

**INSTITUTIONAL STRATEGIES
FOR SUCCESSFULLY INCORPORATING GENDER ANALYSIS:
THE U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT EXPERIENCE**

A FOCUS ON TRAINING

**WORKING DRAFT
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In his Foreword to the March 1991 Report to Congress on Women in Development by The United States Agency for International Development, the A.I.D. Administrator states that "This report is a record of strategic action and accomplishment. Through staff training, technical assistance, applied research, and information support, gender analysis has become a vital analytic tool in the design of our development activities. . . . Our progress is substantial, but many challenges remain. The two most immediate challenges are in the areas of evaluation and training. . . . We recognize more challenges ahead as we work to achieve the full integration of women in development and the wider goal of enabling people to make choices and improve their lives. Our record is one of commitment. We will strive to sustain and build on that record."¹

A.I.D.'s Women in Development (WID) strategy is bringing about substantive results. A recent Director of the WID Office stated that she was prepared, after seven years as Director, to stand before an audience and "declare a success in laying the foundation" for institutionalizing WID in the Agency.²

The foundation is, however, a fragile one requiring reinforcement and shoring up. Focusing its proven strategy and plan of work, the WID Office will refine, deepen and broaden its training program. It will also work with the rest of A.I.D. to integrate gender into the Agency-wide effort to strengthen systems for performance monitoring and impact evaluation so essential to better accountability and development results.

This paper discusses the process used to create a demand for training in gender considerations in development (GCID). It does not, however, discuss only training. The WID Office's strategic and work planning process uses four, interrelated and overlapping modes of action--training, technical assistance (TA), selected research and information and communications (I&C)--to affect change and to manage, monitor, assess and report on this change process. The process used by the Office plans for complementarity, expects to achieve consonance and hopes for synergy among these modes of operation.

The process described is based on a reaffirmation that we are in business to help people. We sometimes forget this or are shy about declaring it. But development is not tons of corn and miles of road--it is people with choices; people changing; and people teaming together to optimize positive and minimize negative aspects of the change process.

The training program is framed within human resources in international development. Focusing on participating trainees and trainers, it must increase their awareness of, knowledge about, skills and motivation to choose gender-appropriate development actions and activities, to implement them and to

assess their effect and impact. In other words, it must enable all the stake-holders in the change process to understand, collaborate in and manage change and development.

In summary, this paper discusses details of a process that involves constantly changing strategies, workplans, approaches-- a changing process that seeks to manage change! It involves a series of carrots, some sticks, people's technical capacity combined with sensitive perspicacity in human and organizational change, tenacity and flexibility.

Underlying this complex effort is an extremely simple modus operandi based on a problem solving or work planning paradigm.³ It is simplicity itself that must guide a complex process so that progress is, indeed, obtainable in someone's lifetime. And a guiding principle used as a leitmotif during the author's four-year tenure as training coordinator is to "pursue the perfect but don't let it become the enemy of the do-able".

BACKGROUND Since its inception in 1974, the Office of Women in Development has evolved (as the Agency itself has changed) as the rest of the world has moved through stages in the women's movement, the international development arena and the many other influences of an increasingly "global" economy in an ever-more-dominant "information age". Its "mission" within the A.I.D. culture has moved from an early focus on relatively small women-only projects to full-scale integration of gender analysis and strategic planning of WID based on that analysis and planning in Agency policies, programs and projects.

The WID program has moved through various phases, from its early days of "hanging on the window ledge begging to be let in" to both the Agency and to the WID intellectual community; through the late 1980s during which there were rather substantive changes and into today's very fluid institutional environment. The late 1980s saw the Office's role move from enforcer with oversight responsibility to collaborator with services and resources to offer. All of the early struggling, experimenting and analyzing combined with very explicit support from the top administration of A.I.D. and from increased support as well as pressure from the U.S. Congress promoted this change.

