Only a Partial Solution

Gender Training for Development Policy Implementers

Fenella Porter and Ines Smyth

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An Oxfam Working Paper

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Preface

This paper was commissioned by the Department for International Development (DFID) in the UK. Like many other development organisations, DFID is concerned to build the capacity of its staff to analyse and address gender inequalities in all their work, throughout the organisation. Capacity building will often take the form of 'gender training',[1] and focuses on staff working at the implementation level:

.. training will increasingly be tailored to specific groups and situations. A ... priority will be to avoid the 'evaporation' of gender concerns during project implementation. By 2000, we plan to have developed a cadre of project managers, TCOs and consultants capable and effectively moving towards gender equality in collaboration with local partners in the field.
'One Year on from Beijing', ODA, September 1996

The 'evaporation of gender concerns' is a phenomenon whereby projects which may have been planned to address gender inequalities fail to do so. There are many varied and complex reasons for the 'evaporation' of gender concerns at the level of project implementation, and thus also many different strategies to address this phenomenon. One of these is gender training. The objective of this paper is to explore the needs of development practitioners in carrying out work that addresses gender inequalities at the level of project implementation, and to define the role that training can play in addressing the 'evaporation' of gender concerns. By focusing on gender training, the paper is necessarily limited, exploring just one of the strategies being used to address gender concerns.

Much of the information needed for this paper is undocumented.[2] We used interviews with trainers and members of organisations, based on a series of questions that attempted to get behind the usually factual reports of gender-training workshops and courses. A list of people interviewed is contained in Annexe One,[3] and the questions for the interviews are contained in Annexe Two. Other information has come from reports and evaluations of gender training, as well as internal correspondence. For a broader picture, we have given examples of how gender training is being used by different development organisations, identifying problems or difficulties that are commonly experienced.[4]

Introduction

Over the last two decades the failure of development projects to address gender inequalities has been recognised by many development organisations, echoing Myra Buvinic's concern with 'project misbehaviour' in the mid-1980s (Buvinic, 1984). Gender training has been adopted as a major strategy to address this failure, particularly at the implementation level of the development process, where gender concerns have been seen to 'evaporate'.[5]

The argument of this paper is that gender training at the implementation level must be fully informed by and relate to the specific context of implementers' lives and work. Contextual analysis of gender training at the implementation level addresses several important elements of training, and these are explored in detail in part one of this paper. Furthermore, the institutional structure within which gender training takes place has the potential to support or subvert the process of gender training, and gender training is only one of several components necessary to ensure that strategies to address gender concerns are institutionalised throughout the organisation. The importance of the institutional context has seldom been clearly recognised by development organisations, and yet it is of crucial significance for the success or failure of any training. In part two we identify positive elements of gender training that recognise and explore this significance.

The way in which implementers experience gender relations and their ability to understand and bring about positive changes in gender relations through their work are controlled not only by the context in which they are working, but also by their hierarchical position within this context. Their position in both local and organisational contexts will in some respects control their understanding of gender analysis, but even more, it dictates how much change they are able to bring about. This has important and practical implications for gender training. It is in this light that elements of gender training practice can be examined in detail in order to subject present processes to a fully contextual analysis.

Gender training has had very positive results, with many development planners and project officers becoming comfortable with the terms and concepts of gender analysis, and significant improvements in work to address gender inequalities. Development organisations tend to see gender analysis as a technical skill, with the same status as other technical elements of development work. To varying degrees organisations also recognise that people come to gender training with attitudes and beliefs that are not strictly 'technical', so that training needs to be at the level of 'personal awareness raising'. Training is seen as a tool with which to ensure that staff are equipped with the skills, and the awareness, to carry out work that positively addresses gender inequalities.

[Gender] training aims to increase knowledge, to develop understanding, to change behaviour, and to offer new skills with which to do this.
Bridget Walker: 1994: 149[6]

There is no doubt that professional skills are needed to build the capacity of individuals and their organisations to bring about positive changes in gender relations. However, there is also a tendency, when gender training is seen as a matter of 'skills' acquisition, to reduce training to a single session, to 'give' people these skills. This does not take into account the need for gender training to be located in context and to be part of a larger process of change, that takes place throughout the organisation and within individuals over time.

Many organisations carrying out gender training on a regular basis, do not locate gender training within any overall organisational strategy: they do not set out a long-term rationale for this training investment and how it 'fits' with other organisational strategies to build the capacity of staff to implement work to address gender inequalities.

Despite this, implementers, in addition to expressing a need for practical skills in gender analysis and planning, often express this more fundamental need to be part of a larger process of change. For example, in the Kenya ODA

(now DFID) Technical Co-operation Officers training,[7] participants expressed a need to learn more about the context of DFID policy and practice, as well as learning about the elements of their work that can address gender inequalities. Similarly, the need expressed by Oxfam staff attending the Ethiopia gender training in 1993[8] was to raise their awareness of gender issues, particularly in the context of Oxfam and Oxfam's gender policy.

Oxfam has an organisation-wide gender policy, which is a line-management responsibility. As a result of this, many Oxfam field offices have engaged in discussion and consultation on gender issues at the field level as part of broader processes of programme planning. This is designed to increase the capacity of field staff to plan and implement work, but it is not necessarily called 'training'.[9] In DFID there has been a noticeable change of attitude in the organisation, with regard to addressing gender inequalities. This has had a positive effect on those in DFID who have 'picked up' these concerns.[10]

Participants at the Action Aid international workshop[11] expressed the need to share experiences, especially between themselves as field officers and representatives from the office in London. They hoped to develop an understanding of gender relations and a coherent plan of action for both regional and country offices and the central office in the UK to address gender inequalities in their work within the organisation as a whole:

This workshop is not happening in a vacuum, but is instead one part of a process of change in our agency and in our shared framework of understanding for our programmes ... I am in no doubt that we are in the process of transforming this agency. Nigel Twose[12]

In a DFID workshop on gender training, this was summarised:

Training has to be part of a wider project of institutional change from the outset, to be effective ... we therefore need to find further ways of promoting institutional change, in addition to training ODA: 1996[13]

From these examples it is clear that alongside any strategy for gender training at the implementation level lies an urgent need for institutional transformation. A process of transformation relies on sustained institutional commitment and support, alongside gender training. These ensure the location of training within an organisational strategy of change, built on and supported by policy, procedures and organisational culture (Goetz: 1995:2).

Key issues in gender training

- In recent years many development organisations have demonstrated a commitment to training their staff on gender issues.

- Trainees' ability to implement change depends on the way in which their understanding of gender relations is related to their context, as well as their hierarchical position within their context.

- The primary motivation of development organisations is the recognition of continued 'project misbehaviour', and the failure of their projects at the implementation level to address gender inequalities. To counter this perceived failure, gender training is generally seen by development organisations as a matter of 'skill acquisition'.

- If gender training is seen as *only* 'skill acquisition', there is a danger of instituting one-off trainings which do not take account of context and the need for a larger process of change throughout the organisation.

- The process of organisational transformation should take place alongside gender training, and should affect organisational policy, procedures, and culture. This kind of organisational process has very practical implications for gender training.

Part one: Training in context

Gender training at the implementation level must relate fully to the trainees' context. This has important and practical implications for several different elements of gender training. So that these can each be examined, we have sub-divided this section to look at the different elements separately: trainees, trainers, approach, pedagogy and frameworks, documentation, and difficulties and resistance commonly encountered in gender training.

1.1 The trainees

Implementers are actors in the local culture as well as in the organisation they work with and are therefore located at the cross-section of both the local and organisational contexts. In both these contexts, implementers operate within a complex set of institutions, in which they are involved to varying degrees and with varying influence, in both their personal and professional capacities.[14] This is very significant both for their understanding of gender issues and their ability to address gender inequalities in their work.

At present, implementation staff employed by DFID in the UK and, where possible, newcomers 'posted' to regional or country offices overseas, are given a one-day training course in gender planning, in London. Oxfam GB includes gender issues in its 'Knowledge of Oxfam' induction course, which takes place at Oxfam's Central Office. There is also a management induction course, also held in Oxford, that usually includes a session on gender issues. There used to be a specific course on gender issues for all new employees of Oxfam, but this is no longer provided.

Training for implementers (the focus for this paper) is also often carried out in the field. Field-level training can be complicated by the diversity of experience within one particular organisational group. That is, within one project, a group of implementers may share an organisational culture, but differ in every other respect. For example, there has been gender training carried out in the field with DFID staff who are employed to implement particular projects (Technical Co-operation Officers — TCOs), their counterparts, and field managers. Examples of these are the March 1995 training for TCOs and their counterparts in Kenya (Kanji: 1996), the courses held in the Caribbean in 1995 and 1996,[15] and the course held in Tanzania in 1994.[16] In these training sessions, staff are all associated with DFID projects, but this is all they have in common. The groups are culturally mixed, and have varied levels of conceptual understanding:

The participants were an interesting and challenging group to work with because of their heterogeneity in terms of levels of gender awareness, sectoral experience and personal backgrounds. The main difficulty in having TCOs and counterparts together was that of getting the appropriate pace and level of input and discussion. Although counterparts participated well and freely in small groups, TCOs dominated the plenary discussions. However, the advantages of having this mixed group were clear when participants came to analysing their own projects and formulated strategies for action. Project groups were able to discuss and build consensus around analysis and strategies, whereas a workshop for TCOs alone would imply a 'delivery' of knowledge and strategies to their counterparts on return to their projects. The advantages of the mix are therefore greater than the disadvantages. Kanji: 1994[17]

For Oxfam implementation staff, gender training has taken place primarily in the field[18] with fairly homogeneous groups of either Oxfam staff or their counterparts. In 1995 and 1996 Oxfam set up a series of initiatives to facilitate training for field-level managers in different regions, often attached to regional strategic-planning sessions. One example was the gender-policy implementation workshop for the Middle East managers, held in July 1995. In South and East Asia regions, gender training has been a feature of a staff network: Action for Gender Relations in Asia (AGRA-East and AGRA-South). AGRA-East has systematically carried out 'orientations to gender',

immediately followed by thematically focused gender training since the early 1990s. These workshops take place every year.

[AGRA] was created by Oxfam project officers, and is driven by project officers, and its focus is on project officers and their managers - this is because project officers felt that managers should be required to attend AGRA East to give gender issues the commitment they deserve. Grady: 1996[19]

Gender training for both Oxfam staff and their project partners took place in Chad, October 1996. This was acknowledged to be the first time that Oxfam had organised a workshop for both Oxfam staff and project partners in West Africa, incorporating a mixed group of participants:

While some of the problems [as mentioned above] were encountered here, the advantages of a joint initiative were also noted especially in terms of confronting openly the doubts and fears of counterparts.[20]

In general, gender training for Oxfam staff in the field has not been organised from Oxfam Central Office, but is organised and run by Oxfam staff at the field level, sometimes with support from the centre or from local experts. The extent and type of gender-training initiatives depend on the particular country or regional office.[21] One of the characteristics of the training, therefore, is that the trainees tend to be homogeneous in terms of their location within both local and organisational contexts.

