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DAC Network on Gender Equality

SUMMARY RECORD OF THE SIXTH MEETING OF THE DAC NETWORK ON GENDER EQUALITY

7-9 July 2008

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**SUMMARY RECORD OF THE SIXTH MEETING OF THE DAC NETWORK ON GENDER
EQUALITY**

8-9 JULY 2008

1. Opening Session

1. The Chair (Dorthea Damkjaer, Denmark) welcomed participants. The Summary Record of the Fifth Meeting of the DAC Network on Gender Equality (27-29 June 2007) [DCD/DAC/GEN/M(2007)1/PROV] was approved and the Draft Annotated Agenda of the Sixth Meeting [DCD/DAC/GEN/A(2008)2] was adopted.

2. Managing for Development Results (MFDR) – a workshop on managing, achieving and measuring gender equality and women’s empowerment results

2. The objectives of the workshop were to:

- Share experiences and good practices in collaborating with partners to achieve results on the ground in partner countries;
- Deepen knowledge and understanding of how to develop capacity to manage and measure gender equality results – from the perspectives of partner countries, donor agencies and non-governmental organisations;
- Showcase tools and approaches which donors are using to achieve and measure results both on the ground and within agencies; and
- Share information on the Working Party on Aid Effectiveness (WP-EFF) Joint Venture on Managing for Development Results and plans for the Roundtable on Managing for Results at the 3rd High Level Forum on Aid Effectiveness in Accra (2-4 September 2008).

3. The expected outcomes were to:

- Stimulate fresh thinking about how to achieve sustainable gender equality results;
- Enable members to engage more actively in agencies’ efforts to improve managing for development results;
- Improve the co-ordination of results frameworks; and
- Identify the priority intermediate outputs on managing for development results for delivery in the Network’s 2009-10 work programme.

Session I - Setting the scene: what do we mean by managing for development results?

Moderator: **Cathy Gaynor**

Panellists:

- **Ambassador Joan Boer**, Permanent Representative of the Netherlands to the OECD, Co-Chair of the WP-EFF Joint Venture on MfDR and Co-Chair of the Accra Roundtable on Managing for Development Results
- **Shaid Zahid**, Principal Economist (Planning and Policy), Asian Development Bank
- **Florence Ebam Etta-Akinaina**, African Evaluation Association
- **Ann Good**, Senior Analyst, Corporate Planning and Coordination Directorate, CIDA
- **Lidia Meque**, Irish Aid, Mozambique

4. Panellists and participants noted that “managing for development results” can be interpreted in different ways and that its definition has evolved over time. While the focus has been on operational aid management (process), it was argued that we need to concentrate on *what results* we wish to achieve. Stefan Schmitz (OECD Secretariat) suggested that MfDR can be seen simultaneously as a toolbox and as a “philosophy” or a way of thinking. As a toolbox, MfDR offers equipment for planning, budgeting, service delivery, monitoring, evaluation and reporting, and feedback of performance information. As a “philosophy” it provides the paradigm shift away from focussing on inputs towards emphasising development results. What counts is for example not how many schools are built but how many girls and boys are better educated.

5. Ambassador Boer suggested that the concept of MfDR be defined as “providing opportunities for better lives of citizens within the realm of what governments should do, in national contexts but taking into account international commitments”. Aid is a mere catalyst, supporting a process which ultimately is about changing behaviours. The Ambassador also noted that MfDR requires more “public guts” rather than public goods and is a useful umbrella to address gender inequalities.

6. It was agreed that gender equality indicators, comprehensible to citizens, need to be incorporated into results frameworks. Ms Etta-Akinaina informed participants that the UNIFEM aid modalities expert group has developed a set of indicators that could complement the Paris Declaration indicators. The recent decision that all MDG indicators “should be disaggregated by sex and urban/rural as far as possible” was noted.

7. The main message from Ann Good was that the convergence of focus on the Paris Declaration, the Accra High Level Forum and current Joint Venture efforts for partner country capacity assessment in MfDR (CAP-Scan) offers an excellent opportunity to strengthen our work on gender equality. The use of an MfDR lens could make our approach more systematic. Ms Good urged GENDERNET members to participate actively in JV activities such as the CAP-Scan, the Sourcebook on MfDR, and the Communities of Practice.