Today in A.I.D. the WID program is more and more a responsibility of the Agency, not of the WID Office. It is a program based on sound, professional and technical development concepts, on a necessary and needed focus on people, on improving the institutional capacity to appropriately incorporate gender as a development variable when and where it needs to be considered and acted upon. It is not an effort to "feminize" the Agency, as some used to claim. It is also not a "special interest" as both congress people and A.I.D. technicians sometimes believe it to be. It is difficult to call WID a "special interest" when it deals with over 50 percent of the world's population. Rather, it is a program that is moving into the institution to improve the success of its development activities, to reap higher return on invested time, effort and resources, to "do better development".

The program seeks to continue operationalizing the A.I.D. policy on women in development while also addressing WID as it needs to be addressed in other Agency policies as well as in the policy dialogue process with host country governments.

Where are we going? This is a question with many facets. The Agency is undergoing a reorganization focussed on making A.I.D. "the lean, mean, decentralized development machine". How does the WID program manage let alone generate positive change in a decentralized agency from a central Office? Where do we "fit" in the new organization?

In this fluid environment, the challenge is to maintain the momentum of the WID program, to strengthen its fragile foundation, while encouraging "new ideas and new approaches" to flow into it--gathering materials to place walls on the foundation and creating the structure of tomorrow. Claiming to have laid an institutional foundation is one thing. Knowing how that foundation will serve a reorganized organization is another.

And, where is WID in A.I.D.'s constituencies--both mainstream U.S. taxpayers and WID supporters? WID constituencies were key in helping form the program. The Office Director thanked them all for the critical role they played.⁴ But the world is changing rapidly. The U.S. taxpayer has a changing perception of international aid. And the WID supporters are also evolving in their own perceptions of the role of women in development.

We are managing change in a changing environment. There are more questions than there are answers.

THE TRAINING PROGRAM -The Agency's policy on women in development is derived from the 1973 "Percy Amendment" to the Foreign Assistance Act which requires A.I.D. to be administered so that its program, projects and activities contribute to integrating women into the national economies of developing nations.

Therefore, the longterm vision of the WID Office is

That women participate fully and benefit equally from the development process.

The Office's goal is

To develop and implement policies and programs that facilitate women's full participation in, contribution to, and benefit from the economies and societies in which they live.

Based on these statements, the WID Office's training program objective is

To increase awareness of, knowledge about, skills and motivation for addressing gender issues in all aspects of A.I.D.'s development policies, programs and projects.

The title given to training program events is "Gender

Considerations in Development" (GCID) since they begin with improving people's capacity to conduct a gender analysis to determine whether or not men and women have different constraints or opportunities to participate in, contribute to, or benefit from development.

In addition to training, the Office's modes of operation or areas of service to A.I.D. Field Missions and Bureaus include applied research, technical assistance as well as information and communication. Research is required to provide critical information for policy dialogue with host countries, and to assist with program and project design, implementation, monitoring and evaluation. Technical assistance provides experts with gender-related experience and skills to help operationalize GCID and WID activities. Information and communication activities assure that relevant women in development issues and information reach the people who are working in development. I&C also provides the two-way communication critical to measuring and managing change.

The training function integrates aspects of the other service areas so it can be "slightly ahead of the cutting edge". There is an obvious overlap as well as a complementarity among these four modes of operating. In fact, they are so interrelated that, in practice, it is difficult to make clear distinctions among them. The training program, for example, is increasingly a combination of the more traditional training workshop and one-on-one technical coaching.

What is training? The term "training", as applied here, defines an adult education or highly participatory activity aimed at transferring skills and improving capacity in the context of relevant, useful and directly useable knowledge.⁵

Who do we train? The primary "client group" for the WID training program is composed of A.I.D. direct-hire technical or professional personnel assigned to either Washington, D.C. or to a Field Mission and the contractors and Foreign Service Nationals who are hired by and work with the A.I.D. personnel. Training occurs in two basic ways. One is designed for specific requests for training from Agency Bureaus, Offices or Field Missions. The other is designed to be incorporated into ongoing or in-service courses offered by the A.I.D. Training Division.