A similar situation exists in ACTIONAID, as the whole structure of the organisation is decentralised, with regional offices and representatives holding significant decision-making power. While some ACTIONAID offices have done a lot of gender training, others have done none. No central directive on training exists as yet, and it is up to the discretion and interest of the country director and the staff. However, where training is taking place, it is generally with a fairly homogeneous group.[22]

Similarly, gender training for ACORD implementation staff is very much focused at programme level, and will involve all the project staff of a particular ACORD programme, based together in a generally isolated field office. They will often be from the same region of the country, or even the same community (which is often the community within which ACORD bases its work). They are therefore a very homogeneous group, with strong links to each other through their work and their relationship with the local community.[23]

For the Development Planning Unit (DPU)[24] training courses, held in London, a group of trainees can include technical consultants, counterparts (generally from government ministries or other national institution staff, such as university department staff), and management staff from the institutional head office or field offices. Groups are very mixed, but generally from certain bilateral development agencies (such as GTZ or SIDA). The courses use the extreme heterogeneity of the participants to bring out concepts of gender roles and identities as social constructions. Participants then re-contextualise their understanding of gender issues in their own cultures as they work on practical application to 'live' projects.[25]

The complexity of implementers' contexts does not just depend on their location between the local and organisational structures; another important factor concerns their hierarchical position. Trainees' hierarchical positioning in the local cultural context and in the organisational context is paramount in understanding how they are able to accept gender issues, and vitally, how effectively they are able to use the concepts in their work.

The position that implementers occupy in the hierarchies of both their cultural and organisational contexts affects not only their understanding of gender, but also their influence and power in addressing gender issues in their work.

The varying influence that different 'sites of power' within institutional landscapes have on development work helps to explain the 'evaporation' of gender concerns at the implementation level. Caren Levy has developed a 'web' to explain the links within organisations, and their influence on the cross-cutting issue of gender inequalities:

Gender relations and their intersection with other social relations, are located at a variety of different sites of power in any particular institutional context and its organisational landscape ... the expression of power in each of these sites is understood not only as visible products and practices of organisations, but also in the invisible values and motivations which influence and shape these more tangible outputs of organisations. Levy: 1996:4[26].

Thus the choice of trainees and the training that is given needs to reflect both the limitations and the opportunities inherent in the trainees' location and position within the institutional

hierarchy of the local context and of the organisation itself.

In recognition of the influence that the institutional hierarchy has within development organisations, it has already been identified within Oxfam that gender training for managers in the field and at Oxfam Head Office is needed if field staff are to be given adequate support in their attempts to address gender inequalities in their work. Similarly, within DFID, there has also been a clear move to prioritise training in gender issues for senior managers, rather than only for development advisors and technical staff, who are further down in the hierarchy.

Who and where are the trainees ?

■ Implementers are at the intersection of an enormously complex set of social relations, within which they operate and have influence both as individuals and as development professionals.

■ Training in context must acknowledge and address the hierarchical position of trainees within both their cultural and organisational contexts.

1.2 The trainers

Local trainers and co-trainers in field-level gender training are already widely used to form a link with the local cultural context, with enormously positive effect, by all the organisations examined in this paper. The choice of local co-trainers is often strategically based on the conceptual needs of the group to be trained. For example, several Kenya-based groups were considered by Nazneen Kanji for the Kenya ODA TCO training of March 1995. Femnet was chosen to provide the co-trainer because their professional approach would be accepted by the trainees, and match the level of understanding of the group to be trained.[27]

In many Oxfam offices, gender training is carried out by local gender trainers, sometimes alone and at other times in partnership with international trainers. In many field offices Oxfam staff have themselves taken on the role of gender trainer with their local counterparts.

There is also demand for Oxford-based staff for basic training, although these will generally try to use local co-trainers.

Training is not systematic or widespread in ACTIONAID, but where it is taking place, it draws on local trainers. In some offices, there has been a recent emphasis on 'Training of Trainers', to build a core group of staff who are confident in taking forward the process with other staff, and with counterparts. Other training workshops are held with local trainers in a particular country or regional context (sometimes using trainers from different countries in the region).[28]

Local trainers are a vital link with the local context, both in order to relate concepts of gender to it, and to build local capacity to support work that addresses gender inequalities. Alongside this, the presence of a trainer or co-trainer from the central office of the organisation can help to position gender issues as of integral concern in the organisation. When local trainers work together with trainers from the central office, this enables them to communicate to the trainees concepts and experiences which are both relevant to the context in which the implementers live and work, and to the priorities of the organisation.

It is important to note here that gender trainers do not only represent a context, but also a hierarchical position within that context. The age and the sex of the trainer or co-trainer will, in many cases, dictate her or his position within a hierarchy, and may influence the effectiveness of the training. Many gender-training courses use male trainers where possible. The use of local male co-trainers in the ODA Kenya training was considered an essential element in the success of the training.[29]

The calibre of the trainers is a vital element in the success or otherwise of gender training. When presenting complex and difficult concepts, trainers' skills must be of a very high standard in order for the trainees to understand and feel comfortable using what are sometimes very new ideas and tools. There are no formal professional standards or qualifications for gender trainers, and organisations employing outside consultants have to rely on the 'reputation' of a particular trainer. It is for this reason that organisations often build up a relationship with two or three individual trainers whom they know and trust.

Gender trainers from the DFID central office will often be professional trainers, hired for a specific gender-training course.[30] Whilst this

ensures professionalism, it can also reinforce the one-off nature of gender training, as the trainers are not based within the organisation and so are not in a position to carry out continuous monitoring or support for the implementation of the concepts and skills trainees have learned.

For DPU, gender training makes up part of the regular work of the institution. Where training is conducted abroad, the DPU trainer will be part of a team carrying out DPU training work on a more or less regular basis, for particular organisations. This is a similar arrangement to DFID's relationship with regular training consultants; DPU trainers act as consultants with particular organisations, but with different groups of trainees each time.

Some organisations such as Oxfam and ACORD rely heavily on staff, generally called 'gender advisers' or 'gender officers'.[31] Although these roles enable trainers to develop training within a particular organisation, they have not generally been roles of authority or power. These staff have not had the time or resources to monitor and support the implementation of gender analysis within the organisation as a whole and in the programmes. Any progress that is made has relied upon individual 'champions'. Despite the considerable success so far (mainly thanks to the commitment and vision of individuals), gender training has not yet been systematically respected and appreciated within development organisations.

Who trains ?

- The trainers used in gender training should be representative of both the local context and the organisation.
- Trainers should carry enough authority within the hierarchies of both the local and the organisational contexts to ensure that the importance of gender concerns is fully recognised by the trainees.
- Trainers should be of a high personal and professional calibre, ensuring that concepts and tools are understood and used by participants.
- Trainers should be in a position within the organisation which enables them to monitor and support the implementation of work addressing gender inequalities after the training.

1.3 Approaches to training

The approach taken to gender training will often reflect the culture of the organisation itself. While this provides coherence, different approaches can strengthen or weaken the capacity of the gender training to relate concepts to the reality of gender relations at the implementation level. Furthermore, some of the approaches are more 'transformative' than others.

Skills (or tools) acquisition: As we have seen, gender training is often understood by development organisations as the acquisition of professional skills. The gender-training framework used by DFID in their UK training is based on the 'Moser framework'.[32] This has been modified to include more personal understanding of gender relations, and the use of practical examples. In the field, the framework used is more flexible and tailored to the needs of the group to be trained, but concentrates on professional 'skills acquisition'. Gaining practical skills is often considered to be particularly important by proponents of this approach, which is focused on changing the work practices of participants, rather than personal attitudes:

It is important to emphasise the competence development aspects of training since stopping at awareness and commitment can be very counterproductive. It can create considerable frustration if personnel and consultants are aware and committed, but lack the necessary skills to move forward.
Hannan Andersson:1996:2, quoted in Stewart: 1997: 5

In a recent review, gender training within DFID in the UK has been seen to be very effective in raising awareness among participants of the need to address gender concerns in their work, but less effective in providing the skills needed to do so.

Awareness training can be provided in a one-day course but skill development requires more time so that a range of practical exercises can be undertaken with enough time to consider and discuss these.
Jones, Kanji and Male quoted in Stewart: 1997:17

For the ODA training in Kenya, the trainers used the DPU framework. This is primarily a 'planning approach', focusing on the practical needs of men and women and how they are differentially affected by a particular 'technical' project. More political aspects of gender relations, focusing on women's strategic interests,[33] were presented as issues to be considered by the

group, rather than as part of the formal training framework. Gender issues in the workplace were handled towards the end of the training, as these were expected to be more problematic.[34]

The content of this kind of training will often have a strong practical component, with participants working on 'live' projects. It is intended that with the guidance of the facilitator, they will be able to begin to apply the concepts they have learned, integrating an analysis of gender relations into the existing logical frameworks or implementation strategies with which they are familiar. This practical orientation is very much appreciated by participants:

Almost all the participants said that the workshop had provided them with a useful/rigorous framework for gender analysis and a logical and practical approach to integrating gender in the planning of their projects. Several commented that their understanding of gender issues and /or gender awareness had increased but in general, participants emphasised the usefulness of the methodology to make practical assessments and changes within their current project work.
Kanji: 1994[35]

This approach was designed to be non-confrontational:

These tools provide a common language that allows practitioners from different disciplines, of different persuasions and positions on WID/GAD issues, to communicate with each other non-threateningly.
Moser, C, 1993:176 (see also p. 179–180)

A non-confrontational approach is often used in heterogeneous groups since people in mixed groups will often feel more insecure than those in homogeneous groups, and therefore non-threatening, non-confrontational approaches will allow them to explore the issues more easily. The approach is appreciated by DFID staff interviewed by Sheelagh Stewart in 1997:

The non-threatening participatory nature of the course is highly effective. (Stewart: 1997: 16) and *The style of the Social Development Division was seen as important in creating change. 'They are never confrontational, they just get alongside people and assist in making change easy and making it happen.'* (Stewart: 1997: 23)

Personal awareness-raising: Oxfam's basic training is primarily based on this more personal approach. It is Oxfam's belief that gender relations are part of every individual's personal experience, coloured by the cultural context in which they grew up and now live.

Awareness raising training addresses attitudes, perceptions and beliefs; unless people are sensitive to gender inequalities, gender analysis training is unlikely in the long run to change planning and practice in development and relief agencies' work. We believe that unless people's emotions are touched , and their practices in their personal lives are brought into the discussion, there is a risk that gender awareness will remain merely an intellectual construct, and will be limited in its power to bring about meaningful social change. Williams: 1994[36]

Only after this personal exploration of the issues do the workshops start analysing the particular projects from which the participants are drawn, and develop tools and skills for participants to use in their ongoing work (Williams: 1994).

