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USAID/LIBERIA GOVERNANCE AND ECONOMIC MANAGEMENT SUPPORT PROJECT (USAID-GEMS) GENDER ANALYSIS

MAY 2013

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IBI International
2101 Wilson Blvd.
Suite 1110
Arlington VA 22201- USA
Tel: 1-703-525-2277
www.ibi-usa.com

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ACRONYMS AND ABBREVIATIONS

ADGW	Administration Department Gender Workshop
ATF	Agenda for Transformation
CDP	Career Development Planning
CM	Change Management
CMC	Change Management Committee
CSA	Civil Service Agency
ECOWAS	Economic Community of West African States
EEO	Equal Employment Opportunity
GAF	Gender Analysis Framework
GBV	Gender Based Violence
GE	Gender Equality
GEFE	Gender Equality and Female Empowerment Policy
GFP	Gender Focal Point
GO	Gender Officer
GOL	Government of Liberia
GS	Gender Specialist
GSA	General Service Agency
GSDAFA	Gender and Sex Disaggregated Analysis for Female Appointees
HICD	Human and Institutional Capacity Development
HR	Human Resources
ICT	Information & Communication Technology
INGO	International Non-governmental Organization
KPI	Key Performance Indicators
LDHS	Liberian Demographic & Health Survey
LET	Liberian Education Trust
LGA	Liberian Gender Assessment
LIPA	Liberia Institute of Public Administration
MACs	Ministries Agencies & Commissions
MLG	Millennium Ladies Group
M&E	Monitoring & Evaluation
MOGD	Ministry of Gender and Development

MOPT	Ministry of Post & Telecommunications
NCDS	National Capacity Development Strategy
NBC	National Bureau of Concessions
NGP	National Gender Policy
PMP	Performance Management Plan
PMS (HR)	Performance Management System
PMS (M&E)	Performance Monitoring System
PPCC	Public Procurement & Concessions Commission
PYPP	President's Young Professionals Program
SOW	Statement of Work
STTA	Short-term Technical Assistance
TOR	Terms of Reference
TTGW	Technical Team Gender Workshop
USAID	United States Agency for International Development
USAID-GEMS	USAID Governance & Economic Management Support Project
UNMIL	United Nations Military
VCM	Visioning & Change Management

EXECUTIVE SUMMARY

The five-year USAID Governance and Economic Management Support (USAID-GEMS) project provides technical assistance to improve performance through strengthening public sector capacity in Liberia. Specifically, USAID-GEMS works with key Government of Liberia (GOL) ministries, agencies and commissions (MACs) to build management capacity, implement a comprehensive civil servant training initiative, strengthen the government’s capacity to manage natural resource concessions, facilitate the implementation of the government’s national Information and Communications Technology (ICT) policy, and operate a modern national payment system.

The USAID-GEMS Statement of Work (SOW)¹ emphasized that the “project will ensure that its outcomes are positive and beneficial for both men and women.”² The SOW also noted that “Gender inequality³ is high in Liberia, which ranks 87th out of the 102 countries listed on the OECD’s Social Institutions and Gender Index.” A human and institutional capacity-building program was recognized as “the ideal place to begin rectifying past lack of opportunity by building up individual skills and capacities in a gender equitable manner while also improving the institutional operating environment to ensure that it provides equal support to men and women.”⁴

In March of 2013, USAID-GEMS contracted a gender specialist (GS) to conduct a project-level gender analysis that would “strengthen the design and implementation of USAID-GEMS’ interventions [through the identification] of both gender-based constraints and opportunities in our work.”⁵ The gender analysis would produce recommendations as to an overall strategy to mainstream gender into the solutions packages and work plans of the project.

The GS carried out the following data collection activities: interviews with USAID-GEMS leadership, technical team, and other staff; interviews with representatives of USAID Liberia’s Gender Office, the Liberian Ministry of Gender and Development (MOGD), and other international organizations functioning in Liberia; a desk review of key USAID-GEMS documents⁶; a USAID-GEMS Administration Department Gender Workshop (ADGW) Focus Group; and a USAID-GEMS Leadership and Technical Team Gender Workshop to review and elicit feedback on the draft recommendations.

Using an adaptation of USAID’s Gender Analysis Framework⁷ (GAF), the data were reviewed to identify the considerations or gender equality issues affecting women in the context of the Liberian GOL partner institutions. The considerations identified related to

- The different roles men and women have as employees;

¹ USAID GEMS Revised SOW—Mod 3—Final

² Ibid—p. 14

³ Refer to Annex # 1: Glossary of Gender Terms for definitions of gender related concepts and terms

⁴ Ibid—p. 14

⁵ Annex # 2—Gender Specialist TOR 2013-02-04, p. 1

⁶ For complete list of documents reviewed refer to Annex # 4

⁷ Annex # 3—USAID-GEMS’ Adapted USAID Gender Analysis Framework

- Who has access to and control of resources and assets;
- Whether women and men have different daily responsibilities and whether cultural norms include “acceptable” behavior for men and women;
- Whether men and women possess the same levels of decision making;
- The extent of women’s involvement and their upward mobility in the operations of a MAC;
- The percentage of GOL’s budget allocated for gender-sensitive development initiatives within the public sector;
- Whether promoting men’s participation in the project will undermine or support women’s empowerment and autonomy; and
- How similar projects in the past have affected gender dynamics within the community at large.

As stated in the Gender and Sex Disaggregated Analysis for Female Appointees (GSDAFA), while approximately 28% of executives and deputy leaders of all GOL institutions (ministries, corporations, counties, commissions and others) are female as is the President of Liberia, 50% of Associate Justices, and 28.5% of Ambassadors⁸. Women within and outside government are still found to be underrepresented, albeit to varying degrees, in the areas of civil service jobs, access to resources to support economic development, and influence on decision making and policy development, education and healthcare.

In addition to the constraints limiting the political, social and economic development of Liberian women described in the documents cited throughout this report, four more constraints, internal to the USAID-GEMS project and its operating environment, were identified with the potential to limit the mainstreaming of gender in GOL partner institutions. USAID-GEMS commenced two years prior to the gender analysis and the maturity of the project may make it difficult to rework processes and toolkits in order to mainstream gender equality. Most of the USAID-GEMS project materials use gender-blind language or are gender-neutral. The majority of USAID-GEMS solutions packages do not appear to include remedies that will directly and specifically align with USAID and Liberian policies to increase women’s economic development. The capacity of the GOL partner institutions, and the political will of their leaders, to absorb and add gender mainstreaming to their other capacity development initiatives, may be limited. USAID-GEMS leadership and technical staff expressed confidence that the maturity and capacity of the project will instead facilitate the mainstreaming of gender.

The gender analysis identified key clusters of opportunities in the USAID-GEMS solutions packages, and within the GOL partner institutions, to mainstream gender. Gender equality performance improvement solutions, and the indicators to monitor and measure their impact, were developed based on the opportunities available and taking the constraints into consideration.

The resulting Gender Equality Strategy of USAID-GEMS is to support the economic development of Liberian women, girls, boys, and men by encouraging implementation of gender-

⁸ Gender & Sex Disaggregated Analysis for Female Appointees (GSDAFA), MOGD, 2012— p.1

sensitive performance improvement solutions in order to develop internal civil service capacity in gender.

The solutions proposed to encourage and support development of this capacity in gender on the part of GOL partner institutions are: (1) to increase the employment and promotion of women to decision-making and professional positions in order to increase the probability of inclusion of women's perspectives in policy, procedure and service design and delivery; (2) to include women as participants in Change Management (CM) workshops and as members of Change Management Committees (CMCs); (3) to contribute to more gender-inclusive financial management and governance; (4) to enlarge the number of women-owned companies and consultants in procurement pools; and (5) to increase the collection, access, quality and use of gender-disaggregated data.

Additional solutions aiming to contribute to an increase in the gender-sensitivity of GEMS technical areas as well as GOL partner institutions are: (6) to ensure all Key Project Indicators (KPIs) are gender sensitive; (7) to engender USAID-GEMS documents and toolkits; (8) to encourage conferences or camps for female teenagers/students to increase their readiness for employment in traditionally male positions; (9) to include gender on agendas of USAID-GEMS technical and communities of practice meetings; and (10) to provide gender analysis training for all USAID-GEMS technical staff and GOL counterparts/managers. A possible solution for the concessions function would be to encourage representation of a group engaged in women's land rights among the stakeholders who will push forward the implementation of the USAID-GEMS cadastre under discussion.

The enhanced gender capacity of GOL partner institutions could better fit them to

- Increase public and civil service sector employment and mobility of women and men;
- Encourage a greater number of high performing female role models in executive, professional and technical or administrative positions;
- Provide outreach to young women to demystify traditionally male jobs and increase understanding of how to prepare for desired careers;
- Enhance the probability of inclusion of women's and men's perspectives in decision making and policy development;
- Represent the opinions and needs of women and men in GOL partner service design and implementation;
- Increase gender-specific impacts on a large proportion of those women and men engaged in Liberia's the economic sectors; and
- Provide access to information, technical assistance, training, credit, land, and employment opportunities to both women and men.

USAID-GEMS leadership and technical staff will determine which of the gender equality solutions and indicators will be integrated into the USAID-GEMS work plans and Performance Monitoring Plan (PMP) at the FY 2014 planning process to be conducted in July 2013. Subsequently agreed upon initiatives will be presented to representatives of partner GOL institutions for consideration for inclusion into their own work plans.

I. BACKGROUND

USAID-GEMS

The five-year USAID Governance and Economic Management Support (USAID-GEMS) project provides technical assistance to improve performance through strengthening public sector capacity in Liberia. USAID-GEMS is implementing an economic governance capacity building program that targets human and institutional capacity building within GOL MACs under the three thematic areas of

1. Managing national resources effectively,
2. Building national wealth, and
3. Promoting equity and youth empowerment.

Specifically, USAID-GEMS works with key MACs to build management capacity, implement a comprehensive civil servant training initiative, strengthen the government’s capacity to manage natural resource concessions, facilitate the implementation of the government’s national ICT policy, and operate a modern national payment system with the following objectives:

- **Objective 1:** Management systems and key organizational functions operate in conformity with international good practice standards.
- **Objective 2:** Institutional capacity of Liberian Institute of Public Administration (LIPA) is enhanced to provide targeted training to GOL personnel responsible for key management functions.
- **Objective 3:** GOL institutions are able to use ICT more effectively and efficiently.
- **Objective 4:** Management of natural resource concessions is more efficient, effective, and transparent.
- **Objective 5:** GOL is able to utilize a national payment system in line with international and regional standards.