8. Some participants identified the risks of using the term “cross cutting” in relation to gender equality and women’s empowerment, human rights and environmental sustainability because it diminishes their importance as development goals.

Session II – Case studies from partner countries¹

Session Chairs: **Dorthea Damkjaer**, Denmark and **Katherine Blakeslee**, United States

Uganda - achieving gender equality results in a Local Government Development Programme

Speakers:

- **Assumpta Ikiriza Tibamwenda**, Deputy Coordinator, Program Coordination Unit, Ministry of Local Government, Uganda
- **Magdalene Kyomukama**, Assistant Commissioner Gender and Community Development, Ministry of Gender, Labour and Social Development, Uganda.

9. Uganda has a strong legislative and policy framework that promotes gender equality. When the policy framework was not satisfactorily translated into actions on gender equality at local levels, a strategic and innovative performance assessment initiative was developed through the Local Government Development Programme.

10. Based on an incentive framework which rewards good performance and sanctions poor performance, local governments are required to meet some basic criteria on gender equality in order to access grants. When these criteria are not met, a capacity development allowance is instead made available. A sub-set of gender indicators adapted to districts in conflict has been included in the incentive framework. Decentralisation has also helped increase women's voices and provided a platform for action.

Kyrgyz Republic country development strategy

Speakers:

- **Sanjar Mukanbetov**, Deputy Minister of Economic Development and Trade, Kyrgyz Republic
- **Anastasia Divinskaya**, UNIFEM Gender Adviser to the UN Resident Coordinator in the Kyrgyz Republic

11. This case study illustrated how the Kyrgyz Republic has developed a country development strategy (CDS) that identifies concrete development results linked with the MDGs. A number of the indicators for monitoring the CDS are sex disaggregated.

12. Some of the challenges which remain to be addressed relate to the lack of capacity to pursue gender responsive strategic planning, implementation and monitoring, and gender equality being addressed as a cross cutting issue, leading to a lack of ownership of the issue by government institutions.

Cambodia - a unique approach to achieving the MDGs

Speaker:

- **H.E. Ms. Chou Bun Eng**, Director General in charge of Social Development at the Ministry of Women's Affairs, Cambodia

13. H.E. Ms. Chou Bun Eng outlined how gender equality has been integrated into Cambodia's National Strategic Development Plan by expanding the official MDG targets and indicators. A new target

1. Material from the case studies and workshop discussions will be adapted for GENDERNET's series of Issues Briefs on Gender Equality, Women's Empowerment and the Paris Declaration on Aid Effectiveness (see sections 3 iv and v).

has been added to MDG3, focussing on reducing all forms of violence against women and children. Additional indicators have also been added to other MDGs, including one related to the vulnerability of married women to HIV/AIDS infection.

14. In addition, gender-responsive measures have been integrated into government-donor Joint Monitoring Indicators in Cambodia.

Mozambique - managing gender equality results in the context of general budget support

Speakers:

- **Graça Samo**, Executive Director, Forum Mulher
- **Araújo Martinho**, Ministry of Development and Planning, Mozambique
- **Lídia Meque**, Irish Aid

15. The second Mozambique poverty reduction strategy paper (PARPA II) includes several gender indicators and states that “gender inequality is an obstacle for the country’s economic growth”. PARPA II also addresses gender equality by providing for capacity development of government staff. This was made possible through the government’s efforts to provide space for civil society, supported by donors.

16. The challenges to gender equality results in Mozambique relate to lack of capacity, ensuring policy implementation at the local level, donors driving the process, and enabling CSOs to participate in a budget support environment.

Discussion

17. While some participants were concerned that donors’ insistence on gender equality can be perceived as a conditionality, partner country representatives encouraged donors to further engage in, and allocate resources to, gender equality and women’s empowerment. Donors were asked not to be “gender shy” and to adopt a more consistent and co-ordinated approach to gender equality amongst themselves. Partner country representatives remarked that donors need to “start using country systems – or they will never improve”.