ACORD uses a very similar approach to gender training:

Gender concerns us primarily in our private lives, and only secondly as a professional concern. In this respect it is unlike many other areas of skill or knowledge which development workers receive training in (such as report-writing or agricultural technology), in which participants are unlikely to have such a high degree of emotional involvement. El-Bushra: 1996

This kind of training can be threatening, because it challenges many basic assumptions. But if it is facilitated carefully it can be non-confrontational, and a process of discovery, with the participants themselves bringing out otherwise difficult elements of gender relations:

The role play generated a lot of discussion........ the other issue related to the gender perspective which aroused a lot of comment was the issue of the gender perspective with regard to leadership, particularly as the elders were not only talking on behalf of the women but were also talking as if the men were a homogenous group...... It was generally felt that the workshop had been useful, interesting and challenging.[37]
We all found these questions brought up a lot of very deep feelings. Just answering them was quite an emotional experience. Dealing with the questions calmly was like holding a river back. A participant, South Africa, April 1992[38]

Oxfam field staff in the Philippines have worked with local gender experts (the A-Team) to develop a modular grass-roots gender training that presents concepts of gender as they apply to areas of the participants' personal and professional lives (in this case as handicraft workers). The issues explored included health

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and sexuality, violence, decision making, and organisational leadership. This exposed the 'gendered' nature of the participants lives and their work, as well as some more political issues of 'gendered' power and control both at home and at work.[39] This is ambitious, as issues of gender and power are perhaps the most difficult element of gender relations to address in training workshops. They are the subject of the last approach to gender training to be mentioned here.

Challenging power relations:
Gender is a political issue, because it is about power. It is a political issue because it seeks to bring the private sphere into the public arena of debate and action. MacDonald:1993:17[40]

In the first section, we identified implementers as being the people who are required to apply theoretical concepts of gender planning to complex and dynamic social situations, of which they themselves are a part. We also identified the necessity of using local trainers to place concepts of gender in the local cultural context and in the context of the organisation itself. In this section we can identify a further way in which gender training can be contextualised, through exploring gender relations as relationships of power.

If the purpose of the training is to expose participants to a professional tool for use by all ODA staff then that is an entirely technical objective. If it is also to contextualise the use of the tool, that is political. The marriage of the two requires some more shifts and changes in the structure of the training .... [to one] which has space for the feminist and political stance even if it does produce some adverse reaction.[41]

The above quote is from the UNIFEM co-trainer, Audrey Ingram Roberts, in the ODA Caribbean training. She strongly suggested introducing the more political elements of gender in the training, and was particularly concerned to:

...allow enough space for the political aspects of gender analysis to enter the debate. Further, that the strategic responses taken by women of the Caribbean in response to policy impacts cannot be fully appreciated using merely a sterile, technical approach when the issues are political.[42]

However, her stance was perceived as more 'feminist' and 'produced some adverse reaction'.[43] This can create barriers to gender awareness among participants.

Challenging gender relations is a far longer and more demanding process than acquiring professional skills. But it is not necessarily a negative process:

[Gender training] is a tool, a strategy, a space for reflection, a site of debate and possibly of struggle. Training is a transformative process: it aims to increase knowledge and to develop understanding as a way to change behaviour, and to offer new skills with which to do this. MacDonald:1993: 32.

Approaches to gender training

- The skills acquisition approach is non-confrontational and non-threatening. This approach is best used in heterogeneous groups, and it is often used in short, one-off, trainings. This approach can succeed in giving trainees very important skills, but it does not allow for the time and space to address the more personal elements of gender relations, nor the reality of gender relations as relationships of power.

- The personal awareness-raising approach addresses peoples' attitudes, perceptions and beliefs. This is a more 'threatening' approach to gender, but it is not necessarily confrontational. It takes more time and requires sensitive facilitation; it is also best achieved with a homogeneous group. It does not explicitly explore the political nature of gender relations as relationships of power.

- Challenging power relations is a political approach to gender. This can be threatening and confrontational, creating increased resistance to gender concerns. However, if handled sensitively, it equips the trainees with an understanding that fully addresses the realities of gender relations; their basis in people and the relationships of power that exist between people in both the local and the organisational contexts.

1.4 Pedagogy and frameworks

The principles of pedagogy concern how people learn, as opposed to what people learn. The pedagogy behind gender training is often weak. If a particular framework[44] for gender analysis is being taught, how it is taught has the potential to make it relevant to the reality with which implementers will engage in their personal and their professional capacities. This in turn has implications for the potential of gender training to enable implementers to carry out work that fully addresses gender inequalities. Training of adults is not the same as teaching; adults will often learn best by 'doing', in an active and relevant learning environment.

In the ACORD gender training report,[45] the pedagogy of training is based on four principles:

- Freirian principles of learning, 'which holds that education (using the word in its broadest sense) is essentially a political process which validates the existing knowledge and experience of participants.' El Bushra: 1996

- The principle that 'adults learn best by actively engaging with the subject-matter through all their senses. A training process which does this will, for example, make use of song, drama, mime, poetry, drawing, teamwork, personal reflection, and the exploration of questions about the world around it.' El Bushra: 1996

- The principle that there are stages to learning and they need to be followed through in sequence:
  - mind state (getting yourself into a relaxed and stress-free state, believing in yourself, having a vision of success)
  - gathering information
  - deepening and appropriating information
  - recognising key elements
  - showing you know
    (to yourself and others)
  - reflecting on this knowledge.

- Finally a principle 'related not to adult learning theory but to gender: that gender is not an extraneous body of knowledge but is 'lived' by everyone throughout their lives. There are no experts on gender, and no right answers about how people should live their lives. The basic material on which training should be based is therefore the experiences which participants bring with them.'
El Bushra: 1996.

The pedagogy developed by Sue Jones for the one-day planning course for ODA staff involves two main components of adult learning: the participants' use of their own material (brought with them) and the use of visual stimuli (including video, slides/photos, children's drawings).[46] The successful use of varied presentation methods is also noted by Sheelagh Stewart in her review of gender training in DFID, with one training participant commenting: 'I'm a trainer and I didn't realise that you could use so many methods so effectively in one day.' (Stewart: 1997: 16)

Pedagogy used in the DPU methodology can be inferred from the briefing document by Nazneen Kanji in the ODA Kenya TCO gender-training workshop. The training course was mainly based on presentation and discussion in plenary sessions, and work in small groups on applying concepts to 'live' projects.[47]

An example of the pedagogy used in the Oxfam methodology is the training carried out in South Sudan:

The format of the workshop ..... was based on a progression from the presentation and discussion of basic concepts, to the introduction of practical methodologies for gender analysis and communication, and finally and most importantly, activities which would lead to the identification of practical strategies for the integration of gender concerns in the programmes. Smyth: 1997[48]

The participants of the AGRA-East gender orientation workshop in the Philippines gave some useful ideas on improving pedagogy in the training. For example:

Sessions designed for the four stages of learning to occur — theory, practice, reflection and action. For example for the 'practical versus strategic needs' session, let participants first mention a project they have supported which addresses women's practical needs. Discuss, then have them think about what activity might be done to address a strategic need.[49] (see previous note 33 on practical and strategic needs)

There is very little written on the pedagogy of teaching various 'frameworks'. All too often, the framework being taught (ie. what is being taught) is assumed to be the same as the pedagogy (ie. how it is being taught). This leads to misunderstandings about frameworks, and how they can be used. For example, there is often confusion about whether the framework that is used should be considered also as the 'approach' taken to gender issues, and more

specifically the approach taken to gender training. Frameworks are only tools. A particular framework can be used with different pedagogies, and is often useful when used with different approaches.[50] Above all, frameworks are not the answer to the problems of carrying forward work to address gender inequalities:

Gender planning frameworks are seductively universal, presented as providing universally applicable tools. Experience has shown however, that they are not universal and cannot be universally applied. GAD is as much about applying the insights of feminism to development studies, as it is about gender sensitive project planning. Pearson: 1996[51]

The pedagogy used in the training should enable the participants to understand issues of gender relations, both as they can be applied using a framework, and outside the framework that they have learned. For example, participants in the Oxfam South Sudan training raised the issue of limiting one's understanding of gender relations to a particular framework:

The discussion highlighted that in using such frameworks it is important to be aware of their limitations. These are important considerations, given the uncritical way in which these frameworks are often proposed ... most seriously they run the risk of being equated with the long-term work of developing and implementing appropriate gender strategies. Smyth: 1997: 2-3[52]

Pedagogy and the standard of training given to implementers will be crucial in determining how effective the training is in increasing their capacity to carry out gendered work.

How do people learn?

■ Pedagogy refers to how people are taught, which must be based on how they learn.

■ With some exceptions, the lack of clear, documented, pedagogy in much of the existing gender training is a limiting factor in its success in building the capacity of development organisations to address gender inequalities.

■ The over-reliance on the 'frameworks' being taught can lead to problems of over-simplification of gender issues, and ultimately the failure to adequately address the complex reality of gender relations in development initiatives.

1.5 Training materials, documentation, and institutional learning

Materials used in gender training will affect not only what is learned, but also how it is learned. Materials are not only 'inputs' into gender training, they are also a vital element in the documentation of gender training over time, as gender training is adapted and developed according to different contexts and trainees.

There is much good gender training material that is being used creatively and effectively by many different organisations in a variety of contexts. *The Oxfam Gender Training Manual* has become a leading resource, used by gender trainers and development practitioners all over the world. There are many other gender-training manuals that have been recently produced by other development organisations, which focus on the specific needs of their staff and partners.[53] Development organisations recognise that gender-training material cannot be static, but must be adapted and developed:

Even very good training material becomes stale, limited in effectiveness and dislocated from the needs of the group when repeated automatically in all circumstances. Helen Derbyshire and Sarah Ladbury, February 1995[54]

Developing specific gender-training material in different contexts ensures that the material reflects the dynamic nature of the contexts in which implementation staff are required to understand and apply concepts of gender analysis. This is a constant creative process, and much learning can take place between gender trainers and development agencies as the material develops in relation to each specific context in which it is being used.[55]

ACORD has developed its gender-training material specifically in the field, emphasising the cultural context in which staff are working:

... the emphasis on the cultural context in which gender relations are defined is partly to underline the basic definition of gender as the culturally conditioned difference between men and women, and to enable participants to explore what this means in their own environment. However, it also provides an opportunity to deal with one of the principal fears that participants may have about dealing with gender issues in their work, ie. that gender is an imposed agenda, and one which may create dangers for the programme and for individual staff members when promoting this agenda in the local community. El Bushra: 1996: 4[56]

Similarly, participants in the ACTIONAID International Gender Workshop saw the need for the development of training material to be continuous, and built on the experiences of the participants.[57]

However, one of the limitations of present gender training is that there is a distinct shortage of material that is produced from gender-training courses or workshops; i.e. documentation of gender training. For example, there is very little documentation available centrally on the gender training that Oxfam Project Officers carry out with partner organisations, its success or failure. Documentation of gender training remains one of the 'weak spots' recognised by the AGRA network.[58]

Documentation of gender training should specifically include the material that is used in the training, but also other aspects of training, such as the pedagogy and the approach used, and the success of the training itself. One report that does record the context and process of the workshop, and a list of the training materials used, is a report of an Oxfam 'Health programming and policy' workshop held in Cairo. This includes a section on gender and health, but the workshop was not a gender-training workshop as such.[59]

Existing documentation of gender training will seldom include any reports of failure: the failure of workshop material to address certain issues or aspects of gender training, or the failure of the training to reach the participants in the way that was intended. Recognition of failure is vital to institutional learning. Although failure may be shared internally and informally, the reluctance to document and share failure constrains a wider sharing of experiences and longer-term development of gender-training strategies.

