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MayaTech Corporation

THE GENDER INFORMATION FRAMEWORK

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With:
The MayaTech Corporation
Silver Spring, MD

Prepared for:
Office of Women in Development
Bureau for Research and Development
U.S. Agency for International Development
Washington, DC

October, 1992

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FOREWORD

The Gender Information Framework was created for the Office of Women in Development to address the need for practical, realistic guidance on how to integrate gender issues into A.I.D. programming. It was also to serve as a companion piece for women in development training programs.

The Gender Information Framework, abbreviated as "the GIF," was first developed in 1988. Since that time, its content has been updated and revised as the body of knowledge about gender issues in development programming has grown. The GIF has also been adapted to two other forms: 1) an Executive Summary, included in this document, which is used as a stand-alone piece; and 2) a six-panel brochure, called "The Gender Information Framework Pocket Guide." These alternate versions were designed to increase the GIF's utility to its primary audience: A.I.D. staff, contractors, and consultants. It is hoped, however, that it will also be useful to development practitioners from non-governmental organizations, host country governments, and other donors.

Revisions will continue to be made to the framework as our understanding of information needs about and effective approaches to incorporating gender issues into development activities increases. The reader is encouraged to adapt, revise, and borrow whatever is useful from the Gender Information Framework. It is our hope that it will strengthen and enhance international development programs.

ACKNOWLEDGEMENTS

The Gender Information Framework reflects the contributions of many people:

- the staff of the Office of Women in Development, who have the mission and the mandate to institutionalize the systematic inclusion of women in A.I.D.'s development policies, goals, and processes. Special appreciation is due the PPC/WID staff, especially Ms. Kay Davies, former Director of PPC/WID, and Mr. Ron Grosz, Project Officer, who provided continual encouragement, support, and challenge in the development of this framework.
- the many A.I.D. staff persons, both in the Washington office and in the Missions outside the United States, who gave generously of their time, insights, and suggestions.
- the training team members who graciously put this framework through its "try-outs": Dr. Rosalie Norem (PPC/WID), Mr. Donald Spears, Ms. Barbara Howald, and Dr. Bettye Harrison-Burns. Their suggestions were invaluable in shaping the Gender Information Framework's current content and format. Also, Mr. Timothy Frankenburger, who was instrumental in the development of the original concept.
- Women in Development professionals from other agencies, private voluntary organizations, foundations, and independent consultants/trainers who were most helpful in sharing their experience and vision as we were gathering data to develop this framework.
- the women in developing countries who refuse to be invisible.

Staff of The MayaTech Corporation prepared this document, which updates the Gender Information Framework. The Gender Information Framework was initially developed by Ms. Virginia Hubbs and Mr. Al Rollins, in collaboration with Mr. Ron Grosz (PPC/WID), under a separate contract with the Office of Women in Development. Ms. Hubbs, Mr. Rollins, and Mr. Grosz provided the technical expertise for this document as well, with additional assistance from Ms. Barbara Howald. Ms. Cheryle Buggs blended knowledge, styles, and graphics. Ms. Kettly Paul and her word processing staff skillfully and willingly responded to requests for additions and changes.

While we are thankful to all who contributed to this manual, responsibility for its accuracy and tenor rests with The MayaTech Corporation.

Jean-Marie B. Mayas, Ph.D.
Project Director

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I. INTRODUCTION

The Gender Information Framework is a set of guidelines with supporting information developed to assist A.I.D. in incorporating gender considerations into program and project design, review, adaptation, and evaluation. The Gender Information Framework (GIF) provides a three-step framework for this process. Its core elements are:

- **Gender Analysis Map:** as its name implies, the "map" guides the user through a process, suggesting where to look. In **Step One**, it helps the user to identify important gender factors in the baseline situation: that is, the differences in men's and women's roles in the situation the project wants to affect. In **Step Two**, it helps the user to take a look at the gender-specific constraints and opportunities identified in the baseline situation. These first two steps described in the Gender Analysis Map are not specific to A.I.D. and may be applicable to other development organizations.
- **Gender Considerations Guide:** findings gleaned from the gender analysis undertaken in Steps One and Two can be incorporated into programs and projects with guidance found in **Step Three, Gender Considerations Guide**. These Gender Considerations have been designed primarily for A.I.D. use, presenting guidelines for key A.I.D. documents including the Country Development Strategy Statement (CDSS), Action Plan, Project Identification Document (PID), and Project Paper (PP). Even though these documents are specific to A.I.D., they parallel documents in other development agencies' overall programming cycles, thus making the GIF adaptable for wider application.

The GIF also includes a **Summary of Guidelines for Document Review**, which briefly summarizes where to include gender issues in A.I.D.'s documentation processes.

A.I.D. evaluation findings, as well as those of other development and research institutions, provide considerable evidence that incorporating gender issues into programs can be an important factor in achieving success. Although increasingly aware of these findings, development practitioners continue to seek information on how this should be done. The GIF was designed to assist in this process by synthesizing A.I.D.'s methodologies for effective development planning with tools to expand awareness of gender concerns. Thus, the GIF:

- is based on A.I.D.'s programming cycle, from the Country Development Strategy Statement through the Project Paper;
- presents guidelines for program documents that generally follow the format for A.I.D. programming documents;

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- addresses both analytical and action aspects of the process of effective development; and
- provides the basis for a common understanding between program designers and reviewers about gender issues.

1.1 Purpose of the Gender Information Framework

The purposes of the GIF are:

- to strengthen the analysis of development issues in such a way that gender becomes an automatic consideration in the programming process; and
- to provide tools that assist A.I.D. staff to incorporate information yielded by gender analysis into program design, review, adaptation, and evaluation.

The GIF is designed to accompany a training program on gender issues and will serve as a post-training resource guide. Its potential audience includes A.I.D. personnel, contract staff, consultants, and training professionals involved in project/program design and adaptation, monitoring, and evaluation, as well as training program design and implementation.

1.2 How the GIF was Developed

The GIF was first conceived as a way to provide guidelines for incorporating gender into the key stages of A.I.D.'s programming process. The initial form of the GIF was presented at a training workshop held in Nairobi in September, 1987, for A.I.D. Agricultural Development Officers and Project Officers working in sub-Saharan Africa. Since that workshop, the GIF has evolved through several different forms. This process has involved extensive discussions concerning gender issues and review of the GIF by A.I.D. personnel, representatives of other international donor agencies, academic institutions, and private voluntary organizations, as well as knowledgeable individuals from the United States and developing nations.

The GIF has strong links with the efforts of the many individuals and organizations who have contributed to the work of the Office of Women in Development to increase awareness of and skills in dealing with gender issues. Ideas and methodologies from the International Center for

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Research on Women, regional A.I.D. bureaus and the Center for Development Information and Evaluation, the Harvard Institute of International Development, the University of Arizona, the Farming Systems Support Project at the University of Florida, The Population Council, and other institutions have been incorporated into the GIF.

Finally, it should be noted that the GIF is a "dynamic document." It has evolved through usage in technical assistance consultancies and training, and it will continue to evolve as the body of knowledge about gender considerations and experience with the issue grows. Thus, the GIF is, in many respects, still a "draft"; it is hoped, however, that it will be a "working draft."

1.3 Women and Gender

Initial "Women in Development" efforts focused on achieving equity for women in access to and control of project resources and benefits. This was the result of early literature which documented the adverse impact of some development projects on women. However, as evidence has accumulated demonstrating that gender-related differences, (i.e., differences in roles, responsibilities, and opportunities of men and women) affect the achievement of project purposes and goals, the term "gender" has begun to replace "women in development." In Women in Development: A.I.D.'s Experience, 1973-1985, Volume I, Synthesis Paper, the Center for Development Information and Evaluation (CDIE) notes "Gender is a broader analytical concept which not only encompasses concern with women but also highlights women's roles and responsibilities in relation to those of men." (1987:4) It combines effectiveness with equity.

"Gender variable," then, in the GIF, is used to denote relevant aspects of social organization that "vary" because of the roles, responsibilities, and opportunity differences attributable to gender.

1.4 Why Gender Considerations are Important

Much has been written about why gender considerations are important in development programming. A few points will be cited here, and further information can be found in the publications listed in the bibliography.

- 1.4.1 The previously cited report on A.I.D.'s experience with women in development (1987) found that projects are more likely to achieve their purpose and/or long-term goals when gender variables are taken into account. Incorporation of gender considerations contributes to effective development.

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- 1.4.2 A.I.D.'s official policy has for some time acknowledged the need for incorporating gender issues into programming. The Women in Development Policy Paper published in 1982 describes official policy, which includes the following for all A.I.D. program and project documents: disaggregation of data by sex, gender distinctions in terminology, inclusion of explicit strategies to involve women, and use of gender-disaggregated benchmarks in monitoring and evaluation.
- 1.4.3 Most A.I.D. project goals relate to improving the economic and/or social well-being of families. Research to date suggests that in many areas women contribute a larger percentage (nearly all) of their income to family welfare than men. Research also suggests that increases in women's incomes are more likely to translate into improved family welfare for children (and themselves) than increases to men's income. Thus, activities to increase women's productivity and income have a very positive and direct impact on family welfare.
- 1.4.4 Congress continues to pay close attention to A.I.D.'s success in incorporating women into its programming. Legislation passed in 1988 that earmarked funds for Women in Development (WID) also put into law the aforementioned Agency policies (e.g., sex-disaggregated data, use of gender-disaggregated benchmarks, explicit strategies to involve women). It also mandated involvement of senior staff in decision-making activities related to women in development, discussion of benefits and impediments to women's participation in all documents and programs, training for A.I.D. staff, and annual reports to Congress on progress toward full integration of gender issues into A.I.D.'s programming. New legislation increasing funding for and expanding Agency requirements on inclusion of women is expected this year (1991).

Summarizing the above, the reasons for fully incorporating gender issues into A.I.D.'s activities include the potential contributions of women to project and program success, concern for equity, alignment of A.I.D. activities with official policy, and legislative influences.

2. RATIONALE OF THE GENDER INFORMATION FRAMEWORK

2.1 Key Assumptions of the GIF

Several important assumptions about development design undergird the GIF.

- 2.1.1 Gender is a variable in the development equation, because gender differences in roles and responsibilities affect ability and incentive to participate in development projects. This affects project effectiveness. Gender factors may also lead to differential project impacts for men and women.

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GENDER IS A VARIABLE

are key words for this document.

- 2.1.2 Understanding development issues at both the macro and micro levels, and the linkages between these levels, is important for effective programming. Program and project analyses need to balance information at the sectoral, regional, or national level with information from the household level to define problems, identify solutions, and assess impact.
- 2.1.3 Sustainable development is more likely to occur when a balance is achieved in consideration of socio-cultural and economic factors in project and program planning. Further, inclusion of the men and women who benefit from and participate in development programming, from problem definition through evaluation, contributes to sustainable development.

2.2 Design Process in the GIF

The GIF is based roughly on the process for incorporating gender considerations into programming recommended in the CDIE Synthesis Paper cited earlier. Summarizing those recommendations, the process involves:

- identifying gender variables: clarifying how male and female roles and responsibilities might affect development activities to be undertaken;
- identifying programming opportunities and constraints resulting from gender-based differences;
- incorporating information about gender considerations into program/project design and adaptation; and

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- developing, monitoring, and evaluation systems that provide sex-disaggregated data to assess project impact and inform the development process.

Building on this process, the three components of the GIF -- the Gender Analysis Map, the Gender Considerations Guides, and the Summary of Guidelines for Document Review -- provide a step-by-step approach to incorporating gender considerations into A.I.D. programming. The Map shows how to identify where gender might be a variable in the situation to be addressed; the Gender Considerations Guides show how to factor that information into the micro and macro level analyses to design or adapt development activities. The Summary of Guidelines can then be used for a quick review of the programming document.

Data Needs: A word on the data for gender analysis needs in the GIF is in order. It may appear that extensive data collection is required to address gender issues effectively. However, the data recommendations in the GIF are indicators of data needs rather than requirements. They suggest the kinds of information that will strengthen the design process. Data needs are project and program specific; not all those listed in the GIF will be appropriate for all situations. In addition, although information may appear to be unavailable, it often can be found in project documents, consultants' reports, and anthropological studies within the Mission. Other sources are national university sociology departments, government women's bureaus and national women's organizations that frequently have "fugitive literature," literature that is not publicly distributed but very useful. Host country national Mission staff can be a valuable resource as well.

Finally, because gender-disaggregated information is needed for effective development, projects and programs should build in its collection from the start to save time and expense.

3. GENDER ANALYSIS MAP

3.1 Description of the "Map"

Incorporating gender considerations into development program design begins with analysis to determine where gender intervenes in the situation to be affected. The Gender Analysis Map provides a tool for initial assessment of important gender differences that can affect people's ability to participate in and benefit from a development activity.

Step One involves information gathering on four key socio-economic factors in the baseline situation -- allocation of labor, income, expenditure patterns, and access to/control of resources -- in order to identify male/female roles and responsibilities. These four key factors are called **Exploratory Factors**.

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In Step Two, the Gender Analysis Map guides the analysis of identified roles and responsibilities to infer differences in men's and women's constraints to participating in, contributing to, and/or benefiting from a development intervention. Conclusions are also drawn about opportunities for increasing project effectiveness by recognizing and building on gender-based roles, responsibilities, skill, and knowledge. Opportunities and constraints are called **Conclusion-Drawing Factors**.

This process has been designed to indicate where development practitioners should first look to see how gender could affect a project or program's success. It supplements macro level data and helps to identify linkages between national policies and household level situations. Of course not all factors in this framework will be equally important for all kinds of projects. Neither will the Gender Analysis Map always yield complete information; however, it will very often provide clues that suggest where further information or examination of gender issues is needed.

Identifying where gender intervenes is important at every stage in the programming process. Although, typically, identification of gender variables happens only in project design, it is important in the Mission overall program level as well. At that level, understanding gender roles enables the Mission to refine its process of setting objectives and targeting resources. The Map has been designed to identify gender variables primarily at the household level, but it can be useful for the larger process of overall program design.

The level of analysis -- the breadth and depth of issues to be considered -- depends on the stage of the programming process. At the CDSS level, a limited analysis would be sufficient to provide the broad overview of living patterns needed to anchor the macro-economic data usually found in a CDSS.

At the project level, analysis should be more detailed. Because consideration of the factors described in the Map may not provide the level of detail needed for some project design/adaptation situations, additional information on resource materials for gender analysis in agriculture and small-scale enterprise projects has been provided in Appendix II.

