforcing processes.** If all the principles of this Framework are applied, results can only be better formulated and the means to achieve them more appropriate and effective.

## II. GENDER MAINSTREAMING

### "What is mainstreaming?

"Mainstreaming" is a process rather than a goal that consists in bringing what can be seen as marginal into the core business and main decision-making process of an organization. It is deemed necessary to 'mainstream' gender issues within an organization such as UNESCO because the ideas and practices of UNESCO's constituencies play an important role in determining the rationale for the allocations of resources and learning opportunities within their society.

Efforts to integrate gender concerns into existing institutions of the mainstream have little value for their own sake. A gender perspective is being mainstreamed to achieve gender equality and improve the relevance and effectiveness of development agendas as a whole, for the benefit of all women and men. (See box 2 for a short history on next page)

### Why mainstream gender?

The UN assessment prepared for the Beijing+5 Special Session of the General Assembly of the United Nations in 2000 [4] concluded that although some progress had been made in achieving gender equality there still are significant gaps to full gender equality. Women and girls still represent 2/3 of the world illiterates; fewer girls than boys finish primary school; women represent less than 15 % of national elected officials; rural women are responsible for half of the world's food production and yet, globally, women own less than 1 % of land. In some cases the so-called 'gender gaps' are at the detriment of boys. This is particularly the case in some regions where the educational performance and participation of boys in relation to girls is a source of serious concern[5].

On an institutional level, progress is also lagging behind, in particular with regard to the enforcement of equality legislation, the strengthening of national institutional mechanisms and the development of gender-responsive poverty eradication strategies.

[3] *Mainstreaming the gender perspective into all policies and programmes in the UN system. Available at: http://www.un.org/womenwatch/daw/followup/main.htm*

[4] *The Beijing+5 Special Session of the General Assembly of the United Nations in 2000 entitled "Women 2000: Gender Equality, Development and Peace for the Twenty-First Century". Full information is available at: http://www.womenwatch.org*

[5] *UNESCO, Gender Equality in Basic Education in Latin America and the Caribbean – state of the art; UNESCO publishing, Santiago, Chile, 2002. p. 53*

Box 2 : A short history of Gender-mainstrea-
ming : not just a buzzword

*The term "mainstreaming" emerged in the early
1980s when in the midst of the United Nations
Decade for Women, the international women's
movement was concerned that the women
specific programme strategies had not achieved
significant results. Women units and national
machineries established during this period had
too often been understaffed and marginalized
from real decision-making and policy formulation
within UN entities and governments.
Furthermore, the little resources that were
earmarked for "women targeted" projects resul-
ted in small, side-lined activities that reinforced
the marginalization of women in development
processes. The women who witnessed these
trends began to look for alternative strategies to
move women's issues out of the periphery and
into the "mainstream" of development decision-
making. At this time "mainstreaming" had a number
of different meanings and use. For some, it meant
including women in development planning. For
others, it implied ensuring that institutional bud-
gets included significant resources for "women
activities". Around such various understandings of
"mainstreaming" there were intense debates
about the advantages and disadvantages of
"women targeted activities" versus integrated
programming for and with women.*

*Seven years after the Beijing Fourth World
Conference on Women, the international deve-
lopment community has come to a common use
of the term.* **"Mainstreaming" now most general-
ly refers to a comprehensive strategy that invol-
ves both women-oriented programming and the
integration of women/gender issues into overall
existing programmes, throughout the programme
cycle.**

*For more information see UNIFEM, Focusing on
Women - UNIFEM's experience in mainstreaming,
1993.*

Consequently, UNESCO, as well as other UN-
agencies, is expected to deliver a clear message
to governments reminding them of their obliga-
tion to honour the Beijing commitments. As
attested by close to thirty years of research and
experience[6] , it is not only a question of human
rights but of good governance. As long as both
women's and men's priorities and visions of
development goals are not clearly addressed,
taken into account and promoted, not only are
we excluding half of humanity, we are jeopardi-
sing our prospects at achieving sustainable
development.

It is clear, however, that gender equality cannot
come about only through women-targeted and
men-targeted projects that seek to improve
individual conditions alone. A profound transfor-
mation of the structures and systems, which
lie at the root of subordination and gender
inequality, is required. To do this, we must uncover
the hidden biases that limit women's and men's
ability to enjoy equal rights and opportunities
and find the most effective and culturally appro-
priate means to support women's and men's
capacities to drive social change. For UNESCO
this means that we must mainstream gender
concerns in all our operations.