For example in Oxfam, the material used in gender training has been criticised in reports and evaluations:

Case studies offering examples of other programme experiences were considered a good way to proceed. Here, however the Indonesia example (Forestry in Indonesia, adapted from The Oxfam Gender Training Manual*) proved both too remote in the cultural sense and difficult to grasp. The document concerning the Lebanon case, on the other hand, addressed issues of considerable relevance to the South Sudanese situation.* Ines Smyth: 1997[60]

Similarly, in the ODA Nepali gender training, case material was identified as a weakness in the course.[61] However, these comments are not common in reports. Generally, the material used in a gender-training course is not documented, and neither is its success or failure.

There is also evidence that there is a shortage of clear institutional material to be used in gender training. This is important, because participants need to be able to understand not only concepts of gender as they apply in the local context, but also why and how gender concerns are being adopted and incorporated by their organisation at other levels:

While the ODA WID policy is very clearly stated in ODA key documents, the findings of the study indicate that this policy is not widely disseminated amongst the implementers of ODA projects in Nepal .... Prior to the training, none of those interviewed had seen a written version of the ODA WID policy ..... and two-thirds of them were not aware of ODA's support for gender planning.[62]

Training material therefore needs to be placed not only in the local cultural context, but also in the institutional context, as was discussed in respect of the trainers. Documentation of the material used, as well as other aspects of training, and its level of success, is essential for further institutional learning on gender training as part of an organisational process of change.

Documentation: a mechanism for learning

- Useful training material does exist, and is being used effectively.

- Material such as case studies will help to relate gender issues more closely to the local context.

- Material should also contain concrete references to the organisation itself (through published material or other case studies), setting out clearly how its policies and practice reflect its commitment to addressing gender inequalities.

- There is a lack of material produced from gender training, documenting its development, and its success or failure in different contexts.

- This lack of systematised documentation constrains the process of learning that should be an integral part of gender training.

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1.6 Resistance to gender training

Many difficulties that arise in gender training have already been covered in the previous sections on contextualisation. However, there are still problems that occur because of trainees' personal resistance to concepts of gender. There may be emotional reactions from men and women who have much invested in the patriarchal system, the legitimacy of which is being questioned in the process of gender training. In some cases this problem is intractable and there is very little that can be done through gender training to reverse such attitudes:

It is probably fair to say that this group constitutes a pocket of relatively intractable gender-resistance/ hostility which existed prior to the training course, and to which a training course is a red rag to a bull. Stewart:1997: 17[63]

However, there is also resistance that is not intractable and must be dealt with. Resistance inevitably restricts participants' understanding of gender analysis. When participants do not understand concepts of gender analysis, they cannot understand where it fits into their work (both culturally and institutionally), and this makes the implementation of gender analysis almost impossible. In addition, particularly at the implementation level, there may be problems with language and logistics which can contribute to resistance to gender training. It is important to understand the roots of this kind of resistance in order to begin to overcome it.

The concepts of gender analysis have often been developed in other cultures to those of the trainees. Interpreting concepts of gender across cultures will frequently inspire negative emotional reaction, expressed as cultural resistance to the idea of feminism, as occurred, for example, in the ODA Caribbean training.[64] A similarly negative reaction was experienced in the Oxfam South Sudan gender-training workshop:

Some participants feared that the workshop would promote ideas and practices contrary and insensitive to the communities' cultural norms. Smyth: 1997.

The same reaction was also voiced by some participants in the ACTIONAID International Workshop on Gender as 'concern about imposing gender, interfering in and destroying culture; fear of western feminism'.[65]

Implementing agents are particularly fearful that their own legitimacy within the community will be negatively affected by their espousal of gender concerns that have been developed in another culture. Implementing gender analysis will mean directly confronting gender relations in a community. This can upset a careful balance of power and bargaining, and leave people who should have benefited from a project in a worse position. Implementation of work to address gender inequalities is sensitive, and can inspire great anxiety in those who are in close contact with the local situation.[66]

Fear of gender approaches being associated with a feminism which may compromise the confidence placed in ACORD workers by the communities they work with. El Bushra: 1996: 14[67]

At the other end of the spectrum is the negative reaction within the feminist movement to the idea of gender training, and indeed gender analysis in development. This reaction is based on the belief that talking about 'gender issues' and carrying out 'gender training' is a way of de-politicising and co-opting the political feminist struggle for equality in some contexts:

For feminists struggling to achieve equality for women in their societies, the assumptions [contained in the analysis of gender relations in development] are at best unfamiliar, and at worst appear to lack legitimacy in the fight for equality.[68]

Other problems with understanding concepts of gender analysis arise from a perception that the analysis is considered as a priority technical expertise in development work, rather than as a 'lens' through which to question and change the focus of the whole development process. Some DFID technical staff feel they are being made into 'mini-Social Development Advisors'. One of the aims of the gender planning review day was to tackle these concerns, and 'broaden the "ownership" of ODA's (DFID) approach to gender analysis and planning':[69]

Many training models attempted to turn all staff into 'gender experts' in a short period of time. Yet experience has demonstrated that people do not acquire all the necessary skills in a short workshop and in fact, this type of focus may have contributed to an underestimation of the skills required to work specifically on equality issues.
Sue Jones, quoted in Stewart: 1997: 20

Underlying many of the difficulties outlined above is the fundamental question of what concepts of gender relations do we or should we expect people to understand. The foreignness

of concepts involved in analysing gender relations can be the basis of the resistance of trainees. The ACORD staff in Gulu, Northern Uganda, have overcome this problem by creating their own definition of gender relations in their own language.[70] However, there may still be conflict between the organisational understanding, and different local understandings. When two contexts meet and interact, as happens at the implementation level, it is the staff on the ground (the 'implementers') who have the opportunity to negotiate and resolve the conflict.

Language problems make understanding concepts of gender analysis particularly severe at the level of implementation. This is because training at this level is often targeted at people for whom English (or French, Portuguese etc.) is not their first language. There is a real lack of training material in local languages, and this compounds difficulties with conceptual understanding:

Workshops and related activities conducted in a multilingual environment always present difficulties of communication ..... the question of language and communication should be explicitly addressed in all programme activities. Ines Smyth: 1997[71]

However, attempts at translation can also bring their own problems, as many of the fundamental concepts of gender analysis simply do not translate easily into other languages, which are themselves rooted in a particular context.[72]

Gender training at the level of field staff can also have logistical problems. Field-level training will often be in relatively isolated areas, with poor infrastructure. This can create a logistical nightmare, with nothing being predictable. It also means that participants can suffer problems in attending the training. Logistical problems can also occur in the UK — videos break down, rooms are changed, people get lost in London — and they all add to the strain of gender training.

Logistical problems have different implications for men and women. If gender training is designed to give a clear message about gender relations, the constraints of the trainees productive and reproductive lives must be incorporated in the training itself. The idea of 'gendered time and space' has clear implications for the way in which gender training is organised for men and women, as well as for the way in which gender is integrated into implementing development projects.

The way development organisations structure everyday work through space and through time reflect the physical and social capabilities of those who dominate organisations. These practical, everyday aspects of the way organisations structure their work are a feature of the organisation's culture. Goetz:1997[73]

Resistance

- Many trainees find concepts of gender analysis threatening, both personally and professionally, and in terms of the position they occupy in a community. This often leads to emotional resistance to gender training, and a failure to understand or implement concepts of gender analysis.

- Problems with language can often compound trainees' difficulties with understanding concepts involved in gender analysis.

- Logistical difficulties also have different implications for women and men, and should be given due attention in the planning of gender-training courses.

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Part two: Institutionalising gender training

To ensure that gender training is adequately contextualised is not enough. Training, however well carried out, is not sufficient in itself to build the capacity of staff to implement positive change in gender relations. Other essential elements in implementing work to address inequalities in gender relations must also be present, and located within an institutional strategy of change. A supportive organisational context (and not just that of the field office) is vital in order to ensure that gender concerns do not 'evaporate' at any point in the development process:

It is also clear that training itself is most effective when it is part of and supported by a pro-training organisational strategy. What this means for training as part of a change strategy is that it is most effective when the strategy both uses training and endorses its importance. Stewart: 1997: 6

The scope of this paper does not allow for a full discussion of all the elements of institutional transformation. Here we will only address institutional aspects that have practical implications for gender training.

2.1 Needs assessment and institutional analysis

Before any training takes place, it makes sense to know where it 'fits' with other strategies for change, and what it is expected to achieve. Needs assessments can and should fill this role. An assessment of needs allows the trainer time to find out what participants need, and to discuss training materials and so on. Further, it allows time and opportunity for the trainer to locate the participants within an institutional structure and identify the limitations and opportunities presented by their position. Full and accurate needs assessments will allow the trainer to contextualise the training, and can also pre-empt many of the difficulties associated with it.

Needs assessments have sometimes been carried out prior to gender training by trainers, but this is by no means systematic within any organisation. Where they have been carried out they have found to be essential to the success of the training.[74] In ACTIONAID a 'training needs analysis' has been found to be very useful, to build awareness and support for the whole process of training at decision-making levels.[75]

Needs assessment can also be used to match the group being trained. It is recognised that different groups require different approaches to gender training. If gender training is being planned with an extremely heterogeneous group,[76] the trainer may opt for a non-confrontational approach to gender. However, it may actually be better to separate the group into two (or more) homogeneous groups, with some of whom the trainer could consider more personal and political approaches to gender training.

With an accurate picture of the group to be trained, it is also possible for the trainer to develop an appropriate pedagogy. For example, for a group of trainees that are working in a particular thematic sector of development (health, agriculture, sanitation etc), a modular approach to training will be more appropriate.[77] Thematic training has been developed by agencies such as FAO and UNFPA, concentrating on gender issues in agriculture or in population activities, using specialised training materials. The Oxfam 'Health Programming and Policy' workshop, held in Cairo in December 1997, is another example of how thematic training on gender issues can be incorporated. In this workshop, gender issues were incorporated by examining implications of gender inequalities for health.[78]

Good needs assessment will also enable a trainer to develop training material in consultation with the trainees. As mentioned above, relevant material is essential for trainees to be able to understand the concepts of gender. Ideally, full needs assessment will enable a trainer to find out what general material exists in the country, as well as material that relates directly to the work of the trainees (for example, project case studies). In addition to developing appropriate material, needs assessment can also

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identify appropriate co-trainers for a particular group of trainees.