3.2 Steps in Gender Analysis

In the step-by-step analytical process that follows, the four key socio-economic factors are examined in more detail, and key issues and specific questions to address for each **Exploratory Factor** are listed. Examples of kinds of programs and projects where each factor is likely to be important are also indicated. As noted above, all the issues of women in development are

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not condensed within this Map. Rather, the Map suggests where planners should first look to see if gender is an issue. It should also be noted that the Map is not a checklist to be filled out. It is a preliminary analytical process for identifying where gender intervenes in development situations.

STEP ONE

Use the four **EXPLORATORY FACTORS** below to identify where gender could intervene in social and economic production systems to be affected by development activities.

FACTOR: ALLOCATION OF LABOR: Important for agriculture, natural resource management, education, health-related projects. Must look at both household tasks and tasks contributing to family income production.

- **Who is responsible for which aspects of household maintenance (fuel/water provision, building maintenance, family health, child care, food preparation, etc.)?**

In many countries, the division of labor between men and women for tasks to maintain the family unit is very sharp. Women usually carry a double load of both domestic and economically productive activities.

- **What is time allocation by gender and age? How do time and labor allocations vary with economic class or position in the household?**
- **What activities of male and female household members contribute to crop and livestock production?**

Who plows, plants, weeds, harvests, selects seeds, processes and markets crops? Who is responsible for which aspects of livestock raising? (Analyze by crop and/or livestock animal.)

Men's and women's agricultural and other productive labor tasks may be interchangeable but often are not. More frequently, men and women have very specific responsibilities by crop or for different animals. Development programs should explore which tasks, which crops, which animals would yield the most gain with provision of technical assistance and other resources (consistent with program goals). Similarly, planners need to be aware of how proposed changes in production patterns would affect men's and women's tasks and resulting workload. Increasing one member's work affects his/her ability to fulfill traditional responsibilities.

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Agri-business and agricultural policy efforts that promote expansion of production of non-traditional export crops can affect the division of labor. In many instances, these projects and/or policy interventions are targeted at a male household head, who will respond to incentives for non-traditional crops with both his own labor and that of his spouse. The spouse must still meet traditional responsibilities for food production. Such potential changes in the division of labor --and the ultimate effect on family well-being -- need to be factored into the decision making process.

- **How does allocation of labor in household, enterprise, and agricultural activities vary by season?**

Seasonality and its relationship to gender-based division of labor is important to consider in agriculture and natural resource management projects. Projects that have injected additional labor requirements at a time when there is already a labor bottleneck have resulted in decreased productivity from both the traditional and project activities.

EXAMPLE

In the Kenya Arid and Semi-Arid Lands project, women's self-help labor was expected for soil and water conservation work. The women in the area are the principal farmers because of male migration and would not be available during the peak agricultural season. "The original project design ignored the recommendation [of the Social Soundness Analysis regarding labor bottlenecks]. Targets were set on the assumption that work could be carried on throughout the entire year. Ultimately...project management...suspended work during the peak season so that women could finish their ploughing and planting." (AID, CDIE; 1987:17)

- **For enterprise development activities, is family labor included in enterprise accounts? How do family members contribute labor? Who is responsible for bookkeeping, for cleaning and repairs, for product finishing and packaging, for product sales?**

FACTOR: INCOME: Important for enterprise development, agriculture, health; projects counting on user fees.

Awareness of gender differences in sources of income is important both to identify ways to increase productivity and also to avoid adverse impacts by inadvertently changing the use or form of existing resources.

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- **What is male/female labor force participation in the sector to be affected?**

Women's labor force participation is often undercounted in country strategic assessments. This occurs for several reasons, including lack of macro level review of sectors where women predominate, use of survey methodologies that identify occupations of all household members through interviews with male household heads, and survey question design. For example, in countries or regions where greater status is accorded women without outside employment, women will often state their occupation as "housewife," despite considerable income-earning responsibilities. Understanding participation of males and females in both formal and informal labor sectors is important to understanding how national economies are driven.

- **What are primary sources of income for men and women in rural and/or urban households (wage labor, small-scale enterprise, etc)?**

This question approaches the issue of income from the household perspective. Income (cash, in kind, consumable items provided by family food provisioning, and transfers) in most developing countries is provided to the family by both men and women. Among the very poor, female income is as important as male income and is not supplemental. Similarly, in areas of heavy male migration, women's income meets daily subsistence needs.

Wage labor is a significant source of cash income for more than two thirds of the women in developing nations. However, typically, women's incomes are derived from multiple sources, including wage labor, trading, agricultural production, sales of prepared foods, and craft production.

- **For farm-related income, how much is generated by men/women from crops, livestock, crop/livestock by-products (e.g., milk, manure) and crop biomass (stalks, husks)? What percentage of family income does self-provisioning represent?**

Men and women may derive their incomes from the same resources. Knowledge of the various uses of resources is important to avoid disrupting an income source. For example, livestock may provide income or a source of savings to men while milk from the same animals may provide income to women. In a related example, men and women may use the same field for different crops during the year; the field thus provides income to different household members in different seasons.

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- **How do incomes vary by season?**

Women's income is, by virtue of its diversity, often generated throughout the year. And because it is derived from many sources, it may be less subject to crises (e.g., drought, blight, currency devaluation, etc.) Sometimes it is the only family income available during the pre-harvest "hungry" season.

- **To what extent are technical assistance, credit, purchased raw materials, and other "inputs" currently used by male/female family members to increase productivity?**

Women are less likely to use commercial sources of credit and frequently have less training for income-earning activities. They also use agricultural inputs on a much smaller scale. Therefore, the addition of a few inputs to their economic activities might be a mechanism to significantly increase productivity, as it has for men.

FACTOR: EXPENDITURE PATTERNS: Important for projects that directly or indirectly change allocations of labor and access to resources such as natural resource management and agricultural production projects, contract growing schemes, or projects that will change fee structures for services.

Awareness of patterns of expenditure and provisioning responsibilities within the family -- who is responsible for which expenses -- is necessary to understand the importance of individual members' incomes to family well-being.

- **Who is responsible for which elements of family expenses and provisioning (e.g., staple foods, vegetables, school fees, ceremonies, medical expenses, housing, clothing)?**
- **How could changes to family member incomes affect ability to meet family financial obligations?**

Men and women may have different financial responsibilities in supporting the family. For example, men may be responsible for providing staple grains, while women provide vegetables. Men may undertake or pay for building maintenance while women's income pays for school fees, health care, and/or clothing. Each person's income is important to maintaining the totality of family welfare.

Studies in Asia, Latin America, and Africa suggest women are more likely to spend a larger share of the income under their control on food, especially their children's nutrition and well-being, than men. These studies indicate men spend larger portions of their income on personal consumption items -- watches, guns, entertainment (B umberg: 4).

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EXAMPLE

In India a study of the very poor showed that as women's incomes increased, child nutrition improved. Where mothers were not working but the father's income increased, child nutrition did not improve (*ibid.*:9).

Knowledge of financial responsibilities is especially important for programs in Africa, where women are heavily involved in food production -- in some cases the primary farmer. In planning projects that will affect income distribution, development practitioners should consider how gender affects the utilization of that income -- the consumption and expenditure patterns.

FACTOR: ACCESS TO AND CONTROL OF RESOURCES: Important for all projects.

- For the unit of analysis, what resources (e.g., credit, labor, land, time, training) are required for activities affected by the project?
- How are access to and control of project resources and resulting project benefits different for men and women? How does that affect ability to increase economic productivity or improve family well-being?

The extent of women's access to and control of key resources such as land, labor, income, and credit varies significantly within and among societies, but in most instances it is limited. Women are legally minors in some countries. They may also be unable to inherit land or own cattle, thus eliminating standard forms of collateral for loans. Information and information networks may also be less accessible to women because of restricted mobility, social mores that limit interaction between unmarried or unrelated men and women, and because they do not have time to access these networks.

Analysis of access to and control of resources will indicate how the stakes in a development activity differ for men and women. Such knowledge will suggest how men and women might respond to incentives to participate in projects and the extent to which benefits from development activities may be distributed differentially among males and females.

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OTHER FACTORS

- What other factors, outside labor, income, expenditure patterns, and resources, are basic to analysis of YOUR situation?
- Decide what questions should be answered in order to help determine whether there are or may be gender-related differences to each of these other factors.

Time availability and decision-making may be of special importance in many situations. And because all development situations are different, planners should be alert for other, situation-specific key factors requiring attention.

STEP TWO

Use the CONCLUSION-DRAWING FACTORS below to arrive at significant gender differences which need to be taken into account in planning or adapting the project under consideration.

FACTOR: CONSTRAINTS

- For the unit of analysis and the project/program under consideration, what are the key differences between men's and women's constraints (e.g., labor, time, access to credit, education, training, other)?
- How do these affect ability to contribute to or benefit from a program? What are the implications for incentive to participate?

It is important to know in the areas of A.I.D. programming, from the CDSS to specific projects, how constraints to improving a situation vary by gender. Constraints can affect project implementation and result in differential impacts on men and women. Further, often major changes in programming are not required.

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EXAMPLE

Women heads of households constituted approximately one-fourth of applicants to a low-income housing project in Ecuador. Only 26% had incomes high enough to qualify them for project-financed housing, and only 15% of women with qualifying incomes had enough savings to make the 10% housing downpayment. After a survey revealed these problems, the project was redesigned to require only 5% downpayment with low initial monthly payments based on an adjustable rate of interest. These changes meant that over 30% of income-eligible women heads of households who had applied to the project could meet the project's selection criteria.

It should be noted that causal links between access to and control of resources and constraints are difficult to establish, but relational patterns do exist. Appendix IV provides some suggestions on project adaptations to deal with common constraints.

FACTOR: OPPORTUNITIES

- For the unit of analysis and the project/program under consideration, what are the opportunities for increasing effectiveness by recognizing and building on gender roles, responsibilities, skills, and knowledge?

Gender roles affecting factors of labor, income, expenditures, access to and control of resources, and constraints can present opportunities for more effective development. Maternal and child health programs, for example, which incorporate women's family caretaking roles, draw on the skills of female traditional birth attendants to disseminate information and provide services to women. Women's economic roles, on the other hand, are both less well understood and also less utilized to stimulate economic development.

Credit programs would be strengthened by keeping sex-disaggregated records to identify characteristics of successful borrowers (often women have better repayment rates); agroforestry projects would benefit by directing resources to persons responsible for planting, maintaining, and cutting trees; and family planning projects could be enhanced by knowledge of gender-specific information networks and designing gender-specific promotion methods.

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A simplified example of the kinds of information gender analysis would yield in a project to increase sorghum production follows in Table 1. Information to be gleaned from this very brief analysis includes:

- Women and men both produce sorghum; men work their own fields, while women work in both the family and their own individual fields.
- Women and men both receive income from sorghum production, men from sales and ultimately from livestock grazing on harvested fields. Women's income from sorghum production is derived from brewing beer, wage labor in transforming the sorghum, and sale of the surplus from their own fields. It appears that both produce for family consumption.
- Women use few inputs in their production and have little access to extension advice.
- Women, as the family members responsible for seed selection and storage, will have good information on seed and varietal characteristics.

If a project were under consideration to improve sorghum production, this analysis would provide insight on how proposed project activities would affect both men's and women's income and labor. For example, introduction of labor-saving devices for weeding would relieve labor bottlenecks, enable increased acreage and hence production; or it could free up time for other economic activities.

A seed breeding program should, first, access women's information about seeds; and second, consider in their varietal assessments, the use of sorghum for brewing beer.

Given women's extensive involvement in sorghum production, extending the outreach of agricultural technical assistance programs to include women might yield significant results.

This very abbreviated analysis has easily identified both gender-specific constraints and also opportunities for more effective project design.

TABLE 1: SAMPLE ANALYSIS OF GENDER VARIABLES AMONG ONE ETHNIC GROUP IN SOUTHERN AFRICA

Crop: Sorghum

<u>Factor</u>	<u>Responsibilities</u>	
	<u>Male</u>	<u>Female</u>
Labor	<ul style="list-style-type: none"> • Land clearing-all fields • Plowing-all fields • Seeding-family fields • Transporting grain from family field to market cooperative 	<ul style="list-style-type: none"> • Seeding own/family fields • Weeding • Scaring the birds • Harvesting • Storage • Selecting seed
Income	<ul style="list-style-type: none"> • Sale of surplus sorghum (family fields) • Use of harvested fields to graze cattle 	<ul style="list-style-type: none"> • Sale of surplus sorghum (individual fields) • Beer derived from sorghum • Pounding sorghum for others
Expend.(for Sorghum)	<ul style="list-style-type: none"> • Sorghum seeds (new strains) bags, fertilizer • Sorghum-family consumption 	<ul style="list-style-type: none"> • Sorghum-family consumption
Resources: Access to and control of	<ul style="list-style-type: none"> • Labor: male household head allocates all family members • Land: new land allocated by local government; males inherit most use rights • Income: separate budgets but male controls income from sale of family field harvest. 	<ul style="list-style-type: none"> • Access to shared labor; control head allocates all access to male labor to plow on individual fields after family fields plowed. • Can obtain land from local government; can inherit usufruct rights but most land controlled by male household head.
Constraints	<ul style="list-style-type: none"> • Access to labor at peak periods, markets 	<ul style="list-style-type: none"> • Access to labor and extension assistance, • Access to plowing, especially in female-headed households
Opportunities	<ul style="list-style-type: none"> • Work with coops on improved transport systems 	<ul style="list-style-type: none"> • Work with women on seed research; extend technical assistance to women

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4. GENDER CONSIDERATIONS GUIDE

4.1 Overview

Step Three in the GIF process provides guidance on where to incorporate information about significant gender differences in four A.I.D. documents: the Country Development Strategy Statement (CDSS), the Action Plan, the Project Identification Document (PID), and the Project Paper (PP).

Guidelines for incorporating gender issues into these A.I.D.'s documents follow. The discussion is organized by programming document. Each discussion is divided into three sub-sections: a very brief description of the document, a review of why gender is important in the document under discussion, and an explanation of the specific Gender Considerations. Key questions and comments are provided and indicate additional detail needed. The questions are meant to stimulate thinking about what needs to be considered in a particular situation. The user should select from the questions presented those that are most relevant to the specific development setting.

It is recognized that within A.I.D. variations exist in the emphasis given to steps in the program design process. Some Missions rely heavily on the CDSS for planning while others (usually the smaller ones) do not prepare a CDSS at all. Some regions are using a Country Program Strategic Plan (CPSP), which combines the CDSS and the Action Plan. In addition, recommended content and format of the documents are regularly updated by guidance cables which can be world-wide or bureau-specific. Further, A.I.D. assistance crosses many sectors.

Therefore, this section on document-specific Gender Considerations should be viewed as providing general guidance on how gender issues can be addressed. Application will by necessity vary with the regional bureau, individual Mission, and specific project.