In the USAID-GEMS SOW, it was emphasized that the “project will ensure that its outcomes are positive and beneficial for both men and women.”⁹ The SOW also noted “Gender inequality is high in Liberia, which ranks 87th out of the 102 countries listed on the OECD’s Social Institutions and Gender Index. Women have arguably borne the brunt of the 14-year civil war and remain the most vulnerable group in society, as evidenced by the perpetuation of gender-based violence (GBV) and the prevalence of adolescent marriages. 56% of Liberian women have not attended school and only 18% of girls graduate from high school, compared with 25% of boys.”¹⁰

A human and institutional capacity-building program was recognized as “the ideal place to begin rectifying past lack of opportunity by building up individual skills and capacities in a gender

⁹ Op cit— p. 14

¹⁰ Ibid—p.14

equitable manner while also improving the institutional operating environment to ensure that it provides equal support to men and women.”¹¹

In March of 2013, USAID-GEMS contracted a gender specialist to conduct a project-level gender analysis that would “strengthen the design and implementation of USAID-GEMS’ interventions [through the identification] of both gender-based constraints and opportunities in our work.”¹² The Terms of Reference (TOR) also states “After current gender-based constraints and opportunities present in the USAID-GEMS’ operating environment are identified, the project’s leadership and advisors [would] have better data with which to develop a strategy to identify overall gender targets and objectives for the project and incorporate these considerations into the institutional solutions packages and upcoming work plans for both Wave I and II MACs. Both the gender analysis and subsequent project-level gender strategy will bring the project into alignment with...USAID’s Gender Equality and Female Empowerment policy.”¹³

USAID GENDER EQUALITY & FEMALE EMPOWERMENT (GEFE) POLICY

A Liberian Gender Assessment (LGA)¹⁴ was conducted for USAID in 2009 and concluded that the greatest deficits in opportunities and access for women and girls occurred in the areas of Health, Education, Economic Status, Institutional Participation and Rule of Law. The deficits for all women were estimated at 300% of the deficits for all men although for both genders the deficits were not spread equally or uniformly across all classes and kinship groups. These conclusions are supported by information provided in the National Gender Policy¹⁵ (NGP) of Liberia and the Agenda for Transformation¹⁶ (ATF).

The report recommended that USAID mainstream gender in all of its programming and in all sectors of its Country Assistance Strategy. Recommendations of the GEFE that are specific to the USAID-GEMS partner GOL institutions relate to *Economic Well-Being and Income Generation*, particularly access to economic opportunities and resources for the majority of Liberian women and girls and certain classes and groupings of Liberian men.

In 2012 USAID released the GEFE¹⁷ policy with provisions closely related to those recommended by the LGA and similar studies conducted in a variety of other countries. The GEFE summarizes the major finding of the studies and related research as follows: “No society can develop sustainably without increasing and transforming the distribution of opportunities, resources, and choices for males and females so that they have equal power to shape their own lives and contribute to their communities.”¹⁸ The GEFE policy concludes, “A growing body of

¹¹ Ibid— p. 14

¹² Op Cit, p. 1

¹³ Ibid— p. 2

¹⁴ Gender Assessment USAID / Liberia, May 2009

¹⁵ National Gender Policy, Liberian Ministry of Gender and Development, 2009

¹⁶ AFT Liberia’s Medium Term and Economic Growth and Development Strategy (2012–2017)

¹⁷ Gender Equality and Female Empowerment Policy, USAID, 2012

¹⁸ Ibid— p.3

research demonstrates that societies with greater gender equality experience faster economic growth, and benefit from greater agricultural productivity and improved food security.”¹⁹

In the GEFE, USAID proposes three overarching outcomes for its work that are especially important for people who are excluded because of gender:

- Reduce gender disparities in access to, control over and benefits from resources, wealth, opportunities and services – economic, social, political, and cultural;
- Reduce gender-based violence and mitigate its harmful effects on individuals and communities; and
- Increase the capability of women and girls to realize their rights, determine their life outcomes, and influence decision-making in households, communities, and societies.²⁰

The NGP echoed these findings and called upon the all agencies of the GOL to adopt strategies including:

4. Developing incentive frameworks to improve the earning potential of poor women and men for improved productivity and output;
5. Developing and implementing interventions that respond to diverse livelihood needs of women and men;
6. Devising and implementing affirmative action to bring more women into the public and private sectors and give women employees special attention in training and mentoring;
7. Enacting and enforcing laws against gender discrimination in the labor market and developing workplace policies with regard to working conditions and sexual harassment;
8. Developing interventions to ensure compliance with ECOWAS²¹ Protocol on Free Trade Movement of Goods and People and provide training to Customs, Security and Immigration Officers at border posts; and
9. Developing interventions that promote the eradication of child labor with emphasis on the exploitation of the girl child and take stringent measures against sexual exploitation and abuse of women engaged in cross-border trade.²²

GEMS APPROACH TO GENDER EQUALITY

In alignment with the strategies of USAID and the NGP for Liberia, the final version of the USAID-GEMS SOW proposed an approach “to develop internal civil service capacity in gender, including:

- “Assessing and comparing the respective roles of women and men in institutions receiving USAID-GEMS assistance;

¹⁹ Ibid— p. 1

²⁰ Ibid— p. 1

²¹ Economic Community of West African States (ECOWAS)

²² Op cit— p.18

- “Analyzing the extent of women’s involvement and their upward mobility in the operations of MACs;
- “Analyzing the percentage of GOL’s budget allocated for gender-sensitive development initiatives within the public sector, as emphasized in the World Bank’s gender-sensitive budgeting initiatives currently in effect in Liberia and to support, when feasible, the capacity-building efforts currently underway in the government to design a gender-responsive budget;
- “Working with the CSA and the Governance Commission’s functional review of MACs to improve gender balance in staffing and operations; and
- “Working with LIPA to develop training programs specifically targeted towards the identified career development needs of women working in the public sector.”²³

²³ Op cit— p. 18

II. METHODOLOGY

The USAID-GEMS TOR for the GS requires that “In order to strengthen the design and implementation of USAID-GEMS’ interventions, both gender-based constraints and opportunities in our work need to be identified through a comprehensive gender analysis.”²⁴ The gender analysis will identify “current gender-based constraints and opportunities present in the USAID-GEMS operating environment [with the aim] to develop a strategy to identify overall gender targets and objectives for the project and incorporate these considerations into the institutional solution packages and upcoming work plans for both Wave I and II MACs.”²⁵

The overall purpose of the gender analysis would be “to develop a comprehensive USAID-GEMS gender strategy [and] to incorporate gender considerations into the action plans for each of the project’s five objectives.”²⁶

GENDER ANALYSIS FRAMEWORK

USAID’s Gender Analysis framework²⁷ (GAF) was adapted to the USAID-GEMS context and utilized as the basis of the analysis. It must be noted that the TOR did not seek a gender assessment or audit of the project itself which would have required the development of a gender competency framework to be used as a set of standards against which the project’s design, tools, and human resource capacity to mainstream gender equality into the project’s own operations and team could be assessed. Gender competencies have been developed for the USAID-GEMS project, however, and included in the Gender Solutions and Indicators Framework.²⁸ Additionally, a sample of a gender assessment/audit, describing a variety of gender competencies, can be accessed at USAID-GEMS’ Google Docs repository.

The GS met with USAID Liberia’s Gender Officer (GO) to be updated on the status of USAID Liberia’s Gender Policy and to review the approach to the gender analysis. The GO also spoke at the Gender Technical Team Workshop to provide an update on the USAID gender policy and answer questions primarily about gender indicators.

The adaptation of USAID’s GAF for USAID-GEMS uses the following questions to identify the gender-based constraints and opportunities in the USAID-GEMS operating environment:

First Question: How will the different roles and the status of women and men within the Liberian Public Service partners’ workplaces affect the work to be undertaken?

The purpose of the first question is to ensure that:

- Differences in the roles and status of women and men are examined, and

²⁴ Op cit— p. 1

²⁵ Ibid—p. 2

²⁶ Ibid p.2

²⁷ Annex # 3: USAID-GEMS Adapted USAID Gender Analysis Framework

²⁸ Annex # 6: GEMS Gender Solutions & Indicators Framework

- Any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design.

Second Question: How will the anticipated results of the work of the Liberian Public Service partners affect women and men citizens differently?

The second question calls for another level of analysis in which the anticipated programming results are fully examined to discern the possible different effects on women and men, and project designs and tools are adjusted as necessary to ensure equitable and sustainable project impact.

Specifically:

- Do men and women have different roles as employees in the Liberian Public Service?
- Who has access to and control of resources and assets?
- Do women and men have different daily responsibilities?
- Do cultural norms include “acceptable” behavior for men and women?
- Do men and women possess the same levels of decision making?
- What is the extent of women’s involvement and their upward mobility in the operations of MACs?
- What is the percentage of the GOL’s budget allocated for gender-sensitive development initiatives within the public sector?
- Will promoting men’s participation in the project undermine or support women’s empowerment and autonomy?
- How have similar projects in the past affected gender dynamics within the community at large?

Within USAID-GEMS, the main focus of the gender analysis will be on the five “back-room” functions of Procurement, Human Resources (HR), Financial Management, Asset Management, and ICT, as well as Monitoring and Evaluation (M&E). Some review of programming functions will be carried out and appropriate recommendations made as well.

DATA COLLECTION/ANALYSIS ACTIVITIES

The schedule of data collection and analysis activities is as follows:

1. Key interviews with USAID-GEMS leadership, technical team, and other staff;
2. Key interviews with representatives of USAID Liberia’s Gender Office, the Liberian MOGD and other international organizations functioning in Liberia;
3. Desk review of key USAID-GEMS documents;²⁹
4. Administration Gender Workshop/Focus Group; and
5. GEMS Leadership and Technical Team Feedback Workshop.

²⁹ For complete list of documents reviewed refer to Annex # 4

III. FINDINGS AND CONCLUSIONS

GENDER CONSIDERATIONS

There is little data systematically collected and analyzed within GOL partner institutions. Many of the Gender Considerations findings here are based on WAVE I institutional assessment reports or personal observations validated by a number of respondents. USAID-GEMS has initiated activities with GOL partners in stages, with Wave I commencing in early 2012 and Wave II in February 2013. Another Wave II group is scheduled for May 2013. Wave II assessments and later perception surveys will include questions aimed to validate or elaborate upon the information included.

1. Do men and women have different roles as employees in the Liberian Public Service?

According to the MOGD³⁰, approximately 28% of the Ministers, Deputy Ministers, Assistant Ministers and equivalent public sector leaders of all GOL institutions (ministries, corporations, counties, commissions and others) are female. 31% are Ministers or heads of other agencies, 27% are deputy heads, and 26% are assistant heads. In addition, 50% of Associate Justices and 28.5% of Ambassadors are women.²⁴

Similar data is apparently not collected nor available on civil society positions but it is estimated that the percentage is the same or even lower with the majority of female incumbents in the technical/administrative/support tier of GOL employment.

All respondents reported that they observe a predominance of males, sometimes as much as 95% to 100%, in what are regarded as traditionally male roles, such as managerial, professional and technical specialist fields in ICT, environmental management, M&E, engineering, financial management and governance, and as extension agents. Males also dominate in the support roles of drivers, laborers, and store men.

2. Who has access to and control of resources and assets?

Most GOL partner employees, whether male or female, have little access to resources, according to USAID-GEMS respondents. They universally reported that the heads of MACs, and occasionally their deputies, control the disbursement of most financial resources and assets. There seems to be no difference depending on gender. Procurement, human resources, and finance functions are frequently observed as serving as processing mechanisms to document decisions and interventions already made and carried out by these most senior managers.

This imbalance is seen in access and control of all types of resources, whether vehicles, gasoline or equipment. In its 2012 Annual Report, the MOGD reports that the Minister and one Deputy Minister attended 14 out of a total of 21 conferences and training events that were available to the MOGD in 2012. Some of the events attended were training activities more appropriate to the needs of junior staffers or specifically for particular technical functions. Other MACs were also reported by USAID-GEMS respondents as sending executive level personnel on a similar or even greater percentage of such trips.