For example, Nazneen Kanji carried out an extensive needs assessment exercise in Kenya in preparation for a subsequent gender-training course.[79] This identified the level of understanding and the expectations of the trainees (both TCOs and their counterparts), both culturally and within the particular organisational context. This then helped to identify an appropriate approach and co-trainers. The time and resources given to carrying out needs assessment also allowed for the collection of material relating to the Kenyan situation.

Good needs assessment also gives an opportunity for the trainees themselves to have an input into the planning of a training course. This helps to foster a sense of ownership of the issues by the trainees, and will pre-empt many difficulties associated with the perceived 'foreignness' of the concepts, already referred to.

Perhaps most importantly, needs assessment must also locate trainees within their organisational structure so that the gender training acknowledges the limitations and opportunities inherent in their positions. Staff nominated to undergo gender training may have little real power to implement change within the organisation. If this is the case, needs assessment can lead to the recommendation that senior staff are also trained.

Institutional analysis carried out beforehand is also important for assessing the impact of gender training on the organisation. An understanding of the institutional structure of an organisation will give an indication of its capacity for change, and how gender training can fit into strategies to bring about that change.[80] Gender training must fit into a longer-term institutional strategy to implement change, facilitating learning and ownership of gender analysis across the organisation, at every level.

Needs assessment is therefore vital if the trainer is to understand the institutional structure of both the local and organisational contexts[81] within which trainees are working. This will ensure that the training itself contains relevant gender analyses of the institutional structures surrounding implementation staff, and develops tools to enable trainees to seize every opportunity for change in their work.

Needs assessments and institutional analysis

- Needs assessments have proved to be essential and contribute greatly to the success of training. However, needs assessments are by no means systematically carried out in the context of gender training within development organisations.

- Needs assessment allows trainers to gain an understanding of the trainees so the approach, the pedagogy, the trainers and materials can be tailored to their needs.

- More importantly, needs assessment allows trainers to understand trainees' hierarchical location within the organisation and the local context, and prepare training that acknowledges both the opportunities and the limitations of the trainees' position to address gender inequalities.

2.2 Equal opportunities

Gender training is generally seen by development organisations as a set of skills and tools of analysis that relates to planning, implementation or evaluation of their projects and programmes. Gender training will very seldom reflect back on the working relationships within the organisation itself.

Gender and Development (GAD) policy initiatives have, at least in principle, been accepted by the development establishment, yet the fact that social institutions and development organisations continue to produce gendered outcomes which can be constraining or outright disadvantageous for women means that we must interrogate patterns of administration and rule from a feminist perspective, and insist on accountability to women as a serious issue in development management and politics. (Goetz: 1995:1)

In formal terms, equal opportunities policies implemented by government and non-government organisations reflect the laws in existence in a particular country. In the UK, for example, there is an Equal Pay Act and a Sex Discrimination Act, as well as Race Relations legislation. However, sex discrimination legislation in some countries simply guarantees women 'equality of opportunity' i.e. ensures as far as possible that

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women have access to all opportunities (of employment, earning, etc); in others countries, special treatment may be prescribed — positive discrimination or affirmative action — with the aim of equality of outcome. (Cockburn 1991).[82] In the UK, legislation has avoided positive discrimination; creating an environment that works towards decreasing sexual inequality is left to employers.

Employers who have a stated commitment to social justice — as in the case of organisations working for development — have an especially strong obligation to undertake appropriate initiatives. This concerns not only matters of recruitment, promotion, training opportunities, and adequate physical facilities (toilets, changing rooms), but also moves to establish a physical environment free from sexual harassment, and a work culture which allows both men and women to contribute fruitfully to all aspects of work.

Commonly used terms such as 'mainstreaming gender' or 'taking a gender perspective' are often understood to be key strategies for the implementation of the gender policy within Oxfam. However, what are the parameters of mainstreaming gender within an organisation? Is it about mainstreaming resources and gender issues in our development discourse, or is it about fundamental changes to transform existing asymmetries and inequalities? .... Questions such as where does Oxfam's stated principles on gender stand in relation to the proposed strategies for promoting diversity and its policy of equal opportunities need to be clarified to pave the way for interventions necessary for the implementation of the gender policy.
Rahman: 1997:6[83]

The Oxfam equal opportunities policy (established in the late 1980s) and connected procedures apply to the whole organisation. But in field offices they are mitigated by local national law. Oxfam also has a gender policy (established in 1993). It has been necessary to separate these two policies (although they appear in the Oxfam *Policy and Procedures Manual* in one section), and it is clear that both of them are needed. But this must not obscure the connections between them. The two policies are structurally connected and between the two there is considerable transformational potential for both the organisation and its work.

However, this connection is at best unclear, and certainly not brought out clearly in gender training. Oxfam's gender training has, like that of other development organisations, concent-

rated on programme and project work, not on its internal functioning as an organisation. This reinforces the separation between the gender policy and the equal opportunities policy: the equal opportunities policy being more focused on management issues, monitored by personnel and corporate human resources departments; and the gender policy being more focused on programme issues, monitored by desk and field staff in the international division.

ACTIONAID also has a Human Resource Development policy which strongly endorses gender concerns in the workplace. In order to develop links between gender awareness in the workplace and in development programmes it is important that connections are explored by staff and management, not only in training 'courses' but also in other fora, such as staff meetings.

When issues of gender relations in the workplace have been brought up in some ACTIONAID gender-training workshops, participants have described the work environment as 'more conducive to men'. The gender-training workshops are designed to encourage staff to reflect on their attitudes and the way in which they relate to each other both professionally and personally. This is clearly one way in which gender training can be used to build professional capacity in gender analysis, and can contribute to changing the organisational culture and making the workplace an environment where both women and men can achieve their full potential. It is also recognised, however, that raising awareness of gender issues in the workplace must be backed up by efforts to encourage women to apply for posts and remain in the organisation, such as family-friendly work policies, and investment in women staff through consistent capacity building.[84]

The Oxfam staff network AGRA (Action for Gender Relations in Asia) was originally conceived (under the name of the Women in Development Group) as a support network for women programme officers in India, who at that time (mid-1980s) were a minority in a male-dominated environment. This kind of support became an important part of AGRA's role as it evolved, addressing issues of gender relations within the workplace, as well as building up an understanding of gender relations in Oxfam's programme work in Asia.[85]

Implementation staff employed in the UK and working overseas for DFID will often be either Technical Co-operation Officers, or

project managers. Both of these roles carry considerable responsibility. It is important that, while encouraging project staff and counterparts to understand and work for gender equality, DFID staff, in their role as managers, accept similar responsibilities in their own working practices. Further, it is generally accepted that in order to address gender inequalities successfully through project work, the organisation itself must also be committed to gender equality in its own operation. This means following policies and procedures of equal opportunities, not only as a legal requirement to guarantee 'equality of opportunity', but also to create a working environment conducive to challenging, and ultimately changing, gender roles.

Training can have a very important role in informing trainees of their rights, and exploring the way in which they themselves (as men and women) experience gender relations in their work.[86] Clearly, legal frameworks will vary in different countries, and training should reflect the specific situation. Gender training can also be the ideal occasion to learn more about the priorities of male and female trainees in relation to their working environment. Finally, training can be used to highlight the connections between a commitment to gender fairness in the work an organisation does, and gender fairness within the organisation itself.

Equal opportunities in gender training:

■ Equal opportunities issues and legal requirements are structurally linked to gender analysis. This needs to be clear in any gender training.

■ Equal opportunities issues are often not included in gender training.

■ Equal opportunities issues are particularly relevant to those implementation staff who are also managers in the field, and who will need to understand and put in place procedures and facilities in different cultural contexts.

■ Addressing equal opportunities issues clearly during gender training can help to create a working culture that is conducive to challenging and transforming gender relations.

2.3 Impact assessment and evaluation of training

Evaluations of gender-training courses are generally carried out immediately at the end of the course, with feed-back from the participants and the trainers. The contribution of these evaluations to developing the potential of gender training is undoubted.

For example, evaluations of the DFID gender-training courses in London have resulted in suggestions that training should be carried out on a more thematic or sectoral basis, and that problems of negative emotional reaction should be tackled.[87] At the level of field offices, the DFID gender-planning training courses in the Caribbean held in November 1995 and April 1996 used lessons learnt from an earlier training to improve on the course.

However, this kind of evaluation tends to reflect the specific training courses in themselves, not the process of increasing the capacity of staff in the field of gender. There are indications that gender training has led to an increased commitment to addressing gender inequalities in programme work, but it is difficult to observe and assess the lasting impact of values communicated through gender training.[88]

One exception to this is Oxfam Brazil. The Brazil office carried out a full gender-focused evaluation of their work over a period of three years, assessing the institutional capacity of the Oxfam Brazil field office to address gender issues in their work. The evaluation includes, but is not restricted to, gender training:

The evaluation aimed to assess the appropriateness and success of Oxfam's programme strategy between 1990 and 1993, particularly the integration of gender into the various dimensions of its work. The evaluation also intended to contribute to institutional learning, to further staff training in gender, and to propose future strategies for Oxfam in Brazil
Blaker and Reichmann: 1994.[89]

In the recommendations, further training is mentioned along with many other suggestions for better incorporating an analysis of gender relations into the work of staff (Blaker and Reichmann: 1994:3). The evaluation of Oxfam Brazil is supposed to be part of a world-wide effort to assess Oxfam's work on gender issues:

This evaluation is part of Oxfam's world-wide initiative to review gender approaches in all of its offices, in light of a recently approved Gender Policy.
Blaker and Reichmann 1994:5

A recent 'Gender Review of the Oxfam Uganda Programme'[90] aimed to:

... examine the existing gender practices of the Oxfam Uganda programme, and look at where and how these could be improved. The emphasis of the Review was much less on making judgement about the impact of the gender aspects of the Uganda programme and more on learning together which approaches had been adopted, in theory and in practice, and how these could be improved upon. Smyth and Payne: 1998: 5

However, there has been little evidence of a systematic worldwide effort to implement a review of Oxfam's work on gender issues until the recent 'mapping exercise' that is taking place at the moment:

[The mapping exercise aims to] provide a baseline against which actions and non-actions can be measured; taking into account ongoing and past initiatives, the process will analyse the goals set out by the country offices, regional desks and divisions to implement Oxfam's policy on gender, and achievements and obstacles of such initiatives.
Rahman: 1997:3

A similar year-long 'stock-taking exercise' has recently been suggested for ACTIONAID. This is primarily designed to take stock of how gender concerns are being incorporated into ACTIONAID's work. In evaluating this work there is also opportunity to carry out awareness-raising of gender issues and come to an organisation-wide understanding of what ACTIONAID understands by 'gender and development', and how to address gender inequalities more effectively in the future.[91]

A review of the impact of gender training in DFID was carried out by Sheelagh Stewart in 1997. This comprehensive analysis of the effects of gender training within DFID has been quoted from already in this paper. It is based on the gender training carried out in the United Kingdom, which can include implementers such as Technical Cooperation Officers and other staff employed from the UK to work for DFID in partner countries, but will rarely include national staff or partner organisations:

The initial assessment is extremely positive. Firstly a sound core knowledge about gender itself and about the importance of gender to DFID is widespread in the organisation. There is very little overt hostility to gender. ... Finally the gender training courses have been extremely successful both in professional and adult learning terms, and on their own terms, ie. they have communicated gender ideas in a clear and non-threatening fashion.