## Mainstreaming gender throughout UNESCO's programme cycle and at all levels

"Gender mainstreaming" implies that staff should make a systematic effort to look at, and attend to, the specific experiences and aspirations of both women and men throughout UNESCO's programme cycle, from planning to evaluation. At each phase within the cycle, regardless of the budget source (regular or extra-budgetary funds) appropriate measures should be adopted.

For guidelines and tips on how to integrate gender concerns in programme and project evaluation, or project design or even into the preparation of draft terms of references for UNESCO research and studies, consult UNESCO's Gender Mainstreaming Resource Center [7].

On an institutional level, "Gender Mainstreaming" means that UNESCO, with the support of its National Commissions, will:

• forge and strengthen political will to achieve gender equality and equity, at the local, national, regional and global levels, in the areas of education, sciences (natural, social and human), communication and culture, in compliance with international normative instruments, notably the CEDAW and all major instruments relating to UNESCO's spheres of competence;

• integrate a gender perspective into all phases of its programme cycle, including the analysis, development, implementation, monitoring and evaluation of policies, programmes and projects;

• encourage similar actions in all ministries and departments of governments it co-operates with, including National Commissions, research institutions and the national institutions that are concerned with macroeconomic and development planning, national budgets, personnel policies and management, and legal affairs;

• use, and encourage the collection of, sex-disaggregated data and gender-sensitive indicators to monitor and reveal how policies, the Organization seeks to improve, impact differently on women and men, in due consideration of the fact that not all women and all men experience the same degree and kind of gender-discrimination. Other factors such as race, ethnicity, age, class and disability can aggravate existing gender-based exclusion and discrimination;

• Implement policies and programmes that have explicit gender objectives and seek to redress disparities between women and men on the basis of thorough participatory needs assessments and broad consultations with gender-responsive groups;

• increase the participation of women in its activities, including in international committees, expert groups and panel discussions, and amplify their voices so UNESCO is equally responding to men's and women's realities;

• support attitudinal changes and strengthen the ability of its staff to integrate a gender perspective in their daily work through the development of appropriate tools and job-based training programmes for all staff (Field Offices and Headquarters) in gender awareness, gender analysis and gender planning;

• forge links between governments, inter-governmental organizations, regional institutions and non-state-actors (ie. the private sector, civil society non-profit organizations and other stakeholders) to ensure a better use of its resources, increase synergies among initiatives, rationalize the allocation of scarce resources and encourage a collective sense of responsibility for attaining gender objectives.

[7] *UNESCO's Gender Mainstreaming Resource Center : http://www.unesco. org/women*

## The goal and objectives of gender mainstreaming

The ultimate GOAL of UNESCO's effort to mainstream gender is to strengthen the Organization's ability to create the conditions for women and men alike, from all walks of life, to enjoy human development and security. To build societies where women and men, freed from want and fear, can reach their full human potential and participate, as equals, in the development of their societies, sharing its wealth and benefits on the basis of parity.

From this goal, UNESCO derives the following OBJECTIVES [8] for its gender-mainstreaming policy.

• Promote full and equal education for women and men, girls and boys throughout life; i.e. eliminate gender disparities; achieve gender equality in education - with a focus on life-long learning and basic education - through the provision of gender responsive learning environments and equitable access to appropriate and gender-responsive education programmes for all members of society, in particular to women and girls in difficult conditions;

• Encourage the equal access to knowledge and career opportunities in all fields, notably in communication, the arts and cultural industries, science, technology and engineering;

• Encourage and promote women's creativity and freedom of expression by supporting their cultural activities, research, networking, exchange of information and collective mobilization;

• Support the broad and active participation of women in the media, in information networks and the development of information and communication technologies and support the development and use of ICTs as a resource for the empowerment of women and girls. This is to be accompanied by intensified efforts to encourage more diversified and non-discriminatory portrayals of women and men in the media;

• Promote and protect the human rights and opportunities of all young and adult women and men, boys and girls, through the promotion and further implementation of existing normative instruments, notably the Convention on the Elimination of all Forms of Discrimination against Women (CEDAW);

[8] Based on UNESCO's Agenda for Gender Equality presented to the Fourth World Conference on Women (Beijing, 1995), these objectives reflect current priorities set in the Organization's Medium-Term Strategy for 2002-2007.