4.2 Gender Considerations: The Country Development Strategy Statement

4.2.1 Description of the Country Development Strategy Statement

The Country Development Strategy Statement (CDSS) is the document that provides the framework for A.I.D.'s strategy in its host country. Major sections of the CDSS are: country development performance and strategy, opportunities and constraints for programming, political economy of reforms and institutional change, and a review of the A.I.D. assistance strategy. Although some variation is found in frequency of preparation of the CDSS among missions, in principle a CDSS is (re)written every five years.

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4.2.2 Why Gender Considerations are Important in the CDSS

The CDSS lays the groundwork for A.I.D.'s programming in the host country. Its analysis defines the problem and the situation. Suggestions for new projects are assessed against the problem analysis and strategy described in the CDSS.

As noted earlier, differences in men's and women's labor, incomes, expenditures and other variables affect participation in programs and access to benefits. Projects and programs need to understand fully the relationship between gender and these factors, both to use opportunities presented by the gender-based roles and responsibilities and also to mitigate against potential negative impacts. As the stage-setting document for U.S. development assistance in a country, the CDSS itself, then, needs to take into account gender issues that affect and will be affected by the Mission's strategy.

4.2.3 Gender Considerations in the CDSS

Including gender considerations in the CDSS begins with an understanding of gender-based roles and responsibilities: use the Gender Analysis Map (or an alternate analytical framework) to clarify gender variables. In countries having multiple ethnic groups, use the Map to analyze two to three representative groups to indicate the areas where gender might be an issue and what additional data are needed.

In many CDSS documents, the problem analysis and description depend almost entirely on the use of macro level data. Analysis of the situation at the household level is infrequent at best. Combining information about how money is made and spent within the household with information about national economic trends, resources, and policies will enhance the analysis that leads to problem and project selection. Thus, where women's income is important to family well-being, their ability to earn that income becomes an important variable in the development picture and should be included in the economic analysis.

For example, when planners are considering strategies to increase production of a specific commodity, information about who (men and/or women) produces that crop both for consumption and sale, how much income results from production, and how the income is spent should be factored into the situational analysis and strategic planning processes. Without this information, influences on the ability and inclination to respond to policy or project incentives will not be well understood.

It is not necessary that the analysis be in great detail; however, it should provide sufficient information to indicate how gender affects key areas discussed in the CDSS, including economic productivity, income, hunger, and education.

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It should also be noted here that in many CDSS reviews of current and planned projects, analysis of gender issues is found only in the discussion of "women's projects," rather than integrated throughout program/project analysis. Although gender will not be a significant variable in all areas of programming, its importance can only be ascertained if it is considered in a systematic way.

Finally, it should be noted that some overlap in gender considerations can be found among different sections of the Gender Considerations Guide for the CDSS. This is intentional and designed to take into account the fact that often different individuals in a Mission or consulting team are responsible for preparing different sections of the CDSS.

Gender considerations for the major sections of the CDSS follow.

I. COUNTRY DEVELOPMENT PERFORMANCE AND STRATEGY

A. Basic Characteristics of the Economy

- A.1 Identify significant gender differences in participation in the economy, including rates of participation, location, and skills in the rural and urban labor force, in both formal and informal sector employment. Where data are insufficient, include specific strategies to obtain.**

Disaggregated data, especially gender differences in productivity and income, are basic to understanding how gender will intervene in the development situation. For example, the participation of women in agricultural production and post-harvest handling is well documented. However, little data are available on their use of inputs, acreage planted, yields, or other farm management data. Lack of data results in part from the fact that in most instances male extension agents collect household level information from the (male) household head. "Loss in data quality caused by under-counting women's activities may seriously undermine the ability of decision makers to track developments in the agricultural sectors." (Bremer-Fox, 1988: IV-15).

More specifically, collection of data for a household as a whole rather than for men's and women's individual fields and production can result in systematic distortion of national data in two ways:

- The total area and production estimates may be too low, particularly for traditional grains, because women's production is excluded, albeit unintentionally; and

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- Yield estimates are probably too high, because they are derived from men's plots, which can be assumed to have higher levels of input use, and therefore to achieve higher yields. (*ibid.*)

Similarly, enterprise development programs that do not take into account both men's and women's roles in production, bookkeeping, product finishing, and marketing operate with an incomplete picture and potentially false assumptions.

EXAMPLE

A CDSS discussion of informal sector employment in some countries in West Africa might include women's traditional involvement in trading and the impact on these enterprises of government policies that regulate prices or licenses.

B. Record of Development Performance

- B.1** Disaggregate by gender changes within the past five years in poverty, employment, and access to resources contributing to increased productivity (e.g., labor force mobility, land, credit, training, technical assistance).

Many A.I.D.-assisted countries have implemented structural adjustment programs. Structural adjustment programs affect and are affected by gender issues. To the extent that data are available, the discussion of development performance and indicators should be disaggregated by gender. For example, the economic contraction that occurs during the stabilization phase of adjustment programs may impact women and female-headed households disproportionately. Frequently poorer to start with, women are more affected by reduced living standards. Also, lack of skills and family responsibilities often restrict their capacity to move among sectors of employment. And with fewer economic resources than men, women are less able to take advantage directly of policy incentives. On the other hand, new less capital-intensive industries and export processing zones are expanding opportunities for women in formal sector employment.

- B.2** Examine differences in participation by men and women in private, political, and social institutions.

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B.3 Examine differential effects of the development of democratic political and economic institutions on male/female participation in and contribution to national economies.

B.4 Describe gender differences in key areas of social well-being, including health, nutrition (e.g., education: enrollment and completion rates at all levels, adult literacy rates; or family planning: male and female acceptors; gender differences in knowledge, attitudes, and practice).

Consider how gender-based constraints to education and training, and employment affect achievement of national development goals. Do men and women face different cultural and/or legal constraints to protecting themselves from AIDS?

B.5 Examine relative dependence of the sexes on various elements of public spending and employment.

Women and members of female-headed households often act as "shock absorbers" during adjustment, reducing consumption and seeking more paid employment to compensate for household income losses. Further, because of their responsibilities for children, women often are more affected by reductions in social services and/or introduction of user fees. To the extent that women are more highly represented in the public sector, they also may be disproportionately affected by civil service cutbacks.

B.6 Examine the impact of differences in access to education and other resources on male/female ability to respond to economic adjustment policies. Consider the implications for national development strategies.

B.7 Describe male and female internal and external rates of migration, corresponding poverty indices, nutrition, etc.

B.8 Consider how gender-differentiated roles and responsibilities contribute to current trends in deforestation, desertification, and other aspects of environmental deterioration.

C. Summary of Macroeconomic Analysis

C.1 Consider constraints to/opportunities for increasing productivity resulting from gender differences in skills and knowledge, in agriculture and enterprise activities.

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D. Summary of Sector and Key Subsector Assessments

D.1 Disaggregate statistical data by sex where appropriate.

D.2 In sectors where men and women are both economically active, discuss gender-related constraints to and opportunities for progress in that economic activity.

For example, where women are actively involved in formal or informal sector trading, the CDSS should define that involvement, including important women-specific constraints to increased profits such as barriers to obtaining credit, management advice, and/or licensing permits without a spouse or male family member's signature.

The analysis of the agricultural sector should include a brief discussion about staple food crops, including who is responsible for production; access to and control of land, credit and other resources affecting production; and constraints to increasing that production. It should be noted that emphasis on agricultural production for export can put pressure on women to reallocate their time. In some instances, their work is increased towards production of men's crops without an increase in benefits or compensation. Export crop incentives can also reduce the land available to women for producing their own (usually food) crops for home consumption and sale. Following is an illustration of how this information could be presented in a CDSS.

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EXAMPLE

The agriculture sector is the most important sector of the economy, with agriculture/livestock/forestry comprising 28.7% of GDP. The bulk of agricultural production comes from small farm families which account for 79% of the population. That traditional sector (i.e., small farm households with less than two hectares per plot, growing food crops and cash crops, relying mainly on family labor) produces nearly all of the nation's food (mainly plantain, roots/tubers and cereals).

Women are the primary producers of food crops, working their own fields, providing the bulk of the labor for planting, weeding, and harvesting. They also provide unpaid family labor on their husbands' cash crop fields for weeding and harvesting. Women face significant constraints to increasing food, including labor bottlenecks at key periods during the growing season and lack of access to technical information from extension agents. A poor road network also constrains the transport of food from farm to markets. This affects the individual's ability to sell surplus crops and the national ability to move foods from food surplus to food deficit areas.

Data on yields and value of women's food crops is not yet available. However, the Ministry of Agriculture is taking steps to collect sex-disaggregated data in its next agricultural census.

E. Institutional and Human Resource Base for Development

E.1 Describe key gender differences in the socio-cultural and institutional context for development; for example, how do social and cultural patterns, migration, urbanization, public and private institutional systems differentially affect men's and women's contribution to social and economic development?

F. Host Country Development Strategy and Policy Orientation

F.1 Describe government policies toward full participation of women in economic development (e.g., legal and/or regulatory barriers to obtaining credit; subsidies for sectors in which men/women predominate), particularly in those sectors in which A.I.D. is interested.

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II. OPPORTUNITIES AND CONSTRAINTS

- A. Key Economic Opportunities for the Country: consider how untapped or underutilized capacities of men and women might be used for economic progress.

For example, in West Africa, consideration might be given to how the skills and funds of women traders could be tapped for commodity distribution and thus speed privatization of parastatal marketing boards.

B. Key Constraints to Development

- B.1 Consider how constitutional, civil, and customary laws affect men's and women's ability to respond to development opportunities.

Constitutional, legal, customary, and policy frameworks often pose differential constraints to men and women to participating in economic development, and therefore, slow the pace of economic growth. For example, inheritance and divorce laws that restrict women's access to productive resources may act as a constraint to women's investing labor or funds in family enterprises.

- B.2 Examine what categories of people (disaggregated by gender) have access to public goods, such as those directed toward infrastructure, education, preventive health, nutrition, the environment, science and technology, and natural resources.

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EXAMPLE: CDSS DESCRIPTION OF CONSTRAINTS TO DEVELOPMENT

Another vehicle for education and training in agriculture has been the Manpower Development Project....A serious gap in agricultural technical expertise exists at the point of contact with farmers, both in research capability and ability to communicate technical knowledge effectively. The problem is especially severe in terms of efforts to communicate with women farmers. Cultural mores constrain the contact between individual men and women, thereby reducing the opportunities for women to obtain technical assistance. Anthropological studies suggest that the best way to extend information to women would be through female extension agents. Currently, women comprise about 10% of the graduates of the agricultural colleges.

The Mission will propose that a carefully delimited agricultural personnel analysis be done by a joint government/A.I.D. study team to determine precise levels and fields in which staff are needed....Among their responsibilities will be the identification of how to increase the percentage of female agricultural personnel to 25% within the next five years.

III. POLITICAL ECONOMY OF REFORMS AND INSTITUTIONAL CHANGE

A. Supporting Coalition for Current Policies

Consider the long-term vs. short-term gains and losses resulting from any current policies that constrain women's contributions to economic development.

B. Needed Policy Reforms

B.1 Consider if and how proposed policy reforms would:

- have a differential impact by gender
- reach low-income female-headed households

As noted earlier, policy reform proposals should be carefully reviewed to assess potential gender-differentiated impacts and ability to respond to policy incentives. Mechanisms should be established to carefully monitor implementation of policy reforms through the use of small sample surveys, focus groups, or other low-cost methods.

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- B.2 If analysis of constraints to development indicates government policies impede the contribution of women to economic development, what policies would be most appropriate for dialogue with host country government?

C. Institutional Changes and Sustainability of Reformed Policies

Consider what institutional changes are needed to sustain host country commitment to continuing consideration of gender issues related to economic and civil freedoms in their development policies.

IV. DONOR PROGRAMS, DONOR COORDINATION, AND OFFICIAL DEVELOPMENT ASSISTANCE LEVELS

- A. Consider how a donor WID Committee might strengthen the effort to more fully incorporate gender issues into the host country's development planning activities.

A donor WID committee can be a useful mechanism to identify information sources, coordinate on (and reduce expenditures for) baseline surveys, and increase knowledge of other initiatives related to women in development.

V. U.S. DEVELOPMENT ASSISTANCE STRATEGY

- A. Where women are economically active in a sector, consider how the Mission strategy assists women directly and indirectly to increase economic productivity in that sector.

To understand how the Mission portfolio of projects assists women's productive activities, begin by considering how men and women earn income and how this income is used to support the family. If women provide a significant portion of the income (food, other in-kind, or cash) throughout the year, or sustain the family during key periods such as just before harvest, an assessment of how A.I.D. interventions affect their economic roles is indicated. Gender analysis as presented in the "Map" will identify important areas of economic contribution by women among representative ethnic groups.

- B. Examine how gender differences in ability to respond to democratic pluralism, policy reform, and/or structural adjustment initiatives have been taken into account in the design of the Mission strategy.

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- C. Consider what proportion of projects assists women's economic activities compared to those that provide health or other services. How does this compare with assistance to men in these areas?

Review the Mission portfolio of programs and projects to assess which women's economic activities are supported and how. For a preliminary assessment on whether the current portfolio has the potential of reaching women, planners can review:

- percentages of projects providing assistance in the areas where women are involved,
- budgetary allocations to areas likely to benefit women, and
- a representative sample of consultants' and contractors' scopes of work to assess the number that explicitly require consideration of gender in their work.

Some programs are likely to provide resources to women without a specific attempt to do so. For example, in microenterprise projects, "analysis of certain features of the project, such as the target group, average loan size, collateral requirements, and financing mechanism can give a fair indication of the extent to which women are being reached." (White, Otero, et al. 1986:37). This is based on research results indicating that projects targeting very low-income beneficiaries are most effective in reaching women.

Finally, as the need to demonstrate impact grows, A.I.D. assistance programs are likely to become more concentrated, as is occurring in the Development Fund for Africa. Resources will be distributed among fewer sectors. Given the sex-typing of family and economic responsibilities in many countries, the possibility exists for most direct program beneficiaries to be either male or female. Programs with heavy emphasis on health and family planning, for example, may have women as their primary direct beneficiaries, as might export processing promotion programs. On the other hand, a program emphasis on agricultural non-traditional exports, where women often provide unpaid family labor, may provide income to male household heads almost exclusively. Research indicates that women do not necessarily reap benefits of increased income commensurate with their labor input. The assumption that, ultimately, benefits will accrue to all members of society, therefore needs to be carefully checked through the CDSS five-year period. Further, planners need to be aware of the trade-offs of various kinds of programming emphases.

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For a more detailed examination of the extent to which gender issues have been included in a Mission's program, for sectors or subsectors where women are involved, look for:

- assessment of gender considerations in project descriptions, implementation plans, and project analyses;
- indications of how the Mission will make project adaptations where appropriate to incorporate gender considerations in mainstream projects;
- established objectives, achievements, impacts, and benchmarks disaggregated by gender for projects in sectors where women are active.