...the importance of the 'mix' of strategies which includes training, management support, the Social Development Division and the Project Information Marker System cannot be overemphasised.
Stewart: 1997: 2

This review is part of an effort to review the 'Gender Equality Strategy', which is now looking specifically at the operationalisation of the strategy. The role of gender training at the level of policy makers in this strategy has also been examined in some detail.[92]

ACORD has carried out a progress report and critical assessment of gender training (extensively quoted already in this paper).[93] This report focuses specifically on gender training within ACORD as a whole — both for the secretariat and for field-based programme staff:

Evaluation of programme-based training workshops shows that they have had a large measure of success in demystifying gender, introducing useful analytical tools, and indicating ways in which gender training might be approached at community level. The use of a common terminology across ACORD has facilitated exchange of experience between programmes. RAPP [.....] has also gained a mass of experience not only in training techniques but also in developing a common 'language' of gender across different cultures and acquiring access to a rich source of understanding and insights. The experience has shown up some of the weaknesses of conventional approaches to gender which ACORD can build on in future.
El Bushra: 1996 — summary.

All evaluations are useful. The main weakness of evaluations of gender training is that very few of them systematically link together the impact of training (or other capacity-building activities) within the organisation at different levels. Nor do they take account of the impact of other gender training carried out in other organisations, for example, those operating in the same country or region.

Assessing the impact of gender training on project implementation can be virtually impossible within established structures of monitoring and evaluation. This has been recognised by many development organisations, and it has been suggested by evaluation teams that developing specific indicators for the impact of their projects on gender relations should be part of future actions to be taken after the training.[94]

A 'Guide to Gender-Sensitive Indicators' has been developed by the Canadian International Development Agency (CIDA),[95] which 'shows

how gender-sensitive indicators can and should be used in both gender integrated and WID-specific projects, and in combination with other evaluation techniques'.

For gender training to be evaluated for its impact on the capacity of implementers to carry out work which addresses gender inequalities, the indicators used should focus on the work that the training is designed to affect. These indicators can be developed as part of the training itself. A successful example of this is the Kenya ODA gender training for TCOs. After six months, the training course was evaluated for its impact on the participants' work, and the participants were given the chance to demonstrate how they were using the skills they had learned in the training.[96] Because the participants were able to formulate their own objectives at the training, there was a feeling of ownership, and a large degree of success in achieving these objectives. The limitation of the training however, was that the objectives developed by the participants tended to concentrate on practical gender needs, rather than the more strategic gender interests that come with deeper understanding of the issues.[97]

Impact assessment and evaluation: a longer-term view

■ Evaluation of gender training is generally carried out at the end of the course, and so will evaluate the course itself, not its effect. Though useful, this tendency reinforces the one-off, short-term basis of field level training.

■ There is a lack of systematisation of evaluation and impact assessment exercises, across and between organisations. Institutional learning on the impact of gender training is thus limited.

2.4 Follow-up to training

Follow-up to gender training is a vital element of its long-term success, and of its transformational potential. In the terms of reference for the 'Gender Review of the Oxfam Uganda Programme', one of the questions to be answered was:

After training on gender issues, how do you ensure that they use their knowledge in the programmes they manage? Some of them might not have agreed with you, some find it difficult to overcome prejudice, some find it difficult to implement gender analysis.
Smyth and Payne: 1998: 5

The failure to implement the ideas of gender analysis introduced during gender-training 'courses' illustrates the limitations of gender training when carried out on a one-off, isolated basis:

[Some] staff interviewed described a gender-training workshop held in 1994 as part of their induction as 'exciting', but it was never followed-up. Often what has been put in place is good but limited. The ground has been laid but if people do not understand the principles behind it, there is a risk that the staff will work mechanically. The fact that there was no follow-up to the training, that there was no attempt to monitor impact, or to build on gains or extend the coverage to other staff are all illustration of the one-off nature of many inputs to date. Smyth and Payne: 1998: 18

This is also the case in ACTIONAID, where there is a need for a 'continuous push' in order to ensure that an understanding of gender relations is deepened amongst trainees.[98] This might involve regular follow-up gender training, an idea that has also been discussed in other organisations:

Follow-up after workshops has generally been inadequate. A short training workshop is enough simply to give participants a taste of what they might be able to do. Without further support — possibly including other workshops — the interest shown will not be transformed into practical changes.
El Bushra: 1996: 19[99]

Follow-up can be identified therefore on two levels: essential support at the local level to guide implementers through the process of gender-aware work; and support within the organisation itself, in the form of guidance and clear policy, and procedural changes.

The first form of follow-up can involve continued collaboration with local trainers. This provides a basis on which development organisations can engage with and support local capacity in gender analysis and activities. It is also worth noting that this 'accompaniment' is also 'capacity building' in gender analysis, even where a formal training workshop has not taken place.[100]

In some countries, where local expertise in gender is well developed, there are already long-term and productive relationships between

Oxfam field offices and local trainers.[101] One example of this is the chain of training that was developed from one Oxfam training in Mozambique. The co-trainer for this course was a South African, who then went on to train Mozambican trainers, who were then able to take their expertise to Angola and train there. Theoretically, the Mozambican training will have laid the basis for continuing local support for practical work.[102] Within Oxfam there is collaboration with local expertise in some contexts (eg. AGRA South and AGRA East), but seeking and building up this collaboration has not been systematic across other regions.

Extended co-operation between local gender trainers and the ODA Social Development Advisor (SDA) in Kenya has also recently been more formalised as a direct result of the local-level training.[103] In the Caribbean training, it was suggested that a 'gender clinic' might be set up, a collaborative structure to give more continued practical help to technical staff in assessing projects for their gender implications.[104]

Similarly, the ODA gender training in Nepal stressed the use of local expertise as a key element in the success of work to address gender inequalities:

The creation of a local training capacity is a critical element in making gender planning more sustainable in Nepal. The participants and a number of trainers, in various NGOs, who provide training in gender planning and other gender methodologies could be regarded as a nucleus around which could be built up a network of gender planning trainers. Given support, particularly from experienced specialists, such a network could be used to spread gender planning techniques widely throughout Nepal.[105]

Coupled with the need for long-term support at the local level, there is also a need for strong and institutional encouragement from the 'central' decision-making parts of the organisation. The collaboration between the (then) Oxfam Gender and Development Unit (GADU) and staff from the Middle East regional office highlights this:

It has to be noted that these .... opportunities have been made possible, facilitated, nurtured and followed-up by the two Lebanon staff currently on secondment in Oxfam House. While these circumstances have presented a momentous avenue for pushing gender forward both at the ME regional and field levels, they also provide food for thought as to the importance of Oxfam House based support and its catalyst role.
Abu-Habib: 1996:10[106]

Institutional support can also come in the guise of a number of different procedural initiatives, for example, impact assessment and monitoring procedures. The evaluation of the gender training in Nepal indicates an already clear recognition of this need within DFID:

While training, advisory inputs and strengthening local training capacity are necessary elements in the implementation of new policy, such staff development is not sufficient to ensure a change in practice. The process of institutionalisation of new practice also requires a clear and unambiguous policy framework as well as procedures which reflect this policy in the day-to-day practice of practitioners.[107]

This is echoed in the ACORD gender-training report:

The experience of gender training to date is that its effectiveness has been curtailed by a number of institutional factors, as well as by its own weaknesses. By and large these factors relate to the institutional culture of ACORD, which pays insufficient attention to creating an enabling environment in which the impact of gender training could be maximised.
El Bushra:1996: 21[108]

But despite some positive examples, the need for structured and continuous follow-up of gender training is not yet clearly recognised and articulated in the long-term plans of any of these development organisations. This is problematic as it indicates the tendency to regard gender training as an 'add on' element to existing work, and not as a continuous process of change.

This is also true of institutional follow-up structures. Although their necessity is recognised by development agencies, they are seldom, if ever, implemented. For example, in 1996 at the ACTIONAID workshop on gender it was noted that corporate actions must be put in place, with mechanisms and procedures, in order to support training.[109]However, without adequate follow-up and attention these intentions floundered and little progress was made to implement the recommendations of the workshop. A renewed commitment has been made in 1998, and the understanding that gender inequalities are a fundamental axis of poverty has been re-affirmed in the ACTIONAID corporate strategy. This strategy also recognises that resources must be made available and proper structures put in place for carrying forward work and institutionalising the experience that exists in addressing gender issues in their development work, including gender training.[110]

24

As with training itself, follow-up to gender training should focus on both the organisation and the local context where the development initiative is taking place. Above all, adequate follow-up to gender training locates it as part of a multi-level, long-term strategy of development.

Follow up to training: a vital missing element

- The provision of long-term, local support in applying skills in gender analysis should be an essential component of gender training.

- Strong institutional support is a pre-requisite for the long-term success of any follow-up activity.

25

Conclusions and recommendations

This paper has looked at how gender training of implementers can and is being used by some different development organisations. It has looked specifically at training as a response to a perceived failure of development projects to fully address gender concerns at the implementation level. An analysis of gender training shows that training addresses part of the 'evaporation' of gender concerns at the level of implementation. However, it has been noted that well-planned gender training can *only* have impact if it is carried out as part of an overall organisational strategy of change.

Implementers have been identified as occupying a complex contextual place in the development process. They are players in various local institutions — as individuals, and as development workers. Their position is at the interface of the development organisation and the local context. Training for project implementers, among other initiatives for increasing the capacity to address gender inequalities in their work, therefore needs to reflect their positioning in this complex and sometimes conflictual reality. Further to this, implementers are positioned hierarchically within both the local context and the organisational context. Gender training should relate to the opportunities and limitations that are presented by the trainees' hierarchical positioning.

Gender training has been examined for its potential to relate to the context of implementers in six areas: the trainees, the trainers, the approach, the framework and pedagogy, the materials used and documentation of training, and resistance to training. These have been found to be crucial not only in relating the gender training to the complex reality of implementation, but also in establishing a basis on which it can be carried out and developed over time. Gender-training strategies must also be developed as part of the institutionalisation of gender concerns within organisations. This process raises a number of practical points that should be addressed as gender training is developed. These are: needs assessments and institutional analysis, issues of equal opportunities, follow-up, and full impact assessment and evaluation of training.