• Promote the attainment of parity between women and men in decision-making structures, women's full citizenship and equal participation in policy-making;

• Foster partnership and dialogue between women and men, underlining the long-term gains of social transformation leading to gender-sensitive societies (notably in the fight against poverty and in the spread of HIV/AIDS);

• As a contribution to the International Decade for a Culture of Peace and Non-violence for the Children of the World, assist in building a culture of peace in the minds of women and men by reinforcing and supporting women's capacity for leadership and non-violent conflict resolution and prevention, and by promoting the elimination of stereotyped expectations and discriminatory attitudes and behaviours;

• Strengthen Member States' capacities to collect and analyse sex-disaggregated statistical data and develop appropriate gender-sensitive indicators and guidelines in order to improve their ability to monitor progress made towards gender equality and more gender-sensitive societies.

## III. GOING AHEAD WITH GENDER MAINSTREAMING IN UNESCO

Gender mainstreaming places new demands on staff working in the field and at Headquarters. Staff, and the temporary assistance they hire, must be able to ensure that gender concerns are part of the mainstream. This requires changing attitudes, developing new skills and acquiring new working methods and tools. To be bold, it also means revisiting our organizational culture. The objective is to change the way we work so that gender mainstreaming is not limited to adding or integrating more women into activities. It should also involve reshaping policies and programmes in order to progress laws, structures, attitudes and forms of behaviour that perpetuate gender inequalities in the countries we serve.

## Guiding principles for implementation

Eight guiding principles:

I. Recognition: Gender issues permeate all aspects of international co-operation, its management systems, personnel policies, organizational culture and working methods and the issues it addresses, from policy planning, programming and implementation to evaluation. Acknowledging this fact is necessary to tackle the systemic barriers to gender equalit;

II. Diversity and intersection : Policies, programmes and projects affect women and men differently but not all women and all men experience the same form of gender-based discrimination and marginalization. Sub-groups of men and sub-groups of women may experience specific gender inequalities that must be acknowledged and documented to be adequately addressed;

III. Equality : Gender equality requires the protection and promotion of human rights for all: the rights of young and adult men and women, boys and girls; Equality also implies ensuring equal opportunities;

IV. Equity : Specific measures that favour the most disadvantaged sex must be designed to eliminate disparities between the sexes, sexist-stereotypes and discrimination. Equity compensates for unequal opportunities and guarantees the fairness of our programmes (equity leads to equality);

V. Empowerment and agency : Individual and collective empowerment is central for boys, girls, young and adult women and men to meet their immediate practical needs as well as their long term strategic interests. It begins with consciousness-raising and leads to self-realization. UNESCO must support processes that increase women's and men's self-confidence, develop their self-reliance, and help them set their own agendas;

VI. Participation and parity : Equal participation of young and adult men and women as agents of change in economic, social and political processes is essential to achieving gender equality;

VII. Partnership between women and men : Empowering women does not mean excluding men. It is about establishing partnerships between women and men that empower both sexes. This implies giving an equally pivotal role to men and women in creating more equal societies;

VIII. Social justice : Though gender inequality breeds poverty, anti-poverty measures alone cannot redress gender inequalities. Poverty reduction efforts must be coupled with actions to eliminate gender inequality in order to be truly effective.

## Gender analysis : A first and critical step forward

Gender analysis is the first and most critical step forward towards gender-responsive planning and programming. It involves the collection and analysis of sex-disaggregated information. It examines the differences, commonalties and interactions between women and men. Gender analysis examines women's and men's specific activities, conditions, needs, access to and control over resources, and access to development benefits and decision-making. It studies the linkages of these and other factors in the larger social, economic, political and environmental context.

Because men and women both perform different roles, they may have different experiences, knowledge, talents and needs. Gender analysis explores these differences so policies, programs and projects can identify and meet the different needs of men and women.

Gender analysis, associated with other social research methods, facilitates the strategic use of distinct knowledge and skills possessed by women and men.

There are several frameworks and methodologies to conduct a Gender analysis in development related fields : The Moser Framework, the Harvard Analytical Framework, the Social-relations Framework, the Longwe Framework and more. Each model has its strength and weaknesses. Some are useful for micro-planning and give greater importance to gender roles (Harvard Framework), while others emphasise the enquiry into social relations. Some have been designed to exclusively look at women's empowerment

(Longwe Framework). For a comprehensive view of existing frameworks[9] you can consult UNDP's Resource Room at :
http://www.undp.org/gender/resources/mono6.html

Gender analysis requires us to[10] :

• Document the lives and activities of women and men (using sex-disaggregated data and qualitative and quantitative indicators[11] )

• Understand the experience of men and women from their own point of view.