D. What steps are included in the Mission strategy to institutionalize consideration of gender issues in Mission programming? What benchmarks have been established and what indicators of success?

The Congressional legislation of 1988 called for the development of new measures to ensure inclusion of women in A.I.D.'s development programs. These measures included implementation of systems and procedures to ensure collection of sex-disaggregated data, description of explicit strategies for including women in development programs, and training for and involvement of A.I.D. senior staff in addressing gender issues in programming.

Activities and benchmarks for measuring institutionalization might include:

- established indicators and a timetable for review of progress in institutionalizing gender issues.
- a review of scopes of work and programming documents on a regular basis to assess to what extent gender issues have been addressed.
- assessment of Mission technical assistance needs in this area, if any.
- established linkages with representatives of women's organizations to facilitate regular consultation on sources of information, emerging issues, and potential impact of programs and projects. This will be useful where Mission personnel deal only with male host country nationals.

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- inclusion of gender issues in dialogue with host country officials in sectors where A.I.D. will be active. Dialogue might also be initiated about mechanisms to enhance the host country government's ability to collect sex-disaggregated data.

E. Where data have not been available to adequately define gender issues in sector assessments and the Mission strategy, indicate what steps will be taken within the strategy under development to obtain needed data.

These steps should address data needs in program and project design, implementation, monitoring, and evaluation and should include the following:

- identification of specific gaps in data and information regarding women which must be addressed before determining how to integrate women.
- preparation of a specific plan with desired outcomes, timetable, assignment of persons responsible for specific tasks. Data to be gathered should enable measurement of people level impact of Mission programs. Also, it should be coordinated to "fit" with other Mission data needs, and it should allow comparison between men and women, boys and girls. Data on women only does not indicate how women fit into the picture as a whole.
- establishment of project monitoring and tracking systems that disaggregate information by sex. Disaggregated data collection will be less expensive and time consuming when planned from the start.
- contact with the national university, non-governmental organizations, and other donors to identify data available.

F. Consider if both women and men participated in the dialogue that leads to problem identification, program and project design, and evaluation.

G. Disaggregate objectives, benchmarks, and indicators of CDSS goal achievement by gender where appropriate and feasible.

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4.3 Gender Considerations: The Action Plan

4.3.1 Description of the Action Plan

The Action Plan is a strategic planning and monitoring document that is written every year or every two years. Prepared on a more frequent basis than the CDSS, it provides background information on the sectors of A.I.D. activity and reviews impacts from the CDSS strategy. The Action Plan also presents new activities, and establishes objectives, targets, and benchmarks for the Mission strategy and individual projects.

Level of detail in an Action Plan and extent of its utilization as a programming document vary considerably among A.I.D. bureaus. In some bureaus it essentially fills the overall assessment and planning functions of a CDSS. In others, the Action Plan is folded into the CDSS to become the Country Program Strategic Plan. In such cases, please refer to the CDSS sections of this document for more information.

4.3.2 Why Gender Considerations Are Important in the Action Plan

As a working document with updated strategies and benchmarks for achieving and measuring project/program success, the Action Plan is often the focal point for Mission activities. Because gender-based roles and responsibilities affect and are affected by project/program activities, consideration of gender issues should be integral to Action Plan development. Also, the precise targets and benchmarks included in an Action Plan provide an opportunity for on-going assessment of the extent to which gender issues are institutionalized in Mission programming.

4.3.3 Gender Considerations in the Action Plan

Incorporation of gender considerations into the Action Plan begins with an understanding of gender-based roles and responsibilities: use the Gender Analysis Map (or an alternate analytical framework) to clarify gender variables. Pay particular attention to key factors such as gender differences in income, allocation of labor, productivity, and access to education and other important resources. In countries having multiple ethnic groups, use the Map to analyze two to three representative groups to indicate the areas where gender might be an issue and what additional data are needed.

In many Action Plans, the country description and program impact analyses depend almost entirely on the use of macro level data. Information about household level variables is rarely incorporated into the analytical process. However, household level data are helpful to provide the situational context for the macro level information.

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It is not necessary that the gender analysis be carried to great detail at the level of the Action Plan. Rather it should identify key areas where gender considerations are most important, as well as additional data needs. Key Gender Considerations for the Action Plan follow.

I. REVIEW OF PROGRESS TOWARD ACHIEVING A.I.D. STRATEGY OBJECTIVES

A. Disaggregate data by sex wherever possible in program impact assessment

- A.1 In sectors of A.I.D. activity, for males and females in both urban and rural areas, describe changes in labor force participation, primary sources of income, including family enterprises, farm enterprises, and wage labor.
- A.2 Consider trends in male/female division of labor for major agricultural activities (e.g., production responsibilities by crop or animal, marketing, post-harvest activities) in countries where it is a major focus of the Mission program.
- A.3 Identify percentage and rate of change in female-headed households.
- A.4 Identify available data and additional data needed to support impact assessment.

Gender-disaggregated impact assessments are, with the exception of the health and family planning arenas, fairly recent phenomena. People level impacts are difficult to measure with many traditional assessment techniques, and disaggregating measurement by gender adds still another requirement. However, they are important to understanding program impacts.

For example, agriculture projects have traditionally measured such achievements as increased yields, use of fertilizers, and commodity exports. However useful these measurements are, they assume but do not actually assess how the well-being of men, women, and children has improved. Similarly, increases in per capita income through industrial development do not "prove" a higher standard of living for most people.

It is increasingly recognized that program success should be assessed by measuring such things as increases in incomes for both men and women, as well as improvements in health, nutrition and education levels, or proxies of these measurements.

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B. Incorporate gender considerations into background information and review of current projects/programs.

As with the overall program assessment, individual project and program assessments should be disaggregated by gender.

B.1 Consider how constraints to participation in economic development differ for men and women, with emphasis on sectors of A.I.D. activity.

B.2 Examine differential impacts, if any, of Mission programs on men and women.

- Do non-traditional export promotion programs assist both men and women farmers and entrepreneurs? Is women's unpaid labor on farms and in family businesses increased or eased through Mission programs?

B.3 Consider how opportunities presented by gender-based differences in skills and knowledge have been incorporated into design of program strategies.

- In countries where women are traditionally traders, have their entrepreneurial skills been used in export promotion programs? Have men been encouraged to consider their financial responsibilities (perceived and real) in family planning promotion messages?

B.4 Consider which projects/programs assist women directly to increase earning and/or food production and which assist indirectly. Compare the proportion of projects that assist women's economic activities to those that provide health or other social services.

B.5 Assess availability of sex-disaggregated data.

B.5.1 Assess implications of the appropriateness of the information base for gender analysis of current, mainstream projects, identify data gaps, and indicate how needed data will be collected.

The analysis of current project impacts should indicate where insufficient information is available to measure participation and project/program impact by gender. Here, too, the Gender Analysis Map can assist in identifying information needs.

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II. IMPLICATIONS FOR FUTURE PROGRAM ACTION

- A. Describe modifications planned for existing programs to address gender considerations, where appropriate.

Where analysis of the program indicates that gender is a factor warranting project/program revision, possible approaches can be found in both the GIF (e.g., Gender Considerations: Project Paper) or the ten-step process for project adaptation described in Appendix IV.

III. STRATEGIC OBJECTIVES, TARGETS, AND BENCHMARKS

In this section of the Action Plan, specific objectives to meet long-term development strategies are defined and objectives are broken down into short-term targets. In sectors or areas of program activity where gender is a factor, gender should be incorporated into the analysis. Specific gender considerations follow.

- A. Describe how gender-related roles and responsibilities affect long-term development strategies.
- B. Disaggregate by gender short-term targets to meet objectives, as well as indicators on progress toward meeting objectives.

As noted earlier, increasingly A.I.D. is asked to measure people level impacts of its development programs. Therefore, as new strategic objectives are defined, they need to be expressed in measurable terms, as do short-term targets, and the indicators that measure them. This is true for both policy and project objectives.

In the policy arena, for example, an objective to improve the climate for private sector investment should be measured by indicators that assess the degree of improvement for both men and women, since barriers to increased investment might be very different for them. A gender-specific barrier would be a policy that requires male signatures on loan applications. Removal of this requirement would be a key indicator that the investment climate has improved for women.

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EXAMPLE

Objectives: Promote Private Sector/Increase Exports

The Management and Productivity Center (MPC) will continue to take special actions to encourage participation of women in training courses provided by the Center. Given that the Haitian woman carries a disproportionate workload and financial responsibilities..., and given that she finds herself with little time during the day to take training courses, the 25% female participation rate registered in 1987 is encouraging. To increase this participation, MPC will continue to arrange the courses at a reduced price and flexible timetable. MPC offers two levels of modular training: one for the small to micro-entrepreneur and one for the larger entrepreneur. At the first level, there has been a 50% increase in female participation over prior years and, at the other level, a 42% increase. In its mandate to respond to market demands, the MPC will continue to develop offerings geared to the largest pool of beneficiaries: female small entrepreneurs. Projects are to increase women's participation by another 5% over the next two years.

(USAID/Haiti, Action Plan 1989-1990)

IV. MISSION MANAGEMENT AND MONITORING

A. Describe current progress and future steps to enhance Mission capability to incorporate gender considerations into programming, including:

- benchmarks for reviewing progress in institutionalization of gender issues into Mission programming process;
- strategy for collection of data needed for adaptation of current and planned future projects.

Other steps to enhance Mission capability might include:

- establishing project monitoring and tracking systems that disaggregate information by gender,
- identifying Mission technical assistance needs in this area,

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- identifying areas where dialogue can begin between the Mission and host country officials concerning gender issues in sectors where A.I.D. will be active, and
- establishing linkages with representatives of women's organizations for regular consultation on sources of information, emerging issues, and potential impact of A.I.D. programs.

An example of how this might be included in an Action Plan follows.

EXAMPLE

...we have begun to explore several avenues to further strengthen the implementation of our WID strategy. We plan to conduct a portfolio review.... We plan to look for assistance to gather, analyze and compare the existing studies on women in order to arrive at a cohesive analysis which will suggest the best approaches to address identified problems.... We plan to encourage more active integration of WID concerns in development activities implemented by ... non-governmental organizations in Haiti....we recently met with representatives of the [Haitian Association of Voluntary Agencies] women's committee and plan further discussions with them. (USAID/Haiti, 1989-90)

4.4 Gender Considerations: Project Identification Document

4.4.1 Description of the Project Identification Document

The Project Identification Document (PID) is a project concept paper that defines the problem to be addressed and presents in general terms a recommended approach or potential approaches to the defined problem. It also lays out the strategy for additional data collection and detailed project design.

4.4.2 Why Gender is Important in the PID

The PID begins the project development process. Problem definition should include assessment of gender-based roles and responsibilities in the baseline situation to enable greater understanding of who and what the project will affect. The PID also lays out

GENDER INFORMATION FRAMEWORK

the design strategy: it identifies what data are needed; suggests what issues should be considered in the design, and who should participate in project design. If gender is not considered at the PID stage, experience suggests that it will be omitted in the ultimate project design.

4.4.3 Gender Considerations in the PID

Incorporating gender considerations into a PID begins with analysis of how gender affects key variables in the situation to be addressed. Use the Gender Analysis Map (or an alternate analytical framework) to identify how gender might intervene in labor allocation, income and expenditure patterns, access to and control of resources, and constraints to participation in economic development. Consider also how these factors present opportunities for enhancing project effectiveness. Evaluation of A.I.D.'s experience with women in development indicates that projects are more likely to achieve their goals when there is a match between project activities and the division of labor. Gender differences in some or all of the key variables are likely to affect project implementation and eventual impact. For agriculture, agri-business, and other projects that affect labor allocation, identifying division of labor by gender will be especially important.

The following represent key gender issues for project development at the PID stage. It is important to note that resolution may not be possible for all issues raised. However, the PID should identify them as issues for further exploration in the project design.

I. PROJECT DESCRIPTION

A. Problem Statement: Consider how gender affects the social and economic aspects of the problem to be addressed.

- How do men and women participate in activities the project will affect?
- How do gender-based patterns related to division of labor, income, expenditure, or other key factors affect the problem?

Using the information provided by the gender analysis, determine if the problem is different for men and women, based on their roles and responsibilities. Looking at the situation this way may indicate new strategies and approaches. For example, in a proposed agroforestry project,

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men's responsibility for livestock feed may lead them to prefer fodder trees in crop lands or live fencing. In the same situation, women may be interested in boundary and cropland planting because of their responsibility for fuelwood provision and domestic chores that require them to stay closer to home.

- How do gender-based constraints to access to or control of resources affect the situation?
- How do both men and women participate in defining the problem?

Where A.I.D. program personnel interact primarily with male host government staff, formation of focus groups of women entrepreneurs, women farmers, and/or women's social service organizations may be a useful technique for obtaining the information needed to fully understand the project baseline situation.

- B. Statement of Expected Project Achievements:** Consider to what extent the participation of both men and women will affect achievement of project goal and purposes. Consider also if expected project achievements are consistent with gender-based roles and responsibilities.

The PID will indicate in general terms what achievements are expected at the end of the project. It is important to assess the consistency between the problem definition, inputs, outputs, and social considerations. In some projects where women have been active in activities the project will affect, gender issues have been well addressed in the discussion of social considerations. However, the social considerations have not been translated into project inputs and outputs.

Note that in the description of project purposes and achievements, gender distinctions in terminology (e.g., men and women entrepreneurs, men and women farmers) should be used to define more specifically A.I.D.'s work in the situation.

II. OUTLINE OF THE PROJECT AND HOW IT WILL WORK

A. Project Elements

A.1 Identify project strategies that target project/program resources according to men's and women's patterns of income, expenditures, allocation of labor, and resource control.

- How will constraints to participation and/or benefits from the project be different for men and women?

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Information about differences in men's and women's activities in a project situation should be factored into project/program strategies, as should information on gender-specific constraints to project participation. It should not be assumed that the same delivery system or promotion strategies, for example, will be effective for both men and women. This is particularly true for training programs. Lack of time, child rearing responsibilities, and cultural restrictions often affect women's ability to attend training programs. While extended residential training may be appropriate for men, women may only be able to attend training sessions when they are in their home village or town.

- How can the project use the unique skills of men and women, based on gender-based roles and responsibilities to solve the problem?

Development assistance often works on assumptions about men's and women's roles. Typically, this has resulted in social programs (health, nutrition, family planning projects) for women and economic development projects for men. Men's roles in childrearing are often ignored. The resource fathers represent for transmitting information and values related to important aspects of life -- education, sexually transmitted diseases, including AIDS, participation in community self-help programs - is infrequently utilized. Similarly, women's economic roles, and their potential contribution to development, are an under-utilized resource.