²³Gender and Sex disaggregated Analysis for Female Appointees (GSDAFA), MOGD 2012

3. Do women and men have different daily responsibilities?

At the Executive and Manager level, both male and female leaders have similar roles and responsibilities, although respondents reported more instances of female leaders consulting other senior staff when making decisions. Frequently, and especially for positions below the level of Executive and Senior Managers, there are not documented position descriptions and responsibilities.

In the Public Procurement and Concessions Commission (PPCC), where the head of Commission, one commissioner, and a majority of professional level positions are reported by USAID-GEMS staff respondents as occupied by women because it is “generally understood that women are less likely to be tempted than men.”

USAID-GEMS staff respondents also reported that other women employees of GOL institutions are primarily seen performing administrative, secretarial, and housekeeping roles, while men appear to dominate in the professional, technical, and what are referred to as “blue collar” functions.

The GS and other respondents observed women in the positions of Directors of Departments serving tea or coffee to other staff members or reported them performing administrative and secretarial functions.

4. Do cultural norms include “acceptable” behavior for men and women? Do men and women possess the same levels of decision making?

Liberia is very much a society in transition with variations in the rate of change according to region, or whether urban or rural areas. A focus group of 17 male and 5 female adults between the ages of 20 and 50, primarily in lower level technical, and all types of administrative, positions discussed gender roles and attitudes in society and at work.

The group agreed strongly on the “must do” roles for both women and men, which are demanded by society and tradition. Men in the group stated that their “must do” roles were: work and earn income, provide for needs of family, take care of kids, keep everyone together, pursue a profession/education, protect family at all times, marry and own property. Women reported that their “must do” roles were: cook, clean, take care of kids, learn, do everything to keep my family together, love family, provide financial support, and pray for family.

When asked to reverse roles, men reported that if they were women they “could”: work to supplement family income, pursue a professional career and education, take care of family, have kids, prepare breakfast before going to work, keep house clean, keep beautiful, and service man regularly. Women reported that if they were men they could: sleep, eat, give orders, be a faithful husband, enjoy life, spend money wisely, prioritize my family’s needs, respect women, and help more at home.

5. Women stated they saw the list of female “could” roles as what men required of them and as serving the interests of the men while limiting the roles of women. Much discussion occurred in relation to the roles that women reported they “could” do if they were men. Men in the group stated that this list implied that women were not permitted or not encouraged to do these things by men. Women stated they did not have sufficient time to do these things. Men in the group also saw the women’s list as “sarcastic” and critical of

men when it included giving orders, being a faithful husband, spending money wisely and prioritizing family needs. Several men stated that this implied that men “should” do these things but didn’t.

While cultural norms may differ by class, urban or rural location, level of educational attainment and experience, USAID-GEMS leadership saw this group as fairly representative of a large, cross-section of urban Liberians in transition from the more traditional societies described in the LGA and a study by Victoria Furst in 2008.³¹

6. What is the extent of women’s involvement and their upward mobility in the operations of MACs?

No MAC was reported as having a career planning function and there is very little data available about upward mobility of either women or men in MACs. It was reported by many respondents that many of the appointments of women to the executive/senior manager levels in MACs today have been made since the election of the first female President of Liberia. Public service officials are political appointees. A large group of highly educated women, many of them former classmates who survived the conflict era either by living outside the country or by virtue of their class and status, serve as a proactive network to recruit and promote candidates for these appointments.³² Few, if any, equivalent networks seem to exist and function within the civil service.

7. What is the percentage of GOL’s budget allocated for gender-sensitive development initiatives within the public sector?

Interviewees and a review of USAID-GEMS documents indicated that little money is apparently allocated for gender-sensitive development initiatives within the public sector. There is anecdotal information that contradicts this finding, but no budget or expenditure report data was found. The opportunities section provides examples of non-developmental GOL gender-related initiatives to date.

Annually an approximate \$1,000,000 is provided from the public purse to cover salary and operating costs of the MOGD. However according to the MOGD Annual Report of 2012 most of the funds for its programming and services are provided by international donors. Each of the GOL MACS that USAID-GEMS works with, except for the newly formed National Bureau of Concessions (NBC), has a gender focal point (GFP). This program was initiated by the MOGD to provide expertise in gender mainstreaming to GOL institutions. However, all of the GFPs have existing additional positions and responsibilities, which often take precedence. No funding is provided for them to conduct gender-related activities.

The President heads a group, the Liberian Education Trust (LET) to sponsor education initiatives for girls but its funding is reportedly raised privately.³³

8. Will promoting men’s participation in the project undermine or support women’s empowerment and autonomy?

³¹ This is the Time to Get in Front: Changing Roles and Opportunities for Women in Liberia”, 2008, Oxford Journals, Volume 107, Issue 427, Pp. 201-224

³² Reported by a USAID-GEMS staff member who is a member of the network concerned

³³ LET manages some funds for girl’s tertiary education funded privately by IBI International Inc.

Significant donor and International Non-governmental Organization (INGO) funding has been provided to address issues of gender inequality in Liberia in the last decade and there is much media coverage and discussion of the issue. The MOGD has grown in size and influence and initiated programs to address many issues of marginalized women and men, boys and girls.

The result has been considerable awareness of the issue of gender equality but with varying and often conflicting understanding of what it means and how to achieve it.

Respondents and participants in the Administration Department Gender Workshop (ADGW) often spoke in favor of girls' and boys' equal access to education and the rights of women to undertake traditionally male jobs, but were not so comfortable at times with the increased independence of their own wives, girlfriends or daughters.

Respondents also reported that male ministers and heads of USAID-GEMS partner institutions are aware of the need for greater equality for women, but profess ignorance of how to go about achieving it. At the same time, the leaders conveyed concerns, allegedly on the part of other male GOL employees, about women taking men's jobs away from them.

According to a member of the MOGD³⁴ staff, the proposed Parity Law³⁵ that would have required 30% of public sector and civil society positions be allocated to women, was not presented to the Liberian congress due to a debate over whether the male President of the Senate or a group of women representatives would present the legislation. The Senate President has the responsibility to present such legislation and was very supportive of it but the female representatives would not allow it to be presented by a man.

However, in the town of Harper in Maryland County the Millennium Ladies' Group (MLG) has formed, led by a female manager of a local bank. The MLG, which formed of its own volition, collects contributions from amongst its members and uses the funds to sponsor disadvantaged children to go to school and civic activities, such as beach conservation and mobilizing local UNMIL³⁶ forces to provide trucks to transport coconut trees, sand and other materials. A local men's group, the Harper Gentlemen's Club, provided leadership, training and funding to the MLG.

9. How have similar projects in the past affected gender dynamics within the community at large?

The 2007 Liberia Demographic and Health Survey (LDHS)³⁷ estimated that “for women aged between 15 and 49, 44% had experienced physical violence since they were 15 years old, 29% reported physical violence in the previous 12 months, and 17.6% reported sexual violence in their lifetime.”³⁸

³⁴ Individuals and GOL institutions are often not named because confidentiality was requested.

³⁵ MOGD Annual Report 2012 – p.18

³⁶ Reported by Delawit Amelga, Gender Consultant to UNWOMEN.

³⁷ “Liberia Demographic and Health Survey”, Liberia Institute of Statistics, 2007 funded by USAID, UNDP

³⁸ NGP, MOGD— p. 13

International donor and INGO funding has been provided to address issues of gender inequality and violence in Liberia in the last decade; there is much media coverage and discussion of the issue.

Local non-governmental organization and women's groups have started initiatives to raise awareness of gender issues and increase women's access to job skills training, literacy and health care. Programs by the World Bank, INGOs, the MOGD, and some private sector organizations have increased the number of girls in school and mitigated and addressed incidents of GBV and child abuse.

There is anecdotal information indicating that there has been less effect of these initiatives on gender dynamics across rural communities. There has been an increase in the number of female-headed households as a result of the war and the movement of males to the urban areas seeking employment without a corresponding increase in employment opportunities apart from agricultural work or market trading. There has been very little evidence-based research in changing gender dynamics, with the exception of the study conducted in 2008 by Victoria Furst. Furst documented the increase in the percentage of female-headed rural households to 30% with few remittances reported being sent back home by males who moved to the urban areas.

Greater changes in behavior and dynamics appear to be taking place among younger populations in Monrovia and other larger urban communities. The Furst study also documented the increase in jobs for females in the urban areas provided by the international peacekeeping and development sectors.

CONSTRAINTS

In addition to the cultural, political and financial constraints described in the gender considerations section, analysis of background materials, USAID-GEMS assessments, work plans, and solutions packages, interviews with advisors and Technical Team members from each functional area resulted in the identification of additional constraints internal to USAID-GEMS project and its operating environment.

1. The USAID-GEMS project commenced two years prior to the gender analysis. It is now at a mature stage of project consolidation and expansion with significant achievements, established mechanisms, a complete staffing structure and experienced staff working at considerable capacity. It may provide difficult to rework processes and toolkits at this stage in order to integrate gender, especially those already adopted by GOL partner institutions or, as with the "Government of Liberia Standing Orders for the Civil Service", endorsed by the Cabinet. As stated above, when this constraint was discussed with USAID-GEMS leadership and the Technical Team, a rich conversation followed and resulted in conclusions that this same project maturity and the capacity of the project team could also provide opportunities for expansion and integration of solutions, especially those that complement existing solutions. Subsequently, the group added considerably to the list of proposed solutions and has participated actively in follow-up activities.
2. Most GEMS assessment materials, collected information and data, and solution packages developed to date through the GEMS project use gender-blind language and ignore the gender dimension or are gender-neutral in that they are not designed to have differential positive or negative impact for gender relations or equality between men and women. The

major exception is the plan within LIPA to “identify and consider the structural and cultural conditions that limit women’s training opportunities when they plan projects and activities” (See ADS 201.3.9.3)”. A short-term Gender Mainstreaming Specialist is being recruited to design and conduct training to address gender equality and mainstreaming issues in LIPA. It must be noted that this lack of gender-sensitivity in language and materials is not surprising given its exclusion from USAID-GEMS’ SOW.

3. Apart from the LIPA example above and the inclusion of Equal Employment Opportunity (EEO) Policy and sexual harassment clauses in the CSA Standing Orders and HR Policy and Procedures Manual, the solutions packages do not appear to include remedies that will directly and specifically align with USAID and Liberian gender policies to increase women’s economic development and to be a strategic lever for women’s participation and productivity. Female GOL managers and technical staff can play a very important role in encouraging and mentoring other women to attempt careers in the Public and Civil Services, and as a result provide greater opportunity for the perspectives of women as well as men to be included in policy, procedure, and service design and implementation.
4. A constraint external to the project is the absorption capacity of the partner GOL institutions and the political will of their leaders. Liberia is a very popular donor and investment target currently. GOL institutions are seen by many as the primary and most open vehicles for the disbursement of these resources; e.g., USAID-GEMS GOL partner organizations play a significant part in the economy of Liberia. The GOL partners’ capacities to usefully absorb these vary and are quite often reported as limited. The political will sometimes be there but is equally constrained by capacity issues as well as considerations of power and self-interest.