• Draw from women's and men's behaviour and personal accounts an understanding of the social contexts of gender relations.



---

[9] We also recommend : March, C., Smyth I., Mukhopadhyay M., A Guide to Gender-Analysis Frameworks ; Oxfam, 1999

[10] Reinharz, Shulamit "Feminist Methods in Social Research" Oxford University Press, New York, 1992

[11] Baseline definitions are available in Annex 2. For more information on how to develop such indicators you can also consult UNESCO's online Gender Mainstreaming Resource Center at :

http://www.unesco.org/women

To conduct a Gender analysis, a core set of issues should be addressed. These are:

| Issue | Pointers for conducting a gender analysis |
|---|---|
| Women's and men's roles. | Who does what, with what resources? Paying particular attention to variations within sub-groups of women and men (eg. elderly women, adolescent girls, men from urban areas, etc). Typically, women perform three kinds of roles: <br> - productive roles (paid or not); <br> - reproductive roles (sustaining family living conditions and basic needs – usually unpaid work), and <br> - community role. |
| Factors that shape gender roles and the gender division of work | Depending on the circumstances, traditions and institutions that shape gender roles represent constraints and/or opportunities for women and men. Understanding to what extent, and when, they are the one or/and the other is critical to designing culturally appropriate programmes and projects. |
| Access to and control over resources and opportunities, and their systems of distribution | Not all men and women have the same access to and control over resources and opportunities. Resources and opportunities (such as learning opportunities) are distributed according to explicit and implicit codes that determine people's entitlements. Many actors can play a role in these systems of (re-)distribution within a community or family: the State, a council of elders, a village chief, an eldest son, a husband or first wife, for example. Understanding the mechanisms and rules by which such actors exercize their authority is important to assess the situation of women vis-à-vis men (and vice versa) and determine the most effective entry points for action. |
| Access to and participation in decision-making processes | Who decides? How are decisions taken concerning women's and men's lives and those of their families? Are women and men equally represented or given an opportunity to influence such processes? |
| Men's and women's practical and strategic needs and interests [12]. | Given their respective roles, who needs what for what purpose? What is the tipping point, when practical changes in women's and men's lives can trigger a significant change in the status of women and men? |

[12] Baseline definitions are available in Annex 2.

## Basic measures to mainstream gender in programme execution

**1. Undertake GENDER NEEDs and GENDER CONTEXT ANALYSIS'** as an integral part of assessments of global, regional and national challenges;

Guided by the indications in the table on page 11, here is a sample of questions that should be asked:

*what are the respective roles, duties, obligations and entitlements of women/girls and men/boys in society? Do these gender differences enhance or restrain their ability to reach their full potential? How are resources distributed within the household, community, country? Do the men and women have the same practical needs and opportunities to satisfy them? How do they interact among each other, individually and as a group, to satisfy each other's needs? Are their respective needs currently being met? What are the structural barriers? How do the different gender relations affect and condition their access to and enjoyment of human rights?*

**2. Establish attainable and clear GENDER OBJECTIVES, RESULTS and PERFORMANCE INDICATORS,** in line with international development targets;

Example of results: *(a) Increased number of the most disadvantaged-sex enrolled and staying in school; (b) Increased decision-making power for women regarding household expenditures; (c) Equal participation of women and men in the management of natural resources.*

**3. Align RESOURCES (human and financial) with objectives;**

**4. Ensure and request EQUAL REPRESENTATION AND PARTICIPATION** of women and men in UNESCO-sponsored activities and programmes, making full use of women's and men's visions, competencies and potential. When equal numbers are not possible, ensure a 'critical-mass' of both women and men (i.e. at least 30 %).

**5. Make sure the attainment of gender objectives is measured through GENDER IMPACT STUDIES AND EVALUATIONS.**

Among all five measures, the third is certainly the most difficult to monitor, especially if budgets are not earmarked for "women-specific", "men-specific" or "gender" activities. In this case, efforts should be made, supported by senior management, to ensure that adequate resources are provided in various programmes and workplans to give credence to the mainstreaming approach of the Organization.