There are special "features" of A.I.D. that must be taken into account in institutionalizing the training program. A.I.D. changes its leadership, usually with each Presidential election. Skill is therefore required to bridge the gap between leaders, maintaining the integrity of the WID training program without being blind to new ideas or directions. A key element of the success of the training program and of the WID Office's ability to create an institutional demand for its training stems from high-level support. Each time the leadership changes, there is a real balancing act to keep the training program moving forward and maturing while attempting to assure support from new leadership.

There are two basic kinds of personnel in A.I.D., General

Service (GS) and Foreign Service (FS) staff. While GS personnel are generally assigned to the Washington-based A.I.D. operation, FS people are regularly rotated between Field Missions and Washington. FS rotation means that it will take time to catch everyone at some phase of training appropriate to each person's needs and job description. It is hard to get attitudinal change regarding GCID to accompany such fragmented opportunities to practice behavioral change.

Who else do we train? Those sessions based on request are increasingly designed to include trainees from outside the Agency such as key private sector contractors, staff of Private Voluntary (PVO) or Non-governmental Organizations (NGOs) and counterparts from a host country.

Private sector contractors and people from the PVO and NGO community become a "lynch pin" in the way A.I.D. gets its work done--but they are employed using different funding than the Agency's directly hired personnel--and their ability to participate in GCID training must somehow be funded by the program or project they work on. But bringing them into the training forum is a critical aspect of "teaming".

The Host Country Counterpart (HCC) community includes government, private sector and local non-governmental organizations. These people are also a critical (perhaps THE critical) aspect of the sustainable development "team". Including them in training means training designs which are more complex and sophisticated, and thus, more expensive because they must be designed so they speak the right language with the right people. How do you keep people with very heterogeneous backgrounds, experience, needs and expectations in a training setting together, building a real "team", and still meet very diverse training requirements? What language do you train in? Do you run concurrent sessions? Separate ones? A combination of plenary, multi-"client" sessions and separate "focussed" modules?

In general, because of the mix of trainee client groups and the need to build teaming events in a Field Mission setting, logistics, communication, management and administration of the WID training program is becoming more challenging and more costly. Training staff must travel to design, conduct and assess the impact of training for Field Missions. However, budgets are very tight. The A.I.D. direct-hire staff that is charged with management and oversight of the training program are more severely restricted because of very low travel budgets than are the training contractor staff they work with. Management and oversight are difficult when travel is restricted. Finally, the complicated communications required to design, stage and assess any individual training event pose problems and require that special management systems be established and specific administrative skills be brought to bear.

The training program is based on an institutional development approach. Perspective, people and procedures are germane to this approach and each has changed and evolved.

Perspectives or understanding about GCID and women in

development have changed. Gender is a legitimate variable that is increasingly seen as critical for completing the "development equation"⁶ when people are involved or effected. An attempt to define a successful activity without paying attention to peoples' gender is considered, by development professionals, as incomplete, the formula "underdetermined".

People, their awareness of, knowledge about, motivation and skills to address gender issues in development, too, have changed. As it was initiated during the past five years, the primary client group for training sessions was the A.I.D. direct-hire. And the primary focus of the training was on increasing awareness of and knowledge about GCID. Skills were only touched upon and motivation was hoped for. A scattered body of knowledge existed and there were a few GCID specialists hard at work attempting to make the case for the importance of gender analysis and women in development. During the past two years or so, however, the focus has shifted from awareness- or knowledge-building to skill transfer. The client group in A.I.D. is demanding broader and deeper technical information as well as a much more diverse variety of skill transfer. Gender as a legitimate variable is much more widely accepted. "What do we do about it" and "how do we do it" is critical to development professionals in the 1990s.

Procedures used by people to do their work and which support them in their jobs have evolved. Directives from A.I.D. administration, pressure from Congress and efforts of development professionals working in A.I.D. have resulted in changes in procedure. To mention a few⁸, the basic procedural handbooks that guide Agency programs and projects now contain requirements for GCID analysis and strategy design throughout key documents. WID Action Plans have been developed for over 90 percent of all Field Missions. WID action or working groups have been formed and are active in all the regional and most of the central bureaus of the Agency.

While it is obvious that not all of these changes can be "directly attributed" to the training program, one can make a reasonable association between the training program and examples of institutional change in perspectives, people as well as procedures.