OPPORTUNITIES

Mainstreaming gender into institutions, policies, guidelines, and even societies is not overly complex, especially if change is already taking place in a society and there is political will on which to build. The conflict in Liberia has left a legacy of GBV, but it has also resulted in increased numbers of female-headed households and its aftermath has contributed to the election of a female President. Opportunities exist for educated and committed women to fill positions in business and government vacated by the death or the emigration of men during the conflict.

Intentionally providing men and women with opportunities to contribute their particular perspective to discussions and decisions may have far-reaching and ongoing impact in making those decisions more relevant to the needs of all citizens. So can simple but nuanced interventions, such as making language inclusive so that women see themselves reflected in materials or demystifying jobs and encouraging girls to prepare for them, in addition to publicizing job openings.

There are key opportunities in the USAID-GEMS solution packages to mainstream gender within the GOL partner institutions. Additionally, each of the identified constraints provides opportunities. The maturity of the project provides more experience and engagement in addressing GOL partner capacity issues, and the capacity of the team itself could enable quicker integration. As stated in the Technical Team Gender Workshop (TTGW), “the more complex the project the more variety [of experiences and expertise] required. Imbalance and inequality

will only lead to unsustainable solutions.” Engendering language is not complicated if a model is provided. The number of solutions that are directly and specifically in alignment with USAID and GOL gender policy can be augmented by a few solutions that have potential for strategic impact and easy integration. The purpose of USAID-GEMS is to increase institutional capacity and additional solutions can be more readily absorbed when introduced in synchronization with the increasing competency of the GOL partners.

Opportunity Number 1: All partner MACs except for the NBC have assigned Gender Focal Points (GFPs). The TOR for the GFPs at the Ministry of Post and Telecommunications (MOPT) includes responsibilities such as to liaison between the MOPT and the Ministry of Gender & Development (MOGD). The GFPs should also schedule, conduct and facilitate seminars on Gender issues, in collaboration with the training unit of the HRM Bureau, and assist in developing, customizing and maintaining related training support materials. Other GFP TORs are similar. While more junior designates are often sent to GFP meetings and training sessions at the MOGD, many of the GFPs hold senior, decision-making positions. The MOGD is willing to convene meetings between GFPs and pertinent staff of USAID-GEMS and partner GOL institutions, especially in the Human Resource and Training sectors.

Opportunity Number 2: The Standing Orders of the Liberian Civil Service include Gender Equity and Equality as interventions to support the mission statement of the Civil Service Agency (CSA). The Human Resource Policy and guidelines of the CSA, to be applied to all GOL institutions, encourage fair and transparent hiring as well as career planning. Approximately 30% of public service appointees at the agency of the head and deputy level are well-qualified women who bring their perspectives and awareness of women’s needs to the MACs they lead.

Opportunity Number 3: There is a growing focus on encouraging girls to consider positions and careers in sectors that are traditionally see as “male”. The MOPT supports an annual “Girls in ICT” event and there are some females in senior technical and financial positions to serve as role models and informants about traditionally male jobs. The MOGD has provided job skills training to girls in fields such as bartending, driving and mechanics. The Barefoot College of India plans to open a community college in Liberia providing low-cost training in trending technical areas, including solar power, ICT and environmental engineering. The University of Liberia is offering e-learning courses in ICT. The President’s Young Professional Program (PYPP) provides extended application periods to encourage a wider range of applicants and accepted 40% of women applicants into its last cycle.

Opportunity Number 4: LIPA has adopted objectives to increase the number of female participants in its training programs and to provide training in gender awareness. USAID-GEMS is recruiting a short-term Gender Mainstreaming Specialist to provide “support in developing LIPA’s capacity to mainstream gender-responsive issues and concerns into training, research and consultancy programs, thereby contributing to women’s empowerment and access to local and national decision-making processes. The specialist will also develop modules for a gender mainstreaming course at LIPA designed in tandem with CSA and the Ministry of Gender to meet GOL requirements for its civil servants.”³⁹

Opportunity Number 5: USAID-GEMS vision and change management process provides many opportunities to capitalize on the synergy of men and women’s perspectives. As the

³⁹ SOW for USAID-GEMS Gender Mainstreaming Specialist STTA for LIPA

implementation of the process is rather advanced, the main opportunity still available would be to encourage larger representation of women in the remaining Visioning and Change Management (VCM) workshops and in the ongoing Change Management Committees (CMCs).

Opportunity Number 6: USAID-GEMS M&E function collects gender-disaggregated data and is very open to encouraging GOL partner institutions mainstream gender into M&E frameworks and data collection and analysis. At the TTGW on May 8, 2013 the USAID Gender Officer (GO) proved guidance on USAID's gender policy application and its focus on indicators to reduce gaps. There will be a mission to conduct a gender analysis between May and July and integrate findings into the Cooperating Development Country Strategy for 2010–17. USAID-GEMS has funding available for PMP studies into gender specific issues.

Opportunity Number 7: There is an apparent lack of women in financial management and governance functions in GOL partners, apart from the PPCC. USAID-GEMS has funding available for research into women's participation in financial governance functional areas.

Opportunity Number 8: The openness of the USAID-GEMS leadership and technical functions to incorporate gender mainstreaming their proposals has been demonstrated, citing initiatives that the project itself can undertake. The willingness of staff from M&E, ICT, Finance, Procurement and Asset Management to participate in outreach to girls and women to encourage their interest in, and knowledge of, traditionally male positions has already resulted in plans for an event to begin that outreach.

Opportunity Number 9: There are regular communities of practice meetings about topical issues in functions across MACs. In addition, there are weekly USAID-GEMS technical team meetings. Gender could become a regular item on the agendas of these meetings.

Opportunity Number 10: There is a current focus on the role of some governments and the international community relating to property and inheritance rights in Africa. USAID is funding a land-desk at the MOGD, and Landessa, an INGO specializing in women's land rights, is working with the MOGD to convene a Women's Land Rights Task Force. The USAID-GEMS' concession function is in the process of updating its work plan. One initiative being considered is included in the report of a cadastral expert who recently conducted a short-term technical assistance (STTA) for USAID – GEMS. The report calls for a Presidential Concessions Task Force to be formed to spearhead the implementation of a national concessions cadastre. This will be a large, multi-stakeholder effort of which GEMS may play a part still to be determined. There may be further opportunities within the roadmap for integrating gender considerations and the cadastre itself is a tool that will impact the livelihoods of women and other marginalized populations to the extent that it will allow the GOL to avoid or plan for overlapping land uses and property rights.

IV. RECOMMENDATIONS

INTEGRATION OF GENDER CONSIDERATIONS INTO INSTITUTIONAL ASSESSMENTS AND SURVEYS

Gender-sensitive questions⁴⁰ were developed to be integrated into the assessments tools of the M&E, Human Resource (HR), Asset Management, Information and Communications Technology, Financial Management, and Procurement technical functions, as based on the review and analysis of assessment reports, work plans and solution packages of Wave I institutions, and the gender considerations that were identified in that process. Instructions were provided for their administration in both Wave I and II institutional assessments.

In a subsequent meeting of Wave I Focal Points, the team decided on a method and specific responsibilities for retroactively applying the questions to the assessments of the GOL institutions conducted in 2012. HR will collect demographic information from all Wave I institutions. HR and Functional Teams will share responsibility for additional HR related questions. The M&E team will administer all M&E questions. Functional teams will take responsibility for additional questions, either as part of the assessments or for inclusion into surveys. Assessment responses will be recorded on the sheets provided and returned to the Senior Program Coordinator by July 10 at the latest.

Questions were developed to be included in upcoming Procurement and Human Resource Perception Surveys and a Training Survey to be conducted commencing in June. The M&E team will work with functions to finalize the possible questions for inclusion into surveys.

Examples of survey questions developed are:

Procurement

1. Do you encourage women-owned companies and consultants/service providers to register for small value, restricted databases?
2. How do you register?
3. What is the gender breakdown of the registrations?
4. Identify the last 3-5 women-owned companies/individuals to register.
5. Do you reach out to females?
6. If so, when was last time?
7. Should women be represented on the Procurement Committee?
8. Are all procurement positions open to males and females?

⁴⁰ Annex # 5 – Gender Sensitive Assessment Questions

Human Resources

1. How did you first become aware of the position you are in?
2. What were the last 3 positions you saw advertised?

EEO

1. Are you aware of the EEO policy?
2. Are you aware of the discrimination/harassment policy?
3. How does one use the complaint procedure?

Career Planning

1. Does management ever ask you about the next job you are interested in?
2. When did your supervisor last ask you about your career plans/hopes?
3. Do you think your gender is a handicap in getting a particular job?

Training Policy

1. Are training opportunities made available to you?
2. If yes, which ones, what kinds? – Mgt./Prof./Tech. Support?
3. Are gender topics integrated?
4. How does LIPA proactively gather PDPs from other MACS?
5. Did you attend a course recommended by your supervisor?
6. What is LIPA's gender policy?
7. How does LIPA share training planning and interventions?
8. Have you been able to use/apply training when you get back to the workplace?
9. Does LIPA offer training that helped you with/do your job? Better?
10. How did you learn about the training you attended? Survey or post-training forms?

COMPREHENSIVE GENDER STRATEGY

USAID's Gender Equality and Female Empowerment Policy advocates the following change management principle: "When promoting change to the fundamental way in which people live, it is beneficial that the target group can identify with those promoting the change."⁴¹ Women and men need people like them a role models and change leaders. GEMS Technical Team members have found that the more complex the situation, the more variety [of experience and expertise] required. Imbalance in perspective and contributions will lead to unsustainable solutions. Male and female perspectives are essential to appropriate decisions and effective policy.

USAID's (NCDS) states clearly:

⁴¹ USAID Gender Equality and Female Empowerment Policy – web-site www.usaid.gov

“Capacity development efforts will be informed by and promote gender equality—As investments are made in education and skills development, it is important to recognize and challenge gender stereotypes that generally reduce opportunities for women. All skills development programs shall be open to both men and women depending upon their inclination, aptitude and willingness to work, regardless of gender. As such, women and men shall be afforded with equal opportunities in all capacity building efforts.”

Pointing to a clear strategy for mainstreaming gender into the USAID-GEMS project are these principles and the synergy between the economic development and governance responsibilities of partner MACS, the institutional performance improvement objectives and work of USAID-GEMS, and the identification by USAID and the GOL of the economic development of women and girls, men and boys as a clear national priority.

Strategy

The Gender Equality strategy of USAID-GEMS is to support the economic development of Liberian women, girls, boys, and men by encouraging implementation of gender-sensitive performance improvement solutions in order to develop internal civil service capacity in gender.

The enhanced gender capacity of GOL partner institutions will enable them to:

- Increase public and civil service sector employment and mobility of women and men;
- Encourage a greater number of high performing female role models in executive, professional and technical/administrative positions;
- Provide outreach to young women to demystify traditionally male jobs and increase understanding of how to prepare for desired careers;
- Enhance the probability of inclusion of women’s and men’s perspectives in decision making and policy development;
- Represent the opinions and needs of women and men in GOL partner service design and implementation;
- Increase gender-specific impacts on a large proportion of those women and men engaged in Liberia’s the economic sectors; and
- Provide access to information, technical assistance, training, credit, land and employment opportunities to both women and men.

GENDER EQUALITY SOLUTIONS AND INDICATORS

The specific gender equality performance improvement solutions and the indicators to measure their impact are described below.