Consideration of gender issues in a project or program often challenges traditional assumptions and leads to more effective programs.

A.2 Identify technical issues in the project design that may need special attention to gender issues.

- Whose (male/female) income, labor, ability to meet financial responsibilities will the technical assistance or project technology affect?
- Will the project's technical resources be targeted appropriately, given gender-based roles and responsibilities?

Technical packages can increase productivity of one household member while decreasing the productivity of another. For example, in an agricultural project to develop new strains of rice, researchers should consider how men and women use the total plant. While men may control the harvested grain, women may have access to the residues to

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make mats for sale or to use as animal fodder. Research to increase rice yields may decrease its utility to produce income in other ways. Thus, there is little net gain for the family.

Also, women's technology needs may be different from those of men. It is important that the technology needs assessment process and feedback loops provide a mechanism for systematic input by both men and women.

- A.3 Review project components for consistency with what is known about the organization of activities the project will affect and constraints posed by that organization.
- A.4 Include strategies to obtain sex-disaggregated data about and feedback from both men and women in project monitoring and evaluation systems, where their activities will be affected by the project.

Sex-disaggregated data are more easily and less expensively obtained when the systems to collect it are built into a project or program from the beginning.

III. FACTORS AFFECTING PROJECT SELECTION AND FURTHER CONSIDERATION

A. Social Considerations

- A.1 Include known information about key gender variables in analysis of factors affecting project activities.

The Social Considerations section discusses what information is available and what is needed for gender analysis. This section should specify:

- Male/female labor force participation overall; labor force mobility between sectors; intra-household division and seasonality of labor as appropriate to the project.
- Primary sources of income for males/ females; intra household incomes and expenditures and their control; seasonal variations in income and expenditures.
- Differential access for men and women in access to and control of resources in the legal, socio-cultural, and economic environment affecting the project.

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- Asymmetric rights and obligations among men and women governing allocation of labor and decision-making authority.

It is in the Social Considerations section that gender issues have been housed traditionally in PID documents. Unfortunately, the social analysis of gender issues is less frequently reflected in project design. It is important, therefore, to continually assess the consistency between the social analysis and project strategies (as well as other sections of the project document, including the technical and economic analyses, budget, logframe, etc.

A.2 Consider who benefits from the project and how; disaggregate beneficiaries by gender.

To assess the socio-cultural feasibility, examine project inputs and which household member should receive them, given the differences in roles and responsibilities of men and women. Carefully consider who benefits, in what form benefits are received, and how they affect willingness to participate.

- Are beneficiaries appropriate, given the social organization of activities the project will affect?
- Will project benefits and their distribution provide sufficient incentive to encourage participation?

Evaluations indicate that projects increasing family labor without increasing benefits to the family worker may experience difficulties in maintaining desired levels of labor inputs. Agriculture, natural resource management, community labor projects and others need to consider how gender differences in access to project benefits might affect incentive to participate.

A.3 Identify gender considerations related to ability to participate in a project.

- What are prerequisites to participation and how do these affect men's and women's ability to participate and benefit?

Formal and informal eligibility requirements should be identified. For example, a training project may not overtly restrict access by women; however, entry requirements that are beyond women's typical education levels may shrink the pool of eligible women.

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Credit program collateral requirements may restrict access to project participation by women, since women are less likely to own land or livestock, which are the usual forms of collateral required.

A.4 Assess differential impact of project by gender.

- Will the project have differential short- or long-term impact on men and women?

B. Economic Considerations: Examine how the proposed approach will affect men's and women's economic roles and improve family well-being.

- Are economic benefits consistent with income and expenditure patterns of women and men?
- How will project interventions affect these patterns?

Where men's and women's income and expenditure streams are separate, the family may be an inappropriate unit of analysis. The economic analysis should assess how the project increases individual family members' productivity and ability to meet financial responsibilities and how this affects family well-being.

- What additional information is needed to fully consider these questions?

C. Technical Considerations: Assess the technical expertise and experience of the proposed implementing agencies (host country and U.S.) in reaching women; consider developing such capacity as part of the project, if needed.

- What is the experience of the implementing agencies in reaching women and men in their separate and joint economic roles?
- What linkages exist to ensure feedback on technological interventions from both men and women to project implementers, including advisors, extensionists, researchers, and others?

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D. Budget Considerations: Examine budget estimates for consistency with issues discussed in social, economic, and technical considerations.

- Where gender is a factor in activities to be affected by the project, does the budget include funds necessary for appropriate staffing; outreach to both men and women; and collection of sex-disaggregated data for project refinement, monitoring, and evaluation?

This "consistency check" is important because, as noted earlier, in many previous projects, proposed strategies to facilitate participation of both women and men in the project have not been reflected in the budget.

E. Design Strategy

E.1 Summarize need for sex-disaggregated data for Project Paper (PP) or pre-PP study; indicate how such data will be collected.

E.2 Recommend Project Paper team composition necessary to ensure that gender issues are effectively addressed.

E.3 Include consideration of gender issues in PP team members' Scopes of Work.

E.4 Recommend that gender criteria be included in any Request for Proposals resulting from the Project Paper.

F. Project Logical Framework (Logframe): Disaggregate by gender purpose, outputs, inputs, indicators where appropriate.

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4.5 Gender Considerations: Project Paper

4.5.1 Description of the Project Paper

The Project Paper is the document that drives and describes the project design process. It builds on the Project Identification Document (PID), in which the problem to be addressed and the approach to solving that problem have been presented. The Project Paper is usually written by a team that includes both Mission staff and consultants. It typically includes extensive reading and interviewing in the host country by design team members to produce detailed technical, economic, administrative, financial, and social analyses that are required for project design.

4.5.2 Why Gender Issues are Important in the Project Paper

The Project Paper is the basic document used to implement a project. Although written with varying levels of detail and specificity, these documents always include recommended project goals, major project elements, staffing, and budget. The Project Paper also establishes the processes of data collection, monitoring, and evaluation that shape how success will be measured. In essence, the Project Paper guides A.I.D.'s work in a specific area. Therefore, gender considerations should be included both in the process of project design and in the design itself.

4.5.3 Gender Considerations in the Project Paper

Incorporating gender considerations into the Project Paper begins with analysis of how gender affects key variables in the project baseline situation.

Use the Gender Analysis Map (or an alternate analytical framework) to clarify where gender roles and responsibilities intervene in the activities the project will affect. (The gender analysis in the PID should indicate what information is available and what is needed for the project design.) Where a project will be undertaken with multiple ethnic groups, or where geography has led to very distinct cultural patterns, gender roles should be analyzed for two to three representative groups.

For agricultural projects, understanding of the allocation of labor will be especially important. Clarification of gender-based differences in allocation of labor, income, and access to/control of resources will be important for enterprise development projects. Information about division of labor, income, expenditure patterns, and access to control of resources will always deepen understanding of the factors affecting family economic well-being.

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The Map within the GIF is a tool for a very broad analysis to indicate the important areas for exploration of gender issues. Information on other frameworks providing a more detailed gender analysis can be found in the Appendices for a more detailed gender analysis.

I. PROJECT RATIONALE AND DESCRIPTION

A. Problem: Consider how gender affects the problem to be addressed.

- How do men and women participate in the activities the project will affect, directly or indirectly? How is the problem different for men and women? Have both men and women participated in defining the problem and identifying solutions?

The period between approval of the Project Identification Document (PID) and Project Paper preparation provides an opportunity to involve both men and women in the project design, if this did not occur before preparation of the PID. Focus groups can be established without excessive expenditures of time and energy to identify men's and women's perceptions of the problem the PP addresses and proposed solutions.

- Use gender distinctions in terminology (e.g., male and female farmers, rural men and women) in Project Purpose statement. This will define more precisely the social context and impact of A.I.D.'s work.

B. Project Elements

B.1 Develop strategies to incorporate women and men in project, based on technical, financial, economic, social soundness, and administrative analyses.

- Where women play a major role in project-related activities, how do proposed strategies utilize and expand women's economic productive capacity?

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- What strategies address the constraints to participation that result from gender differences in roles and responsibilities? For example, are gender differences in mobility, education, access to resources taken into account? Will outreach strategies, timing and location, scope, and scale of project elements (e.g., size of loans, kind of training, type of equipment) enable the participation of both men and women?

EXAMPLE

A microenterprise credit project in Latin America was successful in reaching women microentrepreneurs and vendors as a result of design features that reflect understanding of gender differences in constraints and opportunities. Eighty percent of the beneficiaries of the group credit component were women; 27% of these were the sole adults earning an income in their households. Women receiving loans from the program had a 25% average increase in income. Procedures to obtain credit involved few office visits, no collateral was required, and information about the program was disseminated through informal networks. This project included strategies to address constraints women face regarding time availability, crossing class barriers to seek assistance in banks, lack of collateral, and access to information. Although not a "women's project" its credit procedures, designed for low-income entrepreneurs, facilitated women's participation.

- B.2 How could policy dialogue on gender issues important to this project/program's implementation be effected?**
- B.3 Assess the consistency between project elements, purpose, inputs, outputs, the social, economic, financial and technical feasibility.**
- Are gender issues incorporated throughout, and are they consistent with gender-based roles and responsibilities in the baseline situation?

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A "consistency check" is important in project design, because consideration of gender issues in the Social Soundness Analysis has in many instances stayed in the analysis and not been reflected in project implementation plans and strategies.

- B.4 Include strategies to collect sex-disaggregated data and feedback from men and women participants/beneficiaries as part of monitoring and evaluation systems.**

Collection of sex-disaggregated data is less time consuming and less expensive when provision is made for its collection during project preparation. The project design should indicate what information is needed and how it will be collected.

- C. Cost Estimates: Include in cost estimates funds needed for collection of sex-disaggregated data for project refinement, monitoring, and evaluation; also funds to enable the participation of both men and women (e.g., for training, materials development project personnel).**

D. Implementation Plan

- D.1 Specify target numbers and/or percentages of male and female training participants; also, consider gender differences in the design of eligibility criteria for training and recruitment strategies.**
- D.2 Include appropriate project/program personnel to ensure project activities reflect gender-based roles and responsibilities. Inclusion of a social scientist can be an effective mechanism for ensuring appropriate consideration of gender issues (as well as those related to ethnicity, class, age, etc.) in project implementation.**

The social scientist can work with other technical staff to develop baseline studies, monitoring and evaluation systems, methods of outreach to women, etc. Also, where information will be disseminated to women, provisions should be made to provide training to male extension agents on working with women; or female extensionists should be included on the project staff.

- D.3 Include decision points to adjust project elements and timing as additional information is available from baseline data collection and monitoring activities.**

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II. SUMMARIES OF ANALYSES

- A. Technical Assessment:** Include gender as a variable in technology needs assessment, analysis of cultural suitability, and potential impact.

Because technical packages can increase productivity of one household member while decreasing the productivity of another, the technical assessment should include an examination of gender-differentiated impact.

EXAMPLE

A project to increase palm oil production introduced mechanical presses to community cooperatives and displaced the micro scale processing that provided income to rural women. Few women belonged to the cooperatives, and their opinion was not sought out in the design of the project.

An alternative strategy might have been to work with women's groups to enable them to establish their own oil press businesses or to introduce a more productive technology to individual women.

- A.1 Needs Assessment:** What provisions are made for local men's and women's participation in selecting technical approach and technologies?

Women's technology needs may be different from those of men. It is important that the technology needs assessment process and feedback loops provide a mechanism for systematic input by both men and women. The issues here are complex, and some trade-offs between incomes may be involved. However, these decisions should be made with full information about the likely outcome and potential impact to the various members of the household.

- A.2 Access:** Does the project approach (technology, information, credit, etc.) take into account gender and class differences in access to cash, land, labor, or other resources that might affect ability to participate in the project?

- A.3 Suitability:** Where women play a major role in project-related activities, how will the project determine whether proposed technical innovations or assistance is appropriate and acceptable to them?

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A.4 Impact: Given allocation of tasks by gender:

- Will the technical approach or package increase labor differentially for men and women?
- Will it affect relative access to resources?
- How will changes from the technology affect both men's and women's domestic responsibilities and their ability to provide income or food for their families?

B. Financial Analysis: Review intra-household differences in incomes and expenditures; examine ability to obtain and benefit from project resources.

- Are there gender-based constraints to ability to pay for project services and inputs or otherwise participate in the project? If yes, what are the implications for overall impact and achievement of project goals?
- How can the project/program build on existing revenue-generating, expenditure, and savings patterns to promote increased financial well-being among both men and women?
- How will the project affect incomes of both male and female family members?

Female-headed households are increasing in number and percentage around the world. In addition, in many ethnic groups, women maintain their own household budgets and often have fewer financial resources. The financial analysis should consider these elements to determine if the proposed activity will be accessible and profitable to the full pool of potential participants, or if constraints based on gender will significantly foster both men's and women's participation. The financial analysis should address the questions, "Who will participate?" and "Whose finances?" Where both male and female family members participate, often only undifferentiated household finances are analyzed. In households where incomes and expenditures are kept separate, this may be inappropriate.

C. Economic Analysis: Specify costs and benefits for males and females in terms of opportunity costs of labor, access to productive resources, status, and ability to meet family expenses.

Because in many countries men and women have different income and expenditure streams, increased incomes to men may not translate into improved family welfare. This can occur for many reasons. Examples follow.

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- Increased income for one family member may be derived from additional labor required of another family member. This decreases the amount of time for that laborer's own income-generating activities.

- Projects that pay husbands for all family members' labor, or projects that change land allocation patterns from those of usufruct rights to titled land, may decrease women's ability to earn or control their income. Because women usually contribute a larger share of their income to family expenses, eliminating or reducing their income can have a negative effect on family welfare. Studies suggest that when women's incomes increase, child nutrition and other indicators of well-being improve. Increases in men's incomes do not appear to result in corresponding improvements.

D. Social Soundness Analysis

D.1 Examine men's and women's roles in activities the project will affect, and assess whether project inputs are appropriate according to the social and economic organization of activities.

- What is the division of labor/time/decision-making authority in project-related activities? How will the project affect/be affected by gender differences in those areas?

- What opportunities for increasing productivity and/or socio-economic well-being are offered by male/female roles and responsibilities?

D.2 Examine prerequisites for participation in project and how gender-based constraints will affect ability of household members to participate.

- What are the formal/informal prerequisites to participation (e.g., literacy, collateral, labor mobility)?