## Training and knowledge sharing

In addition to advocacy work and the design of operational gender-mainstreaming tools, gender training is one of the key activities that will be developed and systematised to support internal efforts to mainstream gender and to equally respond to women's and men's needs at all stages of programme implementation, from conceptualisation to evaluation, both at Headquarters and in the field. Capitalising on UNESCO's long standing experience in adult learning, it will aim at providing staff with the necessary know-how to conduct their regular duties using a gender lens.

More specifically, and in response to recently conducted pilot gender audits, the objectives of the gender training programme will be to:

■ Raise the level of awareness and understanding of gender issues, its related concepts and language;

■ Support changes in attitudes and behaviour and strengthen the vision, capacity and processes needed to build a more gender-responsive organizational culture;
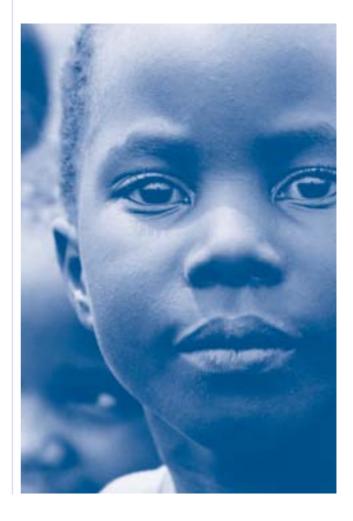
■ Provide Staff (from Headquarters and field offices) with the skills necessary to appropriately ensure the effective integration of gender issues in all stages of the programming and project cycle, thereby broadening UNESCO's mainstreaming efforts and reinforcing its capacities to achieve major international gender targets;

■ Promote the integration of gender issues in programmes at the national level, promote their visibility and improve their future coverage.

■ Develop, in the context of the training, meaningful and practical gender-mainstreaming tools.

An online **Gender-Mainstreaming Resource Center** has been created on the **Women and Gender Equality website**[13] to support the better use of internal knowledge and know-how, reinforce training efforts and sustain their impact. This Center provides direct access to documents, guidebooks, good practices in gender mainstreaming and self-learning tools that have been developed by or with UNESCO.

The **"Priority-Gender electronic discussion group"** will contribute to this effort by supporting the sharing of knowledge and experiences between UNESCO staff members working from HQ and in the field.

*The **Priority-Gender** electronic discussion group was created by the Section for Women and Gender Equality to foster among UNESCO staff members the EXCHANGE of VIEWS, RESOURCES and INFORMATION on Gender. To date there are 82 subscribers: 25 working in Headquarters and 57 in the field. To subscribe, staff members can send an email to l.ruprecht@unesco.org.*

[13] *Available at http://www.unesco.org/women/*

## IV. LINES OF RESPONSIBILITY

To develop gender-responsive programmes, actions and activities, organizational responsibilities for gender-mainstreaming need to be established within UNESCO. Such responsibilities, however, should not be seen as isolated duties. They commit each body and individual to creating and nurturing a gender-responsive organizational culture.

| Position/body | Responsibility |
|---|---|
| Senior management, especially Sector ADGs (Assistant Director-Generals), Field Office and Institute Directors | Must provide leadership in implementing the Organization's mainstreaming policy, develop sector-specific strategies and policies as appropriate, monitor overall implementation and facilitate the effective operation of Gender Focal Points. |
| Sector Unit for programme coordination and evaluation (UCE) and the Bureau for Field Office Coordination (BFC) | In cooperation with the Sector/Bureau Gender Focal Point, these services have the responsibility to monitor the application of the mainstreaming principles (see Section III) and to stimulate the wider inclusion of gender concerns and intensified responses to women's needs in a Sector programme or Field Office. |
| Gender Focal Points in Programme Sectors and Field Offices [14] | Have the responsibility to stimulate, at project level, the wider inclusion of gender concerns and intensified responses to women's needs in a Sector programme (See Annex 3). |
| The College of Assistant Director-Generals (ADG) | Shall, in the context of its overall monitoring exercise of programme implementation, ensure that indeed sufficient attention is being paid in programme activities to gender objectives. |
| The Section for Women and Gender Equality (BSP/WGE) | Shall act as a catalyst and facilitator; co-ordinate gender focal points with a view to ensuring joint and coherent action also based on sectoral approaches and policies; stimulate action and responses to gender needs and identify possibilities for intersectoral efforts, including through formulation of policy proposals, pilot projects, tool developments and building partnerships and promoting the development of a gender-responsive organizational culture within UNESCO. |
| Programme Specialists | Shall within their lines of duty make every effort to integrate a gender perspective in their programme implementation work and make sure resources are appropriately solicited, provided and used to meet established gender objectives. |