18. It was noted that regional commitments, coupled with explicit references to gender equality and women’s empowerment in national development plans, can be a useful basis for articulating gender equality at country level.

19. Participants observed the need to give further consideration to how to fund civil society in the changing aid environment. It was felt that it is premature to assume that civil society can remain independent when directly dependent on partner government funding.

20. It was also emphasised that gender equality starts at the personal level, including for partner country government staff.

Session III – Donor approaches to managing and measuring development results

Session Chair: **Dorthea Damkjaer**

21. Speakers from Australia, Canada, Norway and the Asian Development Bank led off a discussion on donor approaches to results management. The difficulties of measuring and attributing gender equality results were recognised. This leads to the *inputs* being measured more often than the actual outcomes. It is not possible, nor appropriate, to attribute results to one specific donor’s efforts. The discussion emphasised that even though many donors have strong policy statements, implementation is lagging behind.

22. AusAID attempts to address the various challenges to managing and measuring gender equality results by applying context specific gender indicators rather than indicators applying to the entire aid programme. AusAID's gender policy suggests an analytical framework and sample gender equality results for each sector. Programme managers are then themselves responsible for, and asked to measure, gender equality results in their respective area.

23. It was argued that to ensure an effective and consistent approach to gender equality the issue needs to be addressed in donor agencies' overall strategic framework. The Asian Development Bank has integrated gender equality into its strategic framework, *Strategy 2020*.

24. Some participants suggested that a change in donor behaviour and attitudes to gender equality would be more useful than gathering additional information and conducting evaluations. Based on this thinking, Norway mainly uses information that is already available, such as DAC statistics and reports and plans from Embassies, rather than generating new data.

25. Participants stressed the need to address gender equality also through multilateral agencies. CIDA has developed a tool to assess the extent to which core-funded partner organisations are able to deliver on gender equality results. This should permit CIDA to measure whether there is change over time. Discussion revolved around a sharing of various organisations' approaches to partner capacity in gender equality and how the findings from CIDA's and others' tools could be shared where appropriate, in the spirit of avoiding duplication of gender equality assessments with the same partners.

26. It was argued that gender experts and advocates need to present gender equality issues in a more straightforward way. The linkages to international commitments such as the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) should also be clearly established. The challenge of working with partner countries that have not signed CEDAW was noted.

27. Panellists and participants also reflected upon how donors are rewarding efforts to achieve gender equality and women's empowerment: what incentives are there to work on these issues? It was suggested that work on gender equality could be linked to staff's performance objectives and pay, as is already the case in some donor agencies.

Session IV – The capacity challenges: what have donors learned from the evidence gathering?

Moderator: **Ineke van de Pol**, Netherlands

Panel:

- **Katja Jobs**, Social Development Advisor, Country Led Approaches and Results Team, DFID
- **Letty Chiwara**, Cross-regional Programmes Manager, UNIFEM
- **Cathy Gaynor**, consultant for Irish Aid
- **Stefan Schmitz**, Secretariat of the WP-EFF JV on MfDR

28. Panellists argued that "capacity development" should be viewed more as an approach to development than as a compartmentalised development topic. There is a lack of capacity amongst *all* actors, including donor agencies, partner country governments and civil society. It was observed that the policy-implementation gap on gender equality and women's empowerment is due in part to the lack of capacity (skills, number of staff, information and funding) but that donors often fail to recognise and address the capacity needs linked to gender equality and other social issues.

29. Building capacity for managing for gender equality results requires long-term, sustained efforts. Gender equality and women's empowerment should be approached in a systematic manner, more like a

science. Developing capacity for gender equality at country level requires more than sending an expert on a short-term mission. Sustainable access to expertise is needed throughout institutions. Donor co-ordination and harmonisation of support activities are therefore crucial. Gender advisors could also engage more with economists to support them in addressing social issues.

30. It was argued that efforts to develop capacity to manage for results in partner countries should start with an assessment of existing public sector capacity. The Joint Venture on MfDR has therefore developed a Capacity Scan that may, along with already existing tools, allow partner countries to conduct an assessment that would provide them with a clearer view of capacity gaps, and suggest actions as well as more targeted requests for donor support. It was noted that there may be an opportunity to “engender” the Capacity Scan.