To assess the socio-cultural feasibility, examine project inputs and which household member should receive them, given the differences in roles and responsibilities of men and women. Formal and informal eligibility

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EXAMPLE

In Nepal, women are traditionally responsible for watering trees and, at least near the homestead, protecting them against foraging livestock. In a village with a tree nursery, where women were not specially targeted to receive extension, mostly men took seedlings for planting around their homesteads. Most of the trees died -- because the women were not aware of the planting program.

requirements should be identified. For example, a training project may not overtly restrict access by women; however, entry requirements that are above women's typical education levels may restrict the eligibility pool. In credit programs, collateral requirements may restrict access to project participation.

- How does gender affect access to and control of resources (land, labor, capital, etc.) related to project participation?

D.3 Examine the distribution of benefits to men and women and how benefits affect incentives to participate.

- Which household members benefit and how? Who are the beneficiaries? Who decides benefit allocation?
- Do benefits to individual household members provide sufficient incentive to participate? Do they offset any additional work that might be required?

D.4 Assess impact, short- and long-term, direct and indirect on men's and women's roles and responsibilities.

- How will the project affect patterns of employment, consumption, resource allocation, and status?

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EXAMPLE

Managers of a rainfed agriculture project in Thailand assumed that men were the principal farmers and trained them to carry out crop trials. Women, who performed most of the tasks, received no training. Crops were planted incorrectly and did not grow; a nitrogen-fixing crop intended to fertilize rice was not planted; and other project activities were not implemented. Some trials fell a year behind schedule. In some instances, women, who had not been consulted about the project, pressured their husbands to drop out.

- What are the implications of these changes for project sustainability and long-term development goals?

E. Administrative Analysis

- E.1 Describe the implementing institution's ability and experience in reaching both men and women; examine the implications for project strategies.**
- E.2 Indicate what steps might be necessary, if any, to improve the implementing agency's ability to provide technical assistance to women.**

Institutional selection is important. Technical experience of an implementing agency is not synonymous with outreach to poor people and women. Lack of experience may require some specific resources targeted to improve their capability such as in collection of disaggregated data, in development of new methodologies to reach women, employment of women staff members.

- E.3 Consider additional or alternative institutions for project administration, if appropriate, to ensure both men and women have access to project resources.**

Logical Framework: disaggregate by gender: purpose, inputs, outputs, indicators, where appropriate.

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5. SUMMARY OF GUIDELINES FOR DOCUMENT REVIEW

These Guidelines are a summary of recommendations for the incorporation of gender considerations into A.I.D.'s programming documents. They have been culled from a variety of sources, both within and external to A.I.D. The Guidelines are most useful as a tool to review program or project design documents to ensure that gender issues have been included appropriately.

GUIDELINES

- Disaggregate data by sex wherever possible; where data are needed but not available, indicate how they will be found and how incorporated.
- Use gender distinctions in terminology (e.g., men and women farmers, male and female entrepreneurs) in order to define more precisely the social context and impact of A.I.D.'s work.
- In Project Assistance
 - Disaggregate by gender:
 - project objectives where appropriate
 - benchmarks for project monitoring and evaluation
 - beneficiaries
 - logframe (objectives, monitoring, etc.)
 - Incorporate gender considerations throughout the project design document; in project implementation, technical analysis, financial, and economic analysis sections as well as in social soundness analysis.
 - Describe in explicit terms in country strategy, project identification, and project design documents:
 - strategies to involve women where gender analysis indicates women are active in program or project sectors;
 - benefits to women and men.
 - Include decision points in the project implementation schedule that allow project modification or redirection to incorporate gender considerations as baseline or project monitoring data become available.

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- **In Non-Project Assistance Programs**
 - Disaggregate by gender:
 - objectives where potential beneficiaries are described;
 - impact assessment;
 - benchmarks for project monitoring and evaluation;
 - logframe (objectives, monitoring, etc.)
 - Include gender considerations in technical, institutional capability, and economic analyses sections, as well as in social feasibility section.
 - Include impact monitoring at the household level; collect sex-disaggregated data.
 - Include decision points when the program can be modified or mitigating activities can be initiated to offset short-term adverse impacts on men and women.
- **Project/Program Design and Evaluation Teams**
 - Include gender considerations in scopes of work for technical, institutional, economic and financial analyses in project and non-project assistance design documents.
 - Include gender issues analysis in scopes of work for evaluation team members.
 - Include in design and evaluation team leaders' scope of work the responsibility for ensuring that gender considerations are adequately addressed.
- **Requests for Proposals**
 - Include a requirement that gender considerations be addressed.
 - Include gender considerations among criteria for selection of proposals.
 - Include assessment of how gender issues are addressed in criteria for proposal selection.

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APPENDIX II: ADDITIONAL INFORMATION ON GENDER ANALYSIS

APPENDIX II-A: SMALL-SCALE ENTERPRISE DEVELOPMENT

APPENDIX II-B: AGRICULTURAL PROJECTS

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**APPENDIX II-A:
SMALL SCALE ENTERPRISE DEVELOPMENT**

The following represent the factors that should be considered for an in-depth assessment of gender differences in small scale enterprises (SSEs). Information would be collected about enterprises by 1) management and organization, including personnel, production, marketing, and finance and 2) enterprise size and type of goods or service produced. Thus the analysis would yield how women are involved/contribute to enterprises according to their size and/or the kinds of goods produced and marketed. Such an analysis could identify correlations between gender of the owner and kind of business, size, level of education, products, markets, and other important factors.

Included here as "thought simulators," this analytical process has been excerpted from:

"Small Scale Enterprise and Women," by Maryanne Dulansey and James Austin in Gender Roles in Development Projects, edited by Catherine Overholt, Mary B. Anderson, Kathleen Cloud, and James E. Austin, Kumarian Press, 1985.

**ENTERPRISE SIZE/TYPES OF GOODS
OR SERVICES**

Number of Workers Per Unit
1 2-5 6-10 11-20 21-50

1. Number of Units
 - Male owned
 - Female owned
2. Number of Workers
 - Male
 - Female
3. Legal Status (number)
 - Sole Proprietorships
 - Partnerships
 - Corporations
 - Cooperatives
 - Other
 - None

Personnel

4. Levels of Literacy, Training
 - Formal Education
 - Male
 - Female

-
5. Marital Status
 - Married
 - Male
 - Female
 - Head of Household
 - Male
 - Female
 6. Household Size & Female Economic Contribution (%)
 7. Age:
 - Male
 - Female
 8. Time Commitment:
 - Full Time
 - Male
 - Female

Production

9. Geographical Location
 - Rural
 - Male
 - Female
 - Semi-Urban
 - Male
 - Female
 - Urban
 - Male
 - Female
 - Regional Concentration
 - Male
 - Female
 10. Operation Locations
 - Household
 - Male
 - Female
 - Donated Locale
 - Male
 - Female
 - Rented/Purchased Locale
 - Male
 - Female
 - Mobile
 - Male
 - Female
-

-
- 11. Technology
 - Traditional
 - Male
 - Female
 - Semi-Modern
 - Male
 - Female
 - Modern
 - Male
 - Female
 - 12. Productive Activity:
 - Physical Production
 - Male
 - Female
 - Processing
 - Male
 - Female
 - Wholesaling
 - Male
 - Female
 - Retailing
 - Male
 - Female
 - Financial
 - Male
 - Female
 - Transporting
 - Male
 - Female
 - Storing
 - Male
 - Female

Marketing

- 13. Marketing Destination
 - Household
 - Male
 - Female
 - Rural
 - Male
 - Female
 - Urban
 - Male
 - Female

-
- Export
 - Male
 - Female

Production

14. Sales Value:

- Male SSEs
- Female SSEs

Finance

15. Capital

- Debt
 - Male
 - Female
- Equity
 - Male
 - Female

16. Financing Sources

- Personal, Family, Friends
 - Male
 - Female
- Savings Association
 - Male
 - Female
- Money Lenders
 - Male
 - Female
- Cooperatives
 - Male
 - Female
- Banks
 - Male
 - Female

17. Financial Management

- Male
- Female

18. Earnings

- Male
- Female

**APPENDIX II-B:
ADDITIONAL INFORMATION ON GENDER ANALYSIS**

AGRICULTURAL PROJECTS

Resource documents on frameworks for in-depth gender analysis in agricultural projects are listed below.

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APPENDIX III:
INFORMATION ON DATA COLLECTION METHODS

Lack of information is a frequently-cited explanation for why women have not been included in project and program design. This appendix presents five rapid data collection methods that may be useful to planners seeking to expand their development data base to include more sex-dissaggregated data.

The information was condensed from Rapid, Low-Cost Data Collection Methods for A.I.D., A.I.D. Program Design and Evaluation Methodology Report, No. 10, published by the Center for Development Information and Evaluation in 1987.

A.I.D.'s publication entitled Rapid, Low-Cost Data Collection Methods for A.I.D. presents five major types of rapid, low-cost methods that deliver relatively accurate information on a wide range of subjects. Although they do not allow precise measurement, they are appropriate for understanding a phenomenon or process with a modest investment of time and resources.

The reasons for using these methods are:

- they economize resources;
- they provide timely information;
- the information is relevant; and
- they allow more flexible supervision.

The five rapid, low cost methods are presented below.

i. Key Informant Interviews

Key informant interviews involve interviewing a select group of individuals who are likely to provide the needed information, ideas, and insights on a particular subject. The researcher identifies appropriate sources (various occupational groups, socioeconomic strata, and organizations) from which key informants can be drawn and then selects a few from each group.

Although the atmosphere is informal, the interviews are conducted using an interview guide that lists the topics and issues to be covered. The interviewer takes detailed notes and often supplements the informant's information with other data, preferably from existing records, documents, and other literature.

These interviews are particularly appropriate when general, descriptive information is needed for decision making or when further questions, hypotheses, and propositions are needed for testing and refinement. Key informant interviews are also helpful in the interpretation of a study and to generate suggestions and recommendations.

In general, interviewing knowledgeable persons is less costly in terms of time and money than other interviewing methods. Often informants reveal confidential information that a more formal setting would preclude. Also, there is the opportunity for flexibility if the investigator uncovers an unexpected issue.

2. Focus Group Interviews

Focus group interviews involve assembling 8 to 12 carefully selected participants to discuss a specific topic. Group members are free to comment, criticize, or elaborate on the views expressed by others. The moderator stimulates conversation by introducing the subject and probing to keep discussion moving. It is also the moderator's responsibility to keep the discussion focused and to prevent a few participants from dominating the discussions.

The focus group method generates ideas and hypotheses for designing a development intervention. It is also good for determining reactions to recommended innovations and explanations for behavior. Furthermore, focus group interviewing can be very useful for gathering recommendations and suggestions when an implementation problem arises.

This group technique can often generate fresh insights because the participants simulate each other. A sense of security may develop and thereby reduce inhibitions so that an individual will provide more information in the group setting.

3. Community Interviews

Community interviews take the form of public meetings (more than 15 people) where the main interactions are between the interviewer(s) and the participants rather than among participants. Often more than one interviewer is required to preside, ask questions and record answers and tallies. Moreover, moderators with different disciplines can complement each other in probing respondents. In order to obtain quantifiable community-level data, the interviewer needs to phrase questions that elicit a yes-or-no type, countable response.

This data collection method is very useful for gathering various kinds of data about the surroundings, composition of the population, occupational patterns, and the like. It is also very helpful for assessing the support for a specific initiative or for assisting the needs of a community.

4. Direct Observation

Direct observation involves systematically observing a phenomenon, process, or physical object. The data gathering is not casual or informal. It requires well-designed questionnaires and observation record forms. It may involve individual or group interviews. However, it is not to be confused with the ethnographic method of participant observation where observers try to empathize with the people to gain an insider's perspective. Usually a team of experts strive to gain a comprehensive, bias-free picture. Often they focus on physical objects such as roads, dams, or agricultural production.

This method is particularly useful when trying to understand an ongoing behavior or an unfolding event such as how the farmers are using new tools. It is also useful for collecting information about physical infrastructure or evaluating delivery systems. It is invaluable when collecting preliminary, descriptive information.

Direct observation is rapid and economical. Outside observers are often able to pinpoint problems that those observed were unable to articulate. Observing a phenomenon in its natural setting provides a richer understanding than relying on documents or key informants.

5. Informal Surveys

Informal surveys are small-scale surveys concentrating on only a few variables and using non-probability sampling procedures to save time and resources. These surveys do use structured questionnaires administered by trained enumerators to generate quantitative data. The sample size is usually between 30 and 50. The number of questions asked is between 10 and 20. Informal surveying techniques are very useful when quantitative information is needed about a relatively homogeneous population or when there is not time or resources for constructing a probability sample. Informal surveys provide relevant quantitative data within a short time and with limited personnel and economic resources. They are, however, susceptible to sampling biases and should not be used as the basis for complex statistical analysis.

APPENDIX IV: PROJECT ADAPTATION

This appendix provides information on project adaptation. It describes an alternative framework for gender analysis of agricultural projects, followed by discussion of strategies to overcome commonly identified barriers to women's participation in development activities. The information is condensed from Women in Development: A.I.D.'s Experience 1973-1985 (1987).

A. GENDER ANALYSIS FOR AGRICULTURAL PROJECTS: TEN STEPS

Step 1: Clarify gender roles and their implications for project strategies.

The starting point should be to clarify the project strategy. For example, what does the project propose to do to improve agriculture? What activities will be affected by project interventions? What is the existing division of labor in these activities? How do these activities fit in with the total pattern of household productive and domestic activities? What innovations are being proposed? What are their behavioral implications for different household members?

Step 2: Analyze eligibility to receive project inputs.

Start by examining what inputs the project intends to provide, and identify which household member should receive them, in light of the existing division of labor. For example, if livestock is women's responsibility and grain is men's, inputs for livestock should go to women and inputs for grain to men. If women are responsible for an activity slated for project intervention, can they qualify to receive inputs in their own name? What are the prerequisites for eligibility, and how many households in the target group can meet those criteria?

Step 3: Define prerequisites for participation in project activities.

In light of the division of labor, which household member should participate in activities such as soil conservation, water user groups, training, and extension? Does the proportion of women in the pool of eligible participants match the division of labor?

Step 4: Examine outreach capabilities of institutions and delivery systems.

If analysis of the division of labor shows that an activity slated for project intervention is women's responsibility among smallholders, to what extent do existing institutions and delivery systems have direct contact with female smallholders, or with any women (e.g., the well-to-do)?

Step 5: Assess the appropriateness of proposed technical packages.

Are the technical packages applicable to all households or only to those with certain types of resources, such as irrigated land, several head of cattle, or a labor surplus? How many households in the target group have the right kind of land? How many, given the sex-typing of tasks and male migration, can meet the additional labor requirements? How many can raise the necessary cash? What implications do gender differences have for the spread of technical innovations to poor households?

Step 6: Examine the distribution of benefits and its effect on incentives.

Given the gender division of labor and the control of income from different crops by men and women, what interest would women have in intensifying production? Do the direct returns to women outweigh the additional effort? If the project affects marketing, are women likely to lose an independent source of income?