[14] *A complete list of Gender Focal Points in Headquarters and Field Offices is available at http://intranet.unesco.org/bsp/focalpoints/mainstream.htm#Women*

In support of these internal arrangements, **a network of Gender Focal Points in National Commissions** has been established to reinforce the national monitoring of gender equality goals and raise the level of national awareness of and commitment to UNESCO's gender policies and gender objectives. (Objectives of the Network of National Commission Gender Focal Points are in Annex 4)

## The Section for Women and Gender Equality

The Section for Women and Gender Equality's principal objectives are to, in collaboration with all relevant Sectors, Services and networks of Gender Focal Points:

1. Forge, within UNESCO, its Member States and at a regional and global level, political commitment to gender equality, and to maximizing the empowerment and human rights of both women and men;

2. Reinforce and stimulate gender mainstreaming in UNESCO's programmes through, inter alia:

• The development and conduct of training, at HQ and in the field, and the preparation and dissemination of operational tools and other gender-mainstreaming measures. These include case studies, that give insight into successful and unsuccessful efforts to integrate gender issues into UNESCO's operations (including in policy advice and programme planning), checklists, a Gender Focal Point Handbook and the promotion of gender-sensitive indicators. One of the main functions of the 'Women and Gender Equality' website is to provide easy access to these tools.
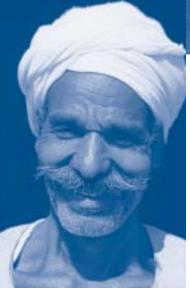
• The strengthening of gender-oriented knowledge management systems, in view of mobilizing in-house experience for the formulation of innovative and evidence-based policies and programme approaches.

• Contribution to the Bureau of Strategic Planning's (BSP/PMR) programming and programme monitoring process with a view to improving the integration of gender concerns in UNESCO's programmes;

• Contributing as appropriate to programme input for world/international conferences and to inter-sectoral initiatives focusing on policy review and development, and;

• The consolidation and strengthening of the institutionalized network of gender focal points within National Commissions and the Organization.

3. Support capacity-building in Member States in order to improve their ability to respond equally to women's and men's needs and aspirations, particularly by developing holistic and multi-disciplinary approaches to gender issues; and by encouraging closer collaboration between National Commissions for UNESCO, 'national machineries for Beijing follow-up' and gender-responsive non-state actors.

4. Cooperate with other United Nations entities, international and regional intergovernmental organizations (such as the Council of Europe, OECD, OAU), major international NGOs, private foundations and private sector partners and raise UNESCO's profile and visibility in this context.

# Annex

## Annex 1 – Snapshot of UNESCO's Medium Term Strategy for 2002-2007.

### UNESCO'S MISSION STATEMENT

Contribute to peace and human development in an era of globalization through education, the sciences, culture and communication.

### MAIN STRATEGIC THRUSTS

- developing universal principles and norms, based on shared values;

- promoting pluralism, through recognition and enhancement of diversity together with the observance of human rights;

- promoting empowerment and participation in the emerging knowledge society.

In its activities, UNESCO will be guided by three fundamental and inseparable principles : universality, diversity and dignity.

### UNESCO'S FUNCTIONS

Throughout its activities and projects, UNESCO will perform and assume a range of functions corresponding to its role as the international lead agency for education, the sciences, culture and communication : a laboratory of ideas, a standard-setter, a clearing house, a capacity-builder in Member States, a catalyst for international cooperation.

### STRATEGIC OBJECTIVES FOR EACH SECTOR

Three strategic objectives for each sector, one principal priority for each of the five major programmes and a limited number of other priorities.

### CROSS CUTTING THEMES

- Eradication of poverty, especially extreme poverty;

- The contribution of information and communication technologies to the development of education, science and culture and the construction of a knowledge society.

### INTERNATIONAL DEVELOPMENT TARGETS OF RELEVANCE (NON-EXCLUSIVE)

- **Reducing extreme poverty :** The proportion of people living in extreme poverty in developing countries should be reduced by at least one half by 2015.

- **Universal primary education :** There should be universal primary education in all countries by 2015.

- **Gender equality :** Progress towards gender equality and the empowerment of women should be demonstrated by eliminating gender disparity in primary and secondary education by 2005.

- **Infant and child mortality :** The death rates for infants and children under the age of five years should be reduced in each developing country by two thirds the 1990 level by 2015.