Gender training for implementers can increase the capacity of organisations to address gender concerns. However, it cannot achieve this aim outside of a planned process of change taking place throughout the organisation as a whole.

Many of the recommendations that can be drawn from this paper are already being implemented in many development organisations. The over-riding need now is to build on the progress that has been made.

Recommendations

1   Gender training for implementers should continue; it is an important contribution to building the capacity of staff to work on gender issues. Adequate resources should be allocated to gender training for project implementers, to ensure that this process continues and is augmented as necessary.

2   The rationale for gender training should continue to reflect the need for skills-acquisition, but also reflect its contribution to an essential overall process of change within the organisation.

3   Trainees selected for gender training should be positioned within local and organisational hierarchies in ways which represent real opportunities to carry out gender-aware work, and to influence other implementers and fellow workers.

4   Both men and women trainers should be used.

5   Trainers should, as far as possible, have personal and professional characteristics and qualifications which give them authority and status, so that their training will have greater impact.

6   Time and resources should be available for trainers to carry out a full and accurate needs assessment before all gender-training courses.

7 Training at implementation level should be tailored to the specific needs of a particular group, perhaps through modular training, and sectoral or thematic training.

8 New, imaginative approaches to teaching gender analysis should be developed and shared. The pedagogy of gender training should be more developed, and recorded in the documentation of training.

9 Some of the materials for gender training should be developed from the participants' own experience, and written in local languages. Gender training and the development of materials must be considered as a continuing process.

10 Documentation from trainers and development organisations should be improved and systematised to facilitate recording and sharing of experiences and lessons learned. There is a need to document and learn from failure as well as from 'best practice'.

11 Links between development organisations and academic institutions should be used to develop materials for training.

12 Priority should be given to putting logistical arrangements in place well in advance of the training, preferably in consultation with the trainees.

13 Impact assessment should focus on evaluation of the effect of training on staff's subsequent implementation of work to address gender inequalities.

14 Impact assessment of the training can be built into larger 'gender evaluations', and used for increased institutional learning, and also shared with other collaborative networks.

15 Systems should be put in place to provide follow-up, support and guidance for those trained, as well as adequate procedures.

16 Collaborative links should be systematised to build coherent networks both at the local and regional level, and throughout the organisation to provide follow-up, and increase sharing of experiences and lessons learned.

Above all, we need to ensure that a concern for gender equality is institutionalised into all structures of the organisation. Gender concerns must be an integral part of policy-making and strategic-planning processes, project assessment and evaluation procedures and mechanisms, and allocation of resources. Training, as a part of this institutionalisation of gender concerns, can contribute a great deal to building the capacity of development organisations to carry out work which effectively addresses gender inequalities. However, it cannot operate successfully outside of the process.

Annexe one: List of people interviewed

Judy El Bushra
Gender Officer, Agency for Co-operation and
Research in Development (ACORD)

Sue Smith
Resources Officer, Gender and Learning Team
Oxfam GB

Sue Jones
Consultant, Gender Trainer for DFID

Nazneen Kanji
Consultant, Gender Trainer for DFID

Fra Von Massow
Associate, Development Planning Unit (DPU)

Margaret Legum
Consultant, Gender and Planning Associates
Gender Training for DFID (ODA Nepal)

Tina Wallace
Development Administration Group

Georgina Ashworth
CHANCE

Phil Evans
Senior Social Development Advisor, DFID

Nandinee Bandyopadhyay
Consultant, ACTIONAID

Joanna Hill
ACTIONAID, Asia Regional Gender Working
Group, ACTIONAID Nepal

Annexe two: List of questions asked

1 Why train implementers?
   - Organisational rationale
   - Needs of project implementers

2 Who are the implementers being trained?
   - Project Officers
   - Counterparts

3 Who does the training?

4 What kind of training is given?
   - What approach/framework is used
   - Length, location and language
   - Format
   - Pedagogy

5 What are the problems/resistance to gender training?
   - Ideological resistance
   - Logistical problems
   - Other weaknesses

6 What exists in terms of impact assessment and evaluation?
   - Of the training
   - Of gendered work

Annexe three:
Summary of commonly used frameworks

Harvard Analytical Framework

A diagnostic and analytical approach, used by some donor agencies such as USAID, IDRC, and CIDA. It is designed to promote equitable allocation of resources in development planning. This reflects the WID approach to gender. It is based on a recognition of women's economic role, and a desire to build on that role, rather than a desire to change or manipulate women's multiple roles. It brings out the idea of differential access and control over resources, but it does not address issues of power, which can complicate the idea of access and control. This is because it does not include the idea of relationships between women and men.

Moser Framework or Gender Roles Framework

Professionalises gender planning with the aim of simplifying complex concerns for practical implementation. It was designed specifically to introduce the idea of women's empowerment and enhance skills in addressing gender issues, without provoking confrontation. It was first used by Moser and Levy with institutions such as DPU and LSE. Since then it has been widely used by Moser and Field with NGOs such as Oxfam, Christian Aid, and VSO, and by bi-lateral organisations such as SIDA, NORAD, and DFID. The Moser Framework, like the Harvard Framework, concentrates on women's roles, rather than the more complex issues of power and relationships. It addresses issues of women's condition and position through the concepts of practical and strategic gender needs and interests. Furthermore, in linking certain analyses with particular policy approaches through this framework, it is possible to address the link between policy and implementation.

Women's Empowerment Framework

Developed by Sara Longwe, this framework prioritises women's empowerment, and examines how interventions can support that process. It brings out issues of participation and control in a political framework, linking them with women's power to change their own condition and position in society.

Social Relations Framework

A more complex framework developed by Naila Kabeer. The approach aims to analyse gender inequalities in the distribution not only of resources and responsibilities, but of power as well. The complexity of the approach reflects this, looking primarily at the relationships between people and how they are expressed through various institutions that impact on their lives directly or indirectly. When used sensitively it can produce a full and dynamic picture of gender roles and relationships in a particular context. It has been useful to governments and NGOs for planning purposes in a number of different countries and on a number of different levels, as it allows for different levels of analysis from community to region.

Other frameworks have been developed for various situations. These include the Capacities and Vulnerabilities Framework, designed for use in emergencies, and grassroots frameworks developed to fit other contexts. Frameworks have been adapted from one of the above, for example, the People-oriented Planning Framework, adapted from the Harvard Framework.

Notes

1 Generally understood to be a course of seminars or workshops to introduce concepts involved in understanding gender relations in society, which can be formal or informal and last anywhere between one day and two weeks — but are usually two to three days in duration.

2 Information was needed not only on gender training for project implementers, but also on problems emerging in project implementation processes that contribute to the 'evaporation' of gender concerns, and how these could be addressed by gender training.

3 Our thanks are due to these people, who gave their time generously to answer these questions. The usual disclaimer applies that the analysis of the questions and their responses are the responsibility of the authors.

4 *The practice of organisations mentioned in this report is intended only as examples of present practice of gender training. They are in no way intended as comparisons to each other, or as examples of 'good' or 'bad' practice in and of themselves. As we concentrate on specific elements of gender training at the level of implementation, examples are often 'out of context' and should not be regarded as a full representation of the organisation in question, nor of its work on gender issues.*

5 *One Year on from Beijing*, ODA, 1996.

6 'Staff development and gender training in Oxfam (UK/I)', In *Gender Planning in Development Agencies: Meeting the Challenge*, edited by Mandy Macdonald, Oxfam 1994.

7 This gender training was carried out in three stages: a pre-planning visit in January 1995, the training visit, in March 1995 and follow-up meetings held in October 1995. The training was for the ODA Technical Co-operation Officers (TCOs) and their counterparts. Information included in this paper is taken from the reports prepared by Nazneen Kanji following her visits.

8 'Report of the Oxfam gender workshop in Addis Ababa, Ethiopia, January 1993'. Report prepared by Bridget Walker.

9 Sue Smith, Oxfam Gender and Learning Tea, personal communication

10 This is emphasised in Sheelagh Stewart's report 'The contribution of Gender training in DFID'; see p.18, p. 22–23, p. 30

11 The ACTIONAID international gender workshop, held 16–19 April 1996, in Jinja, Uganda

12 Quoted from the report of the ACTIONAID gender workshop

13 Taken from the report of the ODA workshop 'Towards the design of a post-Beijing training strategy', held 4 March 1996.

14 Naila Kabeer (1994), has developed an institutional analysis of local contexts and of development organisations, which is useful when examining the gender-training needs of project implementers.

15 Two gender-training courses were held in the Caribbean with ODA staff and their counterparts. The first course was held in November 1995, and the second in April 1996. The second course included participants from BDDC/DTRS the Caribbean Development Bank (CDB). A self-evaluation report of these two courses was submitted in May 1996.

16 The ODA workshop on gender issues and gender planning, held in February 1994, Dar-Es-Salaam, Tanzania. The information from this workshop is taken from the consultancy report prepared by Dr. Nazneen Kanji, who was one of the co-facilitators during the workshop.

17 'Report of the ODA workshop on gender issues and gender planning, Dar-Es-Salaam, Tanzania, February, 1994'.

18 The descriptions contained here are by no means a comprehensive picture of the gender training that takes place in Oxfam field offices, which is widespread but seldom documented centrally.

19 Information on AGRA is taken from a presentation on AGRA East by Heather M. Grady, Deputy Country Representative, Vietnam, at the gender policy implementation workshop, Oxfam UK/I, 28 April–1 May 1996, in the UK.

31

The objectives of AGRA are: 'to raise awareness of gender issues among Oxfam in Asia; enhance staff's capacity in the area of gender (on a practical and theoretical level); sharpen the tools of gender analysis, especially as applied to specific themes; enhance staff's ability to train and facilitate in the area of gender, and strengthen the commitment of all staff and managers to gender issues'.

20 Ines Smyth, personal communication

21 Sue Smith, Oxfam Gender and Learning Team, personal communication

22 'Report of the international gender workshop, April 1996, Uganda'; and Tina Wallace personal communication.

23 Judy El Bushra, ACORD, personal communication.

24 The Development Planning Unit is different from the other examples used in this paper, as it is not strictly a government or non-government organisation with development projects *per se*. 'The Development Planning Unit is an international centre specialising in academic teaching, practical training, research and consultancy in the field of urban and regional development, planning and management.' (Taken from DPU publications.)

25 Fra Von Massow, DPU, personal communication

26 Taken from Caren Levy, DPU Working Paper 74, 'The process of institutionalising gender in policy and planning: The "Web" of Institutionalisation', March 1996.

27 Report prepared by Nazneen Kanji of the pre-planning visit to Nairobi, January 1995, for the gender planning workshops to be held for ODA TCOs and counterparts in March 1995.

28 'Report of the ACTIONAID international workshop on gender, held in Uganda, April 1996'; and Joanna Hill, ACTIONAID Asia Regional Gender Working Group, personal communication.