Solutions & Indicators⁴²

1. **Monitoring & Evaluation**—Contribute to an increase in collection, access, quality and use of gender-disaggregated data.
 - Encourage disaggregation by gender of M&E data by GOL partner institutions. Design a toolkit to help GOL managers and technical staff to understand and utilize gender disaggregated data. Train personnel of GOL partner institutions to use disaggregated data to analyze and plan.

Indicators:

Output: Percentage of GOL partners disaggregating M&E data

Outcome: Percentage of GOL partners developing policies, procedures and services that integrate gender by taking into account both the differences and inequalities between women, men, boys and girls

- Ensure all KPIs are gender-sensitive to enable decisions about the effectiveness of measures to increase gender sensitivity in all technical areas. Ensure GEMS M&E function have sufficient human capacity to collect data for gender-specific indicators. Conduct mid-term and final impact assessment of GEMS gender approach as special PMP studies.

Indicators:

Output: Decisions enabled by effectiveness of gender approach measures

Outcome: Number of GOL partner managers and technical staff using gender disaggregated data to monitor and evaluate impact

2. **Human Resources and Training**—The increase in employment of women in decision-making and professional/technical positions in GOL partner institutions will increase the number of female role models and contribute to increased probability of the inclusion of women’s perspectives in policy, procedure, and service design and implementation.
 - Develop and integrate gender opportunity provisions into EEO policies and guidelines

Indicators:

Output: Percentage of GOL partner institutions with gender equitable EEO policies and guidelines

Outcome: Ratio of males to females hired for GOL partner positions

- Encourage enlargement of overall GOL partner selection and recruitment candidate pool through:
 - Using women’s and men’s networks to identify candidates for all positions;
 - Establishing low-cost internship programs to identify male and female students/graduates for positions where the pool of qualified candidates is inadequate

⁴² Refer to Annex # 6: Gender Solutions & Indicators Framework

to meet needs, e.g. ITC positions of all types, M&E, financial, procurement and environmental officers; and

- Performing outreach to demystify jobs and encourage women in candidate pools to pursue public sector positions that do not traditionally employ women, e.g., drivers, store keepers/managers, laborers, agricultural and forestry extension agents, technical, and financial positions.

Indicators:

Output: Percentage of GOL partner institutions utilizing female and male networks to identify management candidates

Outcome: Ratio of females to males in candidate pools for all positions in GOL partners

Output: Percentage of GOL partner institutions with programs to encourage women to prepare/apply for traditionally male positions

Output: Number of GOL partner institutions offering internship programs for female and male candidates for positions with insufficient qualified candidates

Outcome: Ratio of male to female applicants for traditionally male positions

- Include career development planning in Performance Management Systems (PMS) for men and women, and integrate with staff planning, training analysis and planning, and mentoring processes. Increase coordination between USAID-GEMS HR and training functions. Design and provide training and development activities (for current or next positions) for male and female employees.

Indicators:

Output: Percentage of GOL partner institutions adopting Career Development Planning (CDP) for women and men

Outcome: Ratio of female and male staff promoted to fill vacancies in management, professional and technical/administrative tiers of staff in GOL partner institutions is more equal

Output: Numbers of women and of men who participate in career planning training and development activities

Outcome: Percentage of men and women who report their career development discussed with them by supervisor

- Encourage inclusion of women as participants in Change Management (CM) workshops and as members of Change Management Committees (CMCs).

Indicators:

Output: Percentage of GOL institutions with at least 30% female representatives at CM workshops

Outcome: Percentage of CM workshop female representatives who actively participate and are listened to by others

Output: Percentage of GOL partner institutions with at least two (2) female representatives on CMCs

Outcome: Percentage of CMC female members who contribute to agenda setting and initiate/lead discussions

- Annually collect data on numbers of male and female GOL employees per employment tier or position. Annually collect data on the number of female and male participants in GOL training and development activities. Encourage and promote women’s participation in trainings. Add M&E plan metrics to CSA and LIPA to measure gender sensitivity of outputs and outcomes of above solutions.

Indicators:

Output: Percentage of GOL partner institutions annually collecting data on the number of female and male incumbents in all positions

Output: Percentage of GOL partner institutions collecting data on the number of female and male participants in all training and development activities

Output: CSA and LIPA M&E plans include metrics to measure gender sensitivity of outputs and outcomes of HR and Training gender equality solutions

Outcome: Implementation of HR and Training gender equality solutions is monitored and impact is evaluated

3. **Financial Management**— Contribute to more gender-inclusive financial management and governance.

- Commission research in women’s participation in financial governance functions.

Indicators:

Output: Number of research initiatives conducted on women’s participation in financial governance section

Outcome: Results of research integrated into HR selection, recruitment and employment guidelines

- Train GOL financial staff to conduct gender-sensitive financial planning and budgeting.

Indicators:

Output: Percentage of GOL partner institutions utilizing gender-sensitive budgeting practices

Outcome: Percentage of GOL partner budgets with separate provisions to address the needs of men, women, girls and boys

4. **Procurement**—Enlarge the pool of supplier/service providers as candidates.

- Encourage inclusion of male and female suppliers/service providers in procurement databases.

Indicators:

Output: Percentage of GOL partner institutions conducting outreach to women-owned and female potential bidders

Outcome: Number of women owned companies and service providers registered with restricted bid/EOI eligible databases

Outcome: Percentage of procurement awards to women-owned companies

5. **Cross functional**—Contribute to increase in gender sensitivity of GEMS technical areas and GOL partner institutions.

- Engender language of USAID-GEMS documents, including manuals and other toolkits developed for partner GOL institutions.

Indicators:

Output: Asset Management Technical Manual uses gender-sensitive language and positive examples of women as well as men

Outcome: Percentage of USAID-GEMS manuals, policies and guidelines meeting standards for use of gender-sensitive language and positive male and female examples

- Encourage conferences/camps for female teenagers/students to increase their understanding of traditionally male positions and opportunities available to prepare for these positions. Include USAID-GEMS IT, financial management, M&E, procurement and asset management staff in outreach activities to demystify traditionally male positions. Include female IT graduates in the President’s Young Professionals Program (PYPP).

Indicators:

Output: Number of participants in outreach conferences/camps for female youth and students to increase their understanding of traditionally male positions and opportunities/means to prepare for and access them

Output: One female ICT graduate recruited for PYPP

Outcome: Percentage of outreach event participants who undertake education/training to prepare for traditionally male positions

- Include gender on agendas of GEMS technical meetings. Provide gender analysis training for all USAID-GEMS technical staff and GOL counterparts/managers. Encourage inclusion of gender on agendas of GOL partner meetings and communities of practice meetings.

Indicators:

Output: Percentage of USAID-GEMS technical meetings with gender approach on agenda

Output: 50% of GOL communities of practice meetings with gender issues on agenda by close of project

Output: Numbers of male and female USAID-GEMS technical staff and GOL counterparts/managers completing gender analysis training

Outcome: Number of gender equality solutions adopted and implemented in life of project

6. **Concessions**—Solutions to integrate gender equality into the concession function are not currently included. They will be developed once the strategy of the USAID-GEMS concessions function is finalized.

INTEGRATION INTO WORK PLANS

USAID-GEMS leadership and technical staff will determine which of the Gender Equality Solutions and Indicators will be integrated into the USAID-GEMS work plan and M&E and Performance Monitoring Plan at the FY 2014 planning process to be conducted in July 2013. Subsequently, agreed upon initiatives will be presented to representatives of partner GOL institutions for consideration for inclusion into their own work plans.

ANNEX I: GLOSSARY OF GENDER TERMS

GLOSSARY

"Affirmative action" means a policy or a program that seeks to redress past discrimination through active measures to ensure equal opportunity in all spheres of life.

"Care-giver" means any natural person who provides emotional, physical and social care and support services.

"Discrimination" means any distinction, exclusion or restriction which has the effect or purpose of impairing or nullifying the recognition, enjoyment or exercise, by any person, of human rights and fundamental freedoms in the political, economic, social, cultural, civil or any other field.

"Equal Opportunities for Women and Men" The absence of barriers to economic, political, and social participation on the grounds of sex.

"Empowerment" The process of gaining access and developing one's capacities with a view to participating actively in shaping one's own life and that of one's community in economic, social and political terms.

"Gender based violence" means all acts perpetrated against women, men, girls and boys which cause or could cause them physical, sexual, psychological, and economic harm, including the threat to take such acts; or to undertake the imposition of arbitrary restrictions on or deprivation of fundamental freedoms in private or public life in peace time and during situations of armed or other forms of conflict.

"Gender Issue" - Statistical or social indicator of inequality between men and women arising from discrimination and/or marginalization within society.

"Gender Division of Labor"- Refers to the allocation of different jobs or types of work to men and women, usually by tradition and custom.

"Gender Blind"- Ignoring/failing to address the gender dimension as opposed to gender sensitivity or gender neutral.

"Gender Neutral"- Having no differential positive or negative impact for gender relations or equality between women and men

"Gender Sensitive"-Addressing and taking into account the gender dimension.

"Gender equality" means the equal access to opportunities, including resources, by women and men, as well as girls and boys.

The Liberia National Gender Policy

“Gender equity” means just distribution of benefits, rewards and opportunities in which relations between women, men, girls and boys are based on respect for differences.

“Gender Analysis”- The study of differences in the conditions, needs, participation rates, access to resources and development, control of assets, decision-making powers, etc. between women and men and their assigned gender roles.

“Gender Planning”- An active approach to planning which takes gender as a key variable or criteria and which seeks to integrate an explicit gender dimension into policies or actions.

“Gender Integration”- Taking into account both the differences and inequalities between women and men in program planning, implementation, and evaluation. The roles of women and men and their relative power affect who does what in carrying out an activity and who benefits. Taking into account the inequalities and designing programs to reduce them should contribute not only to more effective development programs but also to greater social equity and equality.

“Gender Budgeting”- Gender budgeting seeks to ensure that public resources are used to meet the different needs and interests of women and men, girls and boys equitably.

“Gender Indicators”- These measures gender-related changes in society over time. They provide direct evidence of the status of women, relative to some agreed normative standards or explicit reference group.

“Gender Gap” - The gap in any sector of analysis between women and men in terms of their level of participation, access, rights, remuneration or benefits.

“Gender mainstreaming” means the process of assessing the implications for women and men of any planned action, including legislation, policies or programs, in any area and at all levels; it is a strategy for making women’s as well as men’s concerns and experiences an integral dimension in the design, implementation, monitoring and evaluation of policies and programs in all political, economic and societal spheres so that women and men benefit equally and inequality is not perpetuated.

“Gender stereotypes” means the beliefs held about characteristics, traits and activity domains that are deemed appropriate for women and men based on the typical roles of women and men both domestically and socially.

“Human Rights of Women” The rights of women and the girl child are inalienable, integral and indivisible part of universal human rights.

“Human Trafficking” means the recruitment, transportation, harboring or receipt of persons, by means of threat, abuse of power, position of vulnerability, force or other forms of coercion, abduction, fraud or deception to achieve the consent of a person having control over another person for the purpose of exploitation.