Basic principles of the training program are derived from a combination of experience, evidence and intuition:

- a. Determine how the institution does its work
- b. Test the cultural sensitivities--adjust language and expectations
- c. Determine whc influences from within and from outside
- d. Design training which
 1. Optimizes perception of need responsiveness and collaboration
 2. Intervenes at key points in the work cycle with the most punch or effect with the least "new or additional" work or

disruption

3. Appeals to completion of intellectual capacity and performance excellence
 4. Brings the stake-holders together-- makes their own substantial experience and changing skills and knowledge an integral aspect of the process
 5. Provides both assistance with the learning process as well as ever-increasing improvement in technical depth
- e. The training process must change with the institution and the people in it--it must not only deal with staying ahead of the cutting edge but must constantly update the mix of content and process
 - f. The training must be designed as a process and part of a larger set of actions and interventions--not as one-time workshops that pump out people with certificates
 - g. The training must deal with
 1. Design, delivery and assessment of individual training EVENTS;
 2. Design, delivery and assessment of an institutional training PROGRAM;
 3. AND (ultimately) in the design, delivery and assessment of GCID-sensitive development programs.

Doing one without the others dooms them all. Usually it is easier to deal with the individual training events. But these events will only have a sustainable impact and an assessable association with change if the training program is carefully developed as a process that can, eventually, be associated with a positive, sustainable change in people's lives.

GENERATING DEMAND FOR TRAINING What, then, are the essentials of generating an institutional atmosphere that requests training in gender analysis and strategy design? In a way similar to the section above, the basics that follow are based on a combination of experience, evidence and intuition.

The training program must change to accommodate the change and evolution in perspective. It must move with people in their understanding of what WID is and/or should be and where it should it go. Building awareness, knowledge, motivation and skills is what, in part, creates demand as perceptions of GCID and WID change. Training, in fact, creates demand for training.

A.I.D.'s culture and values regarding "leadership" in the development community, training, education, and technical work

were taken into serious account in designing the training program. This called for a growing focus on skill transfer in a context of broadening and deepening technical information sharing. The training methodology must carefully balance technical content with the process for effectively transferring skills and information.

Since A.I.D. technical staff often view training more in an "instructional" mode, the process skills required must be framed in the technical credibility of both the training content and the training team. This has resulted in co-training that combines technical content experts with technical training experts. The Agency's development professionals must be trained by combining useful, useable technical skills and information in a manner that also allows them to assume responsibility for their own learning.

The training program (and the WID Office program in general) was designed around "doing better development". The challenge is to keep WID relevant as A.I.D. moves into non-project assistance, policy reform and a more programmatic (less project-first) perspective. We need to consolidate what was gained in the way A.I.D. did its work in the past while defining WID in the new areas A.I.D. is entering--our job is actually more difficult now than it was. Expertise in GCID is still very scarce. How do we bring the technical expertise that exists in the Agency to bear on GCID? This is a REAL FACILITATION ISSUE!

The WID Office used a combination of training, technical assistance, adaptive research and communications to further the demand. More and more A.I.D. technical and professional staff believe that they must include GCID in order to do their work well and to have successful development activities.

The training program helped legitimize the concept of WID for development professionals as an economic development issue, in part by moving away from the late 1960s and 1970s political rhetoric that often focussed on women as victims. It worked with the concept of women as participants in, contributors to and beneficiaries of the development process. There was a parallel movement inside and outside the Agency. In the late 1970 and early 1980 period, the focus was on "making the case" for women while in the late 1980 period there was more effort put in "how to operationalize strategies", on helping governments, organizations and individuals assure that women participated in, contributed to and benefited from the process. All of this, along with supporting development activities with training, technical assistance, adaptive research and information have assisted in generating institutional demand for the training. Training does, in fact, generate demand for more training in our experience.