Step 7: Consider the reliability of feedback mechanisms.

If women play a major role in project-related activities such as farming vegetables, how will the project find out whether the proposed technical innovations are acceptable to them? What provisions are made for local women and men's participation in monitoring and reporting systems distinguish male and female participants?

Step 8: Anticipate likely changes in the roles and status of women.

How will the project affect women's access to and control over land, labor, capital, and expertise? Will women's workload increase or decrease? What will happen to their independent income, to their control of crops and the income from their sale, and to their voice in household decision-making on expenditures and other issues?

Step 9: Link changes in the roles and status of women with the expected project impact.

How will changes in women's access and control of land and productive resources affect food availability? How will changes in women's ability to earn an independent income affect household cash flow? How will it affect their ability to provide for their families? How will women's workload affect such things as child care and family nutrition?

Step 10: Identify needed adaptations.

Using the previous steps as a guide, specify what changes are needed in institutions, delivery systems, technical packages, and feedback mechanisms to overcome the barriers to women's access to project inputs and their ability and incentive to participate.

Yet, in general, earmarking resources for women alone may not affect project outcomes when technical and institutional constraints to female participation are not identified and removed. For example, if there are no women in the pool of eligible participants, funds earmarked for women can not be utilized. Thus, earmarking resources for women cannot be considered a substitute for gender-sensitive adaptations in projects as a whole.

There is also a need to distinguish between resources such as grassroots training and credit earmarked for village women and resources such as personnel slots, vehicles, and overseas training earmarked for female professionals.

C. PROJECT ADAPTATION

It is possible to adapt mainstream projects to gender without designing a women-only project or a women's component or earmarking a share of the project budget. This can be done by adjusting such things as the focus of project activities and their location, timing, and support services. This section examines some of the gender-responsive design adaptations that can improve projects by improving their outreach to women.

1. Change in the Focus of Project Activities

To a large extent, women's participation in mainstream projects is influenced by the focus of project activities. One way of increasing women's participation in development projects has been to add on a small component focused on women's household and family roles.

2. Change in the Number of Women in the Pool of Eligible Participants

Although in such cases it might appear that women's participation is outside the control of project planners, this is rarely true. When there are few women in the pool of eligible people, three adaptations are possible: (1) eligibility criteria or institutional procedures can be changed so that women qualify; (2) special programs can be launched to work with village women; and 3) male staff can be trained to work with village women in the absence of female staff.

3. Adaptation of Credit Components

Whether in agriculture, nonfarm production, or urban informal sector enterprises, the main determinants of women's participation in credit components are as follows:

- The focus of lending (microenterprises versus larger firms and male- versus female-dominated sectors)
- Minimum size of loans (the smaller the minimum, the higher the female participation rate)
- Collateral requirements (group liability can remove the obstacle of women's lack of land title and fixed assets)

B. FROM GENDER ANALYSIS TO ADAPTATIONS IN PROJECT DESIGN AND IMPLEMENTATION

Analysis of gender differences alone has little effect on project outcomes unless institutional and other barriers to participation are identified and overcome. The following are ways to increase women's participation in projects and programs.

1. Women-Only, Women's Component, and Integrated Approaches

One way of overcoming barriers to women's access to development assistance is to design a women's project. Another alternative is to insert a component for women in mainstream projects. A third alternative is to integrate women throughout mainstream projects. Since the Percy Amendment, A.I.D. has learned a great deal about the advantages and disadvantages of these approaches, and each is discussed in detail below.

- a) Women-only projects: projects designed exclusively for women participants and beneficiaries. The main advantage of women-only projects is that they are highly visible efforts to explicitly improve the social and economic well-being of women. The main disadvantage is that their development impact, with few exceptions, tends to be minimal. Some of the reasons for low impact are institutional: tiny budgets, low government priority, and lack of leverage (especially when projects are located in under-funded social welfare ministries or private voluntary organizations). Other reasons are technical: women-only projects are often administered by people with inappropriate technical skills, their design is management-intensive, and their backstopping tends to be disproportionately costly in staff time.
- b) Women's component: a women-focused activity within a larger project. As part of a larger project, women's components have access to greater resources and are able to borrow technical expertise. Nevertheless, the budgets of these components tend to be smaller (usually no more than 5 percent of a project's total budget), and like women-only projects they have positive and negative features.
- c) Integrated project: by A.I.D.'s definition, a mainstream project that "integrates" women without a women-only design or a women's component.

2. Targeting Resources to Women

Targeting is one approach to trying to ensure that some of the resources of integrated projects actually reach women. The basic strategy is to earmark a share of such project inputs as commodities, training, credit, and employment "for women." Another is to establish quotas for women's participation in project activities. The underlying premise is that such earmarking will make project management accountable for delivering resources to women.

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- The hidden costs of borrowing (reducing the cost in time and money of trips to credit outlets for application and repayment increases participation)
 - Incentives to banks to service small loans (innovations such as group lending can increase outreach to women by reducing overhead costs to the bank)

When the terms of lending are conducive, women will constitute a high proportion of loan recipients. When lending terms are adverse, few women will receive loans, regardless of efforts to target them. Thus, analysis and adaptation of eligibility criteria and delivery systems are the key to increasing women's participation in credit programs and the productive activities that those programs support.

4. Outreach of Existing Delivery Systems

The outreach of existing delivery systems strongly affects projects' ability to reach and benefit women. When ceilings on government expenditure make it difficult for the project to recruit additional staff to work with women, the program's outreach depends on their ability to utilize whatever village-level staff (male or female) is already in the area.

5. Location of Projects Activities and Services

The location of training facilities influences women's participation in training of all types: because of their family responsibilities, women are less likely to participate in out-of-country than in-country training and are more likely to prefer day training to residential training.

6. Timing and Duration of Activities

Because women's time constraints differ from those of men, the timing and duration of project activities affect women's participation differently from men's.

- Women may be unable to participate fully in training courses because the timing of the program conflicts with family responsibilities.
- Adaptation to women's seasonal time constraints can also be crucial in securing women's participation in projects.

7. Facilities for Sleeping and Child Care

When training requires women's absence from home for extended periods, the availability of facilities for sleeping and child care greatly influences women's ability to participate.

8. Choice of Language and Communication Network

The choice of language and communication network also influences outreach to women. Because of their greater contact with the world beyond the village, men are more likely than women to speak the national language. The solution is to recruit bilingual extension agents directly in the local area. Communication networks among village women also differ from those of men. Outreach to women can be improved by identifying the times and places where different groups of women get together and then using these settings as entry points.

APPENDIX V:
THE GENDER INFORMATION FRAMEWORK - EXECUTIVE SUMMARY

L INTRODUCTION

The **Gender Information Framework (GIF)** is a set of guidelines for incorporating gender considerations into the development programming cycle of the Agency for International Development (A.I.D.). Commissioned by A.I.D.'s Office of Women in Development (PPC/WID), the GIF is a step-by-step process for addressing gender issues in both project/program design and document review activities. It also provides information on other analytic tools and resources for considering gender in development.

A.I.D. evaluation findings provide strong evidence that **gender is an important variable in the development process**; that is, projects matching resources to the roles and responsibilities of men and women are more effective than are projects that do not. Therefore, to ensure more positive project and program outcomes, planners need to identify key differences in male/female roles and responsibilities, analyze the implications of these differences for programming, and incorporate that information into development activities.

The GIF provides a three-step framework for this process. Its core elements are:

- **Gender Analysis Map**: As its name implies, the "map" guides the user through a process, suggesting where to look. In **Step One** it helps the user to identify important gender factors in the baseline situation: the differences in men's and women's roles and responsibilities. In **Step Two**, it helps the user to take a look at the gender-specific constraints and opportunities identified in the baseline situation. These first two steps described in the Gender Analysis Map are not specific to A.I.D. and may be applicable to other development organizations.
- **Gender Considerations Guide**: Findings gleaned from the gender analysis undertaken in Steps One and Two can be incorporated into programs and projects with guidance found in **Step Three, Gender Considerations Guide**. The "Gender Considerations" sections have been designed primarily for A.I.D. use, presenting guidelines for key A.I.D. documents including the Country Development Strategy Statement (CDSS), Action Plan, Project Identification Document (PID), and Project Paper (PP). Even though these documents are specific to A.I.D., they parallel documents used in the overall programming cycles of other development agencies, thus making the GIF adaptable for wider application.

The GIF also includes a **Summary of Guidelines for Documents Review**, which briefly summarizes how and where to include gender considerations in A.I.D.'s documentation processing, including planning, administrative, and evaluation documents.

II. GENDER ANALYSIS MAP: DETAILED DESCRIPTION

A. OVERVIEW OF COMPONENTS

The **Gender Analysis Map (GAM)** provides a tool for initial assessment of important gender differences that can affect peoples' ability to participate in and benefit from a development activity. The two-step analytical process is described below.

Step One involves information-gathering on four key socio-economic factors -- allocation of labor, income, expenditure patterns, and access to/control of resources -- in order to identify male/female roles and responsibilities. These are called **Exploratory Factors**.

In **Step Two**, the **Gender Analysis Map** guides the analysis of identified gender roles and responsibilities to infer differences in men's and women's constraints to participating in, contributing to, and/or obtaining benefits from development programs and projects. Conclusions are also drawn about opportunities for increasing project effectiveness by recognizing and building on differences in gender roles, responsibilities, skills, and knowledge.

This process has been designed to indicate where development practitioners must first look to see how gender could affect the success of a project or program. Of course, not all factors in this framework will be equally important for all kinds of projects. Neither will the Gender Analysis Map always yield complete information; however, it will very often provide clues that suggest where further information is needed.

B. STEPS IN GENDER ANALYSIS

In the step-by-step analytical process that follows, the four key socio-economic factors noted above are examined in more detail, and key issues and specific questions to address for each Exploratory Factor are listed. Examples of kinds of programs and projects where each factor is likely to be important are also indicated.

STEP ONE

Use the four **EXPLORATORY FACTORS** below to identify where gender could intervene in social and economic production systems to be affected by development activities.

FACTOR: ALLOCATION OF LABOR: Important for agriculture, natural resource management, education, health-related projects. Must look at both household tasks and tasks contributing to family income production.

- Who is responsible for which aspects of household maintenance (fuel/water provision, building maintenance, family health, child care, food preparation, etc.)?
- What is time allocation by gender and age? How do time and labor allocations vary with economic class or position in the household?
- What activities of male and female household members contribute to agriculture production and livestock production? (Analyze by crop and/or by livestock animal.) How do these activities vary by season?
- For enterprise development activities, is family labor included in enterprise accounts? How do family members contribute labor? Who is responsible for bookkeeping, for cleaning and repairs, for product finishing and packaging, for product sales?

FACTOR: INCOME: Important for enterprise development, agriculture, health; projects counting on user fees.

- What is male/female labor force participation by sector, both formal and informal?
- What are primary sources of income for men and women in rural and/or urban households (wage labor, small-scale enterprise)? How much income does each of these activities provide? How, and where do men and women market goods and services? What is the source of their raw materials?
- For farm-related income, how much is generated by men/women from crops, livestock, crop/livestock by-products (e.g., milk, manure) and crop biomass (stalks, husks)? What percentage of family income does self-provisioning represent?
- How do incomes vary by season?
- To what extent are technical assistance, credit, purchased raw materials, and other "inputs" currently used by male/female family members to increase productivity?

FACTOR: EXPENDITURE PATTERNS: Important for projects that directly or indirectly change allocation of labor and access to resources, such as agricultural projects, contract growing schemes, natural resource management projects, or projects that will change fee structure for services.

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- Who is responsible for which elements of family expenses and provisioning (e.g., staple foods, vegetables, school fees, ceremonies, medical expenses, clothing)?
 - How could changes to family member incomes affect ability to meet family financial obligations?

FACTOR: RESOURCES: Access to and control over all types of resources assumed to be important to the success of the project (important for all projects).

- For the unit of analysis, what resources (e.g., credit, labor, time, land, training) are required for activities affected by the project?
- How is access to and control of these resources different for men and women? How does that affect ability to increase economic productivity or improve family well-being?

OTHER FACTORS

- What other factors, outside labor, income, expenditure patterns and resources, are basic to analysis of YOUR situation?
- Decide what questions should be answered in order to help determine whether there are or may be gender-related differences to each of these other factors.

STEP TWO

Use the **CONCLUSION-DRAWING FACTORS** below to arrive at significant gender differences which need to be taken into account in planning or adapting the project under consideration.

FACTOR: CONSTRAINTS

- For the unit of analysis and the project/program under consideration, what are the key differences between men's and women's constraints (e.g., labor, time, access to credit, education, training, other)?
- How do these affect ability to contribute to or benefit from a program? What are the implications for incentive to participate?

FACTOR: OPPORTUNITIES

- For the unit of analysis and the project/program under consideration, what are the opportunities for increasing project effectiveness by recognizing and building on gender-based roles, responsibilities, skills, and knowledge?
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III. GENDER CONSIDERATIONS GUIDE

Step Three in the GIF process provides guidance on where to incorporate information about significant gender differences into four A.I.D. documents: the Country Development Strategy Statement (CDSS), the Action Plan, the Project Identification Document (PID), and the Project Paper. To the extent possible, the guidelines for incorporating gender considerations into each document follow the format for document preparation presented in the relevant A.I.D. handbooks and guidance cables. Key comments and questions are provided and indicate additional detail needed. These questions are meant to stimulate thinking about what needs to be considered in a particular situation. The user should select from the questions presented those that are most relevant to the specific development setting.

GENDER CONSIDERATIONS: COUNTRY DEVELOPMENT STRATEGY STATEMENT (CDSS)

I. COUNTRY DEVELOPMENT PERFORMANCE AND STRATEGY

A. Basic Characteristics of the Economy

- A.1 Identify significant gender differences in participation in the economy, including rates of participation, location, and skills in the rural and urban labor force, in both formal and informal sector employment; also income distribution by gender within these characteristics.

B. Record of Development Performance

- B.1 Disaggregate by gender changes within the past five years in poverty, employment, and access to resources contributing to increased productivity (e.g., labor force mobility, land, credit, training, technical assistance, etc.).
- B.2 Examine male/female differences in participation in private, political, and social institutions.
- B.3 Examine differential effects of the development of democratic political and economic institutions on male/female participation in and contribution to national economies.
- B.4 Describe gender differences in key areas of social well-being, including health, nutrition, education (e.g., education: enrollment and completion rates at all levels, adult literacy rates; or family planning: male and female acceptors, gender differences in knowledge, attitudes, practices).