ANNEX 2: TERMS OF REFERENCE – GENDER SPECIALIST

TERMS OF REFERENCE—USAID-GEMS PROJECT

Gender Specialist

The five-year USAID Governance and Economic Management Support (USAID-GEMS) project provides technical assistance to improve performance through strengthening public sector capacity in Liberia. USAID-GEMS will develop and implement an economic governance capacity building program that targets human and institutional capacity building within GOL ministries, agencies, and commissions (MACs) under the three thematic areas of (a) Managing national resources effectively; (b) Building national wealth; and (c) Promoting equity and youth empowerment.

Specifically, USAID-GEMS will work with key MACs to build management capacity, implement a comprehensive civil servant training initiative, strengthen the government’s capacity to manage natural resource concessions, facilitate the implementation of the government’s national ICT policy, and operate a modern national payment system with the following objectives:

Objective 1: Management systems and key organizational functions operate in conformity with international good practice standards.

Objective 2: Institutional capacity of LIPA is enhanced to provide targeted training to GOL personnel responsible for key management functions.

Objective 3: GOL institutions are able to use Information and Communication Technologies (ICT) more effectively and efficiently.

Objective 4: Management of natural resource concessions is more efficient, effective, and transparent.

Objective 5: GOL is able to utilize a national payment system in line with international and regional standards.

Background

The USAID-GEMS’ team endeavors to develop the capacity of both Liberian men and women through the project’s programming. In order to strengthen the design and implementation of USAID-GEMS’ interventions, both gender-based constraints and opportunities in our work need to be identified through a comprehensive gender analysis.

The implementation of USAID-GEMS solutions packages, derived through application of USAID’s Human and Institutional Capacity Development (HICD) methodology, is already underway in its seven “Wave I” MACs. Over the next two months, the team will be completing functional assessments in each of the nine “Wave II” MACs. Through these engagements, USAID-GEMS endeavors to incorporate specific interventions that respond to the unique gender-based needs and opportunities present at each institution.

After current gender-based constraints and opportunities present in the USAID-GEMS’ operating environment are identified through a gender analysis, the project’s leadership and advisors will have better data with which to develop a strategy to identify overall gender targets and objectives for the project and incorporate these considerations into the institutional

solutions packages and upcoming work plans for both Wave I and II MACs. Both the gender analysis and subsequent project-level gender strategy will bring the project into alignment with the recently released USAID Gender Equality and Female Empowerment policy. To accomplish these tasks, USAID-GEMS seeks the services of a short-term Gender Specialist.

Objective

The overall purpose of this TOR is to develop a comprehensive USAID-GEMS gender strategy, based on an-depth gender analysis, in line with USAID and GOL gender policies, and to incorporate gender considerations into the action plans for each of the project's five objectives.

Scope of Work

The tasks for the Gender Specialist are as follows:

1. Review background materials and conduct informational interviews.
 - a. Review USAID-GEMS SOW and identify the project's requirements as they relate to gender issues.
 - b. Review recent literature on gender policies and developments in Liberia, including: USAID Gender Equality and Female Empowerment (GEFE) Policy, USAID/Liberia Gender Assessment and National Gender Policy.
 - c. Review assessments, work plans and solutions packages for Wave I and Wave II GEMS-supported institutions (as available).
 - d. Interview advisors from each objective to discuss gender considerations in their respective project activities. Meet with the USAID/Liberia Gender Advisor to identify further synergies between the mission's overall gender goals in Liberia and the USAID-GEMS' Scope of Work.
2. Integrate gender considerations into assessment tools for Wave I and Wave II GEMS-supported MACs, with attention to:
 - a. Identifying gender-based constraints in GEMS-supported institutions (including gender-based limits to active participation or involvement in the workplace) and comparative access to resources between male and female employees in these institutions
 - b. The presence of gender-sensitive and/or transformative development initiatives and opportunities for programming
 - c. Identify number of women and men in staff and operations, with particular attention to the presence of women in decision-making roles and the opportunities available to female staff for upward mobility
3. Analyze gender-related data collected from the Wave I and Wave II Assessments
4. Incorporate finding from the interviews, desk study, and data collection at counterpart MACs into a project-level gender analysis that details current gender-based constraints that could impact the success or sustainability of the project's outcome, as well as opportunities for gender-transformative programming, in alignment with the project's objectives.

5. In consultation with USAID-GEMS' leadership and advisors, develop a GEMS-wide gender strategy and functional-level action plans for incorporating gender considerations into each of the project's five objectives.
 - a. The gender strategy will elucidate USAID-GEMS overall goals and targets for addressing gender in project activities.
 - b. Action plans will serve as guidance for advisors to incorporate gender-sensitive recommendations into the solutions packages for Wave I and Wave II MACs.
 - c. Collaborate with USAID-GEMS M&E Advisor to develop gender-sensitive measurement indicators, benchmarks, and targets.
6. Present findings of the gender analysis, and deliver training on USAID gender policy requirements and the developed USAID-GEMS' gender strategy to the USAID-GEMS technical team.

Period of Performance: March 1, 2013–April 9, 2013 (estimated)

Level of Effort: The estimated level of effort for this assignment is 40 days.

Location: Monrovia, Liberia

Deliverables

No	Key Deliverables
1	Gender considerations for performance improvement integrated into institutional assessment tools
2	Gender analysis that identifies gender-based constraints and opportunities in partner MACs and the USAID-GEMS' operating environment. This should include a meeting list and contact information for gender-related resources used to develop the analysis
3	Comprehensive USAID-GEMS gender strategy developed
4	Functional-level action plans developed for all project objectives that respond to assessment findings and USAID-GEMS gender strategy
5	Gender-sensitive measurement indicators developed with M&E Advisor
6	Guidelines developed and workshop delivered on gender requirements and programming for USAID-GEMS technical team

Qualifications

- Minimum eight years of professional work experience in gender analysis on development programs in complex and dynamic work environments, preferably post-conflict countries
- Advanced degree in international development, organizational development, gender studies or other relevant field
- Familiarity developing M&E performance indicators for gender-related interventions
- Experience interacting with senior government officials in politically sensitive environments
- Prior experience working on USAID-funded projects and knowledge of USAID gender policies/strategies

- Knowledge of performance improvement methodologies, such as USAID’s HICD approach
- Knowledge of mainstreaming women in ICT4D and mobile money initiatives preferred
- Fluency in English required

ANNEX 3: USAID-GEMS ADAPTED USAID GENDER ANALYSIS FRAMEWORK

USAID GEMS GENDER ANALYSIS REQUIREMENTS

USAID policy states a clear commitment to gender equality as an objective of development programs. In support of this objective, the Agency has defined a process for integrating gender throughout its programming. At the program, project or activity stage, the process calls for a **gender analysis**.

A gender analysis refers to the systematic gathering and analysis of information related to gender differences and social relations to identify and understand the different roles, divisions of labor, resources, constraints, needs, opportunities/capacities, and interests of men and women (and girls and boys) in a given context. USAID requires that the findings of a gender analysis be used to inform the design of country strategic plans, Assistance Objectives (AOs), and projects/activities.

USAID GEMS' "Gender Analysis" framework is based upon two guiding questions:

First Question: How will the different roles and status of women and men within the Liberian Public Service partners' workplaces affect the work to be undertaken?

From ADS 201.3.9.3: "The purpose of the first question is to ensure that: 1) the differences in the roles and status of women and men are examined; and 2) any inequalities or differences that will impede achieving program or project goals are addressed in the planned work design." The different roles, responsibilities, and status of men and women within the workplace (for example, roles in decision making and different access to and control over resources and services) must be addressed.

Second Question: How will the anticipated results of the work of the Liberian Public Service partners affect women and men citizens differently?

The second question calls for another level of analysis in which the anticipated programming results are fully examined to discern the possible different effects on women and men, and project designs and tools are adjusted as necessary to ensure equitable and sustainable project impact (see ADS 203.6.1). Gender-based constraints and barriers may affect the actions (and interactions) of women or men in the project context and therefore the outcomes and impact of the project activities.

At the same time, differences in the way the benefits of the project accrue to men or women may affect their relative status and may contribute to greater equality or reinforce existing inequalities. The goal is to ensure the former occurs and the latter does not.

Here are examples of more specific queries to answer the first question:

- Do men and women have different roles as employees in the Liberian Public Service?
- Who has access to and control of resources and assets?
- Do women and men have different daily responsibilities?

- Do cultural norms include “acceptable” behavior for men and women?
- Do men and women possess the same levels of decision-making?
- What is the extent of women’s involvement and their upward mobility in the operations of MACs?
- What is the percentage of GOL’s budget allocated for gender-sensitive development initiatives within the public sector?

Here are examples of more specific queries to answer the second question:

1. Will promoting men’s participation in the project undermine or support women’s empowerment and autonomy?
2. How have similar projects in the past affected gender dynamics within the community at large?

With GEMS USAID the main scope of the gender analysis will be on the five “back-room” functions of Procurement, Human Resources, Financial Management, Asset Management, and Internet and Communications Technology as well as Monitoring & Evaluation. Some review of programming functions will be carried out and appropriate recommendations made but these will not be the main focus.

ANNEX 4: DOCUMENTS REVIEWED

1. USAID GEMS SOW Mod 3 Final
2. Gender Equality and Female Empowerment Policy, USAID, March 2012
3. Gender Assessment USAID/Liberia
4. National Gender Policy
5. AFT: Liberia's Medium Term and Economic Growth and Development Strategy
6. USAID PMP FY13 Final, 2012
7. FY 13 USAID-GEMS Work Plan 2013
8. LPIS SOW Landessa WLR Task Force, August 30 2012
9. MOGD Annual Report 2012
10. National Gender Policy Abridged 2009
11. Liberian Poverty Reduction Strategy
12. The Agenda for Transformation AFT
13. TOR for GAP MOP
14. Women's Land Rights and Land Rights Policy Documents
15. "The Confidence Questions—NYTimes.com"
16. LIPA Gender Specialist SOW
17. USAID Support Multi Gender Analyses
18. Abatangamuco Policy Brief 5
19. Advisor M&E Tool_Mar7, 2013
20. Assessment PPCC Procurement
21. Branding & Marking Plan
22. CSA Institutional Assessment Report FINAL
23. Economic Growth & Development Strategy, June 2012
24. GEMS Fleet Assessment, April 2013
25. FY 2013 Quarter 2 Training Report
26. Governance Commission Institutional Assessment Report FINAL
27. Gender and Sex disaggregated Analysis for Female Appointees
28. USAID Gender/GBV Indicator

29. GOL Gender Focal Point Up-dated Directory
30. General Asset Management Guide
31. Government Services Agency (GCA) HR Mgt Assessment Issues & Recommendations
32. GSA Institutional Assessment Report FINAL
33. Liberia Gender Assessment, USAID, 2009
34. Liberian National Gender Policy, Abridged 2009
35. LIPA Capacity Baseline Assessment Tool
36. LIPA Institutional Assessment Report FINAL.
37. ME PC Perception Survey SOW Dec 20, 2012
38. NBC Institutional Assessment Report FINAL.
39. PMS Assessment Tool M&E Unit, Mar 27, 2013
40. Procurement Perception Survey (End Users) Dec 20, 2012
41. Procurement Perception Survey (Staff) Dec20, 2012
42. Procurement Perception Survey (Vendors) Dec 20, 2012
43. Programs Grouped By Activity With Funding, Apr. 04, 2013
44. PUPR-GBV-Final-4-4-2011 (1)
45. Ref Sheets Cross Cutting Issues
46. Revised GEMS SOW Mod 3—FINAL
47. UNDP indicators DG programs 2006
48. USAID Gender Equality Policy March 2013
49. USAID Ref Sheets Cross Cutting Issues
50. USAID-GEMS Project Summary revised 2012-04-07
51. Wallacher Engaging Men PRIO Paper 2012
52. Gender and Sex disaggregated Analysis for Female Appointees (2)

ANNEX 5: GENDER SENSITIVE ASSESSMENT QUESTIONS

USAID-GEMS

Gender Sensitive Assessment Questions: Wave I and II Assessments

Introduction

As stated in the USAID-GEMS Statement of Work (SOW)⁴³, Liberians realize that when they fail to marshal all of their talents and energy, the country loses out. Gender inequality is high in Liberia, which ranks 87th out of the 102 countries listed on the OECD's Social Institutions and Gender Index. Women have arguably borne the brunt of the 14-year civil war and remain the most vulnerable group in society, as evidenced by the perpetuation of gender-based violence and the prevalence of adolescent marriages.⁴⁴ Fifty-six percent of Liberian women have not attended school and only 18% of girls graduate from high school, compared with 25% of boys.⁴⁵ 80% of agricultural workers are women but lack access to agricultural extension services, information, credit and land.⁴⁶ Despite these harsh realities, the Liberian constitution prohibits gender-based discrimination and the government is committed to women's rights and empowerment.