- **Maternal mortality :** The rate of maternal mortality should be reduced by three fourths between 1990 and 2015.

- **Reproductive health :** Access should be available through the primary health-care system to reproductive health services for all individuals of appropriate ages, no later than the year 2015.

- **Environment :** There should be a current national strategy for sustainable development, in the process of implementation, in every country by 2005, so as to ensure that current trends in the loss of environmental resources are effectively reversed at both global and national levels by 2015.

## Annex 2: Baseline definitions of key concepts

**Gender** refers to the roles and responsibilities of men and women that are created in our families, our societies and our cultures. The concept of gender also includes the expectations held about the characteristics, aptitudes and likely behaviours of both women and men (femininity and masculinity). Gender roles and expectations are learned. They can change over time and they vary within and between cultures. Systems of social differentiation such as political status, class, ethnicity, physical and mental disability, age and more, modify gender roles. The concept of gender is vital because, applied to social analysis, it reveals how women's subordination (or men's domination) is socially constructed. As such, the subordination can be changed or ended. It is not biologically predetermined nor is it fixed forever.

**Sex** describes the biological differences between men and women, which are universal and determined at birth.

**Gender Analysis** is the collection and analysis of sex-disaggregated information. Men and women both perform different roles. This leads to women and men having different experience, knowledge, talents and needs. Gender analysis explores these differences so policies, programmes and projects can identify and meet the different needs of men and women. Gender analysis also facilitates the strategic use of distinct knowledge and skills possessed by women and men.

**Sex-Disaggregated Data** is data that is collected and presented separately on men and women.

**Gender Equality** means that women and men have equal conditions for realizing their full human rights and for contributing to, and benefiting from, economic, social, cultural and political development.

**Gender equality** is therefore the equal valuing by society of the similarities and the differences of men and women, and the roles they play. It is based on women and men being full partners in their home, their community and their society.

**Gender Equity** is the process of being fair to men and women. To ensure fairness, measures must often be put in place to compensate for the historical and social disadvantages that prevent women and men from operating on a level playing field. Equity is a means. Equality is the result.

**Empowerment** is about people -both women and men- taking control over their lives: setting their own agendas, gaining skills, building self-confidence, solving problems and developing self-reliance. No one can empower another: only the individual can empower herself or himself to make choices or to speak out. However, institutions including international cooperation agencies can support processes that can nurture self-empowerment of individuals or groups.

**Gender Division of Labour** is the result of how each society divides work among men and among women according to what is considered suitable or appropriate to each gender.

**Women in Development (WID)** The WID approach aims to integrate women into the existing development process by targeting them, often in women-specific activities. Women are usually passive recipients in WID projects, which often emphasize making women more efficient producers and increasing their income. Although many WID projects have improved health, income or resources in the short term, because they did not transform unequal relationships, a significant number were not sustainable. A common shortcoming of WID projects is that they do not consider women's multiple roles or that they miscalculate the elasticity of women's time and labour. Another is that such projects tend to be blind to men's roles and responsibilities in women's (dis)empowerment.

**Gender and Development (GAD)** The GAD approach focuses on intervening to address unequal gender relations which prevent equitable development and which often lock women out of full participation. GAD seeks to have both women and men participate, make decisions and share benefits. This approach often aims at meeting practical needs as well as promoting strategic interests. A successful GAD approach requires sustained long-term commitment. The biggest difference between WID and GAD is that WID projects traditionally were not grounded in a comprehensive gender analysis. The GAD approach is gender-analysis driven.

There is definitely a need for women-specific and men-specific interventions at times. These complement gender initiatives. Research shows that the success of both sex-specific and gender activities is directly linked with the depth of the gender analysis that informs them.

**Practical Needs** refer to what women (or men) perceive as immediate necessities such as water, shelter and food.

**Strategic (Gender) Interests**. Interventions addressing strategic gender interests focus on fundamental issues related to women's (or, less often, men's) subordination and gender inequities. Strategic gender interests are long-term, usually not material, and are often related to structural changes in society regarding women's status

## Annex 2 : (continued)

and equity. They include legislation for equal rights, reproductive choice, and increased participation in decision-making. The notion of "strategic gender needs", first coined in 1985 by Maxine Molyneux, helped develop gender planning and policy development tools, such as the Moser Framework, which are currently being used by development institutions around the world.