Session V - Innovative ways of achieving results

Session Chair: **Angela Langenkamp**, Germany

31. **Dorthea Damkjaer** introduced the Danish MDG3 Torch Campaign which has been designed to place gender equality high on the international agenda. Torches are presented to individuals and representatives of governments, the private sector, civil society, the media and international organisations who commit to “doing something extra” in support of gender equality and women’s economic empowerment. The 100th and last torch will be offered to the UN Secretary General at the UN High Level MDG meeting in September (see www.mdg3action.um.dk).

32. **Alyson Brody**, Institute for Development Studies, introduced the GENDERNET Issues Brief on “Innovative Funding for Women’s Organisations”, which is based on research carried out by AWID and the GAD Network, as well as on information provided by donor agencies. She noted that in order to reach women’s organisations, donors can channel funds through dedicated organisations and also develop multi-donor funds. Donors should also consider simplifying the grant application processes for women’s organisations and carefully consider what to fund and where, in order to ensure funding for a wide range of activities and issues in diverse regions.

33. **Robert Dijksterhuis**, Ministry of Foreign Affairs, presented the Netherlands’ MDG3 Fund. The EUR 50 million fund focuses on women’s property and inheritance rights; women’s formal employment and equal opportunities in the labour market; participation and representation of women in political bodies and governance; and on combating violence against women. It is intended for large organisations which are outside government, including regional organisations. More than 400 project proposals have been received from around the world. Mr Dijksterhuis suggested that donors could set up a similar fund jointly in the future.

34. **Katherine Blakeslee**, Director, Office of Women in Development, USAID, outlined the One Woman Initiative Fund for Women’s Empowerment, launched in May 2008. This public-private partnership of USD 100 million focuses on empowerment initiatives including entrepreneurship, political leadership and the rule of law in Muslim majority countries and countries with large Muslim populations.

35. **Participants** were pleased to note the increased number of development initiatives available, including funds for promoting gender equality and women’s empowerment. They however stressed the need to further examine how to apply the Paris Declaration principles to vertical initiatives and the importance of ensuring the availability of funding also for grassroots organisations.

3. Global priorities, events and the GENDERNET's work programme

i. Influencing and participating in the global development agenda in 2008

Climate change

36. **Tamara Levine**, DAC Network on Environment and Development (ENVIRONET) Secretariat, presented the draft *OECD Guidance on Integrating Climate Change Adaptation into Development Co-operation*. The Guidance targets DAC members and seeks to align donor support with the strategies, institutions and procedures of partner countries. The document takes a whole of government approach to integrating climate change adaptation. Ms Levine stressed the differential vulnerabilities of women and men and noted the efforts to address gender equality and women's empowerment in the Guidance.

37. **Milena Mihajlovic** (Switzerland), **Emily Esplen** (BRIDGE) and **Päivi Kannisto** (Finland) acted as discussants to Ms Levine's presentation. They encouraged the ENVIRONET to make use of already existing knowledge on gender equality and on those sectors particularly affected by climate change, such as agriculture. Participants recommended a focus on women as actors - who are able to address the impacts of climate change - and advised against viewing women solely as victims. They also stressed that "women" are not a homogenous group. It was noted that the various financing mechanisms for climate change (such as the Global Environment Facility) need to address gender equality issues much more than at present.

Third High Level Forum on Aid Effectiveness (2-4 September 2008)

38. **Alexandra Trzeciak-Duval**, Head, Policy Co-ordination, Development Co-operation Directorate, OECD, encouraged GENDERNET members to continue their efforts to ensure a focus on gender equality at the HLF-3 and in the Accra Agenda for Action (AAA). Members should consider in particular monitorable actions for the AAA and speakers for the different Roundtables. She also spoke about the plans for a gender equality focussed side event at the HLF.

Achieving the MDGs

39. **Alison Kennedy**, United Kingdom, introduced Prime Minister Gordon Brown's Call to Action which seeks to accelerate progress on achieving the MDGs. The Call to Action will be taken forward throughout 2008, including through the UN High Level Event on the MDGs on 25 September (New York). A gender equality focussed side event is also planned, during which Secretary General Ban Ki-moon will receive the 100th MDG3 Torch (see Session V).