USAID-GEMS will ensure that its outcomes are positive and beneficial for both men and women. A human and institutional capacity building program is the ideal place to begin rectifying past lack of opportunity by building up individual skills and capacities in a gender equitable manner while also improving the institutional operating environment to ensure that it provides equal support to men and women. The overall technical design for USAID-GEMS has been based on the alignment of USAID's HICD methodology with the GOL's NCDS. Both the HICD and NCDS framing documents strongly support the identification and amelioration of gender-based constraints in targeted institutions. The NCDS states this clearly:

“Capacity development efforts will be informed by and promote gender equality— As investments are made in education and skills development, it is important to recognize and challenge gender stereotypes that generally reduce opportunities for women. All skills development programs shall be open to both men and women depending upon their inclination, aptitude and willingness to work, regardless of gender. As such, women and men shall be afforded with equal opportunities in all capacity building efforts. Factors limiting women's access to opportunities and ability to participate, including conditions of work, organizational culture shall be addressed/redefined in line with the National Gender Policy.”⁴⁷

In order for HICD interventions to support positive gender outcomes, gender must be envisioned as a crosscutting variable impacting all levels of human and institutional processes

⁴³ USAID-GEMS Program Description Section C: SOW, pp. 14-16

⁴⁴ A 2004 United Nations report estimated that 36 percent of Liberian girls between 15 and 19 years of age were married, divorced or widowed. UN (United Nations) (2004), World Fertility Report 2003, UN Department of Economic and Social Affairs, Population Division, New York, NY.

⁴⁵ Spence, Timothy. “Liberia's Only Woman Newspaper Editor Packs a 'Punch'.” *The Christian Science Monitor*. 10 Sept 2010. 15 Dec. 2010. <http://www.csmonitor.com/World/Africa/2010/0927/Liberia-s-only-woman-newspaper-editor-packs-a-Punch>

⁴⁶ Gender Assessment USAID / Liberia, 2009. Section III, pp. 3. 9&10 and IV, pp. 1-3

⁴⁷ NCDS, p.8.

within an operating environment. As recommended in the HICD Handbook⁴⁸, USAID-GEMS will include investigation of “gender issues” in the initial institutional diagnostic and needs assessments. Additionally, the USAID-GEMS technical teams will include a gender-aware approach in its design of its toolkits and change management processes. This will enable the USAID-GEMS technical advisors to address entry points for gender-transformative programming in the design of performance solutions packages for each counterpart and also to obtain buy in from USAID-GEMS stakeholders and counterparts.

The GEMS technical advisors will include the identification of gender considerations (constraints and opportunities) through the insertion of pertinent questions into the Wave II assessments and subsequent perception surveys. The Gender Specialist is reviewing Wave I assessment reports and solutions packages to identify any potential "adverse impacts or risks of gender-based exclusion" stemming from the intervention to be identified. Additionally, the specialist also will provide feedback on the USAID-GEMS work plan and develop gender-sensitive measurement indicators, benchmarks, and milestones. USAID-GEMS will collaborate with other GOLD and donor-funded initiatives in developing internal civil service capacity in gender, including:

- Assessing and comparing the respective roles of women and men in institutions receiving USAID-GEMS assistance;
- Analyzing the extent of women’s involvement and their upward mobility in the operations of Maces;
- Analyzing the percentage of GOL’s budget allocated for gender-sensitive development initiatives within the public sector, as emphasized in the World Bank’s gender-sensitive budgeting initiatives currently in effect in Liberia and to support, when feasible, the capacity building efforts currently underway in the government to design a gender-responsive budget;
- Working with the CSA and the Governance Commission’s functional review of Maces to improve gender balance in staffing and operations; and
- Working with LIPAN to develop training programs specifically targeted towards the identified career development needs of women working in the public sector.

An anticipated consequence of the strategy to increase capacity in a way that addresses the different needs and perspectives of men and women and does not exclude either gender, will be increased gender-specific impacts on a large proportion of those Liberian women and men engaged in the economic sectors managed by GEMS partner MACS. Needs of forest community members, formal-sector business owners, small traders and agricultural workers needs will be more specifically addressed, and opportunities appropriately provided, to both women and men.

Directions for Collecting Information

- I. Keep in mind that through no fault of our own, we are obliged to retrofit the institutional assessments and surveys. Don’t be defensive about raising these issues after the signing of the MOU and even perhaps the VCM. Provide explanation of why inclusion at this stage.

⁴⁸ USAID HICD Handbook, p. 18.

2. There is a great deal of sensitivity and misunderstanding on the subject of gender despite the significant focus and discussion about the topic in Liberia during the last decade. When introducing this component of the assessment or survey make sure the following is emphasized:
 - The gender component is in alignment with the USAID Gender Equality and Empowerment Policy, the National Gender Policy of Liberia, and the Agenda on Transformation
 - The inclusion of a gender focus will enable the partner GOL MACS to support the enlargement of the Liberian economy through gender equitable strategies, services and programs. These will expand economic opportunities for all Liberian men and women and contribute to increased economic productivity
 - As the productivity of both men and women, whether MAC employees or citizens, is increased the empowerment of one gender will not come at a cost to the other
3. Review the purpose of the inclusion of the gender focus, the points above and the questions with the lead executive of the partner institution (Director, Deputy or Managing Director) in advance of gathering the information
4. For Wave I assessment provide what information you can based on your own knowledge and experience of the partner or that of other Advisors or Focal Points, i.e. what is the gender of the head of the MAC. For Wave II ask all questions to encourage understanding and awareness of the importance of gender inclusion.
5. Lead into each question with a referral to the gender inclusion criteria it is addressing
6. Follow each question with clarifying questions about why the information is being sort, how a response may be elaborated or where the information may be found if necessary
7. Record the information on the form below (insert into functional format if preferred) and return to Gender Specialist or Kristin Lambert in her absence

Gender Sensitive Assessment Questions—Function 1: Monitoring & Evaluation

Criteria	Question(s)	Response(s)
Gender Policy	<p>1.1 Does the organization have a written gender policy that affirms a commitment to gender equality?</p> <p>If yes, how are the staff members of the organization informed about the policy?</p>	
Gender Policy Management	<p>1.2 Does the organization have a staff position or department responsible for overseeing the implementation and monitoring of the gender policy?</p> <p>1.3 Does the organization have an operational plan that includes clear allocation of budget, responsibilities and time for monitoring and evaluation?</p>	

Criteria	Question(s)	Response(s)
Gender Equality in strategies, policies and procedures	1.4. Are the needs and opinions of men and women taken into consideration when developing strategies, policies and procedures? If yes, provide an example.	
Gender Data	1.5 Is M&E data disaggregated by gender?	

Gender Sensitive Assessment Questions—Function 2: Human Resources

Criteria	Question(s)	Response(s)
Gender composition of staff	2.1 What is the gender of the Minister or Director of your organization? 2.2 How many of the senior managers of the organization are men? How many are women? 2.3 How many of the technical/professional staff are women? How many are men? 2.4 How many of the administrative/support staff of your organization?	
Inclusive recruitment and career development	2.5 Is there a written EEO policy in your organization? 2.6 Does the organization utilize both male and female networks to identify job applicants? 2.6 Are traditionally male job vacancies open to both male and female candidates? 2.7 Are career paths developed for male and female employees? 2.8 Are trainings open to both men and women?	
Gender training	2.10 Are staff members trained in gender awareness and sensitization? 2.11 Is there a discrimination & harassment policy? Are all staff informed of the policy and trained to implement it?	
Gender benefits	2.12 Is there a maternity leave policy? 2.12 Is there a childcare and dependent leave or family leave policy for both men and women?	

Gender Sensitive Assessment Questions—Function 3: Asset Management

Criteria	Question(s)	Response(s)
Women in non-traditional jobs	<p>3.1 Does GSA employ women in any positions? If so which positions and how many women in each position?</p> <p>3.2 Has GSA considered increasing the pool of people available for consideration for employment by recruiting qualified women for positions traditionally filled by men such as mechanics, drivers and store manager?</p>	<p>3.1</p> <p>3.2</p>

Gender Sensitive Assessment Questions—Function 4: Information & Communications Technology

Criteria	Question(s)	Response(s)
Inclusive recruitment and career development	<p>4.1 Is there a written equal opportunity policy in your organization? How does the ICT department apply the policy?</p> <p>4.2 Does the ICT department utilize both male and female networks to identify potential job applicants?</p> <p>4.3 Are all ICT job vacancies open to both male and female candidates? If not, which ones are considered women's work and which men's work?</p> <p>4.4 Are all ICT skills development programs open to both men and women? Which ones are not, if any?</p> <p>4.5 Does the ICT department use internships and fellowships to identify and develop male and female candidates for positions? If yes, for which positions?</p>	

Gender Sensitive Assessment Questions—Function 5: Financial Management

Criteria	Question(s)	Response(s)
Inclusive recruitment and career development	<p>5. Is there a written equal opportunity policy in your organization? How does the finance department apply the policy?</p> <p>5.2 Does the finance department utilize organization both male and female networks to identify potential job applicants?</p> <p>5.3 Are all financial job vacancies open to both male and female candidates? If not, which ones are considered women's work and which men's work?</p>	

	5.4 Are all skills development programs open to both men and women? Which ones are not, if any?	
Equal access to resources	5.5 Are finance department employees trained in gender budgeting to ensure the different needs of men and women are met? 5.6 Does the finance department apply gender budgeting in its own department? And the rest of the organization?	

Inclusive recruitment and career development	6.1 Is there a written equal opportunity policy in your organization? How does the procurement department apply the policy? 6.2 Does the procurement department utilize both male and female networks to identify potential job applicants? 6.3 Are all procurement job vacancies open to both male and female candidates? If not, which ones are considered women's work and which men's work? 6.4 Are all skills development programs open to both men and women? Which ones are not, if any? 6.5 Does the procurement department use internships and fellowships to identify and develop male and female candidates for positions? If yes, for which positions?	
Inclusive supplier sourcing	6.6 Does the procurement department encourage male and female owned vendors/consultants to register on supplier lists?	