NB : The purpose of introducing such distinctions between needs is to alert the programme specialist to the importance of addressing the structural challenges to women's empowerment. It is not to lock women's realities and experiences into rigid and pre-set notions of what is a strategic need versus what responds to a practical need. For, in many instances, changes in women's practical conditions of life have an effect on power relations between men and women within the community.

Gender-mainstreaming is a process rather than a goal. Efforts to integrate gender into existing institutions of the mainstream have little value for their own sake. We mainstream gender concerns to achieve gender equality and improve the relevance of development agendas. Such an approach shows that the costs of women's marginalization and gender inequalities are born by all.

UN ECOSOC describes gender mainstreaming as "the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated. The ultimate goal is to achieve gender equality". (ECOSOC Agreed Conclusions 1997/2)

Literacy Gender Parity Index (GPI) is the ratio of the female to male adult literacy rates which measures progress towards gender equity in literacy and the level of learning opportunities available for women in relation to those available to men. It serves also as a significant indicator of the empowerment of women in society.

Gender-responsive objectives are programme and project objectives that are non-discriminatory, equally benefit women and men and aim at correcting gender imbalances.

References :

- March, C., Smyth I., Mukhopadhyay M., A Guide to Gender-Analysis Frameworks ; Oxfam, 1999

- Status of Women Canada, Gender-Based Analysis : A guide for policy-making, 1996

- UNIFEM ; Focusing on Women –UNIFEM's expereince in mainstreaming, 1993

- Molyneux, Maxine 'Mobilisation without Emancipation ? Women's Interests, States and Revolution in Nicargua'; Feminist Studies II, 2, 1985.

- OECD, DAC Source Book on Concepts and Approaches Linked to Gender Equality

(http://www.oecd.org/dataoecd/36/47/1887561.pdf)

- UNESCO ; Guidelines on gender-neutral language, Unit for the Promotion of the Status of Women and Gender Equality, 1999

- UNESCO ; The Challenge of achieving gender parity in basic education : a statistical review, 1990-1998, 2002.

## Annex 3 : Role of the Gender Focal Points in UNESCO's Programme Sectors and Field Offices

Every Programme Sector in Headquarters has a, or several, Gender Focal Point. As of 25 October 2002, 30 field Offices have designated a Gender Focal Point. The complete list of Gender Focalpoints (HQ+FO) can be found at

http://intranet.unesco.org/bsp/focalpoints/mainstream.htm#Women

The **ROLE** of the Gender Focal Point is to :

• Stimulate the wider inclusion of gender concerns and intensified responses to women's needs in a Sector programme. Encourage and support initiatives that are conducive to the greater integration of women's needs and gender issues in programme implementation.

• Support the 'Coordination and Evaluation Unit's' (UCE) effort to monitor, at project level, the application of the gender mainstreaming principles.

• Co-ordinate within his/her Sector/Division/Field Office the collection of information for all required institutional reporting relative to the implementation of UNESCO's gender policies and to resolutions of the United Nations inter-governmental bodies, notably the General Assembly, the Economic and Social Council – including the Regional Economic Commissions - and the CEDAW Committee, that concern women or gender.

• Collect and disseminate best practices and relevant information that can enhance the gender-responsiveness of projects.

## Annex 4 : Network of Gender Focal Points in UNESCO National Commissions

In addition to the network of Gender Focal Points within the Secretariat (Field Offices and Headquarters), a network of Gender Focal Points in National Commissions has been re-established with over 80 confirmed appointments : 26 from the African region, 11 from Latin America and the Caribbean, 14 from Asia, 5 from the Arab states region and 24 from Europe and North America. These persons, individually and as a network, constitute an invaluable source of support to strengthen co-operation among Member States, within and between regions.

**OBJECTIVES** of the network :

• Raise the level of national awareness of, and commitment to, UNESCO's gender policies and gender objectives in order to promote their implementation in line with the Millennium Development Goals.

• Build individual competencies in gender-mainstreaming as a means of contributing to the strengthening of national capacities in this area.

• Reinforce national monitoring of the BPA (Beijing Platform for Action) implementation within UNESCO's areas of competence.

• Strengthen intra- and inter-regional cooperation on gender through the exchange of information and best/good practices that promote gender equality, women's empowerment and women's and men's equal opportunities.

• Strengthen cooperation between UNESCO National Commissions, National Women's machineries and civil society organizations (notably those working on a national level) in order to improve the implementation of UNESCO's gender objectives.

• Build advocacy alliances that can strengthen UNESCO's and its Member States' commitment to the attainment of international gender-related development objectives.