40. In addition, the MDG Africa Steering Group has been convened by the UN Secretary General to identify the practical steps needed to achieve the MDGs and other internationally agreed development goals in Africa. OECD Secretary General Angel Gurría has pledged, upon accepting an MDG3 Torch, to use his participation in the Steering Group to raise attention to gender equality and women's empowerment and, particularly, in the Gleneagles' scenarios for investments to achieve the MDGs in the lead-up to the 25 September High Level meeting.

41. The UN General Assembly is also holding a High Level Meeting on African development on 22 September in New York, which should provide opportunities to mobilise governments to take action to implement the Africa Steering Group's recommendations.

NGO initiatives

42. **Cecilia Alemany**, AWID, invited members to participate in the 11th AWID Forum on Women's Rights and Development focussing on "The Power of Movements" (Cape Town, 14-17 November 2008). She also noted the "Funders' Forum" which will take place during the event.

43. **Nerea Craviotto**, WIDE, introduced the Women's Forum that will be held in Accra on 30 August as a preparatory meeting for the HLF-3. It will reflect on "what's next" after the HLF-3.

Financing for Development to Review the Implementation of the Monterrey Consensus

44. **Ambassador Guro Vikor**, Norway, explained that Norway and Egypt are co-chairs of the Financing for Development meeting in Doha (29 November–2 December) and that Norway intends to take gender equality forward as a priority, building on agreed conclusions from CSW and recommendations from the September 2007 preparatory expert group meeting held in Oslo. In addition, Norway and the five UN regional commissions will be organising a gender equality side event in Doha.

ii. Brief reports from members and observers on the highlights of their current key priorities and activities

45. Representatives from United Nations agencies noted that the UN reform process is shifting its focus from perceiving a gender equality entity as the sole option towards considering various solutions for successfully strengthening efforts for achieving gender equality and women's empowerment.

46. BRIDGE informed participants that two new Cutting Edge packs, on governance and care, will be available in September 2008. Forthcoming Packs will focus on climate change and social movements.

47. See also Room Document No.1 Members' Priorities and Activities.

iii. Update on developments within the DAC

48. **Bert van Geel**, Netherlands, DAC GENDERNET facilitator, introduced the DAC strategic reflection exercise (see *Terms of Reference: DAC strategic reflection exercise [DCD/DAC(2008)28/REV1]*). The exercise is being undertaken in line with the OECD Council-endorsed recommendation of the In-Depth Evaluation of the DAC and aims to respond to recent changes in the development co-operation environment. The exercise is lead by a Reflection Group but will draw on consultations with a wide range of stakeholders. Mr van Geel stated his intention to emphasise the importance of gender equality and women's empowerment in development co-operation through his active participation in this consultation process.

49. Mr van Geel also explained that the DAC has developed a common chapeau for the mandate of all subsidiary bodies, intended for long-term use. The individualised mandate for the GENDERNET, and other groups, is intended for the medium term. In addition, each subsidiary body is expected to provide information notes for each biennium based on the Programme of Work and Budget.

iv. 2007-08 programme of work and budget – progress report on results achieved

50. Ineke van de Pol, Netherlands, Chair of the aid effectiveness task team, noted that the GENDERNET's two task teams, established in 2006, on aid effectiveness and for the work on "new directions" or the revision of the *DAC guidelines for gender equality and women's empowerment in development co-operation*, had merged. Their work had converged around aid effectiveness and the implementation of the Paris Declaration.

51. The task team which set out to update the DAC guidelines had concluded that the twin track approach – gender mainstreaming and targeted interventions – of the existing Guidelines continues to be a valid and useful strategy. The team realised that rather than a revision of the Guidelines, what was needed was a statement to complement the Guidelines, focussing primarily on the opportunities for the donor community to use the implementation of the Paris Declaration’s principles and commitments to achieve gender equality and women’s empowerment.