ANNEX 6: GENDER SOLUTIONS AND INDICATORS FRAMEWORK

Function I. Monitoring & Evaluation

Purpose I. Impact of gender approaches of GEMS and its GOL partners is measured.

Gender Competency	Constraints	Opportunities	Solutions	Output Indicators	Outcome indicators
I.1 Gender sensitive policies and guidelines developed and implemented by GOL partners	While some GOL partners have some gender sensitive policies and guidelines, data is not disaggregated, collected and utilized to comprehensively measure their impact.	GEMS providing M&E technical assistance to GOL partners	<p>1.1.1 Encourage disaggregation by gender of M&E data in GOL partners</p> <p>1.1.2 Develop toolkit to enable GOL partner managers and technical staff to understand and utilize gender disaggregated data</p>	1.1.1.1 % of GOL partners disaggregating M&E data	1.1.1.2 % of GOL partners developing policies, procedures and services that integrate gender by taking into account both the differences and inequalities between women and men, boys and girls
I.2 Gender approaches are monitored and evaluated	GEMS M&E does not have sufficient resources to monitor and evaluate gender approach	<p>Provisions exist for budget enhancement and PMP special studies</p> <p>Political will exists to monitor and evaluate GEMS gender approach</p>	<p>1.2.1 Make KPIs gender sensitive</p> <p>1.2.2 Increase M&E human resource capacity to collect data for gender specific indicators</p> <p>1.2.3 Conduct mid-term and final impact assessment of GEMS gender approach as special PMP studies</p>	1.2.1.1 Decisions enabled by effectiveness of gender approach measures.	1.2.1.2 Number of GOL partner managers and technical staff using gender disaggregated data to monitor and evaluate impact

Function 2: Human Resources

Purpose 2: Women’s as well as men’s concerns and experiences are an integral dimension in the design and implementation of GOL policies and programs.

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
2.1 Men and women enjoy gender equality in that they have equal access to employment opportunities in GOL partners	HR Policy & Procedure Manuals do not contain equal employment opportunity provisions for both men and women	Equal employment provisions may be integrated into Human Resource (HR) Policies and Procedure Manual Each partner GOL institution has a gender focal person on staff	2.1.1 Develop and integrate equal gender opportunity provisions into EEO policies & guidelines	2.1.1.1 % of partner GOL institutions with gender-equitable EEO policies and guidelines	2.1.1.2 Ratio of males to females hired for GOL positions
2.2 Women have access to all levels of employment opportunities in GOL partner institutions	HR selection & recruitment policies & guidelines fail to address the gender dimension comprehensively	Provisions to ensure recruitment is more gender equal may be integrated into Selection & Recruitment Policies & Procedures	2.2.1 GOL partner institutions utilize both male and female networks to identify potential applicants for management vacancies 2.2.2 GOL partner institutions increase outreach to women for non-traditional positions such as drivers, store managers/officers, agriculture and forestry extension agents. /forestry extension agents, & laborers 2.2.3. Internship programs for junior male and female staff	2.2.1.1 % of GOL partner institutions utilizing female and male networks to identify management candidates. 2.2.2.1 % of partner GOL institutions with programs to encourage women to prepare/apply for traditionally male positions 2.2.3.1 Number of partner GOL institutions offering	2.2.1.2 Ratio of females to males in candidate pools for all positions in GOL partners 2.2.2.2 Ratio of male to female applicants for traditionally male positions

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
			and students for positions lacking sufficient qualified candidates of both genders such as ICT, M&E, Finance, Procurement and environmental officers	internship programs for male and female candidates for positions with insufficient qualified candidates	
2.3 Women have equal access to promotion opportunities in GOL partner institutions	Career planning not included in Performance Management System (PMS) for male and female staff.	<p>PMS & Training Analysis (TA) systems include other essential components of career planning including staff planning, performance review, development planning, mentoring and training</p> <p>LIPA has policy to ensure GE integrated into GOL training programs through encouraging the participation of both male and female staff and providing gender awareness training</p>	<p>2.3.1 Include CDP section in development planning component of PMS to identify and fast-track male and female management and technical position candidates</p> <p>2.3.2 Integrate CP section with other career development components of staff planning, performance management and training</p>	<p>2.3.1.1 % of partner GOL institutions adopting CDP for women and men</p> <p>2.3.2.1 Number of women and of men who participate in capacity development training and development activities</p>	<p>2.3.1.2 Ratio of male and female staff promoted to fill vacancies in management, professional, technical/administrative tiers of staff in GOL partner institution is more equal</p> <p>2.3.2.2 % of men and women who report their career development discussed with them by supervisor</p>
2.4 Perspectives of women employees represented in change management (CM) processes.	CM process and tools are gender blind.	Composition of staff represented in CM workshops and on change management committees (CMCs)	2.4.1 Encourage female representation in CM workshops on CMCs	<p>2.4.1.1 % of GOL partner institutions with 30 % female representation at CM workshops</p> <p>2.4.2.1 % of GOL partners with two (2) female</p>	<p>2.4.1.2 % CM workshop female representatives who actively participate and are listened to by others</p> <p>2.4.2.2 % of CMC female members who contribute to agenda setting and</p>

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
				representatives on CMCs	initiate/lead discussions
2.5 Data is collected and analyzed to support M&E of gender equality solutions in HR & Training.	Data collected by CSA and LIPA is not comprehensively collected nor disaggregated by gender	M&E frameworks for GOL partners	<p>2.5.1 Collect and analyze data on numbers of male and female GOL partner employees per position</p> <p>2.5.2 Collect and analyze data on number of female and male participants in all GOL partner training and development activities</p> <p>2.5.3 Include in CSA & LIPA M&E plans metrics to measure gender sensitivity of outputs and outcomes of HR and Tng. GE solutions</p>	<p>2.5.1.1 % of GOL partners annually collecting data on number of male and female incumbents in all positions</p> <p>2.5.2.1 % of GOL partners collecting data on number of female and male participants in all training and development activities</p> <p>2.5.3.1 CSA & LIPA M&E plans include metrics to measure gender sensitivity of outputs and outcomes of GE solutions</p>	2.5.1.2 Implementation of HR and Training gender equality solutions is monitored and impact is evaluated

Function 5: Financial Management

Purpose 5: Gender inclusive financial management and governance in GOL partner institutions

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
<p>5.1 Public resources are used to meet the different needs and interests of women and men, girls and boys equitably</p>	<p>Perceived lack of women’s employment in financial management and governance positions in GOL partners</p> <p>GOL partner financial planning and budgeting is not gender - sensitive</p>	<p>GEMS financial and human resources technical functions providing guidance in areas of financial planning and budgeting & GOL partner recruitment & employment practices</p>	<p>5.1.1 Commission research in women’s participation in financial governance function</p> <p>5.1.2 Develop toolkit to make GOL partner budgeting gender-sensitive</p>	<p>5.1.1.1 Number of research initiatives conducted in women’s participation in financial governance function</p> <p>5.1.2.1 % of GOL partners utilizing gender-sensitive budgeting practices</p>	<p>5.1.1.2 Results of research integrated into Human Resources selection, recruitment, and employment guidelines</p> <p>5.1.2.2 % of GOL partner budgets with separate provisions to address the needs of men and women, boys and girls</p>

Function 6: Procurement

Purpose 6: Women’s access to public sector procurement opportunities increased.

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
6.1 Women provided access to economic development opportunities	Women-owned companies and service providers/ consultants usually not seen as possible bidders for procurement contracts with GOL entities	GOL procurement functions maintain databases of potential bidder & Expression of Interest (EOI) eligible companies and consultants.	Encourage provision of outreach to increase number of women-owned companies and female consultants/service providers registering for inclusion in restricted bidding/EOI eligible databases	6.1.1.1 % of GOL procurement entities conducting outreach to women-owned & female potential bidders	6.1.2.1 Number of women-owned companies and service providers registered with restricted bid/EOI eligible databases. 5.1.2.2 % of procurement awards to women-owned companies

Function: 7. Cross-functional

Purpose: 7. GEMS technical areas demonstrate gender sensitivity and conduct outreach on gender issues

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
7.1 Women and girls recognize themselves as targets/audiences for information provided in documents and materials	GOL partner documents are usually gender-blind in that they do not use gender-sensitive language, female role models, or address female and male differences	GEMS technical functions draft technical manuals and toolkits for GOL partner institutions	Asset Management function will provide example of “engendered” technical manual to serve as model for other GEMS technical functions	7.1.1 Asset Management Technical Manual uses gender sensitive language and positive examples of women as well as men	7.1.2 % of GEMS manuals, policies and guidelines meeting standards for use of gender-sensitive language and positive male and female examples.

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
7.2 Women and girls recognize their potential and opportunities for taking up careers and positions that are traditionally viewed as suitable only for men	Many careers and positions in the GOL partner institutions are seen by both women and girls as only suitable for and accessible by men	GEMS project has capacities and provisions to provide outreach and model gender sensitivity	<p>7.2.1 GEMS technical staff will encourage outreach activities with female role models and themselves providing information on how to prepare for and to demystify traditionally male careers and positions in Information & Communications Technology, Procurement, Finance, M&E, and Asset Management for women and girls</p> <p>7.2.2 GEMS will include position for female ICT graduate in upcoming President's Young Professional Program (PYPP)</p>	<p>7.2.1.1 Number of participants in outreach conferences/camps for female youth and students to increase their understanding of traditionally male positions and of opportunities/ways to prepare for and access them</p> <p>7.2.2.1 One female ICT graduate recruited for PYPP</p>	7.2.1.2 % of outreach event participants who undertake education/training to prepare for traditionally "male" careers or positions
7.3 Gender is a components of the USAID-GEMS work plans	Issues of gender equality have not previously been regarded as a component of the FY 14 work plan of the USAID-GEMS project	The gender analysis of the USAID-GEMS project provides a sufficient rationale for integrating gender into the project	<p>7.3.1 Gender approach included on the agenda of USAID-GEMS technical meetings</p> <p>7.3.2 Gender encouraged to be included on agendas of GOL communities of practice meetings</p>	<p>7.3.1.1 % of USAID-GEMS technical meetings with gender approach on agenda</p> <p>7.3.2.1 50% of GOL communities of practice meetings with gender issues on agenda by close of project.</p>	7.3.1.2 Number of gender equality solutions adopted and implemented in life of project

Gender Competency	Constraints	Opportunities	Solutions	Output Indicator	Outcome Indicator
			7.3.3 Gender analysis (GA) training provided to USAID-GEMS technical staff and GOL partner counterparts/managers	7.3.3.1 Number of male and female USAID-GEMS technical staff and GOL counterparts/managers completing gender analysis training	

USAID/Liberia Governance and Economic Management Support (USAID GEMS)

Coconut Plantation, UN Drive

Adjacent to Atlantis Guest House

Mamba Point,

Monrovia, Liberia

Tel: 231 (0) 88 688 3502

www.gemsliberia.com

IBI International

2101 Wilson Blvd

Suite 1110

Arlington VA 22201 USA

Tel: 1 703 525 2277

www.ibi-usa.com