The training program aimed at helping the Agency's development professionals deal with GCID as a normal part of their work. It sought to integrate GCID in a way that would minimize increases in work while optimizing returns on that work--in terms of "successes" and better development. We do not have too much proof yet that integrating GCID actually does lead to

better development, but we're working on it. Critical here is the development of monitoring systems and management information systems that can let us look at "indicators" of program performance. In the early days we said we'd make GCID a part of regular work so there wouldn't be too much extra burden. It turns out, of course, that more work is involved--more cost too.

But is it worthwhile? We trust so! But the reader should note that, while the Office's budget has gone up 150%, other A.I.D. budgets are being slashed!

The training program also demystified WID, helped make it "doable", and made it unthreatening. There was an attempt to reduce people's earlier tendency to say, "Oh, my gracious! Now I have to do this WID stuff too or I'm in trouble--and I'm already very, very overworked". Demystification was occurring throughout the history of the WID program but the most dramatic changes probably occurred during Alan Woods' tenure when the WID Office was able to function more as a service or advocacy office rather than as "police". Woods and Congress took on the work of the "heavy" enforcer.

A KEY in generating demand for the training is that we've begun to train Agency "direct hire" staff along with/together with their host country counterparts and contractors. The HCCs help drive the demand, along with A.I.D. staffs' own increased demand, because A.I.D. is taking a more "programmatic" perspective. This perspective includes closer collaboration with the host country at a program and project level. An increasing number of important contractors are also demanding more GCID training. In part, they too see it as necessary to doing good development. But, in part, they are demanding it because they perceive that A.I.D. is taking GCID very seriously. This is a very new area so we don't have much experience or much evidence that pulling all the stake-holders together really helps. Again, intuition is stronger than hard evidence.

Another vital aspect to creating demand for training is, as has been mentioned above, development of systems and procedures that people use in the bureaucracy to do their work. Procedures for identifying programs and projects, designing, implementing, monitoring and evaluating them to address gender issues in development have been and are being established. Work is still required, though much progress has been made, in writing gender-sensitive scopes of work or terms of reference, requests for bidding and proposals and in identifying monitoring and evaluation indicators for assessing program and project performance and impact.

Thus perspectives, people and procedures work together in the A.I.D. institutional framework and culture to create demand for training in gender analysis and strategy design.

CONCLUSION A foundation has been laid in A.I.D. for women in development. It is fragile and requires support. Training has generated and continues to create demand for additional training. The WID Office program also relies on technical assistance,

applied research, and information and communications to operationalize its mandate.

While mandates may seem to whisper, service talks, and money shouts. Mandates are not enough. The program needs personnel, resources, procedures, a common or shared perspective and a common or close to consonant vision about women in development. A.I.D. is now able to field more experts in GCID and seeks to support sustainable programming through its links with contractors, PVOs and NGOs and the host country counterpart community.

A look toward the future--what needs fuller promotion, more work?

- Increasing collaborative training with host country counterparts
- Increasing the linkage between technical assistance and training--offering an amalgamation of training and technical assistance packaged to meet specific "client group" needs
- Improving the management information system (MIS) now in place--allowing for better and more timely monitoring, assessment and reporting, more immediate and useful feedback and information to A.I.D., the development community at large and HCCs
- Appealing to technical and intellectual leadership--glued together by better management information and communication--striving for professional excellence--with a capacity to move beyond "faith" that it works to a clear set of evidence that associates GCID with positive, sustainable development
- Improving and targeting information more carefully--regularizing meaningful, useable and useful communication systems to assure two-way feedback that both accommodates and promotes positive change
- Setting up and maintaining effective two-way communications--this is not only information "dissemination" but collaborative professionals engaged in mutual coaching and training while we "live the reality" of development
- Refining the manner in which research feeds the training so it can stay a step ahead of the "state-of-the-art" and be more useful and effective--another balancing act that requires taking some risks
- Continuing and expanding support from all management

and operations levels, top to bottom and sideways

- Taking risks in a strongly "risk-averse" environment. Taking risks is helpful in the change process. We must recognize, however, that many things that influence the training program are well beyond our control