29 Phil Evans (ODA Social Development Advisor in Kenya), personal communication

30 Nazneen Kanji, Sue Jones, Helen Derbyshire are all UK-based consultants, regularly hired by ODA to carry out gender training, and other gender consultancy work.

31 Gender training for ACORD is generally carried out by RAPP, with Judy El-Bushra, the ACORD gender officer taking on the bulk of the responsibility. Oxfam's Gender and Development Unit (GADU) included an in-house gender trainer from 1989 to 1991.

32 See Annexe 3 for a summary of the Moser framework, and other gender training frameworks commonly used. All these frameworks are included in the forthcoming Oxfam book by Ines Smyth and Candida March, which summarises and explains gender planning frameworks, their uses and their limitations.

33 'Women's practical needs' are the immediate needs of food, shelter, income etc, that relate primarily to women's subordinate position in society. Practical needs can be met through income generating or subsistence agriculture projects, or projects that relate to women's reproductive role. 'Women's strategic interests' relate to changing women's subordinate position in society, and challenging rigid gender roles. Development projects that address women's strategic interests will be those that challenge or allow space to actively change gender roles. This distinction is used in the Moser framework, and is now commonly used in gender planning training.

34 Taken from the pre-planning visit report, prepared by Nazneen Kanji, February 1995

35 Nazneen Kanji, ibid.

36 Suzanne Williams, 'Preface' p. xiii/xiv, *The Oxfam Gender Training Manual*, 1994

37 'Report on the Oxfam gender training workshop, Addis Ababa, Ethiopia, 1993'.

38 Taken from the 'Report from the national gender and development workshop, Africa Enterprise, South Africa, March/April 1992', compiled by Michelle Friedman, Institute of National Resources, sponsored by HIVOS.

39 'Gender sensitivity training pack for grassroots women and men', prepared by the A-Team and Oxfam UK/I, Manila Philippines, November 1996,

40 MacDonald M, *Gender Planning in Development Agencies*, Oxfam, 1993

41 Ibid.

42 Fax from Audrey Ingram Roberts, co-trainer BDDC/DTRS/CDB training, July 12, 1996

43 Evaluation report prepared by Sue Jones.

44 'An analytical framework sets out different categories of factors to be considered in any analysis: it draws attention to the key issues that have to be explored. A framework may outline a broad set of beliefs and goals, or it may be more prescriptive and give a set of tools and procedures', Candy March: 1996:i.

45 'Gender training in ACORD: progress and critical assessment', Judy El-Bushra, October 1996

46 Ann Coles, Social Development Advisor, ODA, personal communication
47 Briefing document for the ODA gender planning workshops in Kenya, prepared by Nazneen Kanji, February 1995.
48 'Gender in South Sudan: the personal, the practical, and the policy, report of an Oxfam workshop, Akot, South Sudan, February 1997', prepared by Ines Smyth.
49 'Report of the gender orientation workshop, AGRA East, held in Manila, Philippines, 13–14 November, 1993'. Report prepared by Center for Women's Resources, Quezon City, Philippines.
50 Although a certain framework will often be associated with a particular approach, with which it is found to be useful.
51 Quoted from the report of the ODA workshop 'Towards the design of a post-Beijing training strategy', held 4 March 1996.
52 'Gender in South Sudan: the personal, the practical, and the policy, report of an Oxfam workshop, Akot, South Sudan, February 1997'.
53 For example, thematic training materials have been developed by FAO and UNFPA
54 Comments on gender training in a memo from Sarah Ladbury and Helen Derbyshire, 6 February 1995, copied to Judy Walker, Rosalind Eyben and Ann Coles.
55 Suzanne Williams, in *The Oxfam Gender Training Manual*, 'Preface' (p.xiv) states: 'as we are engaged in a process of constant renewal of our ideas and revitalisation of our experience, we would welcome hearing from you, as users, with your feedback on the manual, as well as your discoveries and new insights in the field of gender training.
56 'Gender training in ACORD: progress report and critical assessment', prepared by Judy El Bushra, October 1996.
57 'Report of the ACTIONAID International gender workshop, held in Uganda, April 1996'.
58 Presentation on AGRA East by Heather M. Grady at the Oxfam UK/I gender policy implementation workshop, 28 April–1 May 1996.
59 'Health programming and policy: issues for Oxfam: report of the workshop held in Cairo, December 1997'.
60 'Gender in South Sudan: the personal, the practical, and the policy, report of an Oxfam workshop, Akot, South Sudan, February 1997', prepared by Ines Smyth.

61 'Gender planning training and its impact on projects in Nepal', from Judy Walker to Dr. Eyben, including a summary of the evaluation carried out by consultants
62 ibid
63 Stewart adds a caveat on to this comment, that is worth noting as it surely rings true for many organisations and trainers who come across such resistance to ideas of gender analysis: 'Although the resistant group was small overall, their opposition was entrenched and a large proportion of them in a sufficiently powerful position to affect project outcomes in a gender-negative fashion' (Stewart p. 17).
64 Fax from Audrey Ingram Roberts, co-trainer BDDC/DTRS/CDB training, 12 July 1996
65 'Report of the ACTIONAID international gender workshop, held in Uganda, April 1996'.
66 Sue Jones, personal communication
67 'Gender training in ACORD: progress report and critical assessment', by Judy El Bushra, October 1996.
68 Sue Smith, personal communication (see report of Oxfam Beirut gender workshop, forthcoming).
69 Sue Jones, personal communication
70 'Gender training in ACORD: progress report and critical assessment', by Judy El Bushra, October 1996.
71 'Gender in South Sudan: the personal, the practical, and the policy, report of an Oxfam workshop, Akot, South Sudan, February 1997', prepared by Ines Smyth.
72 Ines Smyth, personal communication
73 In *Gender and Development*, 5: 1, February 1997.
74 Oxfam preparatory workshop to develop training on the interconnection between human rights, gender, participation and development, held in Addis Ababa, Ethiopia, 6 November 1996. This workshop was itself a needs-assessment exercise which contributed greatly to the success of the training.
75 Joanna Hill, ACTIONAID Asia Regional Gender Working Group, personal communication.
76 For example, the ODA workshop on gender issues and gender planning, in February 1994, Dar-Es-Salaam, Tanzania, was held with an extremely heterogeneous group (see earlier note).
77 An example of this is the 'Gender sensitivity training pack for grassroots women and men', prepared by the A-Team and Oxfam UK/I, Manila Philippines, November 1996.

78 'Health programming and policy: issues for Oxfam: report of the workshop held in Cairo, December 1997', Gender and Learning Team.

79 Pre-planning visit report, prepared by Nazneen Kanji, February 1995, in preparation for the gender planning workshops to be held for ODA TCOs and counterparts in March 1995.

80 Caren Levy's 'web' of institutionalisation of gender shows clearly the interconnection between different 'sites of power' in any one organisation. If real change is to be achieved, the concepts and tools of gender analysis must be found throughout the organisation, within each different 'site of power', and in the relationships between them. Gender awareness should permeate the whole structure of the organisation, and its work.

81 Kabeer:1994:309 shows an analysis of the institutional structures of the household, state, community and market that make up the different levels of gendered relations of a local context.

82 Cockburn, C: *In the Way of Women: Men's Resistance to Sex Equality in Organisations.* Macmillan London, 1991.

83 Taken from the 'Draft concept paper on mapping of gender policy implementation', Tahmina Rahman, February 1996

84 Joanna Hill, ACTIONAID Asia Gender Regional Working Group, personal communication.

85 Similar regional groups have emerged in ACTIONAID, through the need of women staff committed to gender equality to come together and support one another's work. These groups have recently been recognised more formally within ACTIONAID as resources for developing work on gender equality, but they also have the potential to enable staff to bring up issues of gender equality in the workplace.

86 Clear gender disparities appeared in Sheelagh Stewart's review of gender training, with women more prepared to relate gender analysis to their own lives, and men regarding it as a professional tool. (p. 19).

87 'Report on the ODA gender training planning review day, 19 November 1996', prepared by Helen Derbyshire

88 Joanna Hill, ACTIONAID Asia Regional Gender Working Group, personal communication.

89 Taken from the 'Report of the Oxfam Brazil gender evaluation 1990–1993', prepared by Candida Blaker (Oxfam) and Rebecca Reichmann (CEPIA), May 1994

90 'Soft things and finer details: report of the Gender review of the Oxfam Uganda Programme', Ines Smyth and Lina Payne, Oxfam, forthcoming 1998.

91 Nandinee Bandyopadhyay, personal communication

92 Phil Evans, personal communication and Nazneen Kanji 'Training for gender-aware policy making'.

93 Gender training in ACORD: progress report and critical assessment, by Judy El Bushra, October 1996.

94 For example, the ODA gender training course for BDDC/DTRS/CDB staff in the Caribbean (April 1996). In the report prepared by Sue Jones it is suggested that ODA 'Develop monitoring mechanisms for measuring the impact on different social groups, including gender specific criteria' (p. 5).

95 'Guide to gender-sensitive indicators', prepared for Rajani Alexander, Women in Development and Gender Equity Policy Branch of CIDA, prepared by Tony Beck and Morton Stelcner, December 1995.

96 'Follow-up report to the ODA gender planning workshops held in Kenya in March 1995', prepared by Nazneen Kanji, October 1995

97 Phil Evans, ODA Social Development Advisor, East Africa, personal communication

98 Joanna Hill, ACTIONAID Asia Regional Gender Working Group, personal communication.

99 'Gender training in ACORD: progress report and critical assessment', prepared by Judy El Bushra, October 1996.

100 In this paper there is not sufficient scope for a full discussion of other forms of 'capacity building' such as accompaniment or exchange visits. However, these other forms can be just as important as training courses in raising awareness of gender relations and their implications for development. The potential of such forms of capacity building is being explored by organisations such as ACORD, on the basis that although they are perhaps more difficult to plan and evaluate they are more integrated into continuous daily routines and less marginalised from the day-to-day reality of staff (Judy El Bushra, personal communication).

101 An example of this is the gender sensitivity training for grassroots women and men, which took place in the Philippines in 1996 in which the field staff of Oxfam UK/I in Manila worked with local gender experts called the 'A-Team'.

102 Suzanne Williams, personal communication

103 Nazneen Kanji, personal communication

104 Taken from the self-evaluation of the gender planning training course held for BDDC/DTRS/CDB in April 1996, in Barbados; report prepared by Sue Jones.

105 'Gender planning training and its impact on projects in Nepal', from Judy Walker to Dr. Eyben, including a summary of the evaluation carried out by consultants

106 From Appendix 1 of the 'Lebanon strategic planning document, 1996, Phase one, October/November 1996'.

107 'Gender planning training and its impact on projects in Nepal', from Judy Walker to Dr. Eyben.

108 'Gender training in ACORD: progress report and critical assessment', prepared by Judy El Bushra, October 1996.

109 'Report of ACTIONAID international workshop on gender, held in Uganda, April 1996'.

110 Nandinee Bandyopadhyay and Tina Wallace, personal communication.

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