52. This decision resulted in the completion of a consultative draft of the guiding principles on *Gender equality, women’s empowerment and aid effectiveness* [DCD/DAC/GEN(2008)1]. Dorthea Damkjaer presented the draft to the DAC on 18 April 2008. Delegates expressed support for the draft, commending its timeliness. Some suggestions for improvements were made and it was agreed that a revised version of the document would be presented to the DAC prior to the Senior Level Meeting in December 2008.

53. Three Issues Briefs on Gender Equality, Women’s Empowerment and the Paris Declaration on Aid Effectiveness have recently been finalised in English and will shortly be available in French and Spanish: “Making the Linkages”, “Finding the Entry Points” and “Innovative Funding for Women’s Organisations”. Members are invited to inform the Secretariat of how many copies they wish to have of the Issues Briefs.

54. See Room Document No. 3 Progress Report on the Implementation of the Network’s Work Programme.

v. *2009-10 programme of work and budget*

GENDERNET’s expected output result 2009-10

3. Policy and practice guidance on gender equality and women’s empowerment to strengthen the development impact of the Paris Declaration and achieve the MDGs (the focus will be on supporting partners’ efforts to broaden democratic ownership, achieve gender equality results and strengthen mutual accountability).

3.1 Identification and sharing of good practice in integrating gender equality and women's empowerment into development co-operation programmes to strengthen development impacts and achieve the MDGs.

3.2 Report on the lessons learned in applying the Paris Declaration to advance gender equality and women's empowerment and engagement with partner countries to disseminate these lessons.

3.3 Practical tools designed to support donor and partner country efforts to empower women in order to broaden democratic ownership, strengthen mutual accountability and achieve improved development results.

55. The GENDERNET will continue to focus on aid effectiveness (specifically the implementation of the Paris Declaration and the Accra Agenda for Action) in the 2009-10 biennium, building on its achievements of 2007-08. New ways of implementing the work programme are being considered. The existing task team on aid effectiveness will be dissolved. It was agreed that increased attention should be given to communicating and disseminating GENDERNET products, including in partner countries.

56. In line with the 2009-10 expected output result, the work could potentially be organised around three overarching clusters - Ownership, Mutual accountability and Results – although care would be needed to ensure that the necessary linkages were made between each cluster and to ensure that the groups did not work in silos.

57. Ireland, Netherlands and United Kingdom expressed an interest in working on managing for development results. The Netherlands also noted its possible interest in focussing on mutual accountability. Sweden expressed an interest in all three topics.

58. Some specific suggestions which emerged from the meeting of the task team on aid effectiveness (7 July) and from the *Workshop on managing, achieving and measuring gender equality and women's empowerment results* (7 and 8 July) included work on: political/policy dialogue, Issues Briefs based on the case studies and presentations at the July Workshop, integrating gender equality into programmatic approaches (including through budget support and sectoral approaches), public financial management frameworks, incentives to close the policy-implementation gap, transparency, the division of labour and good practice in gender equality assessment and evaluation.

59. Both the DAC facilitator (Bert van Geel) and members emphasised the importance of having a tightly focussed work programme which is achievable and at the same time sufficiently flexible to respond to changing needs. Decisions on the specific outputs should be based on what would be most useful to a "critical mass" of Network members and their agency colleagues.

60. It was agreed that interested members will collaborate with the Bureau **in a wider group to prepare a specific work programme proposal by the end of October 2008**, taking into account the outcomes of the HLF-3 in Accra and the UN High Level MDG meeting (both in September 2008). Ireland expressed an interest in being part of the wider group. Other members who wish to join the group are invited to inform the Secretariat.

4. Election of the Chair and Bureau

61. **Richard Carey**, Director, OECD Development Co-operation Directorate, chaired the elections. He noted that all subsidiary body Bureaus will now take up their roles on 1 January of each year.

62. Katherine Blakeslee (United States) resigned from her functions on the Bureau but will continue as an active GENDERNET member. The Director and members thanked her for her contributions to the effective functioning of the GENDERNET over several years.

63. Dorthea Damkjaer (Denmark) was re-elected as Chair. Ineke van de Pol (Netherlands) and Angela Langenkamp (Germany) were re-elected as Bureau members and Diana Rivington (Canada) was elected as a new Bureau member. Ms Rivington will officially take up her post on 1 January 2009.