ENDNOTES

1. Women in Development: A Report to Congress by the U.S. Agency for International Development. Washington, D.C.: Office of Women in Development, U.S. Agency for International Development, March 1991. Page 5.
2. This statement was made during a presentation to the 1991 International Development Conference's session on Women in Development organized by the Women in Development Coalition. The WID Office Director, Kay Davies, delivered this presentation on the eve of her departure as Director. She is now Legislative Director for Senator Pete Domenici, Republican from New Mexico.
3. Included as Annex A is the "Systematic Approach to Getting Things Done".
4. Reference the 1991 International Development Conference at which Kay Davies spoke, cited above.
5. Individual training events as well as the training program are based on some of the basic concepts found in the following:
 - The Modern Practice of Adult Education. Malcolm S. Knowles. Association Press. New York. 1970.
 - A Trainers Guide to Andragogy--Its Concepts, Experience, and Application. John D. Ingalls. U.S. Department of Health, Education and Welfare. Washington, D.C. Revised Edition. May 1973.
6. Integrating WID or Restructuring Development? Mary B. Anderson and Marty A. Chen. Paper prepared for the AWID Conference. April 1988. Washington, D.C. Page 18 discusses the fact that "When gender is not considered in development planning, the development equation is underdetermined."
7. See the Administrator's "Action Items" issued during Ambassador Alan Woods' tenure as Administrator of A.I.D. attached as Annex B.
8. See Women in Development: A Report to Congress by the U.S. Agency for International Development cited above. Page 7 of the Executive Summary contains additional examples of institutionalization.

ANNEX A

A SYSTEMATIC APPROACH TO GETTING THINGS DONE

JOBS TO BE DONE/AIMS - - - - -

- Set and agree on aims:
- (a) why are we doing this?
 - (b) in order to...
 - (c) what will the final product be?
 - (d) how do we measure progress or success?

INFORMATION - - - - -

- (a) what do we need to know?
- (b) what do we already know?
- (c) what do we need to find out?
- (d) what information isn't needed?

WHAT HAS TO BE DONE (WHTBD) - - - - -

- (a) what steps must we take to complete the job?
- (b) what is the sequence of the steps?

PLANNING - - - - -

- (a) who does what, when, where and how?
- (b) who will be responsible for each action, when, where, how?

ACTION - - - - -

implement the plan

EVALUATE - - - - -

- (a) did we finish the job?
- (b) on time?
- (c) with available resources?

REVIEW TO IMPROVE - - - - -

- (a) what worked/didn't work?
- (b) how can we do it better?

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Woods Takes Lead on WID Action Plan

ACTION ITEMS FOR WOMEN IN DEVELOPMENT

1. All Bureaus are responsible for developing and implementing WID Action Plans that include systems and procedures, as well as calendar-driven benchmarks, to address and monitor women in development issues throughout their programs and projects. Geographical Bureaus are responsible for ensuring that their respective USAIDs also develop such WID Action Plans.

2. All Bureaus and USAIDs will reflect sex-disaggregated data in AID's program documents (e.g., CDSSs, APs), and all new data collection activities will be sex-disaggregated for AID's project, non-project assistance and reporting documents (e.g., PIDs, PPs, PAIPs, PAADs, PIRs, Evaluations).*

3. All Bureaus and USAIDs will ensure that AID's country strategy, program, project, non-project assistance and reporting documents (e.g., CDSSs, APs, ABSs, PIDs, PPs, PAADs, PIRs, PAIPs, Evaluations) explicitly describe strategies to involve women, benefits and impediments to women's participation in development and benchmarks to measure

women's participation in and benefits from development activities.*

4. Specific women in development training should be considered a priority for AID personnel, particularly in the areas of agriculture; private enterprise development, including small and micro-scale enterprise; and natural resource management and environment. This training will include regional and/or country-specific WID training, as well as a required WID component in Washington-based training courses in these specific sectors.

5. Increasing women's inclusion in participant training programs will be considered an important objective. All Bureaus and USAIDs will work to improve the overall number of females in participant training programs.

*When items 2 and 3 are difficult to achieve, Bureaus and USAIDs will ensure that there is a substantive analysis as to the obstacles preventing completion of such efforts and an explanation of how these obstacles will be overcome.