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- B.5 Examine relative dependence of the sexes on various elements of public spending and employment.
 - B.6 Examine the impact of differences in access to education and other resources on male/female ability to respond to economic adjustment policies. Consider the implications for national development strategies.
 - B.7 Describe male and female internal and external rates of migration, corresponding poverty indices, nutrition, etc.
 - B.8 Consider how gender-differentiated roles and responsibilities contribute to current trends in deforestation, desertification, and other aspects of environmental deterioration.
- C. Summary of Macroeconomic Analysis
- C.1 Consider constraints to/opportunities for increasing productivity resulting from gender differences in skills and knowledge in agriculture and enterprise development activities.
- D. Summary of Sector and Key Subsector Assessments
- D.1 Disaggregate statistical data by sex where available.
 - D.2 In sectors where men and women are both economically active, discuss gender-related constraints to and opportunities for progress in that economic activity.
- E. Institutional and Human Resource Base for Development
- E.1 Describe key gender differences in the socio-cultural and institutional context for development; for example, how do social systems and cultural patterns, migration, urbanization, public and private institutional systems differentially affect men's and women's contribution to social and economic development?
- F. Host Country Development Strategy and Policy Orientation
- F.1 Describe government policies toward full participation of women in economic development, particularly in those sectors in which A.I.D. is interested (e.g., legal and/or regulatory barriers to obtaining credit; subsidies for sectors in which males/females predominate).
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II. OPPORTUNITIES AND CONSTRAINTS

- A. Key Economic Opportunities for the Country
 - A.1 Consider how untapped or underutilized economic productive capacities among women and men might be utilized for progress.
- B. Key Constraints to Development
 - B.1 Consider how constitutional, civil, and customary laws affect men's and women's ability to respond to development opportunities.
 - B.2 Examine what categories of people have access to public goods, such as those directed toward infrastructure, education, preventive health, nutrition, the environment, science and technology, and natural resources. How do gender differences in access inhibit growth and development?

III. POLITICAL ECONOMY OF REFORMS AND INSTITUTIONAL CHANGE

- A. Supporting Coalition for Current Policies
 - A.1 Consider the long-term vs. short-term gains and losses resulting from current policies that constrain women.
- B. Needed Policy Reforms
 - B.1 Consider if and how anticipated benefits from proposed policy reforms would:
 - have a differential impact by gender
 - reach low-income female-headed households
 - B.2 If analysis of constraints to development indicates government policies impede contribution of women to national economic development, what policies would be most appropriate for dialogue with host country government?
- C. Institutional Changes and the Sustainability of Reformed Policies
 - C.1 Consider what institutional changes are needed to sustain host country commitment to continuing considerations of gender issues related to economic and civil freedoms in their development policies.

IV. DONOR PROGRAMS, DONOR COORDINATION, AND OFFICIAL DEVELOPMENT ASSISTANCE LEVELS

Consider how a donor WID Committee might strengthen the effort to more fully incorporate gender issues into the host country's development planning activities.

V. U.S. DEVELOPMENT ASSISTANCE STRATEGY

- A. Where women are economically active in a sector, consider how Mission strategy assists women directly and indirectly to increase their productivity in that sector?
- B. Examine how gender differences in ability to respond to democratic pluralism, policy reform, and/or structural adjustment initiatives have been taken into account in the design of the Mission strategy.
- C. Consider what proportion of projects assist women's productive activities compared to those that provide health or other services? How does this compare with assistance to men in these areas?
- D. What steps are included in the Mission strategy to institutionalize consideration of gender issues in Mission programming? What benchmarks have been established and what indicators of success?
- E. Where data have not been available to adequately define gender issues in sector assessments and the mission strategy, indicate what steps will be taken within the strategy under development to obtain needed data.
- F. Consider if both women and men participated in the dialogue that leads to problem identification, selection, program and project design, and evaluation.
- G. Disaggregate objectives, benchmarks, and indicators of goal achievement by gender where appropriate and feasible.

GENDER CONSIDERATIONS: ACTION PLAN

I. REVIEW OF PROGRESS TOWARD ACHIEVING A.I.D. STRATEGY OBJECTIVES

- A. Disaggregate data by sex wherever possible in program impact assessment.
 - A.1 In sectors of A.I.D. activity, for males and females in both urban and rural areas, describe changes in: labor force participation rates; also primary sources of income,

including family enterprises, farm enterprises and wage labor in the formal and informal sectors.

- A.2 Consider trends in male/female division of labor for major agricultural activities (e.g., production responsibilities by crop or animal, marketing, post-harvest activities).
 - A.3 Identify percentage of female-headed households.
 - A.4 Identify available data and additional data needed.
- B. Incorporate gender considerations into background information and review of current projects/programs.
- B.1 Consider how constraints to participation in economic development differ for men and women, with emphasis on sectors of A.I.D. activity.
 - B.2 Examine if and how gender-based roles and responsibilities pose different constraints to men's and women's ability to participate in and contribute to A.I.D. programs.
 - B.3 Examine differential impacts, if any, of Mission programs on men and women.
 - B.4 Consider how opportunities presented by gender-based differences in skills and knowledge have been incorporated into design of program strategies.
 - B.5 Consider which projects/programs assist women directly to increase earnings and/or food production and which assist indirectly. Compare the proportion of projects that assist women's economic activities to those that provide health or other social services.
 - B.6 Assess availability of sex-disaggregated data; also, extent to which data available enable monitoring and adaptation of current mainstream projects to take into account important gender-based differences.

II. IMPLICATIONS FOR FUTURE PROGRAM ACTION

Describe modifications planned for existing programs to address gender considerations, as appropriate.

III. STRATEGIES, OBJECTIVES, TARGETS, AND BENCHMARKS

- A. Describe how gender-based roles and responsibilities affect long-term Mission sector development strategies.

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- B. Disaggregate by gender short-term targets to meet objectives, as well as benchmarks on progress toward meeting objectives.

IV. **MISSION MANAGEMENT AND MONITORING**

- A. Describe current progress and future steps to enhance Mission capability to incorporate gender considerations into programming, including:
- benchmarks for measuring institutionalization of gender considerations into the programming process,
 - strategy for collection of data needed for monitoring and adaptation of current and planned projects.

GENDER CONSIDERATIONS: PROJECT IDENTIFICATION DOCUMENT (PID)

I. **PROJECT DESCRIPTION**

- A. **Problem Statement:** Consider how gender affects the social and economic aspects of the problem to be addressed.
- How do men and women participate in activities the project will affect?
 - How do gender-based patterns related to division of labor, income, expenditure, or other key factors affect the problem?
 - How do gender-based constraints to access to or control of resources affect the situation?
 - How do both men and women participate in defining the problem?
- B. **Statement of Expected Project Achievements:** Consider to what extent the participation of both men and women will affect achievement of project goal and purposes.
- Does the project design enable and encourage participation of and benefits to both men and women?

II. OUTLINE OF THE PROJECT AND HOW IT WILL WORK

A. Project Elements

- A.1 Identify project strategies that target project/program resources according to men's and women's patterns of income, expenditures, allocation of labor, and resource control.
- How will constraints to participation and/or benefits from the project be different for males and females?
 - How can the project use the unique skills of men and women, based on gender-based roles and responsibilities, to solve the problem?
- A.2 Identify technical issues in the project design that may need special attention to gender issues.
- Whose (male/female) income, labor, ability to meet financial responsibilities will the technical assistance or project technology affect?
 - Will the project's technical resources be targeted appropriately, given gender-based roles and responsibilities?
 - How does the project design take into account gender-specific constraints in access to resources?
 - Have host country men and women both participated in designing strategies to address project constraints?
- A.3 Review proposed project components for consistency with the social and economic organization of activities the project will affect, as well as constraints and opportunities entailed in that organization.
- A.4 Include strategies to obtain sex-disaggregated data and feedback from both men and women in project monitoring and evaluation systems where their activities will be affected by the project or program.

III. FACTORS AFFECTING PROJECT SELECTION AND FURTHER CONSIDERATION

A. Social Considerations

- A.1 Include known information about key gender variables in analysis of factors affecting project activities

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- What information is available and what is needed on gender differences in key socio-cultural factors including:
 - Labor force participation overall; labor force mobility between sectors; intra-household division and seasonality of labor as appropriate to the project.
 - Major sources of income for males/females; intra-household incomes and expenditures and their control; seasonal variations in income and expenditures.
 - Access to and control of resources in the legal, socio-cultural, and economic environment affecting the project.
 - Asymmetric rights and obligations within the household governing allocation of labor and decision-making authority.

A.2 Consider who benefits from the project, and how they benefit

- Are beneficiaries appropriate, given the social organization of activities the project will affect?
- Will project benefits and their distribution provide sufficient incentive to encourage participation?

A.3 Identify gender considerations related to ability to participate in project.

- What are prerequisites to participation (e.g., literacy, collateral, mobility, land), and how do these affect men's and women's ability to participate and benefit?
- How do differences in access to education, credit, etc., affect ability to participate and/or contribute?

A.4 Assess differential impact of project by gender.

- Will the project have differential short- or long-term impact on women and men?
- How might this affect project sustainability?

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- B. **Economic Considerations:** Examine how the proposed approach will affect men's and women's economic roles and improve family well-being.
- Are economic benefits consistent with income and expenditure patterns of women and men?
 - How will project interventions affect these patterns?
 - What additional information is needed to fully consider these questions?
- C. **Technical Considerations:** Assess the technical expertise and experience of proposed implementing agencies (host country and U.S.) in reaching women; consider developing such capacity as part of project, if needed.
- What is the experience of implementing agencies in reaching women and men in their separate and joint economic roles?
 - What linkages exist to ensure feedback from both men and women to project implementers, including advisors, extensionists, researchers, and others?
- D. **Budget Considerations:** Examine budget estimates for consistency with issues discussed in social, economic, and technical considerations.
- Where gender is a factor in activities to be affected by the project, does the budget include funds necessary for appropriate staffing; outreach to both men and women; and collection of sex-disaggregated data for project refinement, monitoring, and evaluation?
- E. **Design Strategy**
- E.1 Summarize need for sex-disaggregated data for Project Paper (PP) or pre-PP study; indicate how such data will be collected and analyzed.
- E.2 Recommend PP team composition necessary to ensure that gender issues are effectively addressed.
- E.3 Include considerations of gender issues in PP team members' Scopes of Work.
- E.4 Recommend inclusion of gender criteria in PP discussion of Request for Proposals.
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GENDER CONSIDERATIONS: PROJECT PAPER (PP)

I. PROJECT RATIONALE AND DESCRIPTION

- A. **Problem:** Consider how gender affects the problem to be addressed.
- How do men and women participate in the activities the project will affect, directly or indirectly? How is the problem different for men and women? Have both men and women participated in defining the problem and identifying solutions?
- B. **Project Elements**
- B.1 Develop strategies to incorporate women and men in project, as indicated from technical, financial, economic, social soundness, and administrative analyses.
- Where women play a major role in project-related activities, how do proposed strategies utilize and expand women's economic productivity?
 - What strategies address the constraints to participation that result from gender differences in roles and responsibilities? For example, are gender differences in mobility, education, access to resources taken into account? Will outreach strategies, timing and location, scope and scale of project elements (e.g., size of loans, kind of training, type of equipment) enable the participation of both men and women?
- B.2 How could policy dialogue on gender issues important to this project's/program's implementation be effected?
- B.3 Assess the consistency between project elements, goal and purpose, inputs and outputs, and analyses.
- Are gender issues incorporated throughout, and are they consistent with gender-based roles and responsibilities in the baseline situation?
- B.4 Indicate strategies to collect sex-disaggregated baseline data where data are unavailable.
- C. **Cost Estimates:** Include in cost estimates funds needed for collection of sex-disaggregated data for project refinement, monitoring and evaluation; also funds to enable the participation of both men and women (e.g., for training, materials development, project personnel).

D. Implementation Plan

- D.1 Identify male and female training participants; consider gender differences in the design of eligibility criteria for training and recruitment strategies.
- D.2 Include appropriate project/program personnel to enable matching project activities with gender-based roles and responsibilities.

II. SUMMARIES OF ANALYSES

A. Technical Assessment: Include gender as a variable in technology needs assessment, analysis of cultural suitability, and potential impacts.

- A.1 Needs Assessment: What provisions are made for local men's and women's participation in selecting technical approach and technologies?
- A.2 Access: Does the project approach (technology, information, credit, etc.) take into account gender and class differences in access to cash, land, labor, or other resources that might affect access?
- A.3 Suitability: Where women play a major role in project-related activities, how will the project determine whether proposed technical innovations or assistance is appropriate and acceptable to them?
- A.4 Impact: Given allocation of tasks by gender:
- Will the technical approach or package increase labor differentially for men and women?
 - Will it affect relative access to resources of men and women?
 - How will changes from the technology affect both men's and women's domestic responsibilities and their ability to provide income or food for their families?

B. Financial Analysis: Review intra-household differences in incomes and expenditures.

- Are there gender-based constraints to ability to pay for project services and inputs or otherwise participate in project? If yes, what are the implications for overall impact and achievement of goals?

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- How can the project/program build on existing revenue-generating, expenditure, and savings patterns to promote increased financial well-being among both men and women?
 - How will the project affect incomes of both male and female family members?
- C. **Economic Analysis:** Specify costs and benefits for males and females in terms of opportunity costs of labor, access to productive resources, status, and ability to meet family expenses.
- D. **Social Soundness Analysis**
- D.1 **Examine men's and women's roles in activities** the project will affect, and assess whether project inputs are appropriate according to the social and economic organization of activities.
- What is the division of labor/time/decision-making authority in project-related activities? How will the project affect/be affected by gender differences in these areas?
 - What opportunities for increasing productivity and/or socio-economic well-being are offered by male/female roles and responsibilities?
- D.2 **Examine prerequisites for participation in project** and how gender-based constraints will affect ability of household members to participate.
- What are the formal/informal prerequisites to participation (e.g., literacy, collateral, labor mobility)?
 - How does gender affect access to and control of resources (land, labor, capital, decision-making) affecting project participation?
- D.3 **Examine the distribution of benefits** to women and men and how benefits affect incentives to participate.
- Which household members benefit and how? Who decides benefit allocation?
 - Do benefits to individual household members provide sufficient incentive to participate? Do they offset any additional work that might be required?
- D.4 **Assess impact, short- and long-term, direct and indirect** on key gender differences in roles and responsibilities.
- How will the project affect patterns of employment, consumption, resource allocation, and status?
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- What are the implications of these changes for project sustainability and long-term development goals?

E. Administrative Analysis

- E.1 Describe the implementing institution's ability and experience in reaching both men and women; examine implications for project strategies.
- E.2 Indicate what steps might be necessary, if any, to improve implementing agency's ability to provide technical assistance to women.
- E.3 Consider additional or alternative institutions for project administration, if appropriate, to ensure both men and women have access to project resources.